

**Title of meeting:** Cabinet

**Date of meeting:** Cabinet 10 March 2020

**Subject:** Local Transport Plan 4 Development

**Report by:** Tristan Samuels Director of Regeneration

**Wards affected:** All

**Key decision:** No

**Full Council decision:** No

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**1. Purpose of report**

- 1.1 To seek approval of the draft vision and objectives for Portsmouth's Local Transport Plan 4, and outline the direction that the draft strategy will take.

**2. Recommendations**

It is recommended that Cabinet:

- 2.1 approves the draft vision and policy objectives for the Local Transport Plan 4
- 2.2 agrees the continued development of the draft strategy in accordance with the vision and policy objectives
- 2.3 brings the strategy back to Cabinet and Full Council for approval to consult in June.

**3. Background**

- 3.1 As a national and international maritime gateway on the south coast of England, Portsmouth is the economic centre of the South East Hampshire region. The city has been shaped by its island and peninsula geography, with the transport network significantly constrained by the limitations of the land available.
- 3.2 The limited transport network links from Portsea Island to the mainland, and a population density greater than any outside London, lead to a transport network that is nearing to and in places exceeding its capacity. The requirement for more additional housing (a further 17,340 dwellings to the period 2036 - 867 per annum<sup>1</sup>) the potential need for 168,300 square metres of additional employment space, the ambition for economic growth and regeneration, and a predicted 41% increase in inbound traffic in the morning peak by 2026, means the transport network must work more efficiently and effectively to ensure that the city can prosper. There are public health and environmental challenges to address having identified exceedances in Nitrogen Dioxide (NO<sub>2</sub>) at two locations on the city's highway network and declared a climate change emergency.

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<sup>1</sup> Housing target given by Ministry of Housing, Communities and Local Government (MHCLG)

3.3 The transport strategy for the city is determined by the Local Transport Plan (LTP). As the Local Transport Authority (LTA), under the Transport Act 2000 as amended by Local Transport Act 2008 Portsmouth City Council has a statutory duty to produce a LTP for Portsmouth, and to keep it under review. The LTP4 will replace the current LTP3 (2011-2031). Whilst this remains current, the significant changes in central government transport and wider policy, means that an updated long term, integrated transport strategy (LTP4) governing the period from 2020 to 2036 is required to ensure that we are able to plan effectively to deal with the transport challenges we are currently facing.

3.4 The LTP 4 will respond, in particular, to:

- **Changing Attitudes to Travel and Personal Mobility**

- Recent government reports suggest a significant change in the nature of how often, when, where, why and how we travel. As a nation, we travel substantially less per head of population than we did over the past two decades, with 16% fewer trips made in 2018 than in 1996.
- Such changes in behaviour are a result of a combination in factors including changing demographics, changes to how and where we shop, and advances in technology as well as changing land-use patterns. Such factors are influencing our attitudes to travel and personal mobility. Therefore, our transport infrastructure must be planned for in a way that keeps up with changing demands.

- **Levels of Deprivation**

- Although Portsmouth's Gross Value Added (GVA) has grown faster than the UK average and the Solent average in the recent past (3.2% between 1997 and 2013), GVA in Portsmouth is still 10% below the southeast average due to a slowing of growth since the financial crisis in 2008/09.
- There are, however, significant pockets of deprivation within the city. The 2019 report "Left Behind? Understanding communities on the edge" for example, identifies Paulsgrove as being 'left behind': areas that suffer from poor connectivity, with long travel times to key services and opportunities in the centre of the city region.
- Improving connectivity by active and sustainable modes is a critical step in delivering improved social inclusion and economic productivity. An evaluation in 2008 by the Joseph Rowntree Foundation of the introduction of new public transport connections in four deprived areas of the UK concluded that 'public transport for services are a vital component in the social inclusion of individuals and for maintaining the vitality and vibrancy of low-income neighbourhoods.'

- **Local Cycling and Walking Plan**

- Local Cycling and Walking Infrastructure Plans (LCWIPs), as set out in the Government's Cycling and Walking Investment Strategy, are a strategic approach to identifying cycling and walking improvements required at the local level.

- There are no fully segregated continuous cycle routes into the city centre, and evidence from a recent Audit in preparation for the LCWIP concluded that 75% of the 83 route sections surveyed in the City were identified as substandard in one or more assessment criteria using the Department for Transport's route auditing tools.
- **Car Dominance**
  - Limited public transport options, with infrastructure deficits across all modes, have meant that the majority of labour mobility in the city is achieved by driving: most travel flows into Portsmouth have a car mode share of 70% or more, which is leading to congestion, and further reducing the attractiveness of public and active travel modes. Analysis of the Real Time Information (RTI) system reveals that bus passengers wait on average 20%-30% more than they might expect based upon the scheduled timetable due to the impact of congestion.
- **Carbon Neutral by 2030**
  - At a meeting of Full Council on 19<sup>th</sup> March 2019 Portsmouth City Council declared a Climate Emergency, pledging to achieve net zero carbon emissions in Portsmouth by 2030. Since the emergency was declared a multi-organisation Climate Board has been established to begin work on an action plan for decarbonising the city.
  - This announcement complements the current policy direction at national government level, including, for example recently launched consultation on banning the sale of petrol and diesel cars in 2035, or possibly 2032.
  - The 'Greenest ever budget' was approved at Full Council on 13<sup>th</sup> February 2020, and pledging real action to address the climate emergency.
- **Ministerial Directions to achieve compliance with the limit values for NO2 in the shortest possible time**
  - Air pollution is known to have a significant effect on public health, and poor air quality is the largest environmental risk to public health in the UK. Epidemiological studies have shown that long-term exposure to air pollution reduces life expectancy and exasperates pre-existing conditions such as respiratory and cardiovascular diseases.
  - Portsmouth City Council has been served with three Ministerial Directions, the third of which required PCC to produce an Air Quality Local Plan to set out the case for delivering compliance with legal limits for NO2 in the shortest possible time.
  - As transport emissions account for up to half of NO2 emissions in areas of the city, significant changes to the transport network are necessary to address this issue.

- **Future Growth**

- Portsmouth and its surrounding urban areas are identified for accelerated housing and jobs growth. The existing high density of the urban core and extensive undevelopable areas require new development to use edge of settlement green fields, infill sites and increasing density of existing built up areas.
- Portsmouth City Council must achieve ambitious targets for housing delivery as directed by Government and employment:
  - Deliver 17,340 new dwellings in a sustainable and socially inclusive way by 2036;
  - Increase GVA by providing at least 7,000 new jobs<sup>2</sup>

#### **4. Local Transport Plan 4**

- 4.1 The challenges that Portsmouth will face in delivering sustainable growth, promoting cleaner air, and reducing carbon emissions, all while ensuring connectivity, means that the transport system needs to change.
- 4.2 Creating an inclusive travel system, which delivers connectivity by sustainable modes across our communities, prioritising walking, cycling and public transport over general traffic will enable us to meet those challenges.
- 4.3 The LTP 4, therefore, proposes a new vision for Transport:

***'By 2036 Portsmouth will have a people centred travel network, prioritising inclusive, active and sustainable connectivity, that creates a safer, healthier and more prosperous city.'***

- 4.4 This vision is supported by four strategic objectives, which in turn are supported by a number of policies which will be developed following the confirmation of the proposed direction of the strategy:

- **Delivering cleaner air**

- Implement a Government directed city centre clean air zone in 2021
- Supporting infrastructure for alternative fuelled vehicles
- Maintaining residents' parking permit system alongside policy that encourages fewer and greener vehicles
- Expand the Portsmouth park and ride to reduce pollution and congestion in the city centre
- Explore private non-residential parking restrictions to encourage mode shift and help pay for improved walking, cycling and public transport infrastructure

- **Prioritising walking and cycling**

- Reallocate road space to walking and cycling to deliver:
  - A network of attractive, inclusive and accessible walking routes and associated pedestrian priority
  - A comprehensive network of continuous cycle routes
  - Cycle parking in local centres and streets

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<sup>2</sup> Portsmouth Economic Development and Regeneration Strategy 2019-36

- Reduce through traffic in residential neighbourhoods, and manage parking through parking controls
- Improve the city centre, local and district centres by reducing or removing general traffic, with access focussed on sustainable methods
- Deliver innovations in micromobility to promote transport choice and active transport options

- **Transforming public transport**

- Develop a rapid transit network that connects key locations in the city with South East Hampshire, and facilitates the future growth of Portsmouth
- Prioritise local bus services over general traffic to make journeys by public transport quicker and more reliable
- Work with transport operators to deliver integrated, efficient and affordable services promoting local and regional connectivity
- Work with bus operators to explore alternative fuels for the bus network within Portsmouth
- Deliver physical and digital integration of travel modes and fares to improve the usability of the travel network
- Deliver high quality public transport interchanges, stations and stops as well as first mile/last mile connectivity to them

- **Supporting business and protecting our assets**

- Protect access to the ports and naval bases
- Support businesses and other organisations to consolidate their operational journeys, including use of zero emission vehicles for last mile deliveries
- Deliver a micro and macro freight consolidation centre to serve Portsmouth's businesses, and support opportunities for increased rail freight
- Develop and deliver schemes to incentivise behaviour change and minimise highway occupation at peak times in sensitive locations such as applying charges through lane rental
- Ensuring a high quality, well-functioning highway network through developing and delivering maintenance of all highways and transport assets
- Management of the kerbside to deliver variable use for essential access

- 4.5 The LTP is being developed alongside the new Local Plan to ensure there is close integration between planning and transport. The duration of the new LTP4 to 2036, aligns with the timescales for the emerging Local Plan.
- 4.6 A new parking strategy for the city is under development, which will consider parking elements in further detail, this is being undertaken alongside a new Parking Supplementary Planning Document (SPD) to ensure a joined up approach between planning and transport.
- 4.7 The LTP 4 strategy provides the vision and demonstrates the ambition for the duration of the plan. The delivery of the strategy is not funded and will be reliant on securing funding, which, may come from external sources.
- 4.8 Appendix A provides a draft indicative view of the types of schemes that may be delivered from the objectives developed.

4.8 The LTP 4 implementation plan will set out a programme of schemes to deliver the policies outlined in the strategy. This plan will be shorter term where there is funding certainty.

4.9 The vision and objectives have been developed through internal consultation with officers and Members. Engagement will also be held with key stakeholders to further develop a draft strategy prior to public consultation.

## **5. Next steps**

5.1 The development of the LTP is determined by a number of statutory processes. These are set out below:

- **Habitat Regulation Assessment and Strategic Environmental Assessment**
  - A Habitat Regulation Assessment and Strategic Environmental Assessment will be undertaken during the period between February and April.
- **Consultation and Engagement**
  - Ongoing stakeholder consultation to inform the development of the policy wording
  - Public engagement will be undertaken for 12 weeks, commencing following approval from Cabinet and Full Council, which is planned for June.
- **Adoption**
  - Revisions will be made to the report following publication consultation, and it will be submitted for adoption by Portsmouth City Council Full Council. At that point, it will supersede LTP 3 as the adopted LTP for the city.

## **6. Reasons for recommendations**

6.1 As the Local Transport Authority (LTA), under the Transport Act 2000 as amended by Local Transport Act 2008 Portsmouth City Council has a statutory duty to produce a LTP for Portsmouth. The 2008 Act requires the LTP to consist of a long term strategy and a short term implementation plan. It permits LTAs to replace and amend the long-term strategy as and when appropriate.

6.2 The current LTP (LTP 3 adopted in 2011) was prepared jointly with Hampshire County Council and Southampton City Council and includes a joint strategy across South Hampshire along with place specific actions. The LTP needs to be updated to take account of the changing mobility and environmental challenges facing Portsmouth.

6.3 This plan will be superseded by the LTP 4, and an implementation plan will be developed for the financial year 2021/22 following adoption of the LTP 4 in 2021.

6.4 The proposed public consultation is an important step in discussing with residents their priorities for connectivity within Portsmouth, and the future direction of transport and travel.

## **7. Integrated impact Assessment**

7.1 An Integrated impact Assessment (IIA) has been produced for this strategy development. Within the IIA, this strategy impacts positively on the following sections:

Section A - Communities and Safety

A3 - Health

A4 - Income deprivation and poverty

Section B - Environment and climate change

B1 - Carbon emissions

B3 - Climate change mitigation and flooding

B4 - Natural environment

B5 - Air Quality

B6 - Transport

Section C - Regeneration of our city

C1 - Culture and heritage

C3 - Economy

A Full Equality Impact Assessment (EIA) is not deemed necessary at this stage as the strategy has not been fully developed. The recommendations do not have a disproportionate negative impact on any of the specific protected characteristics as described in the Equality Act 2019.

## **8. Legal implications**

8.1 As explained in the body of the report, the Council has a statutory duty under Sections 108 and 109 of the Transport Act 2000 ("the Act") (as amended by the Local Transport Act 2008) as local transport authority for the City of Portsmouth to ensure that the Council has up to date policies for the promotion and encouragement of safe, integrated, efficient and economic transport to, from and within their area. Each local transport authority must prepare a document to be known as the local transport plan ("LTP") containing its policies for the purposes above and its proposals for the implementation of those policies.

8.2 For the purposes of this statutory duty, "transport" means:

(a) the transport required to meet the needs of persons living or working in the authority's area, or visiting or travelling through that area, and

(b) the transport required for the transportation of freight;

and includes facilities and services for pedestrians.

8.3 In developing and implementing the policies referred to above the Council has specific statutory duties to:

- take into account any policies announced by central government, and;
- to have regard to any guidance issued by the Secretary of State for the purposes of the LTP duty with respect to mitigation of, or adaptation to, climate change or otherwise with respect to the protection or improvement of the environment.

8.4 The Council has a duty under Section 109 of the Act to keep the local transport plan under review and in doing so to consult with:

- the Secretary of State,
- operators of any network or station, or any railway services, in its area

- operators or providers of other transport services in its area
- organisations appearing to the Council to be representative of the interests of users of transport services and facilities in its area, and;
- any other persons whom the Council consider appropriate to consult.

8.5 As soon as practicable after making any new plan or an alteration to the plan, the Council must:

- publish the plan (or the plan as altered) in such manner as it thinks fit,
- send a copy of it to the Secretary of State,
- make it available for inspection by any person, and;
- supply a copy of it (or any part of it) to any person on request either free of charge or at cost.

## 9. Director of Finance's comments

- 9.1 The report sets out the draft vision and objectives for the Local Transport Plan to be implemented from the financial year 2021/22. There are no direct financial implications of approving these policies as the proposed direction for the strategy.
- 9.2 The LTP will be delivered with staffing resources that are included within the Traffic and Transportation Portfolio's revenue cash limit.
- 9.3 The implementation plan will include a prioritisation process to ensure that any capital funding allocated to the LTP are utilised in accordance with the objectives.

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Signed by:

**Appendices: Appendix A - Draft Transport Strategy 2020-2036**  
**Appendix B - Glossary of terms**

## Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
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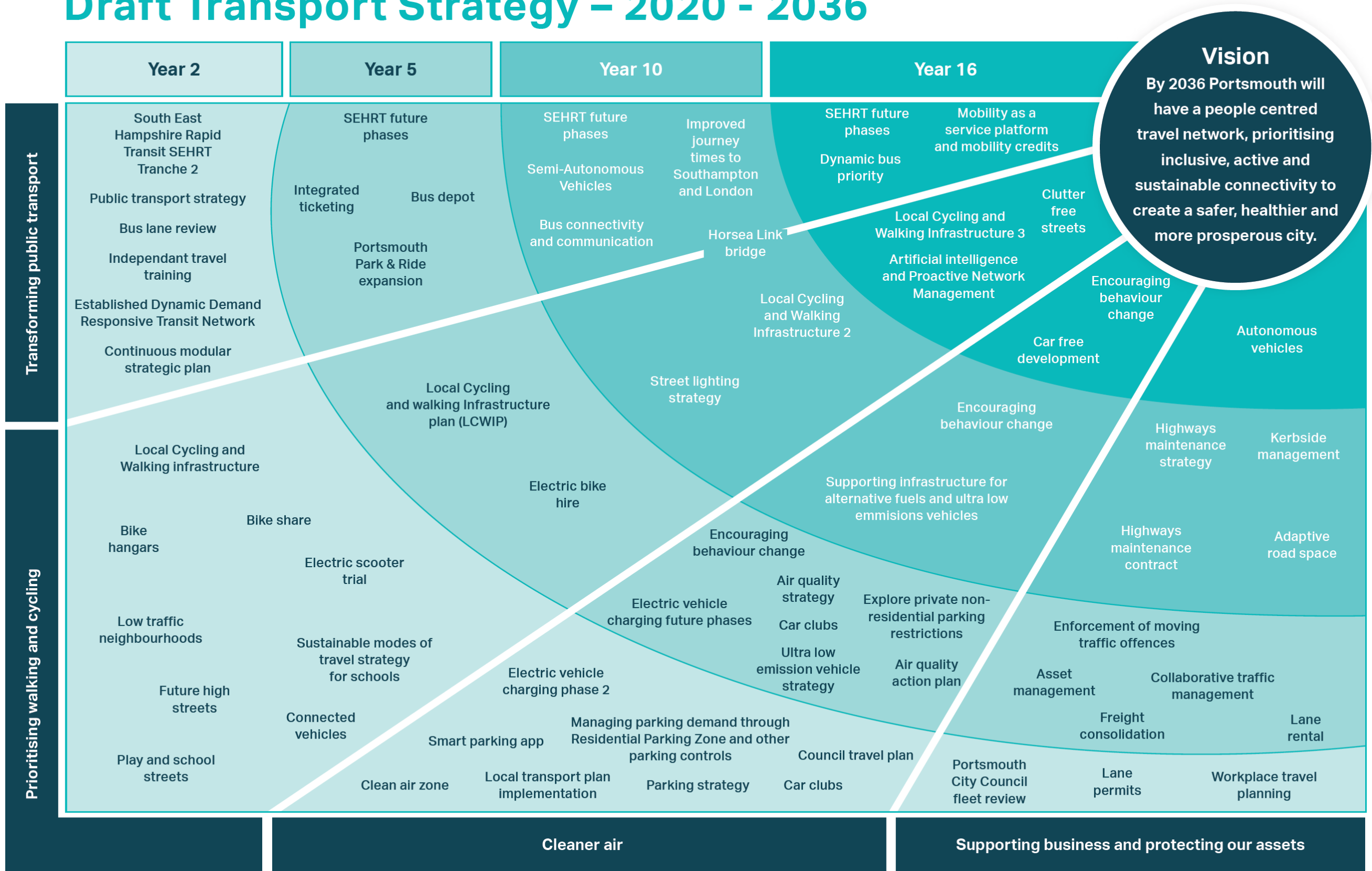


None	

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected  
by ..... on .....

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Signed by:

# Draft Transport Strategy – 2020 - 2036



## Appendix B - Glossary of Terms

Term/Abbreviation	Description
Adaptive road space	Varying use/restrictions of highway network depending on demand.
Alternative fuel	Fuels other than the traditional petrol and diesel, such as pure electric and hydrogen.
Autonomous vehicle	Vehicle that is able to operate without human intervention.
Artificial Intelligence and Proactive Network Management	Collection of real time data from highway network and pattern matching against historical data to make predictions on future congestion events.
Bike Hangars	On-street secure undercover bicycle storage.
Bike Share	Publically available bicycles for hire
Carbon Neutral	Carbon emissions caused are balanced out by an equivalent amount of carbon savings elsewhere.
Clean Air Zone	A designated geographical area which imposing a charge for vehicles in agreed classes which do not meet the emissions standards.
Collaborative Traffic Management	Managing traffic and highways network and infrastructure in partnership with other local authorities and Highways England.
Continuous Modular Strategic Plan	A study of delivery options which could increase rail travel in the Solent area.
Epidemiological	Medicine that deals with the diseases in terms of incidence, distribution, and possible control of.
EIA	Equality Impact Assessment
Established Dynamic Demand Responsive Transit Network	A type of shared private transport (or semi-public) for groups travelling where vehicles alter their routes based on transport demand rather than using a fixed route or timetable.
Dynamic bus priority	Prioritises buses on the highway network through vehicle detection systems.
First mile/last mile	The first and/ or last part of a journey, which is often by foot or bike and linking to a public transport stop or interchange.
Freight consolidation	Reducing the number of freight journeys by bringing freight to a central point to distribute onwards.
Future High Streets	Government fund to support high streets becoming fit for the future
GVA	Gross Value Added
IIA	Integrated impact Assessment
Independent Travel Training	Training children and young people with special educational needs to travel independently on public transport.
Integrated Ticketing	A single ticket which allows transfer between transport services and modes
Kerbside management	More efficient use of road space adjacent to kerbs to meet variable demands.
Lane permit	Permits for street works which offer flexibility on pricing rates and conditions for different times of the days and traffic sensitive routes.
Lane rental	Charging for use of a traffic lane for street works to minimise time in the highway for the purposes of reducing congestion.
Local Cycling and Walking Infrastructure Plan	A prioritised implementation plan of schemes to improve walking and cycling infrastructure.
Low traffic neighbourhoods	Reducing the amount of vehicle traffic in residential communities

LTA	Local Transport Authority
LTP	Local Transport Plan
Management of the kerbside	Varying the use of the highway space adjacent to the kerb to best meet demands
Micromobility	Transport modes that are very light vehicles such as shared bicycles and electric scooters which travel shorter distances, often to or from another mode of transportation (bus, train or car)
Mobility as a Service Platform	Integration of various forms of transport services into a single mobility service available on demand, hosted on a digital platform, which will also integrate and cap fares. This platform promotes transport as a service for an individual as opposed to personally owned transport modes.
Mobility Credits	Financial incentive for use against travel to encourage behaviour change.
NO2	Nitrogen Dioxide
Personal Mobility	The travel of an individual
Play and school streets	Partial closure of streets at set times in either residential areas or adjacent to schools to allow communities to spend time in the street/ improve safety around schools.
Private non-residential parking	Parking not available for public use, operated by the private sector.
Rapid transit network	Bus based public transport network, providing very fast services through bus priority and reduced stops.
Reallocate road space	Prioritise limited road space available to maximise people movement across the city.
Semi-Autonomous Vehicles	A vehicle type that has a degree of, but not full autonomy.
SPD	Supplementary Planning Document
Sustainable Modes of Travel Strategy	Promoting travel by modes such as walking, cycling and public transport over private car use for trips to school.
Ultra low emission vehicle	Any vehicle that uses low carbon technology.