

**Title of meeting:** Cabinet

**Date of meeting:** 14<sup>th</sup> July 2020

**Subject:** Portsmouth's Transport Recovery Plan

**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 In response to the transport challenges faced by the Covid-19 pandemic, Portsmouth City Council has produced a draft Transport Recovery Plan, in line with government's recommendations for encouraging safe and sustainable travel as the city recovers from lockdown.
- 1.2 This report outlines the content of the draft Portsmouth Transport Recovery Plan, including proposed temporary measures to assist with the economic recovery of the city. This report will also set out how the draft Transport Recovery Plan fits with the emerging Local Transport Plan 4 (LTP4) and the wider transport policy framework.

**2. Recommendations**

**It is recommended that Cabinet:**

- 2.1 **Approves the strategic direction to PCC's Covid-19 transport response as set out in the draft Transport Recovery Plan;**
- 2.2 **Approves the delivery of the proposed temporary measures, and process for prioritising further measures as set out in the draft Transport Recovery Plan;**
- 2.3 **Note that the measures proposed within the draft Transport Recovery Plan are intended as temporary measures to be implemented quickly in response to public health concerns and to support the city's economic recovery. Therefore proposals will not be subject to the usual public consultation process prior to implementation;**

2.4 **Note that proposals in the draft Transport Recovery Plan are conditional upon sufficient funding being provided secured through government's Emergency Active Travel Fund;**

2.5 **Give delegated authority to the Assistant Director for Transport to amend the draft Transport Recovery Plan in line with the recommendations of Cabinet and in relation to the agenda item on LTP4 for this decision meeting.**

### **3. Background**

3.1 Following the announcement from the Government in mid-May regarding the gradual easing of the lockdown restrictions implemented in response to the Covid-19 Pandemic, Local Transport Authorities were advised to commence planning to ensure that local transport networks were prepared for the change in travel demand.

3.2 Since the government introduced lockdown measures, use of motorised traffic in the city has decreased to as low as 34% of pre-lockdown levels and cycling numbers have increased to as much as 156% compared to last year. However, as restrictions on movement are loosened traffic volumes are continuing to rise with 87% of pre-lockdown traffic now back on the main roads around the city.

3.3 The Department for Transport has outlined a number of areas which need to be considered in preparation for the local transport restart, and in particular in response to the green and active travel agenda to 'help embed altered behaviours and demonstrate the positive effects of active travel' as requested by Transport Minister Grant Shapps:

- Collaboration
- Green Transport Restart and Recovery
- E-Scooters
- Data and Evidence
- Public Transport
- Travel Planning
- Role of the Car
- Transport Users
- Resources

3.4 The Transport Recovery Plan seeks to address these points, setting out the transport measures that have been delivered and are proposed to help start the economic recovery of the city.

### **4.0 Relationships with Local Transport Plan 4**

4.1 On 10th March 2020 Portsmouth City Council Cabinet considered and approved the draft vision and objectives for Local Transport Plan 4 (LTP4). The LTP sets out the transport strategy for the city and 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. LTP4 will

replace the current LTP3 (2011-2031), presenting the strategic direction for transport policy in the city up until 2036.

- 4.2 The draft Transport Recovery Plan does not replace the emerging LTP4. The recovery plan instead uses the draft LTP4 as a foundation and applies that draft vision and objective to the current scenario of responding in real time to the challenges posed by Covid-19.
- 4.3 It is noted that the draft LTP4 is being considered by Cabinet at the same decision meeting that this report is being presented. Therefore it is recommended that the Assistant Director for Transport is given delegated authority to make editorial changes to the draft Transport Recovery Plan in order to take account of any amendments to the draft LTP4 that may be required as a result of this decision meeting.

## 5.0 Approach to identifying the transport response

- 5.1 The transport network is identified as being central to local economic recovery and it is expected that resources are made available and quickly mobilised to respond to changes in demand and attitudes towards transport as the city begins to recover from the pandemic. In order to respond in a way that meets emerging needs but that also supports the longer term reliance of the city the following principles have been applied throughout the draft Transport Recovery Plan:
- **Reduce travel demand.** This will help the highway network to cope with increased demand as a result of reduced public transport capacity
  - **Making best use of limited capacity.** This will help ensure that everyone who needs to travel can do so quickly and safely
  - **Keeping people safe.** This will give people the confidence to come to the city as more workplaces, facilities, and services begin to reopen.
  - **Improve lives locally.** Measure to improve walking and cycling around local neighbourhoods will provide improved connectivity enabling residents to carry out their day to day activities in their local community
- 5.2 These principles align with the vision and objectives of the draft LTP4 and also strongly aligns with four of the council's core priorities, namely:
- Make Portsmouth a city that works together, enabling communities to thrive and people to live healthy, safe and independent lives.
  - Make our city cleaner, safer and greener.
  - Make Portsmouth a great place to live, learn and play, so our children and young people are safe, healthy and positive about their futures.
  - Make sure our Council is a caring, competent and collaborative organisation that puts people at the heart of everything we do.

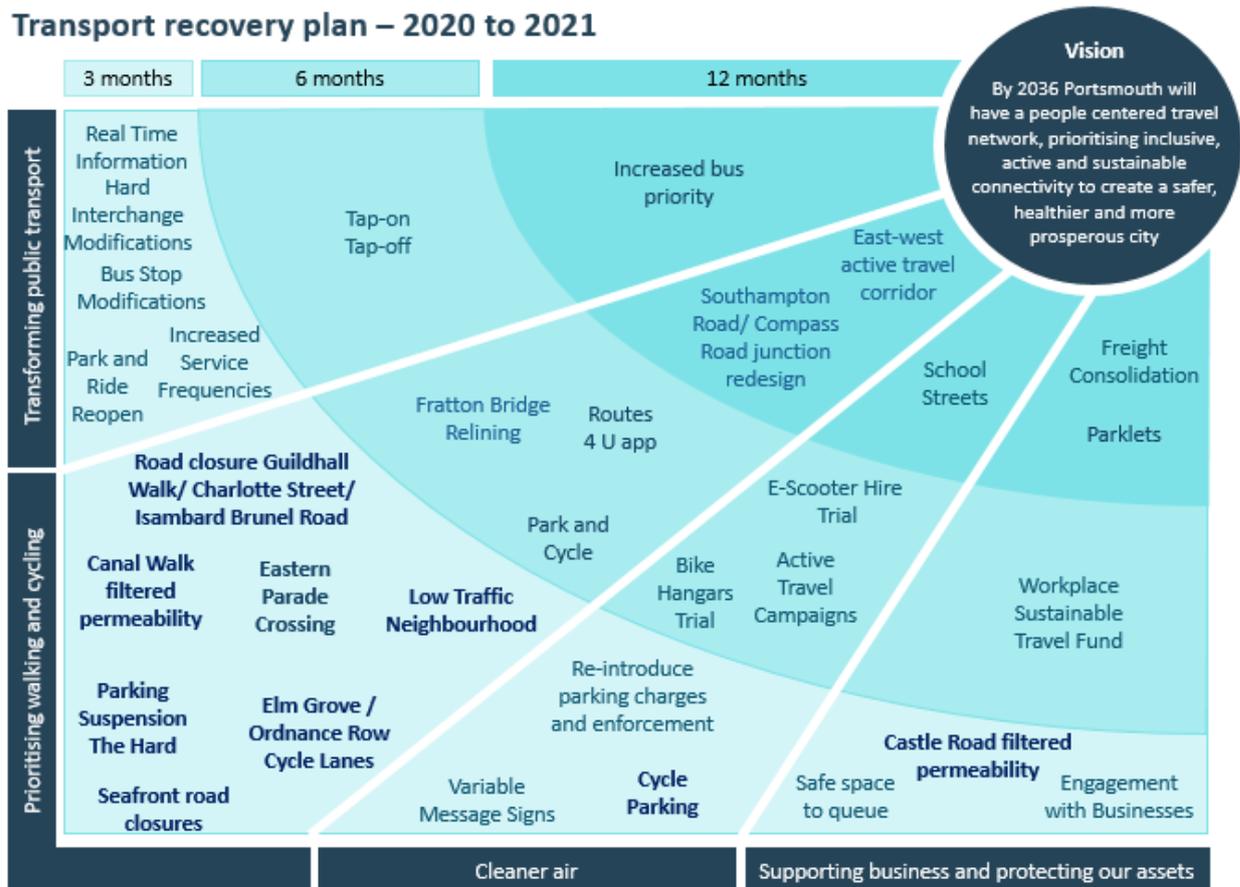
## 6.0 Proposed activities

- 6.1 The activities proposed within the draft Transport Recovery Plan are presented in relation to the four key objectives of the draft LTP4, which are: delivering cleaner air; prioritising walking and cycling; transforming public transport; and supporting our businesses and protecting our assets. Under each of these objectives the

draft recovery plan details the activities that have already been undertaken by PCC in response to the Covid-19 pandemic as well as the activities that are planned.

6.2 The proposed activities are summarised on page 19 of the draft Transport Recovery Plan and as shown below:

### Transport recovery plan – 2020 to 2021



Note: Activities that we are seeking Government emergency active travel funding for are highlighted in bold

**Figure 1:** Activities proposed and delivery timescales for the draft Transport Recovery Plan

### 7.0 Rationale for proposed activities

7.1 As noted within the Transport recovery Plan a number of activities have already been delivered including reallocation of road space to provide more and safer space for walking and cycling at Southsea Seafront and along a number of roads in Portsmouth city centre. These measures have been implemented in response to the public health emergency posed by the Covid-19 pandemic and the need to provide space for safe social distancing.

7.2 The schemes that are proposed and yet to be implemented also seek to deliver benefits to public health. In addition to this these schemes are also intended to play a key role in the recovery of the city's economy by providing enough space

for people to safely walk and cycle around the city. In this regards government expects local authorities to make significant changes to their road layout to allow more space for cyclists and pedestrians, especially in areas with high public transport use. It encourages local authorities to take measures as swiftly as possible.

- 7.3 The schemes proposed as part of the Recovery Plan are intended to complement the existing infrastructure and facilities available for cycling and walking in the city. For example the parking suspension at the Hard provides connectivity of the existing fragmented cycle lane here and has the added benefit providing a cycling route from the Brompton Dock bike hire facility that is already available at the Hard.
- 7.4 The Brompton Dock bike hire facility is separate to the bike hire scheme that was planned for delivery in the city earlier this year. This bike hire scheme was not delivered due to performance issues with the selected supplier. It is anticipated that a new bike hire scheme can be delivered in the city in 2021 as part of the Future Transport Zone project that PCC are working on in collaboration with Solent Transport.

## **8.0 Monitoring and review of activities**

- 8.1 The Transport Recovery Plan outlines that traffic and cycling data from around the city will be used alongside other data collection methods to monitor the use of the temporary measures that are put in place. This data will be discussed at an Emergency Transport Recovery Review Board whose purpose will be to review the status of planned and implemented activities and to ensure that they remain valid and proportionate.
- 8.2 The Review Board will appraise the measures in accordance with current advice and guidance considering the following: assessment of risk to public safety; public acceptability; stakeholder views; and, operational effectiveness. Any recommendations made by the Review Board about the continuation or removal of measures will be passed to Members for decision making.

## **9.0 Engagement and consultation**

- 9.1 As noted in paragraph 3.1 above the draft Transport Recovery Plan has been developed to set out how PCC are planning to ensure that local transport networks were prepared for the change in travel demand. Due to Covid-19 being a novel pandemic the government advice and public's response to the challenges posed by the pandemic are quickly evolving. As such there is a need for the activity planned with the draft recovery plan to also evolve and be implemented quickly as required.
- 9.2 It is for this reason that for activities proposed within the recovery plan we are changing our approach to stakeholder communication and engagement. Stakeholders within areas that are being changed will be informed of the changes and have a way of feedback any questions or changes they made need so that

their business can operate. Comments and views will be welcomed once measures are in place and operational, and we will be as responsive as possible to these comments. This ongoing dialogue with stakeholders and communities will help to inform future scheme development and decisions about the continuation or indeed permanence of measures going forward. We will engage a wider audience through the normal communications methods identified in the previous section.

## **10.0 Funding proposed activities**

- 10.1 Government have announced two rounds of funding that can be accessed by Local Authorities to deliver the emergency changes to transport needed to support the recovery from Covid-19. The initial round of funding is focused on delivery of measures that can be implemented quickly to provide more space for people to move around the city safely.
- 10.2 Government have provisionally allocated £192,000 to PCC in the first tranche of the Emergency Active Travel Fund. PCC have submitted a bid into the Department of Transport (DfT) to secure this funding to deliver the temporary schemes listed below:
- Reallocation of road space<sup>1</sup> along Southsea Seafront (already implemented)
  - Reallocation of road space at Isambard Brunel Road (already implemented)
  - Reallocation of road space at Guildhall Walk (already implemented)
  - Pop-up cycle lanes<sup>2</sup> along Elm Grove and Ordnance Row
  - A low traffic neighbourhood around Languard/ Maxwell/ Reginald and Tredegar Roads
  - Filtered permeability<sup>3</sup> introduced on Canal Walk
  - Filtered permeability introduced on Castle Road
  - Pop-up pedestrian crossing on Eastern Parade
- 10.3 The DfT have announced that PCC has been awarded £214,515 for tranche one of the Emergency Active Travel Fund. This is £22,515 more than the £192,000 initially earmarked for PCC and has been awarded due to the DfT describing PCC's submission as 'particularly strong'.
- 10.2 The second round of funding is focused on delivery of longer term projects that can help to make permanent improvements to the local environment by providing a safe and coherent network of active travel infrastructure to support the city's recovery.
- 10.3 Accessing this second tranche of funding is dependent on successful delivery of the schemes funded through tranche one. If these schemes are successfully

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<sup>1</sup> Reallocation of road space- Changing the layout of a road to provide more space for a particular road user- in this case pedestrians and cyclists.

<sup>2</sup> Pop-up cycle lanes- Cycle lanes that are implemented on a temporary basis

<sup>3</sup> Filtered Permeability- A road that allows through-access for walking and cycling, but removes it for motor traffic

delivered PCC are then able to access up to £769,000 in the second funding tranche. As outlined in the Transport Recovery Plan Officers will work with Councillors and key stakeholders to develop a shortlist of sites to be taken forward for the tranche two funding submission.

## **11.0 Reasons for recommendations**

It is recommended that Cabinet:

### **11.1 Approves the strategic direction to PCC's Covid-19 transport response as set out in the draft Transport Recovery Plan**

Without approval of the draft Transport Recovery Plan there is a risk that the transport response to Covid-19 is not coordinated and the measures implemented will not be coherent with the aims of objectives of the draft TLP4. Approval of the draft recovery plan ensures that PCC has a clear way forward outlined to support securing funding to deliver the required transport recovery.

### **11.2 Approves the delivery of the proposed temporary measures, and process for prioritising further measures as set out in the draft Transport Recovery Plan**

A funding proposal for the temporary measures outlined in governments Emergency Active Transport Fund has been submitted to the DfT. If this funding proposal is successful and measures are delivered as proposed this will open up opportunities for further funding to be allocated to PCC.

### **11.3 Note that the measures proposed within the draft Transport Recovery Plan are intended as temporary measures to be implemented quickly in response to public health concerns and to support the city's economic recovery. Therefore proposals will not be subject to the usual public consultation process prior to implementation**

As outlined in paragraphs 7.1 and 7.2 of this report, the changeable nature of the Covid-19 response and the speed at which activities need to be delivered means that it will not be possible to that our usual approach to consulting before implementation. Instead stakeholders will be informed prior to implementation and comments welcomed to help improve measures once they are in place.

### **11.4 Note that proposals in the draft Transport Recovery Plan are conditional upon sufficient funding being provided secured through government's Emergency Active Travel Fund**

As outlined in paragraph 8.2 of this report a funding proposal has been submitted to DfT to access up to £192,000 that has been provisionally allocated to PCC. At the time of writing this report the final amount of funding granted to PCC has not been confirmed.

**11.5 Give delegated authority to the Assistant Director for Transport to amend the draft Transport Recovery Plan in line with the recommendations of Cabinet and in relation to the agenda item on LTP4 for this decision meeting.**

As outlined in paragraph 4.1 of this report the draft Transport Recovery Plan has been developed based on the vision and objectives as set out in the draft LTP4 that was approved by Cabinet on 10<sup>th</sup> March 2020. Since this date further work has taken place to develop the draft LTP4 and therefore the draft Transport Recovery Plan should be updated to reflect the latest version of the LTP4 as this is developed.

**12.0 Integrated Impact Assessment**

12.1 An Integrated Impact Assessment has been completed in reference to the draft Transport Recovery Plan. Please see Appendix 2 to this report.

**13.0 Legal implications**

13.1 The Secretary of Transport has produced some statutory guidance on management of the road network in the light of the Covid-19 pandemic. This guidance was last updated 23 May 2020. The guidance does not replace the original Network Management Duty Guidance but provides additional techniques for managing roads to deal with Covid-19 response related issues.

13.2 The government expects local authorities to make significant changes to their road layout to allow more space for cyclists and pedestrians, especially in areas with high public transport use. It encourages local authorities to take measures as swiftly as possible, and in any event, within weeks

13.3 There are 3 types of traffic order:

- Permanent: this process includes prior consultation on the proposed scheme design, a 21-day notice period for statutory consultees and others who can log objections; there can be a public inquiry in some circumstances.
- Experimental: these are used to trial schemes that may then be made permanent. Authorities may put in place monitoring arrangements, and carry out ongoing consultation once the measure is built. Although the initial implementation period can be quick, the need for extra monitoring and consultation afterwards makes them a more onerous process overall.
- Temporary: these can be in place for up to 18 months. There is a 7-day notice period prior to making the TRO and a 14-day notification requirement after it is made, plus publicity requirements. These are most suitable for putting in place temporary measures and road closures.

Notice of the order can be given digitally rather than in a local newspapers in cases of emergency. It is still required to publish a second notice in the local newspaper within 14 days of the digital notice.

- 13.4 Authorities should seek input from stakeholders during the design phase. They should consult with the local chiefs of police and emergency services to ensure access is maintained where needed, for example to roads that are closed to motor traffic. Local businesses, including those temporarily closed, should be consulted to ensure proposals meet their needs when they re-open. Kerbside access should be enabled wherever possible for deliveries and servicing.
- 13.5 Local authorities may also need to consider access for Blue Badge holders, deliveries and other essential services. The needs of disabled people and those with other protected characteristics should be considered as well.
- 13.6 There is an alternative power under section 14(2) of the Road Traffic Regulation Act 1984 to introduce restrictions on the use of a road by notice without delay where it is necessary because of the likelihood of danger to the public. Such notice may restrict or prohibit temporarily the use of a road, or any part of it, by vehicles of any class or by pedestrians to such an extent and subject to such conditions or exceptions as are necessary.
- 13.7 Such notices should not continue for more than 21 days. The restrictions can be extended by a further notice for a further period of 21 days, but any further extension must be implemented by traffic regulation order.

**14.0 Director of Finance's comments**

- 14.1 Activities proposed within the draft Transport Recovery Plan are anticipated to be funded through one of the tranches of the government's Emergency Active Travel Fund.

Signed by:

Tristan Samuels- Director of Regeneration

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**Appendices:**

- Appendix 1- Portsmouth's Transport Recovery Plan (June 2020)- Draft
- Appendix 2- Integrated Impact Assessment

**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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LTP4 Cabinet Report -10th March 2020	<a href="https://democracy.portsmouth.gov.uk/documents/s26332/Local%20Transport%20Plan%204%20Development%20report.pdf">https://democracy.portsmouth.gov.uk/documents/s26332/Local%20Transport%20Plan%204%20Development%20report.pdf</a>
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The recommendation(s) set out above were approved/ approved as amended/ deferred/  
rejected by ..... on .....

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Signed by: