



Draft Local Transport Plan 4

2020 to 2036



Contents

Glossary.....	iii
Foreword.....	vii
Executive Summary.....	viii
1. Introduction.....	Error! Bookmark not defined.
2. Key challenges and opportunities	3
3. Our vision for Portsmouth.....	Error! Bookmark not defined. 0
4. Our strategic objectives	Error! Bookmark not defined. 1
5. Delivering our vision for Portsmouth	Error! Bookmark not defined. 4
6. Implementation Plan	37

Glossary of terms

Like many sectors the world of 'Transport' has its own jargon and acronyms. This glossary provides definitions for terms that are used within this document.

Accessible This means that transport services are easy to access for all, including anybody who experiences limited mobility and, or people who may be using wheelchairs

Air Quality Management Area (AQMA) An area where national air quality objectives set by the government are not being achieved and changes are needed to reduce air pollution levels

Artificial Intelligence Computer systems used to carry out tasks, usually requiring human intelligence

Autonomous Vehicles Autonomous vehicles currently on the road are semi-autonomous with some functionality that does not need a driver, such as self-parking or auto-collision avoidance features. In the future there could be fully autonomous vehicles that don't need a driver at all

Carbon Footprint The total greenhouse gas emissions generated by a person, household or organisation, usually measured over the course of a year

Car Club Offers members access to locally parked vehicles without being tied to ownership

Clean Air Zone (CAZ) A zone where a package of measures will be brought forward to improve air quality in order to meet the national air quality objectives set by the government. It may or may not include a charging element. Portsmouth City Council has been directed by government to implement a Class B Charging CAZ

Connected Vehicles Vehicles that use technology to communicate with each other and the world around them, to help the driver or vehicle make assisted decisions. A basic example is GPS information that helps find the quickest route

Collaborative Traffic Management Use of online/cloud based traffic management systems to coordinate management of Strategic Road Network (SRN) with Local Highway Authority (LHA) networks

Consolidation centres This is where goods are delivered from many suppliers. Then, when needed, multiple goods are collected as part of a fuller load by smaller more environmentally friendly vehicles, for example into the city centre reducing the impact of freight journeys. The centres can be:

- Macro - large centres on the edge of cities, goods are delivered by Heavy Goods Vehicles (HGVs) or trains and collected by smaller vehicles
- Micro - small centres in neighbourhoods, goods are delivered by larger vans and collected by smaller electric vans or electric cargo bikes

Council Priorities Each year, the council sets out its priorities. These are the areas where we will be focusing our efforts to improve life in the city for everyone.

Our five priorities are:

- 1) Make Portsmouth a city that works together, enabling communities to thrive and people to live healthy, safe and independent lives.
- 2) Encourage regeneration built around our city's thriving culture, making Portsmouth a great place to live, work and visit.
- 3) Make our city cleaner, safer and greener.
- 4) Make Portsmouth a great place to live, learn and play, so our children and young people are safe, healthy and positive about their futures.
- 5) Make sure our Council is a caring, competent and collaborative organisation that puts people at the heart of everything we do.

Cycle Hangars These are covered structures that provide secure cycle parking in locations where it is difficult to store bicycles. For example in residential areas where terrace properties have no rear access. In these locations the hangars are located where car parking spaces would have been, providing space for six bicycles

Demand Responsive Transport This is a form of shared transport that can be pre-booked by individuals which offers services that have the flexibility to alter their routes based on demand for trips, rather than by using a fixed route and timetable

Electric Vehicle (EV) A vehicle that uses one or more electric motors for propulsion. Distinct from a hybrid vehicle that uses two or more sources of power, such as diesel and electricity

First and Last Mile trips These are the trips made at either end of a longer public transport journey and may be from your house to a transport interchange, or between a transport interchange and your place of work, a school or a leisure location. They are usually short distance trips that may not be well-served by local public transport, but may be possible to make with more flexible 'Shared Transport' or 'Demand Responsive Transport' (see individual definitions in glossary)

Filtered Permeability A road that allows through-access for walking and cycling, but removes it for motor traffic

Future Transport Zone (FTZ) A zone that will provide a real-world testing ground for innovative ways to transport people and goods. We are part of the Solent Transport partnership that has secured funding from government for a FTZ in Portsmouth. This will trial innovative measures to provide new modes of travel and ways to plan and pay for it, alongside innovative measures to reduce the impacts of freight movements in the city

Heavy Goods Vehicle (HGV) or Large Goods Vehicle (LGV) A large vehicle that's purpose is to transport heavy loads (these terms cover all commercial trucks that feature a gross combination mass of over 3500kg)

Kerbside space The area in which the carriageway (road) joins the footway (path). Kerbside space can be utilised (drop off and loading) and enforced (double yellow lines) in a manner of ways to enhance road space for users

Lane Permit Scheme A means of requesting space to carry out work on the highway either as a statutory undertaker or as a highway authority in line with New Roads and Streetworks Act (NRSWA) 1991

Lane Rental Scheme Allows a local highway authority to charge works promoters for the that street and road works occupy the highway

Local Cycle and Walking Infrastructure Plan (LCWIP) A strategy document that sets out the approach to developing local cycling and walking networks over a ten-year period. This is part of the Government's strategy to double the number of cycling journeys made and substantially increase walking activity by 2025

Local and District Centres Focus points that encompass a grouping of units (such as shopping facilities)

Low Traffic Neighbourhood - A street or group of streets in which through vehicle traffic is removed or discouraged

Local Transport Plan (LTP) A strategy document that sets out the vision, objectives, policies and implementation plan for improving all of the transport network. This document is the LTP, Edition 4 for Portsmouth

Micro mobility Any range of modes making use of small vehicles, principally e-scooters and bicycles, including e-bikes

Mobility as a Service (MaaS) An on-line platform or smartphone app that allows a user to view travel options, timing, costs associated with a range of shared and public transport modes and to book and pay for such journeys.

Mobility Hubs Locations, usually at key transport interchanges such as train or bus stations, piers, busier bus or rapid transit stops, which provide access to a range of transport modes and facilities. These can include rail, bus, rapid transit, cycle and scooter hire, car club, cycle parking but also facilities such as shopping lockers, cafes and bike shops. They are designed to make it easier for people to access the core public transport network and make 'first or last mile' trips by other modes.

Mode of Transport This refers to the different ways people and goods can be transported such as public transport, Heavy Goods Vehicles (HGVs), bicycles, walking and private car.

Mode Share The proportion of trips made by each mode of transport.

Mode Shift A change in the proportion of trips made by different modes of transport, often reflecting changes to the transport network or the services that use it

My Journey Online site for travel information and advice in Hampshire

Multi-Purpose Vehicle (MPV) A type of car that offers a more spacious interior and taller ride height than a standard car. Often referred to as a minivan or people carrier

On-Demand Buses As with Demand Responsive Transport, these buses would operate on a pre-booked basis by individuals, rather than on a fixed route and schedule

Parklet A green space created to be publically accessible, usually in an urbanised environment in a former roadside parking space

Play Streets Street's where the road is closed to through traffic for periods of time to allow children to safely play outside

Pro-Active Network Management Use of technology and collection of data to predict changes in highway flow/use and to react to mitigate impacts of change

Public Realm The space between buildings that is open to the public, including streets, squares, forecourts, parks and open spaces

Rapid Transit High capacity, high frequency, road based public transport services that often run in dedicated lanes separate from general traffic with priority at junctions to ensure fast and reliable journey times. The proposed rapid transit network in Portsmouth will form part of the South East Hampshire Rapid Transit scheme

Residents Parking Zone A zone where car parking is only permitted on-street for vehicles that have an eligible parking permit

Shared transport This is a demand-driven vehicle-sharing arrangement, in which people share a vehicle over time, like car clubs, car share, and bike or scooter hire schemes. This can save the user money and reduces vehicles on the road

Smart Parking App An app that allows drivers to see the availability of on street pay and display parking spaces near to their destination

Solent Go is a pay as you go top up card that allows passengers to travel seamlessly across South Hampshire using buses and ferries

Sustainable Transport Any form of transport that produces low or zero levels of carbon emissions, including walking, cycling and public transport

Transforming Cities Fund (TCF) This is a funding package from government that aims to improve productivity and spread prosperity through investment in public and sustainable transport in England's city regions. Portsmouth City Council is part of a partnership that has secured funding from government from the Tranche 1 TCF, and are submitting a rebid for

Tranche 2 TCF funding to bring forward the next phase of the South East Hampshire Rapid Transit network in Portsmouth

Workplace Parking Levy (WPL) A scheme that places a charge on employers who provide workplace parking for employees. The funds raised are used towards future sustainable transport schemes

Zero Emission Vehicles These are vehicles that produce no carbon emissions at their point of use. They may be powered by electric or other fuel sources such as hydrogen

Foreword

Portsmouth has an exciting and positive plan for change in the city to boost economic prosperity, delivering inclusive growth and sustainable development. As part of this regeneration we must ensure connectivity which will be delivered alongside promoting cleaner air, and reducing carbon emissions meaning that the transport system needs to change.

Investing in the creation of an inclusive travel system and delivering connectivity across our communities, by prioritising walking, cycling and public transport over general traffic will enable us to meet those challenges.

We must ensure travel works for everyone, including residents, people who work in the city and visitors, through creating an inclusive, active and sustainable network which will allow for a safer, healthier and thriving city.

The draft Local Transport Plan is being developed alongside the emerging Local Plan for Portsmouth up to 2036. Many of the improvements will take longer to deliver but it is crucial to make a difference from day one. Therefore we will include short-term as well as medium and long-term deliverables.

I am delighted to endorse this draft Local Transport Plan and its ambitious approach, to take the city's transport and travel network forwards over the next sixteen years. The strategy will support the climate and air quality challenges we face and respond to changing attitudes and behaviours towards travel. I look forward to seeing the transport network evolve to meet the demands of today and for the future.

Councillor Lynne Stagg

Cabinet Member for Traffic and Transportation

Executive Summary

The need for a new Local Transport Plan

For a range of reasons, people living in many UK towns and cities have become more dependent on the car. In Portsmouth this has resulted in unsustainable levels of carbon emissions from transport, unhealthily polluted air, regular traffic congestion problems and severely reduced levels of physical activity.

We recognise that a new approach is needed to how transport is managed in the city, based on an understanding of the city and how it works (Section 2). Action is needed now to shape a future that accommodates changing travel patterns and the city's growth, in a more sustainable way. Through this draft plan we are striving to create an environment that makes it easier for people to choose sustainable travel when making every day journeys around Portsmouth.

This plan is for everyone who travels in and around the city. It responds to a range of key local challenges, each of which also bring opportunities if we can take the right decisions now. These key challenges include:

- Managing the impact and recovery from COVID-19 outbreak
- The climate emergency
- Poor air quality in areas of the city
- Changing attitudes to travel and personal mobility
- Changes to future mobility
- Deprivation and inequality
- Poor walking and cycling infrastructure
- The dominance of the private cars and traffic congestion
- Supporting the future growth of the city
- Enhancing public transport connections
- The need to work across administrative boundaries

This draft Local Transport Plan sets out the vision, objectives and policies that are needed to respond positively to these challenges and includes an Implementation Plan. This draft plan outlines the changes to travel and transport we believe will create a cleaner, greener and safer Portsmouth.

Our vision for Portsmouth

By 2036 Portsmouth will have a people centred travel network that prioritises walking, cycling and public transport to help deliver a safer, healthier and more prosperous city.

Our strategic objectives

To achieve the vision for Portsmouth we must create an environment that supports residents, workers and visitors with better choices as they travel in Portsmouth.

Four objectives have been developed which outline the areas we will focus on:



Delivering cleaner air:

Everyone who lives in, works or visits the city should be able to breathe air that will not damage their health – there need to be fewer and cleaner vehicles in the city.



Prioritising walking and cycling:

Most trips within the city are short but despite this the car is too often the default choice – more space is needed to safely walk and cycle in the city.



Transforming public transport:

Public transport connections are poor in some parts of the city with buses slowed by traffic congestion – we need to prioritise rapid and reliable public transport.



Supporting business and protecting our assets:

Portsmouth's ports and other businesses are central to the success of the city – we need to ensure the transport network allows business to prosper.

Our policies

We will put in place policies that support the delivery of each of our objectives. Our policies, and how they relate to the objective and vision, are set out in the diagram below.



To deliver cleaner air we will:

Introduce a charging Clean Air Zone (CAZ) supported by a number of complementary measures, such as:

- providing more Electric Vehicle (EV) charge points, including at taxi ranks
- progressive tightening of taxi licensing rules
- using the parking permits fee to encourage low emission and fewer vehicles
- changing parking capacity and pricing, including expanding Park and Ride
- exploring ways to discourage private off-street car parking while promoting alternatives to car use.

To prioritise walking and cycling we will:

Reallocate road space, so that we can provide traffic-free cycle routes and high-quality walking connections. This will also provide space to safely accommodate new technologies, such as electric bikes (e-bikes) and electric scooters (e-scooters).

Cycle parking will form part of our response, alongside reducing traffic in residential streets, the city centre and high streets.

To transform public transport we will:

Introduce a new South East Hampshire Rapid Transit (SEHRT) network and dedicate more road space to it, along with local bus networks. We will also work with bus, coach, rail and ferry operators to deliver wider improvements to services across the city. Building on the [Solent Go](#) work we will include higher frequency services and continue to simplify fares.

Improved interchanges at stops and stations alongside local 'Mobility Hubs' will help integrate public transport with 'first or last mile' transport such as cycling, cycle hire and e-scooters, to deliver a truly seamless travel experience.

To support business and protect our assets we will:

Focus on providing more reliable access to the ports for essential traffic and will deliver freight consolidation centres that reduce the number of large vehicles on our streets, while reducing costs for businesses. We will ensure that works on the highway are properly coordinated and kerbside space is used as efficiently as possible.

Our implementation plan

Our Implementation Plan sets out the transport interventions that will be delivered over the lifetime of this plan and will be fundamental in delivering our vision. These include major schemes, such as the charging CAZ, SEHRT and new traffic free cycle routes, as well as a wide range of local schemes, behaviour change programmes and strategies.

We recognise that our plan is ambitious and that we will need to draw in funds beyond the budgets we have currently available. We will build on our excellent track record of winning funding from government while investigating new ways of raising funds. As the transport interventions are developed we will work openly and collaboratively with local communities, businesses, transport operators, neighbouring local transport authorities, key stakeholders and interest groups to ensure that together we deliver a shared vision for our city.

1. Introduction

Why we are producing a new draft Local Transport Plan

- 1.1 Portsmouth City Council plays a central role in maintaining and improving the city's transport networks. Over recent years our collective dependence on private car use, has resulted in unsustainable levels of carbon emissions from transport, unhealthy polluted air, regular traffic congestion and severely reduced levels of physical activity.
- 1.2 A new approach is needed, with action now to shape a future where people choose to leave their cars at home, or not own a car, when making everyday journeys in our city. A 21st Century Portsmouth requires a dynamic transport network that is accessible, safe and affordable whilst prioritising walking, cycling and public transport travel. We are striving to create an environment that will make this possible.
- 1.3 The benefits of reducing car use in favour of everyday walking, cycling and public transport usage will be transformational. Portsmouth will become a more pleasant, fairer and prosperous place to live, work and visit. The benefits include:
 - Reducing carbon emissions and addressing the climate emergency.
 - Cleaner air, which means everyone is healthier and fewer lives are cut short by exposure to unsafe levels of air pollution.
 - People living healthier lives and reducing the burden of illness placed upon the NHS from widespread physical inactivity.
 - Optimising journey times, by most efficiently using all available movement networks rather than overburdening our highways with cars and good vehicles.
 - Improved journey reliability, including port traffic and deliveries to homes and businesses across Portsmouth, helping the city's economy to prosper.
- 1.4 Some of what we are proposing will mean changes to how we live our everyday lives. However, the recent COVID-19 pandemic has demonstrated our ability to quickly adapt to change. The policies set out in this Local Transport Plan will enable Portsmouth to not simply 'recover' from the effect of the pandemic, but instead to thrive and define a new healthier approach to life in the city. Immediate short term actions are needed to kick-start this process and we have therefore prepared a separate 'Transport Recovery Plan' (June 2020) that sets out what we are doing now to keep the city safe, healthy and moving as we return to work, school and everyday life following the pandemic.

How Portsmouth's draft Local Transport Plan will deliver change

- 1.5 This plan is for everyone who travels into and around the city.
- 1.6 The plan sets out the vision for how we want our city to be by 2036, the four strategic objectives that underpin this vision, and a set of policies for each objective, that detail how we will get there.
- 1.7 The plan is supported by an Implementation Plan that includes the individual schemes that we will take forward as part of delivering the vision. The LTP and Implementation Plan are supported by a wider set of documents that taken together will guide transport decision making in the city.
- 1.8 We recognise that to achieve our vision we must work closely with neighbouring authorities across the Solent and South East region. We will build on the excellent partnership working we have already established to ensure we work strategically with our neighbours. Throughout this document we have identified where there is a particular need to work across borders or where doing so creates opportunities.
- 1.9 We have set out in the next section some of the key challenges facing the city. Many of these – such as a growing city, changing travel demand and technological advances – will happen whether we plan for them or not. Addressing them through this plan enables us to think ahead, capitalise on opportunities, and shape our city for generations to come.

2. Key challenges and opportunities

- 2.1 Portsmouth, like other towns and cities across the UK, faces a number of urgent challenges. While significant, each also presents opportunities if we take the right decisions now. These key challenges and opportunities are set out below.

Managing the impact and recovery from COVID-19 outbreak

- 2.2 The COVID-19 pandemic necessitated immediate and widespread changes to the way the city operates and to people's lives. A nationwide 'lockdown' was imposed to slow the spread of the virus which dramatically reduced travel demand as offices, shops and industry closed. We expect that there will continue to be significant disruption to travel through 2020/21, with social distancing restrictions likely to remain in place – reducing the capacity of public transport services and making queuing on footpaths to access shops and services more common. If everyone who previously caught the bus or train chooses instead to drive, the city will become gridlocked and air quality will worsen.
- 2.3 However, even out of this terrible crisis there are opportunities. In some circumstances individuals and businesses have learned how to make better use of digital meeting platforms and home-working, thereby reducing travel demand. There has also been widespread uptake in walking and cycling as people made this part of their daily exercise, reduced traffic levels have resulted in less noise, air pollution and safer streets, while many have had the opportunity to explore their local area increasing their appreciation of the local community they live in.
- 2.4 Since the government introduced lockdown measures in March 2020, 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 (2019).
- 2.5 We can support people to continue using active travel for shorter journeys by delivering the policies set out in this plan. The Council's 'Transport Recovery Plan' (June 2020) sets out our plan for a year from 2020 to help the city recover from the COVID-19 pandemic.

The climate emergency

- 2.6 A Climate Emergency was declared by Portsmouth City Council in March 2019, pledging to achieve net zero carbon emissions in Portsmouth by 2030. To work towards this target, a multi-organisation Climate Board has been established. This announcement complements the current policy direction at national government level,

including, for example the proposals to ban the sale of petrol and diesel cars in 2035, or possibly 2032. The 'Greenest ever budget' was approved at Full Council on 13th February 2020, pledging bold actions to address the climate emergency.

- 2.7 The opportunity here is to realise the benefits of a carbon neutral city. Some of these have been seen during the COVID-19 crisis and include less traffic, more local walking and cycling, cleaner air, safer streets and less noise pollution (see section 2.4). If we can provide the conditions that enable people to choose to travel less by car while still accessing what they need day to day we can secure many of these benefits for the long term.

Poor air quality in areas of the city

- 2.8 Poor air quality is the largest environmental risk to public health in the UK. Studies have shown that long-term exposure to air pollution reduces life expectancy and worsens conditions such as respiratory and cardiovascular diseases. Portsmouth City Council has been served with Ministerial Directions, requiring the Council to achieve compliance with legal limits for NO₂ in the shortest possible time. Technical modelling undertaken in fulfilment of these Ministerial Directions demonstrates that introducing a Class B charging Clean Air Zone (CAZ) in the city is likely to be the most effective measure to deliver cleaner air and meet the legal obligation faced by the council.
- 2.9 The opportunity here is to reduce traffic, particularly the most polluting vehicles, so that there is more space for walking, cycling and public transport, hence cleaner air for everyone. We will aim for continual improvement of air quality, beyond the maximum limits for NO₂ set by the government.

Changing attitudes to travel and personal mobility

- 2.10 Over the last twenty years there has been a significant change in how often, when, where, why and how we travel. As a nation, we travel less per head of population than we did over the past two decades, with 11% fewer trips made in 2018 than in 1996¹. Such changes in behaviour are a result of a combination of factors including changing demographics, changes to how and where we shop, advances in technology and changing land-use patterns; including an increase in out of city centre shopping centres. Such factors are influencing our attitudes to travel and personal mobility. Our

¹ DfT National Travel Survey data

transport infrastructure must be planned in a way that keeps up with these changing trends and patterns of travel demand.

- 2.11 These changes in how we travel are likely to prevail, as younger people delay learning to drive and buying a car; instead spending more money on technology and on the 'sharing economy'. There is a growing expectation that transport services will be more flexible, with information on travel options, journey times, costs, fare payment and disruption alerts accessible via smartphones. In addition, with all of us spending more time socialising and shopping on-line, demand for high street floor space will continue to shift. High streets in town centres are expected to fulfil new functions; potentially becoming more leisure oriented, facilitating co/home-working, and meeting the demands of a growing residential population within the city.
- 2.12 This presents an opportunity for reduced car use and ownership, as technology enables the delivery of more flexible mobility services that better meet evolving patterns of urban living and associated travel demand.

Changes to future mobility

- 2.13 As well as changing attitudes to travel and mobility, innovative new technologies like on-demand buses, autonomous vehicles and shared micro-mobility services (e-bike and e-scooter hire), are expected to become more widely available. Smartphones and 'Mobility as a Service' apps will allow flexible access across these services to enable people to pick and choose the options that meet their needs for every journey. Freight consolidation centres will help to reduce the number of large delivery vehicles requiring access into the city by transferring freight onto small electric bikes and vans. Drone technologies could also offer new possibilities to reduce traffic, with initial trials being undertaken to transport medical supplies from Hampshire to St Mary's Hospital on the Isle of Wight during the COVID-19 pandemic.
- 2.14 While some of these technologies may disrupt established norms (such as fixed-route public transport services), they present a positive opportunity to improve the attractiveness of sustainable, shared transport to encourage an overall reduction in car use. Funding awarded for the Solent Future Transport Zone (FTZ) will support further drone and other trials. These projects will test and deliver new forms of personal mobility and sustainable urban logistics services, supporting innovative and efficient movement of people, and goods in urban areas. Our transport network must be flexible enough to adapt to the changes that we cannot foresee.

Deprivation and inequality

- 2.15 Although Portsmouth's economy has grown faster than the UK and Solent average in the recently, Gross Value Added (the value of goods and services produced in an area) in Portsmouth is still 10% below the southeast average due to a slowing of growth since the financial crisis in 2008.²
- 2.16 Portsmouth has high levels of deprivation with the highest levels close to the city centre. These are also areas where car ownership levels are among the lowest in the city, but residents there are the most severely impacted by environmental risks from road traffic - through poor air quality, road danger, noise and severance of main roads separating communities. The range of employment and other opportunities available to people living in Portsmouth is currently greater if you own a car. A national study identified Paulsgrove as a 'left behind' community suffering from poor connectivity and long journey times³. Often those on the lowest incomes are forced to own a car because public transport doesn't get them to their work easily or at the times they need. Improving travel options across the city by walking, cycling and public transport is vital to reducing deprivation and making our city a fairer place for everyone. Public transport has also been shown as vital to social inclusion of individuals and maintaining the vitality and vibrancy of low-income neighbourhoods⁴.
- 2.17 The opportunity here is to improve the life chances of those in the most deprived areas by providing better walking, cycling and public transport services so that everyone can more easily access the opportunities the city has to offer.

Poor walking and cycling infrastructure

- 2.18 We have prepared a Local Cycling and Walking Infrastructure Plan (LCWIP) that has identified a package of cycling and walking routes required across the city and this has informed the development of this plan. Evidence from the LCWIP found that 75% of the cycle routes surveyed were sub-standard. A key issue is that there are no fully-segregated, continuous cycle routes into the city centre. The introduction of this type of infrastructure, complemented by improved local conditions in high streets and residential areas, is crucial to encouraging significant growth in cycling across the city.
- 2.19 The opportunity here is to rapidly grow the number and range of people who make everyday walking and cycling trips through the provision of better routes. We have a great advantage as Portsmouth benefits from one of the highest population densities

² Portsmouth and South East Hampshire Transforming Cities Fund Strategic Outline Case 2020

³ Local Trust 2019, Left behind? Understanding communities on the edge

⁴ Joseph Rowntree Foundation 2018, The value of new transport in deprived areas: Who benefits, how and why?

in the UK, which results in nearly 90% of commuting trips being shorter than 10km, and over 60% shorter than 5km⁵. These are distances that can be easily covered on a bike by most people in less than 30 minutes.

The dominance of the private car and traffic congestion

- 2.20 Limited public transport options and a fragmented walking and cycling network, mean the majority of travel in Portsmouth is undertaken by car. Cars make up around 80% of journeys into the city⁶, with around 40% of trips entirely within the city also being by car, despite these trips having an average length of 5km⁷. This leads to congestion, further reducing the attractiveness of taking public transport, walking and cycling. 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 congestion⁸.
- 2.21 The opportunity here is to reduce the dominance of cars. This can be achieved through reallocating road space so that there is more space to walk and cycle and more priority for public transport. This will create a more pleasant and resilient city, with cleaner air and a healthier population.
- 2.22 Portsmouth suffers from congestion at peak times, with vehicles travelling on average 32% more slowly than the national average⁹. This causes frustration, increases air pollution and has an impact on the economy. Current predictions are for a significant growth in demand for traffic entering the city unless action is taken, which would lead to an increase in traffic of 26%¹⁰ and delay of over 50% by 2036¹¹. There simply isn't the room on our majority island city to build new roads to meet this demand and therefore we have to encourage more people to use the most efficient modes of transport – walking, cycling and public transport. At the moment the level of congestion on the streets and limited bus priority slows down buses, as well as making cycling and walking unattractive, all of which encourages greater car use.
- 2.23 The opportunity here is to reduce congestion, making business and the ports more efficient, improving air quality and helping to ensure that those who must travel by private vehicle, such as people with significant mobility impairments, can do so quickly

⁵ Census 2011 TTW data

⁶ Google Environmental Insights Explorer

⁷ Ibid

⁸ TCF SOBC

⁹ Portsmouth Transforming Cities Fund application form

¹⁰ Transforming Cities Fund SOBC

¹¹ Solent Transport PT Vision

and efficiently. This is central to ensuring we have an economy that can provide good quality jobs and prosperity for all of those who live and work in the city.

Supporting the future growth of the city

- 2.24 The population of Portsmouth has increased by around 25,000 (15%) over the last twenty years. Continued growth is expected up to 2036, with around 17,000 new homes and 7,000 new jobs¹². Given the density of the city, the majority of this will need to be delivered through a mix of brown field and infill sites. In the only two major development sites identified across the city, Tipner West and Horsea, ambitions for car free development have been outlined. Good transport links are vital to ensure these sites are connected sustainably to the wider city. The emerging Local Plan will deliver this continued growth, and transport will be integral to this development. The transport network must be reconfigured to accommodate more travel in a way that improves quality of life and opportunity for all without increasing traffic.
- 2.25 The opportunity here is for growth to contribute to a more vibrant city and crucially for the travel demand generated by the new residents and workers to help support and fund better walking, cycling and public transport infrastructure, as well as more frequent public transport services. This will bring benefits to the whole city, including existing residents.

Enhancing public transport connections

- 2.26 Bus travel is not always seen as competitive, with buses often experiencing delays from congestion, leading to unreliability, particularly at peak times of the day. Rail journeys are relatively slow in comparison to car journeys, particularly for trips between Portsmouth and Southampton, and they are infrequent.
- 2.27 The opportunity here is to significantly improve the environment for public transport, with dedicated bus lanes, and work with operators to transform bus and rail services. Transformed public transport is central to improving travel in the city and ensuring fewer people choose to travel by car.

The need to work across administrative boundaries

- 2.28 Around 40,000 people travel into the city for work every day, with 30,000 travelling out to work elsewhere¹³, which means only part of these journeys will be in the city.

¹² Portsmouth Economic Development and Regeneration Strategy 2019-36

¹³ Census 2011

Therefore, we must work closely with our neighbours to create the conditions that allow everyone to travel as sustainably as possible. Moreover, some of our key policies, including the delivery of a rapid transit network, require close coordination with our neighbours if they are to be successful.

- 2.29 The opportunity here is to secure the clear benefits of close cooperation and strategic thinking with our Local Transport Authority neighbours. We have already demonstrated this by securing government funding for a range of transformational schemes, such as Tranche 1 of the South Hampshire Rapid Transit network and the Future Transport Zone fund. Working together will allow us to prepare more effective strategies that have a positive impact across the whole region.

3. Our vision for Portsmouth

- 3.1 We have developed an ambitious vision to deliver transformation in transport and travel within the city and wider city region. By improving the quality and extent of walking, cycling and public transport networks, and embracing new technology-led mobility options, we will enable people to proactively choose less car-dependent lifestyles. Our vision is that:

By 2036 Portsmouth will have a people centred travel network that prioritises walking, cycling and public transport to help deliver a safer, healthier and more prosperous city.

- 3.2 Four strategic objectives support the vision, each of which is further expanded upon with a set of detailed policies. Delivering on these objectives will be our main focus throughout the period of this plan. The objectives are set out in Section **Error! Reference source not found.**, with policies and the outcomes we want to achieve in Section **Error! Reference source not found.**.
- 3.3 Our Implementation Plan (Section 8) sets out the detail of the type of schemes we will deliver over the lifetime of the plan.

4. Our strategic objectives

- 4.1 To achieve the vision for Portsmouth we must create an environment that supports residents, workers and visitors to walk, cycle and use public transport. Our objectives, and the rationale for each are set out below. They are how we believe the identified challenges should be tackled to realise the opportunities. These objectives and the supporting policies will inform all the land use and transport planning, design, delivery, and operational decisions that we make as a Council.



Delivering cleaner air

- 4.2 Everyone who lives in, works or visits the city should be able to breathe air that will not damage their health. Unfortunately today this is not possible. Extensive research conducted to develop Portsmouth Local Air Quality Plan shows that significant intervention is required to improve air quality in the city. Air Quality and Transport Modelling demonstrated that a charging Clean Air Zone (CAZ) would be required to reduce air pollution to within legal limits in the shortest possible time.
- 4.3 The CAZ in isolation is unable to deliver the levels of reduction of pollution needed and will therefore be augmented by a number of complementary measures. These include: providing more EV charge points, including at taxi ranks; progressive tightening of taxi licensing rules; using parking permit fees to encourage low emission and fewer vehicles; changes to parking capacity and pricing, including expanding Park and Ride; and exploring ways to discourage private off-street car parking while promoting alternatives to car use.



Prioritising walking and cycling

- 4.4 Most trips within the city are short but despite this the car is too often the default choice. This is likely to be related to the poor walking and cycling infrastructure, which is unappealing and creates fears around safety, as well as the perceived convenience of the car¹⁴. We will reallocate road space, so that we can provide traffic-free cycle routes

¹⁴ ITS Leeds 2011, Understanding Walking and Cycling

and high-quality walking connections. This will also provide space to safely accommodate new technologies, such as e-bikes and e-scooters. Moreover, cycle parking will also form part of our response, alongside reducing traffic in residential streets, the city centre and high streets.



Transforming public transport

- 4.5 Whilst the city benefits from five train stations and some high frequency bus corridors, there are limited public transport services in some areas of the city, and a lack of priority slows buses down, making them less attractive. This means that it is routine for people to use private cars for very local journeys. We will introduce a transformational new South East Hampshire Rapid Transit (SEHRT) network, which will build on the existing Eclipse route in Gosport. Across the city, more street space will be dedicated to SEHRT and local bus networks leading to faster and more reliable journeys. We will work with bus, rail and ferry operators to deliver wider improvements to services across the city, higher frequency services and continue to simplify fares. Furthermore, improved interchanges at stops and stations alongside local 'Mobility Hubs' will help integrate public transport with 'first / last mile' transport such as cycling, cycle hire, e-scooters, to deliver a truly seamless travel experience.



Supporting business and protecting our assets

- 4.6 The success of the economy in Portsmouth is intertwined with the International Port and Naval Base. The ports, along with the thousands of other businesses and organisations within the city, must be served by an efficient transport network, consequently we will seek to ensure the main highway accesses to the city are focused on supporting essential trips that cannot easily be made by other modes. This is central to delivering a prosperous city, with an economy that can provide good quality jobs for everyone who lives and works here. We will support the delivery of freight consolidation centres that can reduce the number of large vehicles on our streets, whilst reducing costs for business. Funding from the successful Future Transport Zones

bid will support this proposal. We will ensure that works on the highway are properly coordinated and kerbside space is used efficiently.

5. Delivering our vision for Portsmouth

Supporting a resilient city

5.1 As we have seen in Section 2, Portsmouth is facing a range of challenges. While the most immediate may be COVID-19, others such as the climate emergency also demand significant changes to how we live our lives and travel. Portsmouth must be resilient in the face of these challenges and able to adapt over the coming years. In implementing the policies in this plan, our focus will be on keeping people healthy and safe and maintaining essential travel while the impacts of COVID-19 are still being felt. The following principles will guide this process while helping the city emerge stronger once the immediate crisis is over.

- 1) **Reduce travel demand.** This is essential to cope with reduced capacity on public transport while ensuring the highway network continues to function safely. We will encourage businesses and organisations to reduce travel demand during peak hours. This will include encouraging greater working from home, staggering arrival and departure times for staff and pupils and re-moding journeys to non-motorised modes where possible. We will facilitate greater use of on-line services by providing improved consolidation facilities, including collection lockers that can minimise the impact of multiple delivery vehicles.
- 2) **Making best use of limited capacity.** This is essential because the capacity of public transport has significantly reduced and there is not enough space for everyone to drive on the highway network. For example one traffic lane can carry 2,000 people per hour in cars, 14,000 on bikes or 19,000 on foot¹⁵. To ensure that everyone who needs to travel can do so quickly and safely we will prioritise walking, cycling and emerging modes such as e-scooters above car use. We will focus our efforts on key routes to the city centre, local centres, health and education facilities and major employment sites, using research gathered through LCWIP route audits and consultation with ward councillors.
- 3) **Keeping people safe.** This is essential if people are to have the confidence to access the city over the coming months. There will be places where people continue to gather during this crisis, including bus stops and train stations, shops and pharmacies. We will provide more space for pedestrians where possible in

¹⁵ UITP, making the most out of scarce road space

these locations so that they can access the city safely, taking into account social distancing guidelines.

- 4) Improving our lives locally.** This is essential to deal with the likely increase in local travel within our neighbourhoods as work from home becomes a norm and residents carry out their day to day activities nearby. To give people the confidence to walk and cycle locally we will provide additional space for walking and cycling and reduce 'rat running' traffic in residential streets and provide improved connections to local centres and green spaces through initiatives such as low traffic neighbourhoods and school streets.

The policies

- 5.2 We have developed a set of policies for each objective, that detail how we will get there, as illustrated below, a number of policies sit within each of the four objectives.



- 5.3 The remainder of this section sets out all of the policies, and why we are bringing them forward, how they will be delivered and what the outcomes of each will be.



Delivering cleaner air

- 5.4 Air pollution has significant and negative impacts on health, and disproportionately affects the most vulnerable in society such as children, older people and those with pre-existing medical conditions. Moreover, poor air quality may worsen the impacts of COVID-19 for those who catch it¹⁶. As transport is one of the largest single contributors to air pollution, this plan will be the main lever we have to improve air quality.

Policy 1: Implement a Government directed city centre Clean Air Zone in 2021

Why this policy?

- 5.5 There are currently five Air Quality Management Areas (AQMAs) in Portsmouth where annual monitoring of nitrogen dioxide levels have historically shown an exceedance of national standards for air quality. These are clustered around road links into the city, including the city centre. Modelling carried out as part of the Air Quality Local Plan work shows that a Class B charging CAZ, which charges the most polluting buses, coaches, taxis, private hire vehicles and heavy goods vehicles to drive within the zone, will reduce nitrogen dioxide levels where they are highest.

How will it be delivered?

- 5.6 The Class B charging CAZ will begin operation in 2021 and we will work with public transport operators, the taxi and private hire trade, the coach industry and HGV fleet managers to ensure they are ready for the scheme and can begin to green their fleet. This will include providing financial support for retrofit (where available) and replacement of the most polluting vehicles so that businesses can continue to operate their vehicles within the zone without being liable for a daily charge. This will be supported by a range of measures, including those taken forward in the policies below, which will seek to reduce the numbers of businesses and individuals disproportionately impacted by the introduction of the charging CAZ. This will be set out in a more detailed strategy for how the charging CAZ will be implemented in the city.

¹⁶ [Exposure to air pollution and COVID-19 mortality in the United States: A nationwide cross-sectional study](#), 2020

- 5.7 We will investigate the potential for the charging CAZ to be adapted as a low carbon zone in the future, allowing it to contribute to the city's objective of becoming carbon neutral by 2030.

Policy 2: Support infrastructure for alternative fuelled vehicles

Why this policy?

- 5.8 The use of electric and alternatively fuelled vehicles, including fleet vehicles, taxis and private cars, have a significant role to play in delivering cleaner air in the city. With the government intending to ban the sale of diesel and petrol cars, including electric-petrol hybrid vehicles by 2035 and possibly 2032 we need to significantly increase the availability of the electric charging infrastructure and plan for greater use of fuels such as hydrogen.
- 5.9 Portsmouth's bus fleet has become significantly cleaner in recent years, but with air quality still poor along the main bus routes, operators have a significant part to play in helping the city deliver cleaner air, alongside those operating goods vehicles, taxis and private hire vehicles. Operators have begun to embrace the challenge. This includes through using government grants to retrofit all 105 commercial buses which pass through the most polluted parts of central Portsmouth, while also independently upgrading other buses to offer an improved customer experience as well as cleaner technology.

How will it be delivered?

- 5.10 We will continue our pioneering On-street Residential Chargepoint Scheme that has seen electric vehicle charging points incorporated into lamp columns across the city, which is both cost effective and minimises obstruction of the footway. As well as on-street EV charge points we will introduce more off-street charging points into Council owned car parks. This policy will be delivered alongside our Parking Strategy. We will also require EV charging infrastructure where car parking is provided in new developments. Partnership working is important here to ensure that there is a network of EV charge points across the wider Solent region.
- 5.11 Taxis and private hire vehicles often make a large number of short and localised trips. These short trips are well suited to zero emission vehicles and we will seek to provide a network of rapid charging hubs at key locations across the city such as on strategic corridors and at ferry ports. As these are rolled-out, we will tighten licensing requirements for taxis and private hire vehicles to incentivise the uptake of zero emission vehicles.

- 5.12 Alternative fuels, such as hydrogen, are being trialled across the UK and vehicles powered in this way produce only water from the exhaust. The Council will work with organisations who wish to undertake trials in the city where the net life-cycle carbon emissions, including in producing and transporting the fuel, is zero.
- 5.13 Experience across the UK has demonstrated that alternative fuels such as hydrogen and electric can dramatically reduce emissions without compromising the reliability or capacity of services. To achieve greater usage in alternative fuels can require new infrastructure and in a highly built-up city such as Portsmouth that can be challenging. We will work with operators to help identify potential alternative fuel technologies that would be suitable for the city and bring forward trials. In addition, we will support new bus facilities – for example expanded Park and Ride and bus depot sites – that include the facilities to support zero emission vehicles. Partnership working across the Solent region will be important here, as depot or fuelling infrastructure provided outside the city could contribute to delivering this policy.

Policy 3: Maintain the residents' parking permit system while encouraging fewer, cleaner vehicles and supporting Car Clubs

Why this policy?

- 5.14 Around 67% of households in Portsmouth own one or more cars¹⁷. Given the terraced nature of many of our streets – where generally there is only room for one car outside a house and no off-street parking space – this means that demand for on-street parking can often exceed supply, particularly in areas such as Central Southsea. In response we have introduced Residents' Parking Zones (RPZs) to better manage parking and make access to parking on-street fairer for all residents. Of those households that currently have car parking permits, 18% hold two and therefore will be parking their second car outside neighbouring properties.

How will it be delivered?

- 5.15 In RPZs the price for permits increases according to the number of cars a household has. In zones with the greatest parking pressure, households are limited to a maximum of two permits. We will introduce differential charging for permits of the first vehicle according to emissions. If it is electric the permit will be free and if it emits 100g/km or less the charge for the first permit is reduced by 50%. There will be no discount for a second or third vehicle to discourage multiple vehicle ownership. By charging more for

¹⁷ Census 2011

permits for the most polluting vehicles, while reducing the fee for the least polluting, we can encourage car owners to switch to cleaner vehicles. Increasing charges for second permits, as is currently the case, and considering whether additional permits should be allowed for households with multiple cars, will encourage households to own fewer vehicles. We will continue to investigate other ways of controlling parking in RPZs where parking levels are reaching, or exceeding capacity.

- 5.16 A key part of reducing demand to own private cars will be to provide residents with the confidence that they can access a car when needed for trips that cannot easily be made by other modes – for example collecting bulky items. We will support the introduction of a Car Club scheme within the city to facilitate this, and research has found that each Car Club vehicle takes an average of six private cars off the road¹⁸.

Policy 4: Expand the Portsmouth Park and Ride to reduce pollution and congestion in the city centre

Why this policy?

- 5.17 The Portsmouth Park and Ride (P&R) at Junction 1 of the M275 was opened in 2014 and currently has 665 car parking spaces. Nearly half of all traffic entering the city passes the P&R on the M275 and therefore expanding the P&R, alongside reducing parking provision within the city, means that more traffic can be intercepted before it reaches the city centre, while still ensuring people can get into the city quickly and conveniently. This policy is a key part of reducing pollution and congestion and delivering cleaner air. The expansion of the P&R will allow us to release existing Council owned parking sites in the city centre, promoting regeneration and greater vibrancy.

How will it be delivered?

- 5.18 Our proposals for the expansion of the P&R site include multi-decked parking for at least 2,650 cars and a Transport Hub that will provide cycle parking, taxi rank, a car and bicycle rental facility, public conveniences, landscaping, and ancillary offices and units. The expanded P&R site will link to the proposed new cycle network (see Policy 7) with Park & Cycle facilities provided, linking to trials of e-scooters and cycle hire (see Policy 10). The expanded P&R will allow us to release car parking in the city centre for development. This will be focused on those car parks serving destinations that are easy to access by public transport or improved cycle connections. This will be taken forward

¹⁸ CoMoUK England & Wales Car Club Annual Survey 2017/18

in more detail in the Portsmouth Parking Strategy. As well as P&R services accessing the city centre, we will seek to extend services to key attractions within the city, such as the seafront. The expansion of the P&R, which provides a direct, reliable and affordable alternative to driving by car, will be complemented by restrictions on access for general traffic to the city centre (see Policy 9).

Policy 5: Explore private non-residential parking restrictions to encourage mode shift and help pay for improved walking, cycling and public transport infrastructure

Why this policy?

- 5.19 Around 60% of people who work in Portsmouth commute by car, despite the majority of these trips being less than 10km in length¹⁹. One of the reasons behind this is the availability of cheap or free parking at their workplace. Although there will always be the need for some essential parking, whether for operational reasons or for Blue Badge holders, much of this parking could be used more productively given it sits vacant for much of the time. For example new commercial or residential buildings, new green and social spaces, and improved cycle parking would not only intensify activity within the city, but also help to encourage more people to walk, cycle and use public transport for their journeys to work.
- 5.20 Providing attractive alternatives to the car, increasing the cost and reducing the number of private non-residential parking spaces will be a key part of bringing about the change in travel patterns needed to achieve our vision for the city. A Workplace Parking Levy (WPL) is one of the ways in which we can deliver these benefits.
- 5.21 Councils across the country are evaluating the introduction of WPLs. This is partly because the UK's first WPL, in Nottingham, has been hugely successful. Unlike in other comparable cities, traffic congestion has fallen since the launch of Nottingham's WPL, CO₂ levels reduced dramatically (albeit not just because of the levy), while some organisations made more efficient use of parking - including the city's Universities.²⁰ The WPL has also raised considerable revenue, which has allowed the Council to fund a tram network. This has been integral to Nottingham now having some of the highest levels of public transport use in the UK outside of London. Furthermore, all of this has been achieved with very little evidence of negative impacts on businesses²¹.

¹⁹ Census 2011

²⁰ Centre for Cities 2017: Funding and financing inclusive growth in cities

²¹ Centre for Cities 2017: Funding and financing inclusive growth in cities

How will it be delivered?

- 5.22 We will investigate the potential for a WPL for Portsmouth. This will be investigated in close consultation with businesses to ensure that it does not negatively impact the economy and offers benefits to business. These benefits could include re-using land more productively, ensuring a healthier more productive workforce, and providing more efficient transport networks that reduce traffic congestion on the road network and enhance the range of quality of walking, cycling and public transport routes.

Policy 6: Deliver residential and business behaviour change initiatives to encourage people to walk, cycle and use public transport

Why this policy?

- 5.23 Travel behaviour change programmes can have a significant impact on the ways people choose to travel; with businesses seeing decreases in car use of up to 50%²², while similarly big increases in walking, cycling and public transport can be achieved for residents²³. Additionally, bringing infrastructure investment together with behaviour change programmes can have the biggest impacts²⁴. Furthermore, people who are more active tend to suffer from less illness, with benefits for individual quality of life as well as wider benefits to businesses through reduced absenteeism²⁵.

How will it be delivered?

- 5.24 We will build on the work already being done through our My Journey programme to continue providing residents with the information, incentives and help they need to travel more sustainably. We will ensure that behaviour change programmes complement the infrastructural investment that is set out throughout this plan. Additionally, we will continue our school travel planning work, building on schemes as Bikeability and Pompey Monster to encourage behaviour change through working with school children and parents.

²² DfT, Making Travel Plans Work: Lessons from UK Case Studies

²³ DfT, Making Personal Travel Planning Work: Case Studies

²⁴ Ibid

²⁵ DfT, Working Together to Promote Active Travel: A Briefing for Local Authorities



Prioritising walking and cycling

- 5.25 Our policies are designed to ensure that walking and cycling are the first choice for everyday trips, incorporating physical activity into our daily lives. Experience from around the world tells us that a city where more people walk and cycle and where fewer people have to drive, will provide a higher quality of life²⁶ and deliver quieter streets and safer routes to school.

Policy 7: Reallocate road space to establish a cohesive and continuous network of attractive, inclusive and accessible walking and cycling routes accompanied by cycle parking facilities

Why this policy?

- 5.26 In terms of energy use, carbon emissions and use of street space, walking and cycling are the most efficient ways to travel for short distances²⁷. Given Portsmouth's compact nature and the short length of many trips, we believe we can achieve the kind of 'active travel' levels seen in leading cities such as Oxford and Cambridge where up to 40% of people walk and cycle to work, compared to 25% currently in Portsmouth²⁸. Some of the barriers to achieving this include poor quality public realm, crossings and footways and a lack of safe cycle routes. Portsmouth also has some of the highest levels of cycle theft in the region, partly because of a lack of secure cycle parking in the city and fear of theft is a significant deterrent to more cycling²⁹.
- 5.27 Making the street environment safer and more attractive to walk and cycle in is a key part of minimising people's reliance on cars, as well as addressing the climate emergency and improving air quality.

How will it be delivered?

- 5.28 As part of our Local Cycling and Walking Infrastructure Plan (LCWIP) we have identified a network of walking and cycle routes in the city that connect residential areas with the city centre, local high streets, employment and health sites. To support the identified

²⁶ Arcadis, 2017: SUSTAINABLE CITIES MOBILITY INDEX

²⁷ Stefan Gossling 2020: Why cities need to take road space from cars - and how this could be done, Journal of Urban Design

²⁸ Census 2011 TTW

²⁹ Portsmouth Future Mobility Zone bid application

network we will deliver protected continuous cycleways, as well as widened and higher-quality footways, improved crossings and bring forward public realm schemes in local centres to improve their attractiveness. This will require the reallocation of road space from general traffic and removal of car parking along these routes. As a result of the COVID-19 crisis delivering high quality walking and cycle routes will be of the highest priority if we are to keep the city moving and make best use of limited capacity. Given the difficulty in providing off-street cycle parking in the city we will provide more Cycle Hangars in residential streets, as well as more secure parking in the city centre, local centres and other areas of high demand, particularly focused along the new LCWIP routes.

Policy 8: Manage parking through parking controls and introduce a network of Low Traffic Neighbourhoods that reduce 'rat running' traffic in residential streets

Why this policy?

- 5.29 Over the last few decades car ownership has increased, which has resulted in more street space being given over to parked cars and more traffic passing through local streets. This has tended to squeeze out many of the things that make our cities pleasant places to live – meeting neighbours, children playing in the street and walking and cycling without fear of traffic danger.

How will it be delivered?

- 5.30 We will introduce Low Traffic Neighbourhoods in residential areas so that the only vehicles on the streets are for residents or those visiting. This can be achieved as simply as placing planters or bollards in the carriageway. Evidence from London, suggests that this dramatically reduces overall traffic volumes and encourages more people to walk and cycle more often³⁰. The combination of residential streets that are safer to walk and cycle and a high-quality longer distance cycle network (Policy 6) will be key to encouraging more people to travel sustainably. As a result of the COVID-19 crisis delivering more space to walk and cycle locally will be central to helping improve our local lives.

³⁰ London Borough of Waltham Forest, Comparison of Vehicle Numbers Before and After the Scheme and During Trial

Policy 9: Improve the city centre, local and district centres by reducing or removing general traffic, with access focused on walking, cycling and public transport

Why this policy?

- 5.31 If city centre, local and district centres are to be successful, we believe they must be attractive places to visit. All too often they are dominated by moving traffic and parked cars, leaving narrow footways and poor air quality. During the COVID-19 crisis, the need for more space for people to socially distance on the footways and for cleaner air, is more pressing than ever. Evidence from across the UK suggests that investing in better public realm and managing traffic so that more people walk, cycle and use public transport results in higher levels of footfall, reduced vacancy rates and improved road safety³¹. There is also a large body of evidence that suggests that those who travel to a local centre by bus, walking or cycling make more trips and spend more over the course of a month than those who travel by car³².

How will it be delivered?

- 5.32 We will reallocate road space and give priority to walking, cycling and public transport in the city centre, building and learning on experience from Palmerston Road and Commercial Road as well as in local centres, such as London Road. In addition to providing more space for walking, cycling and public transport, we will also provide more social spaces by changing some parking spaces into community spaces (parklets) and through investigating alternative uses for the Council owned car parks. During the COVID-19 crisis, the need to provide the capacity for people to access key city and local centres safely is crucial. This policy will be central to making best use of limited capacity and keeping people safe. We understand that as an island city there is a certain amount of essential traffic that cannot be removed or rerouted and this is considered in Policy 15.

³¹ Living Streets 2018, The Pedestrian Pound: The Business Case for Better Streets and Places

³² TfL 2018, Walking and Cycling: The Economic Benefits

Policy 10: Deliver innovations in micro-mobility to promote transport choice and active transport options

Why this policy?

- 5.33 There is growing demand for micro-mobility, including e-scooters and shared bike schemes. Although e-scooters are not yet legal to use on the public highway the government is consulting on whether or not this should be the case and has recently announced that they will encourage trials across the UK in response to the COVID-19 crisis. In practice people across the country are already taking to the streets on e-scooters. Micro-mobility provides an affordable, convenient, low-energy alternative to the private car and can perform a particularly useful role in the first or last mile of a journey, for example making it easier to get to a train station or bus stop from home or, at the other end of a journey, to your final destination. As such we see these modes playing an important role in enabling convenient and seamless travel across the city without a car.

How will it be delivered?

- 5.34 We are investigating participating in a Government e-scooter trial scheme. We will introduce a trial shared e-bike scheme in the city as part of the Future Transport Zone programme and will ensure all of our infrastructure improvements make it safer for those who may choose to use e-scooters or other forms of micro-mobility. Alongside improved walking and cycling connections and greater priority for walking and cycling, delivering micro-mobility is part of making best use of limited capacity during the COVID-19 crisis.



Transforming public transport

- 5.35 Our policies are designed to ensure that public transport in the city is attractive, reliable and accessible to the whole community, whilst also being environmentally sustainable. Public transport can move well over ten times as many people as cars in the same amount of space, while creating much less pollution per person. With significant growth in travel demand anticipated over the coming years it is essential that a much larger proportion of trips are made by public transport. The immediate impact of the COVID-19 crisis has been to dramatically reduce the capacity of public transport to allow for social distancing. The remaining capacity should be used by those unable to use other modes, particularly key workers. Over the lifetime of this plan, as social distancing measures are relaxed, we anticipate that public transport will remain a central component of delivering a more sustainable city.

Policy 11: Develop a rapid transit network that connects key locations in the city with South East Hampshire, and facilitates future growth

Why this policy?

- 5.36 Developing new rapid transit connections, with new vehicles, improved stops, easy ticketing, real time service information and dedicated routes, is critical to meeting growing demand for travel into and across the city. The proposed network will connect the city with over 40% of the new homes and 70% of the new jobs anticipated over the lifetime of this plan. Moreover, new rapid transit connections will transform public transport connectivity for existing communities, making it easier for everyone to access their work, friends, families and leisure activities without the need for a car. Where schemes with high levels of priority have been delivered in the UK they have often resulted in large increases in public transport demand, while decreasing traffic volumes along their routes. This can be seen in the nearby Eclipse Bus Rapid Transit between Gosport and Fareham where there has been a 65% growth in patronage over seven years, including 20% mode shift from car to rapid transit³³.

³³ Transforming Cities Fund SOBC

How will it be delivered?

- 5.37 We will introduce the first stages of the South East Hampshire Rapid Transit network that will connect the mainland with the city centre, as well as many of the city's main growth locations. This includes growth at Tipner and Horsea Island, which would be linked by a new bridge. To make sure journey times are reliable we will reallocate road space so that priority is given to rapid transit. Our modelling work suggest that journeys times should be 20% quicker by rapid transit than existing services as a result³⁴. These physical changes will be supported by improved stops and interchanges (Policy 13) and improved ticketing and digital integration across modes (Policy 14).

Policy 12: Prioritise local bus services over general traffic to make journeys by public transport quicker and more reliable and support Demand Responsive Transport services

Why this policy?

- 5.38 Bus use within Portsmouth is currently relatively low at 7.7%, with fewer people travelling by bus than in nearby Southampton (9.6%) and Brighton (14.7%)³⁵. Providing an attractive local bus service is vital to encouraging more people to travel sustainably in the city. Providing enhanced services, with greater reliability and quicker journey times also puts more opportunities within reach of everyone. An enhanced public transport network will make Portsmouth more inclusive, with national research indicating that a 10% improvement in bus service connectivity reduces social deprivation by nearly 4%³⁶.

How will it be delivered?

- 5.39 Alongside our proposals for rapid transit we will also focus on working with bus operators to improve local bus services, particularly focusing on less well served connections east-west in the city. To help achieve this we will reallocate road space and use dynamic bus priority at junctions to ensure that local buses have priority over general traffic, better connecting our city by bus. These physical changes will be supported by improved stops, interchanges, (Policy 13) ticketing and digital integration across modes (Policy 14). We will also work with operators to trial Demand Responsive Transport (DRT) as a way of making it easier for people to make more sustainable trips by shared transport where local bus services are unlikely to be viable or as a 'first / last

³⁴ Transforming Cities Fund SOBC

³⁵ Census 2011

³⁶ KPMG 2016, A Study of the Value of Local Bus Services to Society

mile' trip that connects people to the proposed rapid transit network (Policy 11). We will bring forward trials of DRT as part of our successful Future Transport Zones bid.

Policy 13: Deliver high quality transport interchanges, stations and stops

Why this policy?

- 5.40 The ability to make seamless journeys across different modes of transport is essential if people are to live car independent lives in Portsmouth. The ease of interchange and quality of the environment at stations and stops is key to this. Moreover, if the network is to be attractive to everyone then interchanges must be accessible to those with more limited mobility, such as disabled travellers, those with buggies or carrying luggage. These spaces must also feel safe, as well as offering places for people to sit. The need to better cater for 'first or last mile' journeys, which are those trips made getting to and from public transport services usually made by other modes, is also essential if people are to have a seamless experience.

How will this policy be delivered?

- 5.41 As part of delivering rapid transit, stops and interchanges along its route will be upgraded to include enhanced Real Time Information and well-lit waiting facilities with places to sit, as well as introducing features such as cycle parking, cycle hire docks and other shared transport features to improve 'first / last mile' connections. We will enhance the public realm at key transport interchanges, such as train stations, to improve their quality while ensuring that onwards travel by foot is easy through providing convenient and direct crossings, safe routes and clear wayfinding. These spaces must also be accessible to all, providing step-free access. Through our work winning funding for Future Transport Zones, we will introduce Mobility Hubs at key interchanges throughout the city as a way of delivering this seamless travel. Mobility Hubs could bring together public transport services with shared transport such as car club, cycle hire, taxi pick up and drop off, as well as information and other facilities such as cafés, cycle repair shops and EV charge points. Shopping pick-up lockers could also be included as part of a wider approach to micro consolidation (see Policy 16). The improvements described above, particularly those around existing stops and stations, will be crucial to our COVID-19 response as part of keeping people safe.

Policy 14: Work with public transport operators to deliver integrated, efficient and affordable services promoting local and regional connectivity

Why this policy?

- 5.42 One of the consistent features of cities that have high levels of public transport use, such as Brighton, Nottingham and London, is that they have integrated ticketing across multiple transport operators and types. This makes travel by public transport simpler, removing confusion around ticket or operator restrictions, as well as more affordable. The Solent Go platform, developed through a partnership with local bus operators and Solent Transport, has made it easier to travel by bus and ferry across the Solent region. However, a significant number of very short trips are still made by car in the city and may partly be because the cost of making these trips is perceived to be high by public transport. A significant priority expressed by residents and other stakeholders during the City Vision for Portsmouth Conference was greater integration of transport and ticketing and simpler and cheaper fares³⁷. The cost of public transport can be a particular issue for younger people who can suffer from higher unemployment and lower pay in work.

How will it be delivered?

- 5.43 We will work with operators to expand the Solent Go platform so that it is simpler than ever to board services across multiple operators and modes, potentially including rail. Through our work winning funding for Future Transport Zones we will seek to develop this into a Mobility as a Service (MaaS) platform, with integration across modes that caps fares for daily and weekly journeys, as is seen in London and elsewhere. We will investigate using this more integrated ticketing platform to offer mobility credits to those not using their cars as an incentive to try alternative modes. We will seek to agree a simplified fare structure that should make short trips across the city cheaper by public transport, as well as focusing on affordability for younger people.

³⁷ Imagine Portsmouth March 2020, The city Vision for Portsmouth Conference Output



Supporting business and protecting our assets

- 5.44 Our policies are designed to ensure that a well maintained and dynamic transport network provides the opportunity for businesses and other organisations to flourish and prosper, creating a healthy economy that delivers high quality jobs. With huge technological changes on the horizon and a growing population, there is both the need and the opportunity for businesses and the Council to do things differently, reducing costs, reducing impacts and maximising opportunity. The medium to long-term impact of COVID-19 on Portsmouth's economy is likely to be significant. Therefore, the need to ensure our transport system makes it as easy as possible for people to do business in the city is more pressing than ever.

Policy 15: Protect access to the Ports and Naval Base

Why this policy?

- 5.45 Portsmouth has been shaped by its relationship to the Ports and Naval Base and is home to the Royal Navy and two-thirds of its surface fleet. The presence of Portsmouth International Port makes the city a gateway to the world, with around a million tonnes of goods entering and leaving the city every year, as well as 10.5 million passengers³⁸. The on-going success of the international port, alongside the Naval Base and the ports at Portsmouth Harbour and Gunwharf, is core to the economy and to the livelihoods of many residents. Additionally, Portsmouth is one of only three vehicle ferry routes to the Isle of Wight (IoW). A significant proportion of the traffic generated by these destinations cannot be transferred to other modes – families travelling in a car and, freight crossing the Solent or Channel, and the movement of military equipment and specialised vehicles. These vehicles should be able to access the port as efficiently as possible.

How will it be delivered?

- 5.46 To ensure the success of the Ports and Naval Base the key connections from the mainland through the city, particularly the M275, must operate efficiently. This will be achieved through a range of measures. Wherever possible commuting trips to the ports should be made by walking, cycling or public transport and this will be enabled through the policies set out above and through development of bespoke behaviour

³⁸ Portsmouth International Port Statistics Books 2019

change measures for the port. Local trips should not be made on the M275 wherever possible, this will be achieved by providing better alternatives for local trips, introducing Intelligent Transport Systems to better manage demand, reducing access to the M275 within the city and investigating a water taxi between Tipner and the port. Targeted capacity improvements will be investigated where this can be done without creating additional demand and adding to congestion on the surrounding network.

Policy 16: Support businesses and other organisations to consolidate their operational journeys, including use of zero emission vehicles for last mile deliveries

Why this policy?

- 5.47 In recent years, the growth in commercial traffic, particularly light vans, has been greater than for any other type of vehicle³⁹. The reasons for this are complicated but changes in retail habits, technology, supply chain logistics and taxation for company cars are all factors⁴⁰. If we are to reduce the impact of traffic on our city then there needs to be a reduction in commercial traffic, not just private cars. Our focus is on reducing the impact of 'last mile' deliveries and servicing in sensitive areas, such as the city centre, local and district centres and residential streets, bringing benefits to the city, while allowing the operational needs of businesses to be met and deliveries of personal items to be made with fewer, more efficient vehicles.

How will it be delivered?

- 5.48 Working with businesses we will seek to encourage the consolidation of deliveries from multiple businesses onto fewer and more environmentally friendly vehicles, such as zero emission vans and cargo bikes. This reduces the total number of vehicles required, particularly larger more polluting vehicles, and can increase efficiency and reduce costs. We will seek to do this through the planning system, by securing Delivery Servicing Plans and land for consolidation (see Policy 17), as well as through our wider behaviour change engagement work (see Policy 6). We have seen large scale changes to delivery patterns during the COVID-19 crisis, including greater use of consolidation, and this demonstrates the capacity of businesses to change. We will seek to build on the lessons learnt through this, including the impacts of changing hours and consolidation of deliveries on local congestion, air quality and residential amenity.

³⁹ DfT Road Traffic Estimates: Great Britain 2018

⁴⁰ Ibid

Policy 17: Deliver micro and macro freight consolidation centres to serve Portsmouth's businesses and residents

Why this policy?

- 5.49 One fully loaded HGV travelling in once with its goods then unloaded onto e-cargo bikes for the 'last mile' deliveries, can replace multiple lightly loaded heavier vehicles circulating in sensitive areas. To deliver these benefits there needs to be consolidation capacity available in the right locations across the city.

How will it be delivered?

- 5.50 We will seek to trial consolidation facilities at a range of scales to support the ambition of reducing congestion and pollution, as well as benefiting businesses by reducing the costs of inefficient supply chains and lightly loaded vehicles. Out-of-city macro consolidation centres located on key routes can reduce the total number of vehicles entering the city by increasing vehicle loading and coordinating deliveries and suppliers across clusters of businesses. Micro consolidation must be based close to specific locations with high demand for deliveries, such as business parks, student halls or, with the rise of online shopping, residential areas. Furthermore, Micro consolidation can include lockers or other collection points, which could be located at Mobility Hubs, where goods can be collected following a shopping trip to the city centre or after work at the end of the journey home, thereby reducing the need to drive. We recognise that many businesses have limited storage space and therefore the placing and management of consolidation facilities should be capable of fulfilling 'just in time' deliveries.

Policy 18: Introduce a Lane Rental scheme to maximise co-ordination of street works and roadworks, and review loading restrictions to minimise impacts on traffic sensitive routes during peak periods

Why this policy?

- 5.51 Uncoordinated and drawn out road works have a significant impact on the operation of the road network across the UK, causing unnecessary congestion and frustration for all road users. Experience in London and Kent has been that a lane rental scheme,

where those who wish to dig up the road must first secure a permit for their works, has been highly effective at reducing congestion⁴¹.

How will it be delivered?

- 5.52 We will bring forward a lane rental scheme, alongside an operational permit scheme, that will be applied to traffic sensitive routes during peak periods to reduce congestion and improve journey time reliability. This will encourage improved planning and coordination of street works by the utilities companies, without penalising their infrastructure renewal programmes or hampering essential emergency works. Additionally we expect it to incentivise more efficient working practices, further reducing potential traffic congestion. Moreover, we will investigate measures such as restrictions on loading times on major routes in to the city, to prevent congestion caused by loading, and reduce the impacts on journey time for public transport.

Policy 19: Maintain our highway infrastructure

Why this policy?

- 5.53 For the last decade highway maintenance budgets have been under significant pressure as the grant made available from government has been reduced and it is unlikely that this will change in the near future. Nonetheless, if we are to get the most out of the network, it needs to be well maintained, consequently we will adopt new technologies and innovative ways of working to do more with less.

How will this it delivered?

- 5.54 We will continue to work collaboratively with our highway maintenance partner in the development of robust maintenance regimes, inspection and testing procedures, supported by an accredited asset management strategy. A better maintained highway network is crucial to supporting more people to walk and cycle.

Policy 20: Proactively manage kerbside space to enable flexible use for essential access

Why this policy?

- 1.1.1 Over the coming years we will dedicate more kerb side space to improve the public realm making it easier to walk, cycle and take public transport. While this will transform

⁴¹ Transport Network (16 February 2018), DfT to roll out lane rental after trials show 'huge benefits'

the quality of the public realm in the city it will result in more pressure on the remaining kerb side space. Businesses must still be able to operate efficiently and those with a need to park a car close to their destination must still be able to do so. To achieve this we will adopt more dynamic management of kerbside space, particularly in the city centre, local and district centres. This will bring together physical sensors allowing real time monitoring of demand for parking and loading bays with modern computing power and smartphones.

How will it be delivered?

- 5.55 We have already introduced smart sensors in around 4,000 parking bays across the city, which is providing benefits to the people who use them and enables the Council to better understand parking demand across the city. We will continue to roll out and improve these systems so that drivers can identify available spaces more quickly without circulating unnecessarily. We will build on this success to investigate systems that allow the use of kerbs to change throughout the day as demand shifts and for spaces to be bookable to encourage greater efficiency. This would also include the ability for the use of kerb side space to adapt to short term changes in demand for example special events, congestion or emergencies. More detail on this will be set out in the Parking Strategy.

Achieving the vision

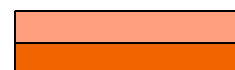
- 5.56 We have developed a set of key outcomes for our policies that we believe are essential to delivering the vision of the plan. These outcomes focus on what we think success looks like and will be used to monitor the effectiveness of the policies in the future.
- 5.57 The key outcomes, and how we think our strategic objectives will contribute towards achieving them, are set out in **Error! Reference source not found..**

Table 5-1: How our policies will achieve the key outcomes

Key Outcomes	Delivering Cleaner Air	Prioritising Walking and Cycling	Transforming Public Transport	Supporting Business and Protecting our Assets
Improved air quality				
Reduced car ownership				
Greater access to car club				
Cleaner private vehicle fleet				
Cleaner bus fleet				
Reduced carbon footprint				
Increased use of P&R				
Increased cycling				
Better quality places				
Improved perception of walking routes				
Improved perception of cycle routes				
Greater access to cycle routes				
Increased walking and cycling to school				
Increased footfall in District and Local centres				
Reduced number of collisions				
Reduced dominance of car and vans in city streets				
Improved access to opportunities				
Reduced bus journey time				
Reduced rail journey time				
Improved perception of public transport				
Increased use of bus and rapid transit				
Increased use of rail				
More businesses with active travel plans				
Reduced perception of congestion				
Improved perception of highway network				
More freight consolidation				
More reliable journeys along key routes				
More sustainable growth				
More innovation				

Indirect impact

Direct impact



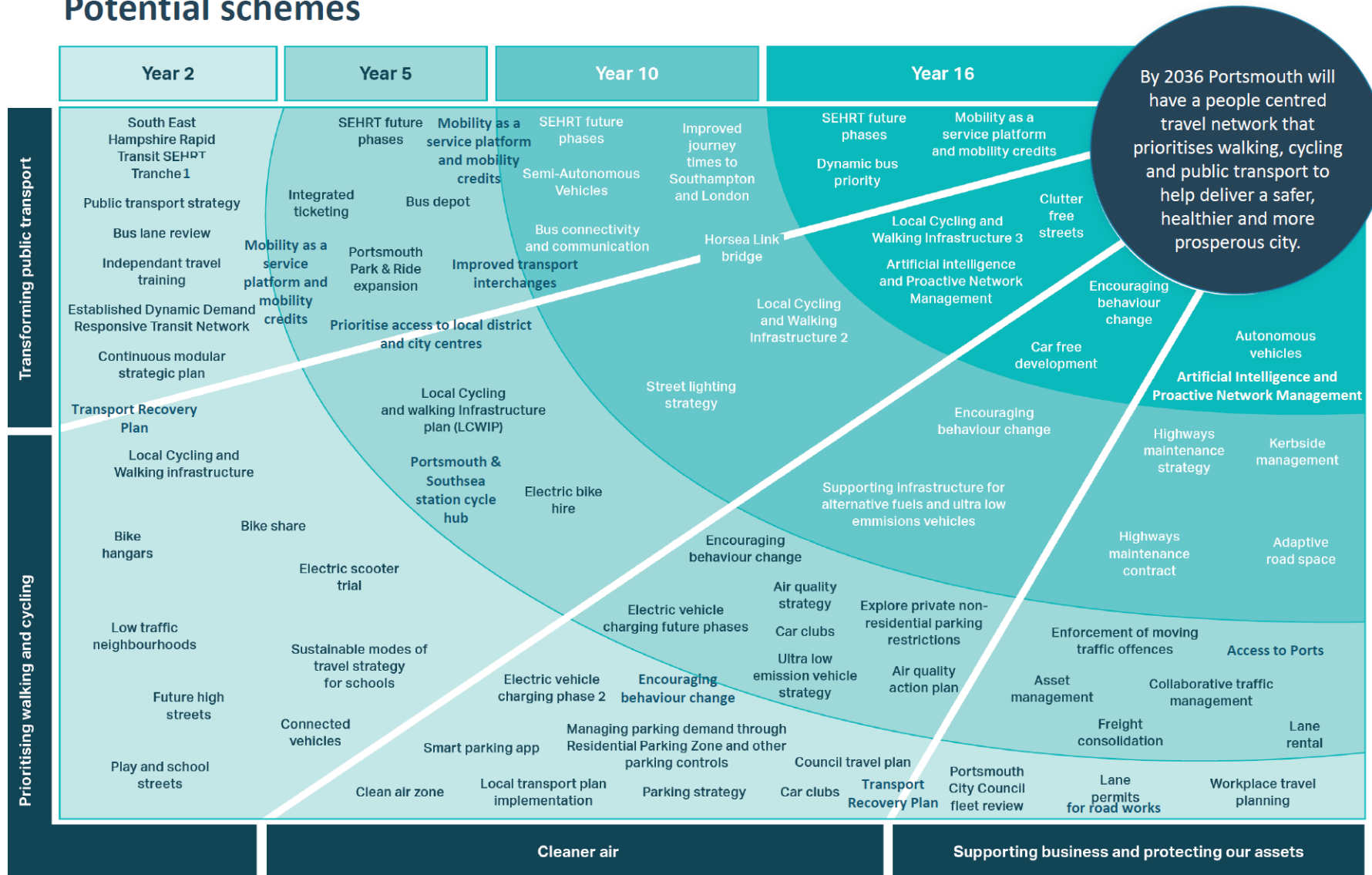
6. Implementation Plan

Our delivery plan

- 6.1 We have developed proposals for indicative schemes that may be implemented to deliver the objectives as seen in the following diagram.

Draft Local Transport Plan 2020-2036

Potential schemes



Making it happen

- 6.2 We recognise that this plan is ambitious and if we are to deliver it we will need to draw-in funds beyond current available budgets. Delivering the plan will therefore involve securing funding from central government as well as bringing in funding from other sources. This may include financial and infrastructure contributions from any development that this transport plan will help to unlock and deliver mechanisms that enable the Council to capture some of the uplift in land value resulting from new transport improvements, and reinvesting revenue from innovative measures that could be considered by the Council.
- 6.3 We know that we cannot deliver this plan on our own and therefore we will continue to work closely with our neighbours and partners across the Solent region. Our winning funding bids to the government for the Future Transport Zones and Tranche 1 of the Transforming Cities Fund have demonstrated a solid track record of strong partnership working. We will build on this and engage with a wide range of partners, including Solent Transport, Hampshire County Council, the South Hampshire Bus Operators Association and Transport for the South East. As well as needing to work together to secure funding, many of our interventions will need to be delivered in partnership with our neighbours and other organisations, as we have set out above in **Error! Reference source not found..**
- 6.4 The proposed transport interventions are at different stages of development, with some, such as the Clean Air Zone and South East Hampshire Rapid Transit, being well developed – with others earlier in the design process. If our proposals are to deliver transformative change, then we will need to involve a wide range of local stakeholders in their design and development. As these proposals are developed we intend to work openly and collaboratively with local communities, businesses, key stakeholders and interest groups to ensure we collaborate in delivering a shared vision, and more sustainable transport outcomes, for our city.