Portsmouth CITY COUNCIL

Portsmouth Transport Strategy 2021 – 2038

Improving journeys for a greener, healthier and better connected future

Contents

Foreword

I am delighted to endorse this Transport Strategy and its ambitious approach, to take the city's transport and travel network forward over the next seventeen years.

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 good connectivity across our communities, by prioritising walking, cycling and public transport whilst maintaining accessibility for those car journeys which are necessary will enable us to meet those challenges.

We are committed to a safer, healthier and thriving city ensuring transport works for everyone, including residents, people who work in the city and visitors. We will do this through creating an inclusive, active and sustainable network, for all modes, supporting all individuals to make the travel choice right for them.

The Local Transport Plan is being developed alongside the draft Local Plan for Portsmouth. 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.

The strategy will support the climate and air quality challenges we face and respond to changing attitudes and behaviours towards travel. I hope that through this we see people using their cars less where possible and look forward to seeing the transport network evolve to meet the demands of today and the future.

Councillor Lynne Stagg
Cabinet Member for Traffic and Transportation

Introduction

Portsmouth City Council plays a lead 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.

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. We are striving to create an environment that will make this possible and private cars are not always needed. For some individuals and some journeys it is acknowledged that they will remain an important mode of travel.

This strategy has been written to ensure that all residents and visitors can get into, out of and through the city safely and efficiently on all modes of transport, whilst prioritising a travel network that addresses the challenges currently faced.

A 21st century Portsmouth requires a dynamic transport network that is accessible, safe and affordable whilst prioritising walking, cycling and public transport travel.

By reducing private car journeys where possible, and making them greener in favour of everyday walking, cycling and public transport usage, the benefits will be transformational. Portsmouth will become a more pleasant, fairer and prosperous place to live, work and visit.

THE BENEFITS OF REDUCED CAR USE

Reducing carbon emissions and addressing the climate emergency.

Cleaner air, which means everyone is healthier through the reduction of air pollution across the city.

Improved public health through increased physical activity levels from higher participation in walking and cycling for all or part of journeys.

Optimising journey times by most efficiently using all available movement networks rather than overburdening our highways with private cars and goods delivery vehicles.

Improved journey reliability, including port traffic and deliveries to homes and businesses across Portsmouth, helping the city's economy to prosper.

Some of these proposals mean changes to how we live our everyday lives. However, the coronavirus pandemic has demonstrated our ability to quickly adapt to change, and has also shown how an increase in active travel can be achieved when road conditions are safer and less congested. The policies set out in this Transport Strategy 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' (July 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.

It is a statutory requirement for each local transport authority to have a local transport plan in place. This comprises of two parts; this strategy and an accompanying short-term implementation plan. This ambitious strategy is setting out to drive change in the way people travel into and around the city.

Delivering change

The strategy sets out the vision for how we want our city to be by 2038, four strategic objectives that underpin this vision, and a set of policies for each objective that detail how we will get there. The policies are designed to be delivered together as a packaged approach to deliver the strategy vision. This strategy is for everyone who travels into and around the city.

The strategy is supported by an implementation plan that includes the individual schemes that we propose to take forward as part of delivering the vision along with how they will be prioritised, monitored and evaluated. The Strategy and Implementation Plan are supported by a wider set of documents (as shown in the diagram on page 10) that taken together will guide transport decision-making in the city.

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.

We have set out on page 10 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. This strategy supports the Imagine Portsmouth project, which sets out a new city vision for Portsmouth's future by 2040.

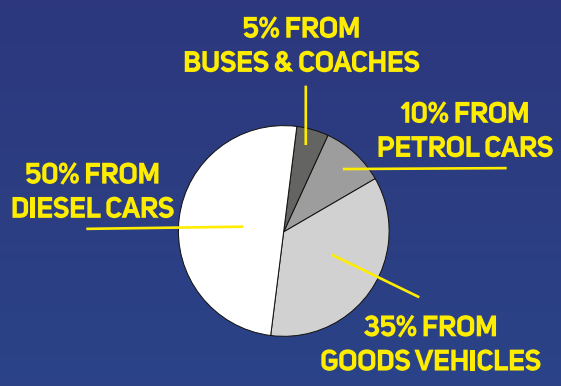
Our city

Portsmouth is a unique city, with the majority being based on an island and a section on the mainland to the north. Most of Portsmouth has a flat landscape that lends itself well to journeys on foot and by bike. The city's 49km coastline includes beautiful seafront destinations for visitors, the home of the Royal Navy and routes by sea to Europe, Isle of Wight, Gosport and Hayling Island. The 15.5 square miles (40.15 sq km) is densely populated with a population of 217,000 in 2020 that is estimated to grow to over 236,000 by 2041. There are three roads onto the island and one train route with five stations in Portsmouth. Over 7,500 businesses are located in the city. Numerous journeys take place every day. The image on pages 8 and 9 brings together key facts about the city and the current travel patterns.

9.3M
VISITORS TO PORTSMOUTH A YEAR

5 AIR QUALITY MANAGEMENT AREAS IN THE CITY, LOCATED ALONG SOME OF THE MOST HEAVILY TRAFFICKED ROUTES

NOx EMISSIONS IN PORTSMOUTH***



DAILY APPROX.
40,000
PEOPLE COMMUTE IN AND
30,000
OUT OF THE CITY

3.7%
OF PEOPLE TRAVEL TO WORK BY TRAIN, LESS THAN THE NATIONAL AVERAGE OF 10.4%*

RANKED
59TH
MOST DEPRIVED OF 326 LOCAL AUTHORITIES**

8,000
BUSINESSES IN THE CITY

AWARD-WINNING RESIDENTIAL ELECTRIC VEHICLE CHARGEPOINT SCHEME LAUNCHED IN 2019

237,802
FREIGHT MOVEMENTS THROUGH PORTSMOUTH INTERNATIONAL PORT BETWEEN MARCH 2019 - MARCH 2020

1,851,790
FERRY AND CRUISE PASSENGERS DURING 2019

DATA IS PRE-CORONAVIRUS

*2011 Census

**Where 1 is the most deprived based on the average scores across a range of deprivation indicators - MHCLG, English indices multiple deprivation 2019

INCREASING POPULATION

188,042

IN 2001

214,718

IN 2017

236,000

BY 2040

AGEING POPULATION

37%

PREDICTED INCREASE IN THE TOTAL NUMBER OF PORTSMOUTH RESIDENTS AGED OVER 65YRS FROM 2020 TO 2043 (ROUGHLY 31,000 TO 42,000)****

11.6%

OF PORTSMOUTH RESIDENTS OF WORKING AGE (AGED 16-64 YRS) HAD A LONG-TERM HEALTH PROBLEM OR DISABILITY THAT LIMITS THEIR DAY-TO-DAY ACTIVITY A LOT OR A LITTLE (LIMITING LONG TERM ILLNESS, LLTI)*

59.4%

OF PORTSMOUTH RESIDENTS AGED 65+ YRS HAD A LONG-TERM HEALTH PROBLEM OR DISABILITY*

OVER

11,000,000

PASSENGER JOURNEYS BY LOCAL BUS IN PORTSMOUTH (2018)

PORTSMOUTH'S PARK AND RIDE CELEBRATED ITS

1,000,000TH

PARK & RIDE CUSTOMER IN OCTOBER 2018

ONE OF THE FIRST CITIES IN THE UK TO LOWER THE SPEED LIMIT TO

20MPH

IN RESIDENTIAL AREAS

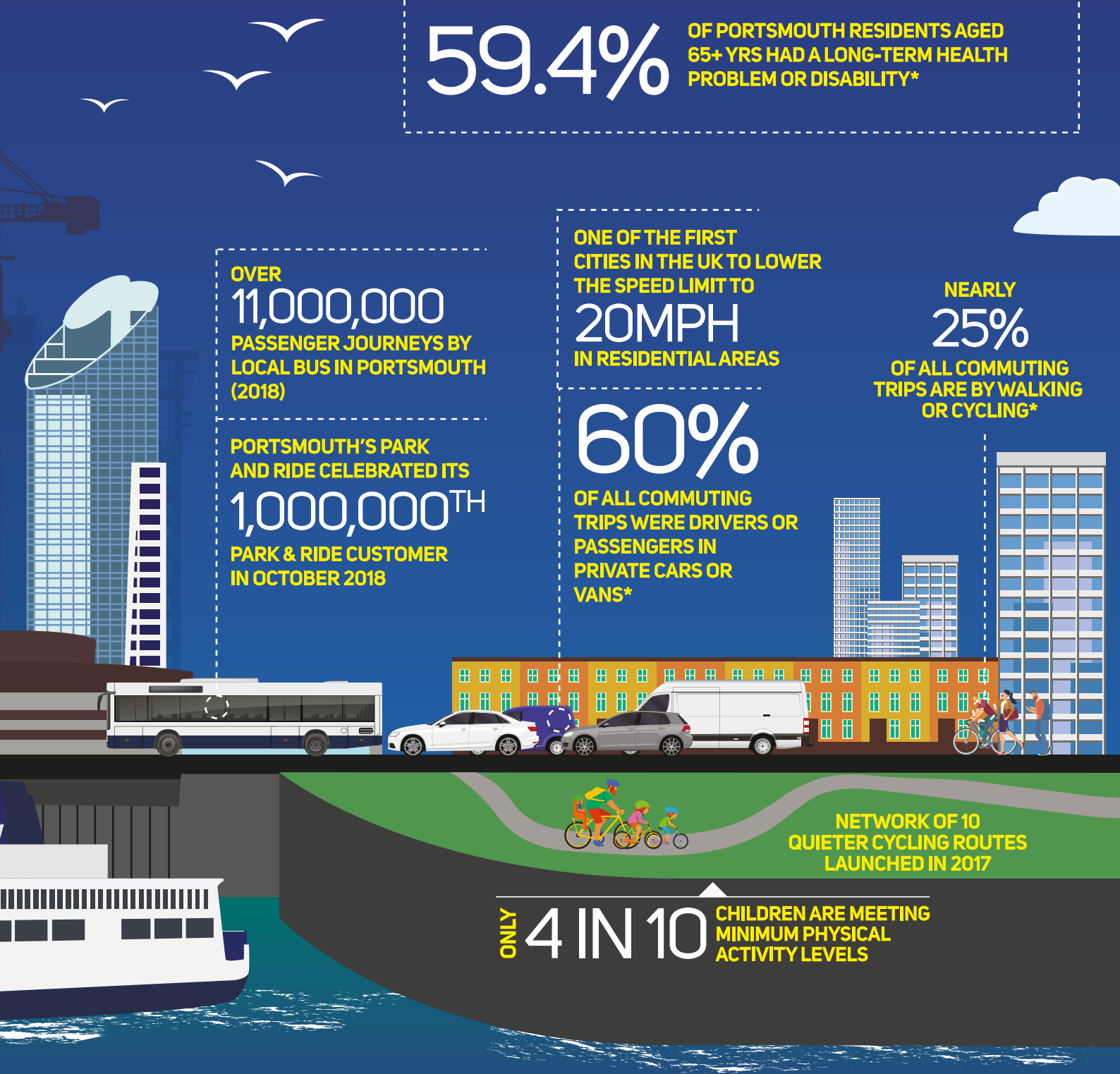
60%

OF ALL COMMUTING TRIPS WERE DRIVERS OR PASSENGERS IN PRIVATE CARS OR VANS*

NEARLY

25%

OF ALL COMMUTING TRIPS ARE BY WALKING OR CYCLING*



NETWORK OF 10 QUIETER CYCLING ROUTES LAUNCHED IN 2017

ONLY 4 IN 10 CHILDREN ARE MEETING MINIMUM PHYSICAL ACTIVITY LEVELS

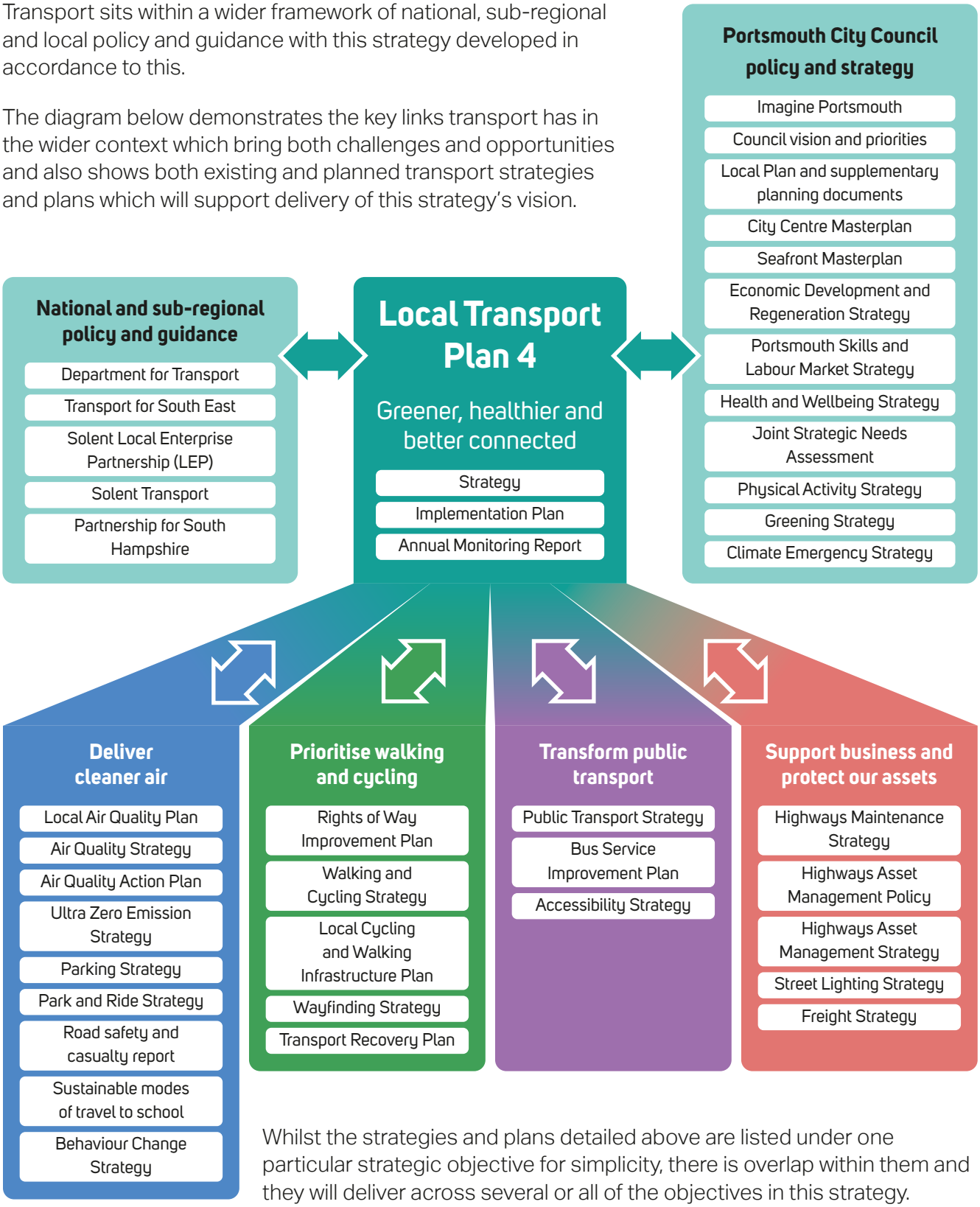
***Portsmouth's Local Air Quality Plan Outline Business Case

****SNPP Z1: 2018-based Subnational Population Projections. Local Authorities in England, mid-2018 to mid-2043, ONS

Travel challenges and opportunities

Transport sits within a wider framework of national, sub-regional and local policy and guidance with this strategy developed in accordance to this.

The diagram below demonstrates the key links transport has in the wider context which bring both challenges and opportunities and also shows both existing and planned transport strategies and plans which will support delivery of this strategy's vision.



Whilst the strategies and plans detailed above are listed under one particular strategic objective for simplicity, there is overlap within them and they will deliver across several or all of the objectives in this strategy.

Portsmouth, like other towns and cities across the UK, faces a number of challenges. While significant, each also presents opportunities if we take the right decisions now.

Managing the impact and recovery from the coronavirus pandemic

The coronavirus outbreak required immediate changes to the way the city operates and to people's lives. During the first national lockdown that was imposed to slow the spread of the virus, vehicle traffic dramatically reduced (to 34% of pre-lockdown levels), levels of cycling increased (by 156% compared to 2019). Walking levels also increased while the need to social distance reduced capacity of public transport and saw queuing on public footways to access services and shops.

However, even out of this terrible crisis there have been opportunities. As restrictions have eased, many continue to work from home and reduce commuting levels and people continue to walk and cycle, resulting in less air and noise pollution, safer streets and an increased appreciation of local communities.

The council's 'Transport Recovery Plan' (June 2020) was created to set out a plan for the new funding the government has made available to support the pandemic recovery.

Addressing the climate emergency

Although the city's overall carbon emissions have reduced by over 30%[1] since 2005, emissions from transport have remained relatively flat[2]. The distance travelled by walking, cycling and bus will need to almost triple, rail increase by 50% and car use decline by at least 40%, if we are to reach net-zero carbon emissions by 2050[3].

Prioritising walking and cycling, and reducing private car use where possible, will not only improve air quality but also help to tackle climate change. This is important because if carbon emissions are not reduced then the risk of extreme heat and flooding will increase in the city. This will have a detrimental impact on the transport network and connectivity to the rest of the country. Transport and travel schemes will also need to consider these climate risks to mitigate disruption to their delivery and effectiveness.

Portsmouth City Council has set an ambitious target – to achieve net-zero carbon emissions by 2030, with a climate emergency declared by the council in March 2019. To work towards this target, a multi-organisation climate board has been established. This will support the city's transition to carbon neutrality with more sustainable travel. We are aware of the forthcoming national transport decarbonisation plan and will ensure that this strategy delivers against the objectives it sets out.

Creating cleaner air

Poor air quality is the largest environmental risk to public health in the UK. Portsmouth City Council has been served with Ministerial Directions, requiring the council to achieve compliance with legal limits for NO_2 in the shortest possible time in areas of exceedances. Technical transport

1 *BEIS https://www.gov.uk/government/statistics/uk-local-authority-and-regional-carbon-dioxide-emissions-national-statistics-2005-to-2018*

2 *https://www.local.gov.uk/sites/default/files/documents/5.89%20carbon%20ambition_3.pdf*

3 *Anthesis Institute SCATTER (Setting City Area Targets and Trajectories for Emissions Reduction) tool. https://www.anthesisgroup.com/scatter-greenhouse-gas-tool-offers-a-quicker-easier-solution-for-cities-to-deliver-comprehensive-climate-action/*

modelling has been undertaken as part of these Ministerial Directions and 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. Alongside this, a number of other measures are being developed to support improvements in air quality such as the installation of electric vehicle (EV) charging points, and retrofitting of buses, with government grants being used to retrofit all 105 commercial buses which pass through the most polluting parts of central Portsmouth.

The opportunity 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 NO_2 set by the government. The opportunity to reduce emissions can bring health benefits to our residents, especially through reducing exposure to harmful pollutants which have been linked to increases in serious illness and early death. Car drivers and passengers are exposed to far higher levels of air pollution than those walking or cycling along the same urban routes[4].

Changing attitudes to travel and personal mobility

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 1996[5]. These changes are a combination of changing demographics, shopping behaviours, technological advances and change in the way land is used. 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' where consumers share use of assets such as through lift and property sharing. There

4 *Royal College of Physicians. Every breath we take: the lifelong impact of air pollution. Report of a working party. London: RCP, 2016. https://www.rcplondon.ac.uk/projects/outputs/every-breath-we-take-lifelong-impact-air-pollution*

5 *DfT National Travel Survey data*

is a growing expectation for transport services to be more flexible.

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. Also of relevance is the city's ageing population with a 37% predicted increase in Portsmouth residents aged 65 and over between 2020 and 2043, which will, in turn, bring it's own travel challenges[6].

Changes to future mobility

Mobility, innovative new technologies like on-demand buses, autonomous vehicles and shared micro-mobility services (e.g. e-bike and e-scooter hire), are expected to become more widely available. Smartphones and 'Mobility as a Service' (MaaS) 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 measures will help to reduce the number of delivery vehicles requiring access into the city and we may also see freight transferring onto electric cargo bikes and electric vans or even drones.

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. Our transport network must be flexible enough to adapt to the changes we cannot foresee, and we will look to case studies, both at home and abroad, of both new and proven technologies to inform best practice innovations and support modal shift.

Supporting deprived areas of the city

Although Portsmouth's economy has grown faster than the UK and Solent average, the 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[7].

Portsmouth has areas of 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[8]. Around 58% of households in the most deprived areas had no access to a car, compared to 9% of households in the least deprived areas. In the most deprived areas within Charles Dickens (our most deprived ward) up to 78% of households had no access to a car. This constitutes a significant proportion of our communities which are disadvantaged in terms of their connectivity with facilities and opportunities, a situation which is worsening without investment and decisive action.

Residents in these areas are also the most severely impacted by environmental risks from road traffic – through poor air quality, road danger, noise and main roads separating communities. Employment and other opportunities are currently greater in Portsmouth if you own a car. A national study identified Paulsgrove as 'left behind' suffering from poor connectivity and long journey times[9]. There is opportunity to improve the life chances of those in the most

6 *SNPP Z1: 2018-based Subnational Population Projections. Local Authorities in England, mid-2018 to mid-2043, ONS © Crown Copyright 2020 via jsna.portsmouth.gov.uk*

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

8 *Census 2011. https://datashine.org.uk/#table=QS416EW&col=QS416EW0002&ramp=YlOrRd&layers=BTFT&zoom=14&lon=-1.0750&lat=50.8048*

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

deprived areas by providing better walking, cycling and public transport services so that everyone can more easily access employment and other opportunities the city has to offer. This is important as the inability to access, or the disproportionate investment in time or money needed to access employment and education can have direct and indirect impacts on mental health, reducing people's overall health and wellbeing.

The needs of different communities will be considered within the development of schemes and initiatives. Accessible and affordable transport services and facilities can support a reduction in inequalities, helping to work towards improving factors such as levels of physical activity and a reduction in obesity etc. One of the aims of Portsmouth's Health and Wellbeing Strategy seeks to give people the best possible start in life, empower them to live healthy lives and enjoy a healthy older age.

Need for more walking and cycling infrastructure

The Local Cycling and Walking Infrastructure Plan (LCWIP) identifies a prioritised package of cycling and walking routes required across the city, which is aligned with the development of this plan. Evidence from the LCWIP found that, despite the provision for walking scoring relatively highly, based on the DfT Walking Route Audit Tool (WRAT), 75% of the cycle routes surveyed were below the suitable criteria as indicated by the DfT Route Selection Tool (RST). A key issue is a lack of fully-segregated, continuous cycle routes. Many on-road cycle lanes are alongside high traffic volumes, 30mph speed limits and no infrastructure to physically protect people cycling from motor traffic. As a flat urban area there is good provision of footways, however in places the limited highway width causes challenges with pavement width or obstructions such as pavement parking.

There is opportunity to rapidly grow the number and range of people who make everyday walking and cycling trips through providing well-connected routes and quality infrastructure. The opportunity is high, with nearly 90% of commuting trips being shorter than 10km and over 60% shorter than 5km[10]. These are distances that can be easily covered on a bike by most people in less than 30 minutes.

As part of the development of a people-centred travel network, transport and planning will investigate a Link and Place approach to consider links with the transport network and places in order to help improve access and a sense of place.

Private car dominance and traffic congestion

Limited public transport options and a fragmented walking and cycling network mean the majority of travel in Portsmouth is undertaken by car. Data from the 2011 census shows that 53.9% of commuters drove a car or van to work in the city, demonstrating the dominance of the car for commuter journeys.

Portsmouth suffers from congestion at peak times, with vehicles travelling on average 32% more slowly than the national average[11]. This increases air pollution and has an impact on the economy.

Current predictions are for a significant growth in demand for inbound traffic. This is predicted to lead to an increase in traffic of 26%[12] and delay of over 50%[13] by 2036. 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. For example a double-deck bus can carry up to 75 passengers but occupies the same road space as two cars.

There is opportunity to reduce the dominance of cars so that there is more space to walk and cycle and more priority for public transport. Making cycle routes more direct and safer to use and improving walking routes so that walking becomes a more attractive option, particularly for short journeys, will support this, along with supporting the public transport network to be more efficient, reliable and serve the areas where people want to go.

Reducing congestion can make businesses and the ports more efficient, improving air quality and helping to ensure that those who must travel by private vehicle, can do so quickly and efficiently.

10 *Census 2011 travel to work data*
11 *Portsmouth Transforming Cities Fund application form*
12 *Portsmouth and South East Hampshire Transforming Cities Fund Strategic Outline Business Case*
13 *Solent Transport Public Transport Vision*

© Vernon Nash

Supporting the future growth of the city

The population of Portsmouth has increased by around 25,000 (15%) over the last twenty years. Continued growth is expected over the life of this strategy, with around 17,000 new homes and 7,000 new jobs by 2036[14].

There is opportunity for growth to contribute to a more vibrant city with increased tourism, and crucially for the travel demand generated by new residents and workers, some of who will inevitably travel from surrounding areas. With consideration made through new developments citywide, a cohesive travel network can be created. This will help support and fund improved walking, cycling and public transport infrastructure, as well as more frequent public transport services. New developments will bring benefits to the whole city for new and existing residents, businesses and visitors. In the only two major development sites identified across the city; Tipner West and city centre, aspirations for car-free development have been outlined. Good transport links are vital to ensure these sites are connected sustainably to the wider city. The draft Local Plan will deliver this continued growth, ensuring it is delivered in a cohesive manner, with transport integral to this and other future 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. Consideration will also need to be given to conflicting demands of space within the city.

The leisure and visitor economy is the largest employer in Portsmouth with in excess of 10,000 jobs[15]. With a broad range of attractions of international interest in the city such as The D-Day Story, Spinnaker Tower, Portsmouth Historic Dockyard - including the Mary Rose, HMS Victory and the National Museum of the Royal Navy, Gunwharf Quays retail outlet attracting shoppers from across the south, shows held at Portsmouth Guildhall and the city's multiple theatres, alongside large scale events hosted in the city such as the Great South Run and Victorious Festival Portsmouth sees 9.3m visitors to the city a year (pre-COVID). Alongside this, Portsmouth International Port has ambition for transit cruises in the future bringing more day visitors to the city.

14 *Portsmouth Economic Development and Regeneration Strategy 2019-36*
15 *Portsmouth Economic and Regeneration Strategy 2019-2036*

Enhancing public transport connections

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. The bus is also sometimes considered expensive compared to car travel, however, there are a number of associated annual costs of running a car to be considered, such as insurance, MOT, parking charges etc.

The National Bus Strategy for England, 'Bus Back Better'[16], was published by the government in March 2021, setting out its approach to improving bus services and raising patronage. To meet the requirements of this strategy the council will enter into an Enhanced Partnership (EP) with the bus operators to work collaboratively to improve local services.

Rail journeys are often considered to be relatively slow in comparison to car journeys, particularly for trips between Portsmouth and Southampton, and they are infrequent.

There is opportunity to significantly improve the environment for public transport, with dedicated bus lanes, and to work with operators to transform bus and rail services. A shift from car to bus travel would support our objective to deliver cleaner air, while also supporting carbon reduction, reducing congestion and improving the city's economy. There are also opportunities to work with the government and rail industry to improve rail services. Transformed public transport is central to improving travel in the city and ensuring fewer people choose to travel by car.

Portsmouth has five local ferry/hovercraft routes connecting to Gosport, the Isle of Wight and Hayling Island. Waterborne transport is an important part of the public transport network for Portsmouth, bringing large numbers of visitors and commuters. There may be opportunities to enhance waterborne transport services, particularly their integration with other public transport routes. There must be good integration between and to/from public transport and other modes and well-designed transport interchanges or hubs can make journeys more efficient and attractive.

© HoverTravel

The need to work across administrative boundaries

We must work closely with our neighbouring local authorities to create the conditions that allow everyone to travel as sustainably as possible. Some of our key policies, including the delivery of a rapid transit network, require close co-ordination with our neighbours if they are to be successful.

There is opportunity to secure the clear benefits of close co-operation and strategic thinking. Working together will allow us to prepare more effective strategies that have a positive impact across the whole region.

16 *https://www.gov.uk/government/publications/bus-back-better*

Our vision

By 2038 Portsmouth will have a people-centred, connected, travel network that prioritises walking, cycling and public transport to help deliver a safer, healthier and more prosperous city.

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.

The vision is to put people and their end-to-end journeys first by delivering a transport network of attractive, sustainable travel options, enabling individuals to make the best choice for them.

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 strategy. The objectives are set out on page 20, with policies detailing the outcomes we want to achieve on page 24. Our implementation plan sets out the type of schemes we will deliver over the lifetime of the strategy.

© Gosport Ferry

Our strategic objectives

Deliver cleaner air

Everyone who lives in, works in 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 the Portsmouth Air Quality Local 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.

The CAZ in isolation is unable to deliver the levels of reduction of pollution needed and will therefore be supported by a number of complementary measures. These include: providing more electric vehicle (EV) charge points, including for taxis; progressive change 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 creating a transport hub; for those travelling from outside of the city and exploring ways to discourage private off-street non-residential car parking while enabling alternatives to car use.

Through the delivery of the CAZ and additional complimentary measures and other policies set out in the strategy, we will seek to not only meet the legal limits for air quality, but to exceed them, improving the air quality across the city for all. The Air Quality Strategy produced in 2017 will be updated to reflect the changes being implemented through the Air Quality Local Plan.

As well as these measures, the other strategic objectives support reductions in air pollution through their policies.

Prioritise walking and cycling

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 walking and cycling infrastructure. Without quality infrastructure we know that people who walk or cycle find routes unappealing and have fears around safety, as well as a perceived convenience of the private car[17]. Issues such as unsegregated and non-continuous routes, street clutter, narrow pavement widths etc. can make walking and cycling an unattractive option.

Following the Manual for Streets recommendations of user hierarchy we will prioritise pedestrians and people who cycle followed by public transport users, specialist service vehicles and then other motor traffic. To do this we propose to provide traffic-free cycle routes and high-quality walking connections. This will also provide space to safely accommodate people with mobility issues, those who may need to use a wheelchair or mobility scooter and pushchairs, as well as new technologies, such as e-bikes and e-scooters. Provision of secure cycle parking in areas of demand will also form part of our response, alongside reducing traffic in residential streets, the city centre and high streets. Promoting active travel can result in reduced emissions of air pollutants, helping to tackle climate change and improve air quality, whilst also contributing towards the recommended 150 minutes of physical activity for adults each week[18].

17 *ITS Leeds 2011, Understanding Walking and Cycling*

18 *Active Travel Briefing, August 2020 https://commonslibrary.parliament.uk/research-briefings/cbp-8615/#:~:text=%20Investing%20in%20active%20travel%20can%20bring%20environmental%2C,reducing%20congestion%2C%20supporting%20local%20businesses%20and...%20More%20*

Transform public transport

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 between Fareham and Gosport and Star corridor from Waterlooville to Clanfield. 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 both across the city and to longer-distance destinations, improving journey times, creating higher frequency services and continue to simplify fares and support innovation to improve customer service. We will work with operators to try to ensure that all communities have adequate access to bus services. Furthermore, improved interchanges at stops and stations alongside local 'hubs' will help integrate public transport with 'first/last mile' transport such as cycling, cycle hire and e-scooters, to deliver a truly seamless travel experience.

Support business and protect our assets

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 including industrial and business parks, 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. Recognising the vital role goods vehicles play in the city we will work with stakeholders to understand how efficiency and sustainability can be increased. We will support the delivery of freight consolidation that can reduce the number of goods vehicles on our streets, whilst reducing costs for business. We will ensure that the road network and all highway infrastructure is well maintained, its performance monitored and is configured appropriately to enable traffic to flow effectively and efficiently. Technology and innovations will be explored to increase the capabilities of the network and to prepare for the vehicles of the future. Kerbside space will be used efficiently and flexibly, whilst works on the highway will be properly co-ordinated and will maintain adequate access to road users.

Supporting a resilient city

As we have seen on page 10, Portsmouth faces a range of challenges. While the most immediate may be coronavirus, others like the climate emergency demand significant changes to how we live and travel. Portsmouth must be resilient to face and tackle these challenges. In implementing the policies in this strategy, our focus will be on keeping people healthy and safe and maintaining essential travel while the impacts of coronavirus are still being felt. The following principles will guide this process, helping the city emerge stronger once the crisis is over. Whilst the long-term impact of the pandemic on travel behaviour is currently unknown, we will assess any potential impact over time and consider how such behavioural changes may effect the policies set out in this strategy.

Guiding principles for delivering the vision

Engagement and partnership working

It is more important than ever that improvements are made to meet the needs of stakeholders and as such engagement is key and is fully considered with the development of appropriate stakeholder engagement plans for each specific programme, scheme or initiative. Engagement and partnership working will best deliver a transport network which meets the needs of all, now and in the future.

We have established a Community Panel for users and non-users of public transport to enable local people to shape South East Hampshire Rapid Transit (SEHRT) as the programme progresses. Going forward, panel members will be invited to take part in surveys, focus groups and engagement activities to enable ongoing discussion, effective behaviour change campaigns and marketing, and step towards de-mystifying bus travel, this approach can be replicated across other work programmes

Reduce travel demand

Initially this is essential to cope with reduced capacity on public transport while ensuring the highway network continues to function safely, but longer term to support environmental improvements and future growth. We will encourage businesses and organisations to reduce travel demand in peak hours to avoid congestion, encouraging greater home working, staggering arrival and departure times for staff and pupils and using non-motorised modes where possible. We will facilitate greater use of online services and provide improved consolidation facilities, including collection lockers.

Making best use of limited capacity

As a largely island city with a historic road network, many of Portsmouth's key transport corridors have limited highway capacity and as such the use of infrastructure should be maximised to most effectively move high numbers of people (e.g. through bus and cycle lanes). For example, one traffic lane can carry 2,000 people per hour in cars, 14,000 on bikes or 19,000 on foot[19]. To ensure that everyone who needs to travel can do so quickly and safely we will prioritise walking, cycling and emerging modes like e-scooters above car use along with supporting the recovery of public transport returning to capacity with the relaxation of social distancing.

Keeping people safe

This is essential if people are to have the confidence to access the city especially in the wake of coronavirus and for daily journeys. During the pandemic there will be places where

19 *UITP, making the most out of scarce road space*

people continue to gather, including bus stops and shops. We will provide more space for pedestrians where possible, so that people can access the city safely and follow social distancing guidelines.

All transport and travel schemes delivered in the city will ensure the safety and perception of safety are integral in their design whether this is to address concerns for personal safety such as inclusion of lighting or concerns of highways safety such as segregation from other traffic.

Improving our lives locally

This is essential to deal with the immediate increase in local travel within our neighbourhoods as home working becomes a norm and residents carry out their day to day activities nearby as a result of the pandemic. To give people the confidence to walk and cycle locally we will provide additional space, reduce through traffic in residential streets and provide improved connections to local centres and green spaces through initiatives like low traffic neighbourhoods and School Streets.

Ensuring inclusivity and accessibility

In making immediate changes to respond to the pandemic and longer-term improvements we will ensure that proposals are inclusive and promote accessibility. Consideration will be given to the needs of stakeholders for all schemes and initiatives and the impacts they may have on different protected characteristics and any mitigation measures required. To successfully do this we need to ensure we fully understand the needs of those who use our travel network, making sure it works for them. Where relevant, we will continue to work closely with stakeholders, including local community and disability groups, when developing individual schemes. We will understand areas of concern, particularly the ease of use of different transport modes and infrastructure for all including for those with disabilities or people who use pushchairs, for example.

We understand that there remains a significant difference in gender perceptions on the safety of public transport with women feeling significantly less safe than men when on public transport[20]. This is not thought to be unique to sex, with certain sexual orientations, gender identities, trans people, people of different religions and/or ethnicities and races also thought to feel more vulnerable. We will work to engage with these affected groups and individuals and respond to these views.

We will seek to understand how modal shift can be supported in all communities. Improving our transport system in response to the needs of our diverse community will reconnect and open up opportunities for all, and in particular our more disadvantaged communities, giving greater opportunity for better health outcomes, through an increase in the health, environmental, and socio-economic co-benefits of an efficient and sustainable transport system.

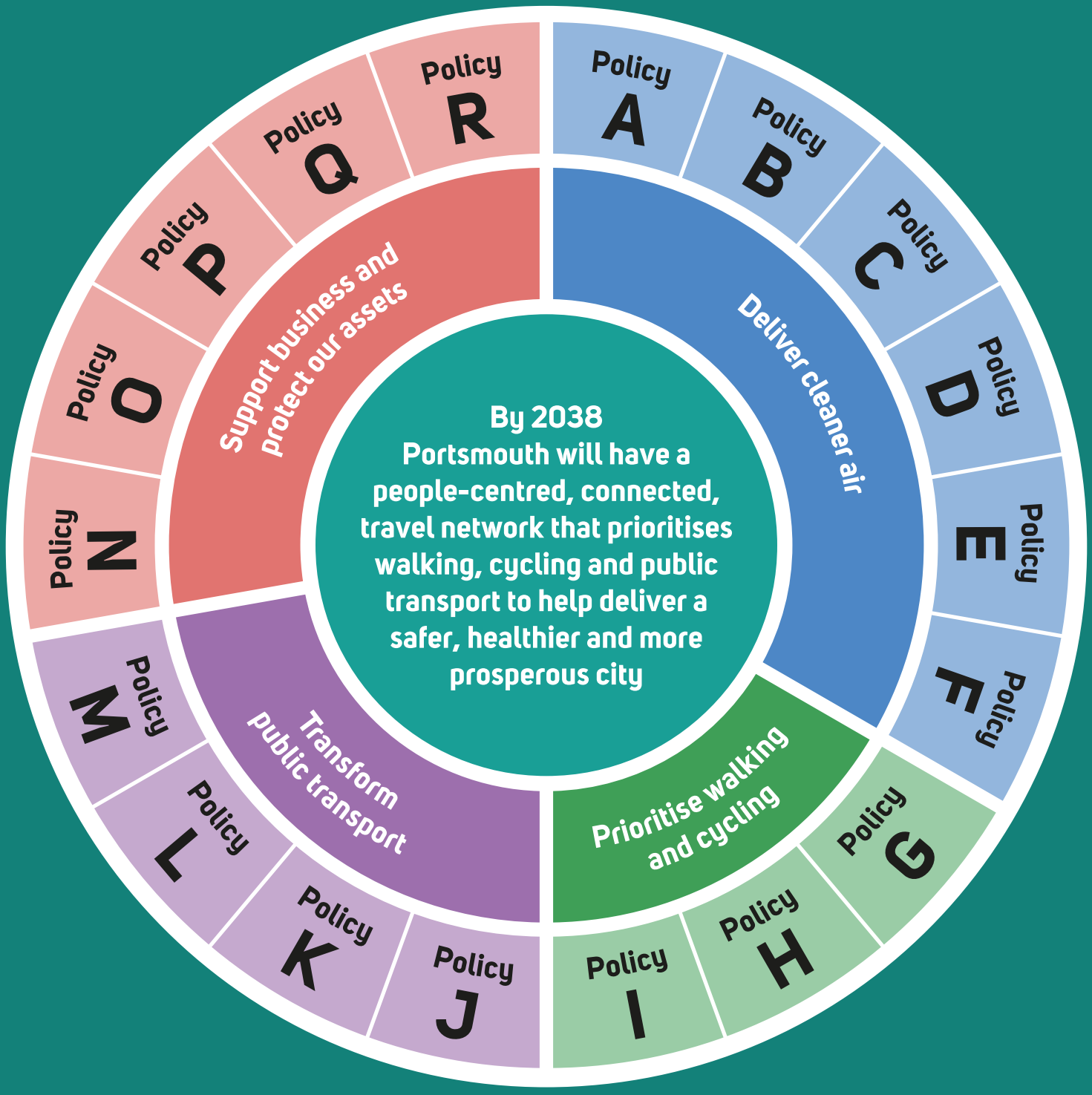
Environmental and ecological protection

Habitat Regulation Assessment (HRA), including Appropriate Assessment (AA), and Environmental Impact Assessment (EIA) where necessary, will be undertaken on schemes as required. The HRA and Strategic Environmental Assessment (SEA) published alongside LTP4 have influenced the potential mitigation measures that will be taken forward to ensure no adverse effects on the integrity of relevant European sites, and reduce the environmental impact of LTP4.

20 https://www.imperial.ac.uk/news/196474/women-10-more-likely-than-report/

Our policies

We have developed a set of policies for each objective, that detail how we will deliver them. The remainder of this section sets out the policies, why we are bringing them forward, how they will be delivered and what outcomes they will bring.



The 18 policies in the strategy are each grouped under one of the four strategic objectives. Most policies deliver towards multiple objectives as shown in the table below. It is important to recognise that no policies will be delivered independently. To realise this strategy's vision the policies and strategic objectives must be delivered together, achieving maximum benefits.

	Deliver cleaner air	Prioritise walking and cycling	Transform public transport	Support business and protect our assets
Policy A: Implement a government-directed city-centre Clean Air Zone in 2021.	✓			
Policy B: Support infrastructure for alternative fuelled vehicles.	✓		✓	
Policy C: Make parking easier in residential areas through encouraging fewer vehicles and supporting shared transport modes.	✓	✓	✓	
Policy D: Expand the Portsmouth Park & Ride to create a transport hub to reduce pollution and congestion in the city and increase transport choices.	✓	✓	✓	✓
Policy E: Explore private non-residential parking restrictions to encourage mode shift and help pay for improved walking, cycling and public transport infrastructure.	✓	✓	✓	
Policy F: Deliver and support residential and business behaviour change initiatives to encourage people to walk, cycle and use public transport and to travel more safely.	✓	✓	✓	✓
Policy G: Establish a cohesive and continuous network of attractive, inclusive, safe and accessible walking and cycling routes accompanied by cycle parking facilities.	✓	✓		✓
Policy H: Introduce a network of low traffic neighbourhoods and school streets that reduce through traffic in residential streets.	✓	✓		
Policy I: Improve the city centre, local and district centres by reducing or removing general traffic, with access focused on walking, cycling and public transport.	✓	✓	✓	✓
Policy J: Prioritise local bus services over general traffic to make journeys by public transport quicker and more reliable and support demand-responsive transport services.	✓		✓	✓
Policy K: Develop a rapid transit network that connects key locations in the city with South East Hampshire and facilitates future growth.	✓	✓	✓	✓
Policy L: Deliver high quality transport interchanges, stations and stops.	✓	✓	✓	✓
Policy M: Continue to work with public transport operators to deliver integrated, efficient, affordable, attractive services promoting local and regional connectivity.	✓	✓	✓	✓
Policy N: Protect the main road network and maintain access to the ports, HM Naval Base, Portsmouth and other key industry, business and retail sites.			✓	✓
Policy O: Deliver micro and macro freight-consolidation measures, supporting businesses and other organisations to consolidate their operational journeys, including use of zero emission vehicles for last mile delivery.	✓	✓		✓
Policy P: Explore a lane rental scheme to maximise co-ordination of street works and roadworks, in order to minimise impacts on traffic sensitive routes during peak periods.				✓
Policy Q: Maintain our highway infrastructure.		✓	✓	✓
Policy R: Proactively manage kerbside space to enable flexible use for essential access.	✓	✓		✓

Deliver cleaner air

Policy A: Implement a government-directed city-centre Clean Air Zone (CAZ) in 2021.

Why this policy?

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 Clean Air Zone (CAZ, which charges the most polluting buses, coaches, taxis, private hire vehicles and heavy goods vehicles (HGVs) to drive within the zone, will reduce nitrogen dioxide levels where they are highest and have been modelled to exceed legal limits in the future. Taking this step will help to ensure we are protecting public health in some of the worst affected areas.

How will it be delivered?

The Class B charging CAZ will begin operation in 2021 as instructed by the government and we will work with the bus and coach industry, the taxi and private hire trade, 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 other policies of this strategy, which will seek to reduce the numbers of businesses and individuals disproportionately impacted by the introduction of the charging CAZ. This is set out in the Portsmouth Local Air Quality Plan Full Business Case that was approved by central government in March 2021. The CAZ will be located in the city centre region, with the boundary drawn in the south west of the city. The location was identified following extensive modelling which established that exceedance and near-exceedance sites are located within this area.

In order to reach net zero by 2030 it is essential that a significant proportion of trips are made using sustainable transport modes. We will progress using this type of zone for further air quality and carbon reduction initiatives to help achieve this ambitious target.


M275
A3
Kingston Road
Commercial Road
Historic Dockyard
Cascades
Fratton Road
Alfred Road
Portsmouth & Southsea
Portsmouth Harbour
Fratton
Gunwharf Quays
University of Portsmouth
Wightlink Ferry terminal
Clean Air Zone (CAZ)

Policy B: Support infrastructure for alternative fuelled vehicles.

Why this policy?

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. Whilst such vehicles still contribute to some pollution, mostly in the form of particulate matter from actions such as brake and tyre wear, they produce fewer emissions than petrol and diesel vehicles, largely through the removal of exhaust pollution. With the government banning the sale of diesel and petrol cars, including electric-petrol hybrid vehicles by 2030 we need to significantly increase the availability of the electric charging infrastructure and plan for greater use of fuels such as hydrogen. Whilst private electric vehicles will have limited or no effect on reducing issues such as congestion and parking, they are less polluting than petrol and diesel vehicles and therefore contribute to improved air quality in the city.

Portsmouth's bus fleet has become significantly cleaner in recent years 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. 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.

How will it be delivered?

We will continue to provide appropriate charging solutions to meet demand and need, such as those provided in our pioneering On-street Residential Chargepoint Scheme (ORCS) that has seen electric vehicle (EV) charge points incorporated into lamp columns across the city. As well as on-street EV charge points we will introduce more off-street charging points into all council-owned car parks through this policy and our emerging Ultra Zero Emission Strategy which will be delivered alongside our emerging Parking Strategy. We will also require EV charging infrastructure where car parking is provided in new developments. Partnership

working with businesses and neighbouring authorities is important to ensure that there is a comprehensive network of EV charge points across the wider Solent region. As well as support for charging infrastructure we will provide advice to those wanting to upgrade their commercial fleets to cleaner vehicles.

Taxis and private hire vehicles are an important mode of transport for many, offering flexibility for short trips and supporting home to school journeys. They often make a large number of short and localised trips, which are well suited to zero-emission vehicles. We will seek to support taxis and private hire vehicles by providing a network of rapid charging points/hubs at key locations across the city such as on strategic corridors and at ferry ports. Changes to licensing requirements for taxis and private hire vehicles to incentivise the uptake of low and zero-emission vehicles have now been made. From 2025 newly-licensed taxis and private hire vehicles must be electric or hybrid and with effect from 2022 re-licensed vehicles must be no more than eight years old and newly licensed no more than four. We will also seek to work with large fleet operators to support a move to EV use as appropriate and as technology progresses. To aid with the transition of the taxi fleet towards compliant vehicle types, we will seek to provide financial support through grant funding.

Further types of alternative-fuelled vehicles include electric bikes and electric scooters and these will also be supported with charging infrastructure as required.

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.

Achieving greater usage in alternative fuels can require new infrastructure which can be challenging in a highly built-up city such as Portsmouth. Bus operators have begun to embrace the challenges faced, through the bus retrofit project, while also independently upgrading other buses to offer an improved customer experience as well as cleaner technology. We will work with operators to help identify potential alternative fuel technologies that would be suitable for the city and bring forward trials. We will support bus operators in providing the infrastructure required for cleaner bus fleets including new bus facilities – for example, expanded park and ride, transport hubs 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 C: Make parking easier in residential areas through encouraging fewer vehicles and supporting shared transport modes.

Why this policy?

Around 67% of households in Portsmouth own one or more cars[21]. In many parts of Portsmouth the density of the housing, such as the terraced streets – where generally there is only room for one car outside a house and no off-street parking space – can lead to a higher demand for on-street parking which can often exceed supply, particularly if households own more than one vehicle. In response to residents' requests 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. This policy will seek to manage the on-street demand for residential parking whilst reducing the need for privately-owned vehicles by providing alternative options. Fewer private vehicles in the city will help to improve traffic and parking congestion and air quality.

There is growing demand for shared mobility options such as car clubs, shared bike and e-scooter schemes. Micro-mobility can play an important role in enabling convenient and seamless travel across the city without a car, and car clubs can reduce the need for private car ownership, particularly multiple car ownership for individual households. Private e-scooters are not legal to use on the public highway, however the government has recently changed legislation to enable them to grant permission for trials of rental e-scooters in response to the coronavirus crisis. In practice people across the country are already taking to the streets on private e-scooters. Micro-mobility provides an affordable, convenient, low-energy alternative to the private car and can, when used responsibly, 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 a final destination.

How will it be delivered?

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 purely 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 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

21 Census 2011

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 also seek to better understand resolution to commercial vehicle parking in residential areas. We will continue to investigate other ways of controlling parking in RPZs where parking levels are reaching or exceeding capacity. Where parking zones cause, or are anticipated to cause, significant problems with displaced parking, a rolling programme of surveys has been developed.

We will continue to work with the University of Portsmouth regarding reducing the level of student-related traffic within the city. Currently students living at the university halls of residence are not permitted to bring cars into the city as a condition of their residency (disabled students are exempt). The university also promotes alternative travel modes to students through a range of measures such as the university bus service.

A key part of reducing demand to own private cars will be to provide residents with the confidence that they have alternative transport modes available to make various trips. This will include access to public transport, taxis and private hire vehicles and introduction of a bike share scheme and associated infrastructure as well as a car share scheme enabling those who don't own cars to be able to access one when needed for trips that cannot easily be made by other modes – for example, collecting bulky items. The car club scheme will focus on residential usage, but also encourage local businesses to join. Through the forthcoming Local Plan, development proposals will be encouraged to consider provision of car clubs in accordance with the Parking Standards Supplementary Planning Document Research has found that each car club vehicle takes an average of six private cars off the road[22].

We are currently participating in a government e-scooter trial scheme with a number of fully-racked mandatory parking areas located in the city, from which people can collect and return e-scooters. We will ensure all of our infrastructure improvements (outlined in Policy G on page 38) make it safer for those who may choose to use e-scooters or other forms of micro-mobility. Safety of these modes of travel, both for the user and other road users and pedestrians will be an important consideration which we will work with key stakeholders on. 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 coronavirus crisis.

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

Policy D: Expand the Portsmouth Park & Ride to create a transport hub, to reduce pollution and congestion in the city and increase transport choices.

Why this policy?

The Portsmouth Park & 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 park and ride on the M275 and therefore expanding the park & ride, 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 park and ride will support regeneration of the city centre, enabling more effective management of city centre parking and the potential re-purpose of some car park sites alongside supporting the transformation of public transport in the city.

How will it be delivered?

Our proposals for the expansion of the park & ride site include multi-decked parking to provide a total of up to 2,650 parking spaces including electric vehicle charging and a transport hub that may provide cycle parking, taxi rank, car club and bicycle rental facility, public conveniences, landscaping, and ancillary offices and units. The expanded park & ride site will link to the proposed new walking and cycling network (see Policy G on page 38) with secure cycle parking facilities provided, linking to trials of e-scooters and bike share (see Policy C on page 32) providing opportunity for park and cycle, scoot and stride. The expanded park & ride 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 in more detail in the emerging Portsmouth Parking Strategy, draft Local Plan and emerging Parking Supplementary Planning Document (SPD). As well as park & ride services accessing the city centre, we will seek to extend operating hours to meet demand and services to key attractions within the city, such as the seafront, Queen Alexandra Hospital and Fratton Park, including investigating demand for a new park and ride site to the east of the city. The expansion of the park & ride, 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 I on page 41) and by increased signage and promotion. In addition, we will investigate the potential for park and rail sites to serve the city.

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

Why this policy?

Around 60% of people who work in Portsmouth commute by car, despite the majority of these trips being less than 10km in length[23]. 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 that it sits vacant for much of the time.

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) (see Appendix: Transport terms on page 57) is one of the ways in which we could deliver these benefits.

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, CO_2 levels reduced dramatically (albeit not just because of the levy), while some organisations made more efficient use of parking – including the city's universities[24]. 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 businesses[25].

How will it be delivered?

We will investigate the potential for a WPL in Portsmouth, in close consultation with businesses to ensure that it does not negatively impact the economy and offers benefits to businesses. 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 and enhance the range of quality walking, cycling and public transport routes. Assessment of any wider impacts would be considered including parking congestion in residential areas. As part of the investigations into the potential for this scheme, we will explore the possibility of working with neighbouring authorities.

23 *Census 2011*
24 *Centre for Cities 2017: Funding and financing inclusive growth in cities*
25 *Centre for Cities 2017: Funding and financing inclusive growth in cities*

Policy F: Deliver and support residential and business behaviour change initiatives to encourage people to walk, cycle and use public transport and to travel more safely.

Why this policy?

Travel behaviour change programmes can have a significant impact on the way people choose to travel, with businesses seeing decreases in car use of up to 50%[26], while similarly big increases in walking, cycling and public transport can be achieved for residents[27]. Additionally, bringing infrastructure investment together with behaviour change programmes can have the biggest impacts[28]. 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 absenteeism[29]. Behaviour change programmes aimed at children can help to embed active travel at a young age and improve public health outcomes by targeting physical inactivity, supporting a reduction in child obesity.

How will it be delivered?

We will build on the work already being done through our My Journey behaviour change, marketing and communications programme to continue providing residents with the information, incentives and help they need to travel more sustainably including highlighting the ease of use of sustainable travel modes such as walking and cycling for local journeys and dispelling myths. We will act on the importance that behaviour change and communications programmes have, ensuring they are delivered in a variety of ways to meet evolving technology, whilst also reaching all members of the community. They will complement the infrastructural investment that is set out throughout this strategy.

26 *DfT, Making Travel Plans Work: Lessons from UK Case Studies*
27 *DfT, Making Personal Travel Planning Work: Case Studies*
28 *Ibid*
29 *DfT, Working Together to Promote Active Travel: A Briefing for Local Authorities*

As well as modal shift behaviour change, other campaigns and events influence transport-related concerns such as:

- **Safety** – The importance of using cycle lights and wearing high-vis clothing when cycling after dark through events like Glow Ride and Be bright, be seen, working with priority groups such as powered two-wheelers and encouraging considerate parking, particularly around schools.
- **Air Quality** – Discouraging vehicle idling to create cleaner air.

Additionally, we will continue our school travel planning initiatives, building on such schemes as Bikeability and Pompey Monsters to encourage behaviour change for the school run and other journeys through working with schools and colleges, school children and parents/guardians.

1700 Bikeability places were provided per year up to 2019/20. Although this level reduced significantly in 2020/21 due to the effects of the pandemic, it is anticipated that places offered will return to pre-COVID levels in 2021/22. Our Pompey Monster scheme currently covers four schools per year, with around 1200 pupils participating. During the pilot of this scheme, of those who never or occasionally walked to school at the start, 93% said they were likely or very likely to continue walking and 60% said they were now walking four to five times a week.

We will also continue to work with local businesses to encourage workplace travel planning, encouraging businesses to support sustainable staff travel such as cycling, walking and car sharing. We will endeavour to identify potential funding opportunities to support this and continue to deliver grants through a workplace sustainable travel fund.

Prioritise walking and cycling

Policy G: Establish a cohesive and continuous network of attractive, inclusive, safe, and accessible walking and cycling routes accompanied by cycle parking facilities.

Why this policy?

In terms of energy use, carbon emissions and use of street space, walking and cycling are the most efficient ways to travel for short distances[30]. 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 Portsmouth[31]. Portsmouth 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 cycling[32].

Minimising people's reliance on private cars is key to improving air quality and addressing the climate emergency. Making the street environment safer, more attractive and convenient for walking, cycling and micro-mobility, particularly for local trips, is an important part in this. In order to make walking and cycling an attractive alternative it needs to be inclusive and accessible to as many people as possible. A key challenge is to address the 'stop start' nature of cycle routes across the city, building in continuity as far as is possible.

How will it be delivered?

As part of our Local Cycling and Walking Infrastructure Plan (LCWIP) we have identified a network of walking and cycle routes in the city for utility journeys that improve safety and connectivity between residential areas and the city centre, local high streets, employment and health sites. We continue to work with neighbouring authorities to ensure all routes are continuous and join with surrounding authority areas.

To support the identified network we will deliver protected continuous cycleways, as well as widened and higher-quality footways, improved crossings as close to desire lines as possible and bring forward public realm schemes in local centres to improve their attractiveness.

Widening of footways will provide more space for those with mobility issues, mobility scooters, wheelchairs and pushchairs.

30 *Stefan Gossling 2020: Why cities need to take road space from cars – and how this could be done, Journal of Urban Design*
31 *Census 2011 TTW*
32 *Portsmouth Future Mobility Zone bid application*

The existing pedestrian and cycle wayfinding signage will be expanded and improved and safety features such as improved lighting will be considered.

In addition to new routes and infrastructure we will continue to maintain and improve those existing. Such measures will support greater use of the cycle routes, making them more accessible for all, from beginner cyclists to more experienced users.

Best practice and relevant up-to-date guidance such as LTN 1/20[33] will be used when designing the routes.

The coronavirus crisis means 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. We will also consider ways to deter pavement and cycle lane parking and other behaviours that would cause an obstruction for all those using the active travel routes.

Given the difficulty for many residents in providing off-street cycle parking at home, we will provide more cycle hangars in residential streets, in addition to more secure cycle parking in the city centre, local centres and other areas of high demand, particularly focused along the new LCWIP routes.

Leisure and recreational routes will also be developed, working closely with the draft Local Plan and the Portsmouth green infrastructure network which is being developed. This will complement the PfSH South Hampshire Green Infrastructure Strategy 2017-2034[34].

Stakeholders will be part of scheme development and the walking and cycling community will be actively engaged.

33 *https://www.gov.uk/government/publications/cycle-infrastructure-design-ltn-120*
34 *https://www.push.gov.uk/wp-content/uploads/2018/07/Item-8-Appendix-2-Green-Infrastructure-Strategy-2017-34.pdf*

Policy H: Introduce a network of low traffic neighbourhoods and School Streets that reduce through traffic in residential streets.

Why this policy?

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?

We will introduce low traffic neighbourhoods in residential areas so that they are people-centred with only motorised vehicles on the streets for residents or those who are visiting. This can be achieved through filtered permeability and is as simple as placing planters or bollards in the carriageway or other traffic-calming measures. Evidence from London suggests that this dramatically reduces overall traffic volumes and encourages more people to walk and cycle more often[35]. Such schemes can help to create people-centred spaces, enhancing the sense of place, considering a healthy streets approach[36]. In addition we will trial the introduction of School Streets to enable safer travel to school through restricting traffic on school roads during drop off and pick up times. We will also support development of play streets by stakeholders.

The combination of residential streets that are safer to walk and cycle and a high-quality longer distance cycle network (see Policy G on page 38) will be key to encouraging more people to travel sustainably. We will work closely with residents in on the development of these schemes. Any resulting impact on the wider transport network will be considered. As a result of the coronavirus crisis delivering more space to walk and cycle locally will be central to helping improve our local lives.

35 *London Borough of Waltham Forest, Comparison of Vehicle Numbers Before and After the Scheme and During Trial*
36 *https://www.healthystreets.com/*

Policy I: 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?

If city centre, local and district centres are to be successful, 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 pandemic 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 safety[37]. There is also evidence which 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 car[38].

How will it be delivered?

We will give priority to walking, cycling and public transport (whilst still providing necessary provision for accessible parking, deliveries and servicing) 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. Manual for Streets recommends that within the design of a scheme, a user hierarchy should be followed, with consideration being given to road users in the following order of priority: pedestrians, cyclists, public transport users, specialist service vehicles, other motor traffic[39].

In addition to providing more space for walking, cycling, micromobility modes, and public transport, we will also provide more social spaces by changing some parking spaces into community spaces (parklets). Consideration will also be given to the greening of routes through the draft Local Plan and through investigating alternative uses for the council-owned car parks. We will consider the potential to continue some of the positive steps taken during the pandemic to maximise and make best use of street space to consider the needs of all, including vulnerable road users and those with disabilities. This policy will be central to making the best use of limited space and keeping people safe. We understand that as a largely island city there is a certain amount of essential traffic that cannot be removed or rerouted and this is considered in Policy N on page 50.

37 *Living Streets 2018, The Pedestrian Pound: The Business Case for Better Streets and Places*
38 *TfL 2018, Walking and Cycling: The Economic Benefits*
39 *https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/341513/pdfmanforstreets.pdf*

Transform public transport

Policy J: 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?

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%)[40]. 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 creates further 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%[41].

How will it be delivered?

Alongside our proposals for rapid transit (see Policy K on page 44) we will also focus on working with bus operators to improve local bus services through an enhanced partnership as detailed in Policy M on page 48, particularly focusing on less well served connections east-west in the city for example to reach local employment, supporting delivery of Bus Back Better[42].

40 Census 2011
41 KPMG 2016, A Study of the Value of Local Bus Services to Society
42 https://www.gov.uk/government/publications/bus-back-better

© Stagecoach

Services which are financially supported by the council will be considered for areas where commercial routes are not profitable enough for operators to run. The emerging Public Transport Strategy and Bus Service Improvement Plan (BSIP) will provide further detail on how alongside operators we will achieve this such as through delivering physical and dynamic bus priority at junctions to ensure that local buses have priority over general traffic, better connecting our city by bus. We will work with the planning department to seek contributions from developers towards good bus services and infrastructure in new developments. These physical changes will be supported by improved stops, interchanges, (see Policy L on page 46) ticketing and digital integration across modes (see Policy M on page 48). 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 mile' trip that connects people to the proposed rapid transit network (see Policy K on page 44).

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

Why this policy?

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 strategy. Additionally, new rapid transit connections will transform public transport connectivity for existing communities, integrating with other modes of travel. This will make 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 transit[43].

How will it be delivered?

In partnership with neighbouring local authorities transport operators and partners, we will introduce the first stages of the South East Hampshire Rapid Transit network through the Transforming Cities Fund Tranche 2 that will transform the way people travel between Portsmouth and the surrounding towns. Future stages will connect to many of the city's main growth locations. This includes growth at Tipner

43 *Transforming Cities Fund SOBC*

and Horsea Island, which would be linked by a new bridge for buses, walking and cycling.

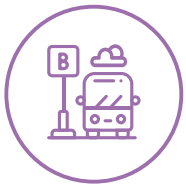
To make sure journey times are reliable we will deliver bus priority and make appropriate traffic signal changes so that priority is given to rapid transit. Measures to connect to other business areas in the north and east of the city, around the Eastern Road will also be considered.

Our modelling work suggests that journey times should be 20% quicker by rapid transit than existing services as a result[44]. These physical changes will be supported by improved stops and interchanges (see Policy L on page 46) and improved ticketing and digital integration across modes (see Policy M on page 48). The details of each specific route will be given careful consideration as this scheme is developed further.

The South East Hampshire Rapid Transit network and the Local Cycling and Walking Infrastructure Plan (LCWIP) are complementary, with LCWIP being considered as part of the infrastructure delivery for first mile and last mile journeys, and to support easier access to stops and interchanges.

The possibility of supporting a new bus depot in the city which could accommodate electric/ low carbon buses, will be investigated, to support service improvements.

44 *Transforming Cities Fund SOBC*



Policy L: Deliver high quality transport interchanges, stations and stops.

Why this policy?

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. Additionally, 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 pushchairs or those 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?

The emerging Public Transport Strategy will provide detail for how high quality, easy to use, transport interchanges and stops will be achieved in key areas of demand and between all modes.

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 secure 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 rail 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, ensuring public transport information is clear and easy to understand. These spaces must also be accessible to all, providing step-free access. We will work with operators to improve accessibility at stations and stops.

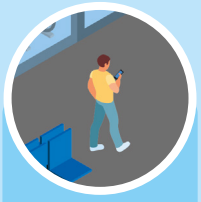
We will introduce transport hubs at key interchanges throughout the city as a way of delivering seamless travel. Transport hubs aim to bring together public transport services with shared transport such as a car club, cycle hire, taxi pick up and drop off, as well as information and other facilities such as cafés, cycle hubs/ 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 O on page 51).

Where possible, consideration will be given to the location of development in terms of being located near to transport interchanges and stations, to maximise opportunities and productivity. The improvements described above, particularly those around existing stops and stations, will be crucial to our coronavirus response as part of keeping people safe. In line with The National Bus Strategy - Bus Back Better[45] and Bus Service Improvement Plan (BSIP) we will look to ensure that areas with particular needs receive priority.

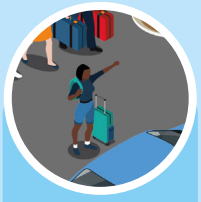
45 https://www.gov.uk/government/publications/bus-back-better

Indicative layout of a transport hub

Train station



Ian gets off the train from London. He has used the MaaS app to organise a DRT ride to his village nearby.



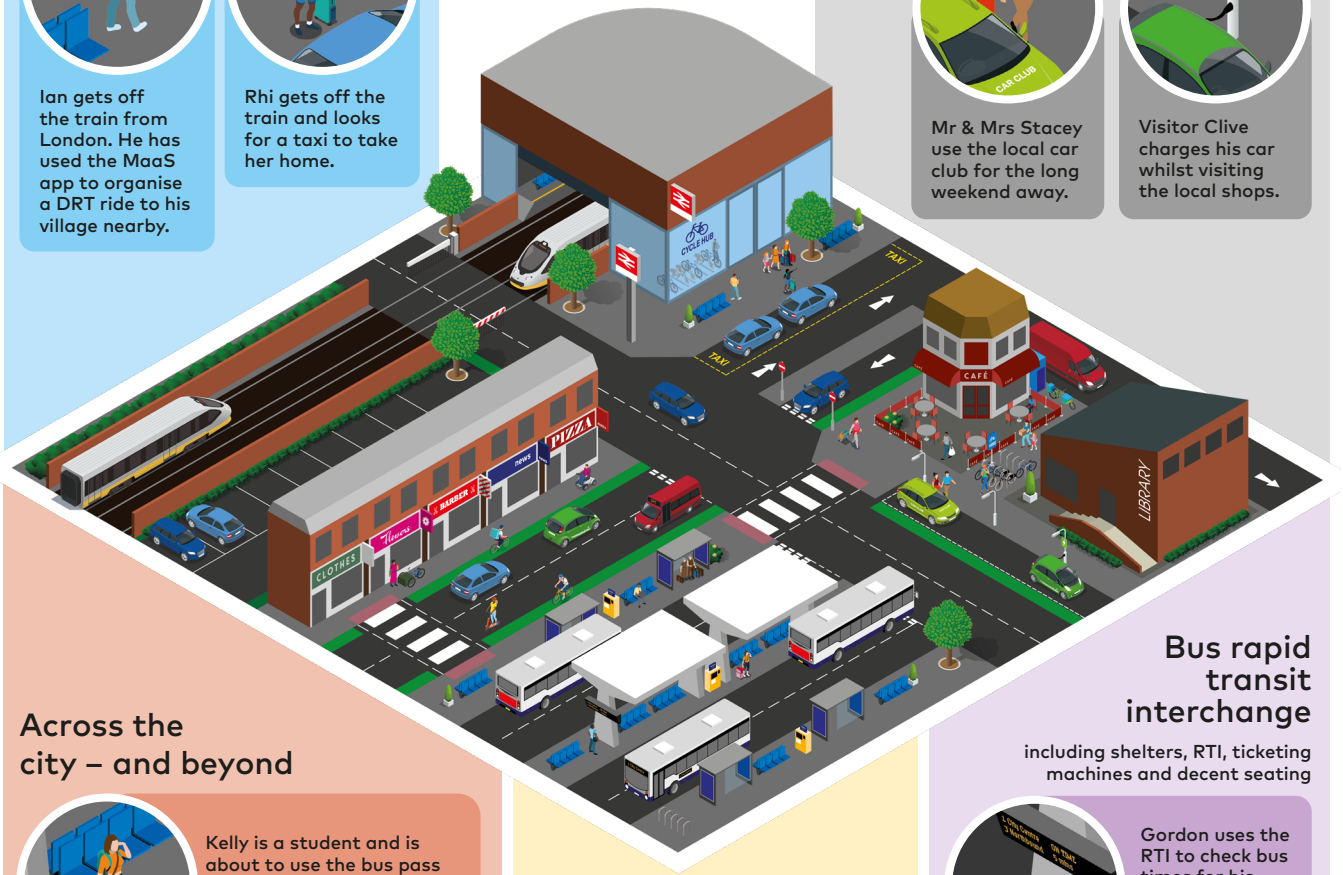
Rhi gets off the train and looks for a taxi to take her home.

Car clubs and EV chargepoints

including provision of short stay car parking spaces

Mr & Mrs Stacey use the local car club for the long weekend away.

Visitor Clive charges his car whilst visiting the local shops.

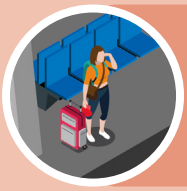


Bus rapid transit interchange

including shelters, RTI, ticketing machines and decent seating

Gordon uses the RTI to check bus times for his journey home after visiting the local shops.

Across the city – and beyond



Kelly is a student and is about to use the bus pass stored in the MaaS app on her phone for her journey back to halls.

Andrew is making several bus and train journeys today using a Solent Go ticket. It's more convenient and cheaper than driving and paying to park.

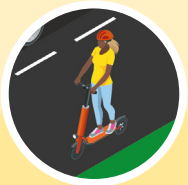
As a result of receiving mobility credits, Piotr can now afford to make journeys to see friends and family more regularly.

Cycling and micromobility facilities

Rosina runs a local florist and borrows a cargo bike to make her deliveries.

On her morning commute after arriving by train Candy borrows an e-bike for her onward journey to the office.

Ramin leaves his bike securely in the cycle hub and boards the bus rapid transit service to get to his job interview.



Aaliyah rents an e-scooter to visit the local gym.

Policy M: Continue to work with public transport operators to deliver integrated, efficient, affordable, attractive services promoting local and regional connectivity.

Why this policy?

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 being more affordable. The Solent Go platform, developed through a partnership with South East Hampshire Bus Operators Association (SHBOA) 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 this may partly be because the cost of making these trips is perceived to be high when travelling 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 fares[46]. 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?

As outlined in the National Bus Strategy – Bus Back Better we will enter into an Enhanced Partnership (EP) with the bus operators to work collaboratively to improve local services. Through the Implementation Plan and the Bus Service Improvement Plan ((BSIP) which will be produced by October 2021) gaps in bus services and infrastructure will be identified and considered by the EP. The Public Transport Strategy will form a key part of this process. The BSIP will show how residents and other stakeholders have been engaged to ensure their priorities are reflected.

We will work with public transport operators to expand the Solent Go platform so that it is simpler than ever to board services across multiple operators and modes, in time including rail. Through the award of funding through the Future Transport Zones we will seek to develop this into a Mobility as a Service (MaaS) digital 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

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

© South Western Railways

short trips across the city cheaper by public transport, as well as focusing on affordability for younger people and families and appropriate concessionary pass provision.

We will continue to secure the delivery of commercially unviable but necessary bus services to support our social, economic and environmental policy objectives. Possibilities for new routes including east-west links may also be investigated.

Work with operators will also look to improve services and infrastructure where possible, with a particular focus on improving journey time, frequency and capacity to ensure public transport is a viable and attractive alternative to the private car.

Consideration will be given to bus lane use in terms of locations and sharing bus lanes with other modes which would require careful investigation.

Increasing capacity on rail services will be investigated and we will look to safeguard any required land for this at terminal locations. We will work with the government and rail industry to improve rail services and their integration, where appropriate, with rapid transit and bus routes. Our priorities will include faster rail journey times to important destinations such as London and Southampton and will provide new direct services to areas without them, so that passengers do not have to change trains.

For the development of rail we will look to the Continuous Modular Strategic Plans (CMSP) that have been developed for the Solent and West Coastway rail routes. These studies by Solent Transport and Network Rail include proposals for infrastructure and service improvements that are supported by the council. The emerging Public Transport Strategy will also inform this work which will look to improve journey time and frequency to key destinations.

Partnership working will continue on the city's existing local waterborne travel modes to ensure that they continue to be attractive and viable choices. This will include consideration of any future demand for additional water-based travel such as to and from Tipner West, the harbour area and Southsea.

Support business and protect our assets

Policy N: Protect the main road network and maintain access to the ports, HM Naval Base, Portsmouth and other key industry, business and retail sites.

Why this policy?

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[47]. Additionally through enhanced cruise facilities at the Port, more cruise ships are visiting Portsmouth, increasing from 12 in 2010 to 67 predicted in 2021, bringing an estimated 32,000 passengers to the city a year. 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. Other businesses such as those in the industrial sector will also have a significant proportion of journeys which must be made by road.

How will it be delivered?

To ensure the success of the ports and Naval Base the key connections from the mainland through the city, the M275, in particular, 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 previously and through development of bespoke behaviour 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. Similarly, a new traffic link to Junction 1 of the M275 could be explored to facilitate easier access to the strategic road network, reduce pressure at the Rudmore Roundabout and support delivery of strategic development sites at Tipner.

47 *Portsmouth International Port Statistics Books 2019*

Policy O: Deliver micro and macro freight-consolidation measures, supporting businesses and other organisations to consolidate their operational journeys, including use of zero emission vehicles for last mile delivery.

Why this policy?

In recent years, the growth in commercial traffic, particularly light vans, has been greater than for any other type of vehicle[48]. The reasons for this are complicated but changes in retail habits, technology, supply chain logistics and taxation for company cars are all factors[49]. 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. We will aim to bring 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.

The important role that freight vehicles have in the city is recognised, however, many HGV's and LGV's are not full to capacity and/or make

48 *DfT Road Traffic Estimates: Great Britain 2018*
49 *Ibid*

deliveries to widespread destinations. Ensuring that such vehicles in Portsmouth are fully loaded and operating at full capacity will improve the efficiency and help to reduce congestion and air pollution, through reducing the number of vehicles having to make journeys.

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?

Working with businesses, logistics operators and other organisations, we will seek to encourage the consolidation of deliveries and other services such as waste collection and construction materials onto fewer and more environmentally-friendly vehicles, which may be zero emission or e-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 and servicing plans (DSPs) and land for consolidation, as well as through our wider behaviour change engagement. We have seen large scale changes to delivery patterns during the coronavirus 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.

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. This could include out-of-city macro consolidation centres located on key routes which can reduce the total number of vehicles entering the city by increasing vehicle loading and co-ordinating deliveries and suppliers across clusters of businesses. Micro consolidation must be based close to specific locations with high demand for deliveries and could see the use of e-cargo bikes for last mile deliveries, as well as delivery lockers or other collection points. These could be located at transport hubs or other public transport stops, where goods can be collected as part of another journey such as following a shopping trip to the city centre or after work, thereby reducing the need to drive. Re-prioritising of road space, as detailed in Policy G on page 38, will be required to deliver on-street micro-consolidation points and associated routes for e-cargo bike journeys.

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.

The measures set out in this policy will be developed in consultation with businesses and logistics providers.

Policy P: Explore a lane rental scheme to maximise co-ordination of street works and roadworks, in order to minimise impacts on traffic sensitive routes during peak periods.

Why this policy?

Works by utilities companies and highway authorities have a significant impact on the operation of the road network across the UK, causing 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 congestion.

How will it be delivered?

We will explore a lane rental scheme, alongside an operational permit scheme, for traffic-sensitive routes during peak periods to reduce congestion and improve journey time reliability. This will encourage improved planning and co-ordination of street works by the utilities companies and highways authorities 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. We will consult with utility companies in the potential development of this scheme, which would involve an initial trial period ahead of it being finalised. It is anticipated that revenue raised by a potential lane rental scheme would be used for enhancements of the road network in mitigating the resultant congestion and impact of street works. If taken forward, we would seek to work in collaboration with neighbouring authorities on the lane rental scheme to provide continuity.

Policy Q: Maintain our highway infrastructure.

Why this policy?

For the last decade highway maintenance budgets have been under significant pressure as the grant made available from the 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 it be delivered?

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. This will include well-managed streetworks, leading to minimal disruption to road users including people with disabilities. These approaches will be taken forward and continued to be reviewed to ensure the network is well-maintained efficiently. A better maintained highway network is crucial to supporting more people to walk and cycle.

As well as repairing and improving routes it is important to ensure that they are safe and appropriately gritted, kept clear of snow, vegetation and debris.

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

Why this policy?

Over the coming years we will dedicate more kerbside space to improve the public realm, making it easier to walk, cycle and take public transport. While this will transform the quality of the public realm in the city it will result in more pressure on the remaining kerbside space. Businesses must still be able to operate efficiently and those with a need to park a car close to their destination, such as people with disabilities, must still be able to do so. It will be important to ensure that road space is used effectively for all modes considering the hierarchy set out in Policy I on page 41.

How will it be delivered?

A more dynamic management of kerbside space will be adopted, 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.

We have already introduced smart sensors in around 4,000 parking bays 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 new opportunities that allow the use of kerbs to change throughout the day as demand shifts such as for delivery spaces to be bookable to reduce congestion.

We would evaluate the benefits of any system and engage on proposals before introducing any new innovations.

This could include considering altering timings of delivery vehicles, through engagement with business and logistics companies, to improve efficiency and reduce congestion and provision of drop off / pick up points.

Consideration will be given to the needs of all road users to achieve the most efficient and sustainable use of the kerbside. This would also include the ability for the use of kerbside space to adapt to short-term changes in demand, for example, special events, congestion or emergencies. Once operational, clear information will be important to ensure users fully understand how the kerbspace may operate dynamically.

Conclusion

This strategy sets out the clear ambitious vision and objectives for taking travel and transport into the future in Portsmouth. The forward-thinking policies will drive improvements to the city's infrastructure and transport networks, boosting economic prosperity and sustainable development. Through the delivery of the four strategic objectives this strategy will support and deliver improvements to the variety of travel choices and in turn the way people travel into and around the city. The resulting benefits will have a wide ranging positive impact on the city, its residents, visitors and those who work here, creating an inclusive travel system for all.

The aims of this strategy and the actions that will be taken to deliver them are aligned with other strategic priorities for the city, delivering a coherent approach. Delivery of the actions will involve a cross-working approach both within the council with external partners and organisations, and with local residents. With actions set over the short, medium and long term, this strategy will lead transport improvements to 2038 and beyond, responding to travel behaviours and embracing new and innovative approaches to transport.

This strategy will enable Portsmouth to meet the travel needs of its communities and visitors in a better connected, safer and more accessible way, whilst increasing provision for sustainable travel choices, leading to a more sustainable environment for all.

Appendix: Transport terms

This glossary provides definitions of some key 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.

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.

Car club
Offers members access to locally-parked vehicles without being tied to ownership.

Clean Air Zone (CAZ)
A zone where air quality does not meet government standards and a package of improvements are needed. This may include both charging and non-charging measures.

Connectivity
The linking-up of different routes and modes in a travel network. A well-connected travel network that is easy to navigate with short and direct links.

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

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 up to six bicycles.

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

Dynamic bus priority
Allows a bus's demand for priority at a signalised junction to be assessed against other approaching buses and also against traffic conditions on the surrounding network. If appropriate the bus priority demand is passed to the traffic signal controller to request the appropriate priority signal stage.

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.

Filtered permeability
Using measures which can include planters and bollards to minimise car traffic from selected streets to make them more attractive to walk and cycle, while maintaining essential access for residents, servicing and emergency vehicles.

First and last mile trips
These are the trips made at either end of a longer 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 terms).

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 the government for a FTZ across the Solent area.

Heavy goods vehicle (HGV) or large goods vehicle (LGV)
A large vehicle e.g. lorry whose 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 of road (carriageway) which joins the footway (path). This area can be utilised (e.g. drop off and loading) and enforced (e.g. double yellow lines) in a manner of ways to enhance road space for users.

Lane rental scheme
Allows a local highway authority to charge those undertaking road works for street and road works that occupy the highway.

Local and district centres
Focus points in towns and cities that have a grouping of units such as shopping facilities.

Local Cycling and Walking Infrastructure Plan (LCWIP)
A 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 Cycling and Walking Investment Strategy (CWIS) to double the number of cycling journeys made and substantially increase walking activity by 2025.

Local Transport Plan (LTP)
A statutory document that comprises of two parts; a long term strategy which sets out the vision, objectives, policies for all of transport and highways and a short term implementation plan setting out the schemes which will deliver the strategy. This document, along with the accompanying implementation plan is the LTP, edition 4, for Portsmouth.

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

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 online platform or smartphone app that integrates travel options, timing, costs associated with a range of shared and public transport modes and to book and pay for such journeys on demand.

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

My Journey
Website for travel information and advice in Hampshire.

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 publicly accessible, usually in an urban environment in a former roadside parking space.

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

Play streets
Streets where the road is closed to through traffic for periods of time to allow children to safely play outside.

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.

Resident parking zone (RPZ)
A zone where on-street car parking is prioritised for those eligible for permits.

Segregated cycle lane
A cycle lane which is physically separated from pedestrians and traffic.

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

School Street
A road outside a school with a temporary restriction on motorised traffic at drop off and pick up times.

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

Street clutter
Physical obstacles in a street which can impair movement for example signage, litter bins, trees, seating, bollards.

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 the government that aims to improve productivity and spread prosperity through investment in public and sustainable transport in England's city regions.

Transport hubs
Locations, usually at key transport interchanges such as train or bus stations, ports or ferry terminals, busier bus or rapid transit stops, which provide access to a range of transport modes and facilities. 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.

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

Portsmouth CITY COUNCIL

You can get this information in large print, Braille, audio or in another language by calling 023 9284 1347

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