

<b>Title of meeting:</b>	Cabinet and Full Council
<b>Date of meeting:</b>	Cabinet 22 June 2021 and Full Council 20 <sup>th</sup> July 2021
<b>Subject:</b>	Local Transport Plan 4 - Adoption
<b>Report by:</b>	Tristan Samuels, Director of Regeneration
<b>Wards affected:</b>	All
<b>Key decision:</b>	Yes
<b>Full Council decision:</b>	Yes

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## **1. Purpose of report**

- 1.1 Following approval of the draft Portsmouth Transport Strategy by Cabinet in July 2020, extensive public consultation has been undertaken.
- 1.2 The consultation has led to the development of this new Portsmouth Local Transport Plan 4, which also considered and is aligned with the work carried out with residents, businesses and organisations in 2020 as part of the Imagine Portsmouth project, to create a new City Vision<sup>1</sup>, the ministerial directives received by DEFRA compelling Portsmouth City Council to act on the air quality exceedance's within the City Centre, Public Health's ambition to support healthy active travel alternatives for the residents of Portsmouth, the commitment of the administration to acknowledge and to act decisively to prevent climate change by supporting the residents and businesses of Portsmouth with their transition to cleaner, healthier and more sustainable travel modes and the Councils Corporate Priority's.
- 1.3 This report seeks approval from the Cabinet and Full Council for the adoption of the Portsmouth Local Transport Plan 4 strategy (Appendix A) and implementation plan (Appendix B) to form the fourth Local Transport Plan for Portsmouth for the period 2021 to 2038.

## **2. Recommendations**

**It is recommended that Full Council**

- 2.1 Approves the draft Portsmouth transport strategy and Portsmouth transport implementation plan for submission to Full Council for adoption as the Portsmouth Local Transport Plan 4 (LTP4) 2021-2038**

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<sup>1</sup> <https://imagineportsmouth.co.uk/>

- 2.2 Delegates authority to the Director of Regeneration in consultation with the Cabinet Member for Traffic and Transportation and the Section 151 Officer to agree any minor amendments to the strategy and implementation plan that may be required to take account of future funding and policy announcements**

**3. Background**

- 3.1 As the Highways Authority within the city, Portsmouth City Council has a legal duty to support all users of the Public Highway in Portsmouth. This strategy seeks to address the current imbalance and create space for residents to transition to cleaner and more sustainable travel options whilst still maintaining accessibility for those car journeys which are necessary.
- 3.2 The Local Transport Plan (LTP) is a statutory document required of each local transport authority (LTA). A LTP is required to have two parts, a strategy which sets out the long-term policies and schemes to address the transport challenges and deliver transport improvements and a short-term implementation plan detailing the particular transport improvements which will support the strategy.
- 3.3 It is for each LTA to determine the most suitable length for both their strategy and implementation plan elements. The strategy element of the draft Portsmouth Local Transport Plan 4 covers the period 2021-2038. The Implementation Plan prioritises schemes to be delivered over a three-year period, with the first of the three year rolling programmes commencing between 2022/23 and 2024/25. The Implementation Plan will be reviewed on an annual basis.
- 3.4 The LTP4 will replace the current LTP3 (2011-2031) which was prepared jointly with Hampshire County Council and Southampton City Council and includes a joint strategy across South Hampshire along with place specific actions. Whilst the date remains current, the significant changes in central government transport and wider policy means that an updated long term, integrated transport strategy (LTP4) governing the period from 2021 to 2038 is required to ensure that we are able to plan effectively to deal with the transport challenges we are currently facing.
- 3.5 A report to Cabinet on 14 July 2020 approved the draft transport strategy for consultation.
- 3.6 This strategy and implementation plan was developed through internal consultation with officers and Members, and external engagement undertaken with transport operators, interest groups and businesses through a programme of workshops. The strategy will build on the work undertaken through the Imagine Portsmouth project and will support car users whilst encouraging behaviour changes and a move towards a greener and more sustainable transport network.



- 3.7 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 address the challenges currently faced.

As such it includes the following vision and strategic objectives:

*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.*

The strategic objectives delivered together improve connectivity for residents, visitors and businesses in the city, enabling people better access to places through joined-up travel whether by foot, cycle, public transport or other transport modes.

Our Strategic Objectives:

- **Deliver cleaner air:** Everyone who lives in, works or visits the city should be able to breathe air that will not damage their health – there need to be fewer and cleaner vehicles in the city.
- **Prioritise walking and cycling:** Most trips within the city are short but despite this the car is too often the default choice – more space is needed to safely walk and cycle in the city.
- **Transform public transport:** Public transport connections are poor in some parts of the city with buses slowed by traffic congestion – we need to prioritise rapid and reliable public transport.
- **Support business and protect our assets:** Portsmouth’s ports and other businesses are central to the success of the city – we need to ensure the transport network allows business to prosper.

- 3.8 The strategy also contains eighteen policies which support the development of the vision and objectives.

- 3.9 As well as responding to the outcomes of Imagine Portsmouth, particularly with regards to creating a city with easy travel and creating a green city, LTP4 is also aligned with the draft Local Plan, which is being consulted on in 2021/22. The policies also support links to public health through improvements to active travel modes, which complement and support the council's ambitious target to achieve net-zero carbon emissions by 2030. The LTP4 policies also support improvements to air quality through delivering improved quality of and access to sustainable modes of travel, and through the delivery of a Class B Clean Air Zone in November 2021.



- 3.10 The LTP4 strategy is people-centred to meet the needs of all residents, and considers all modes of transport, prioritising sustainable modes of travel where it is possible.

#### **4. Consultation**

- 4.1 It is more important than ever that improvements are made to meet the needs of stakeholders and as such engagement is key and will be 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.

- 4.2 As individual schemes are developed over the life of the strategy, detailed consultation will be carried out as required. We have, for example, 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. This sort approach can be replicated where required, within the consultation to be undertaken for schemes coming out of the LTP4 Strategy.

- 4.3 The Transport Act 2000 as amended by the Local Transport Act 2008 places a duty on local transport authorities to consult key stakeholders. Further duties require local authorities to involve our local communities in local decision making and service provision.

In accordance with statutory guidelines consultation was undertaken on the LTP4 strategy for 12 weeks, between 28<sup>th</sup> September and 21<sup>st</sup> December 2020. Following this, the implementation plan was developed. Further detail about the consultation process can be seen in Appendix I.

- 4.4 Following the end of the consultation period the feedback has been analysed and the strategy document updated as outlined in Appendix J.

#### **5. Key changes to transport strategy following consultation**

- 5.1 A large number of minor text amendments were made to the strategy, to reflect the comments received through the consultation. In addition to this, some more significant amendments were made as set out in Appendix J.

- 5.2 The final set of strategic objectives and policies are as follows:

<b>Deliver cleaner air</b>
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 travel more safely
<b>Prioritise walking and cycling</b>
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
<b>Transform public transport</b>
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
<b>Support business and protect our assets</b>
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

## 6. Implementation Plan

- 6.1 The Transport Strategy Implementation Plan outlines how we will deliver the ambitious transport vision and objectives set out in our Transport Strategy.
- 6.2 The Implementation Plan (appendix B) will cover the period 2022/23 to 2024/25 as well as an indicative plan up to 2038.<sup>2</sup>

<sup>2</sup> Due to the funding allocation cycle, the LTP4 Implementation will commence from 2022/23. The 2021/22 Implementation Plan was adopted in March 2021 by the Traffic & Transportation Cabinet meeting under LTP3.

- 6.3 This Implementation Plan prioritises schemes over a three-year period and will be reviewed on an annual basis. This will allow for the inclusion of any new schemes and opportunities to be fed into the prioritisation process for consideration.
- 6.4 Funding will be sought annually through internal Portsmouth City Council processes as well as through external funding opportunities.
- 6.5 The Implementation Plan will be reported annually through the democratic process, following the Portsmouth City Council Full Council budget decision.
- 6.6 Following the consultation undertaken on the draft Portsmouth Transport Strategy, as outlined in section 4 of this report, further internal and external stakeholder workshops were held in March 2021. This enabled cross-discipline, cross directorate working, as well as valuable input from our stakeholders. The purpose of these workshops were to discuss the principles and priorities of the supporting implementation plan.
- 6.7 Workshop attendees were asked to review and comment on the long-list of schemes identified for inclusion within the Implementation Plan. This was specifically to determine:
- whether there were any further initiatives that should be included;
  - to understand which initiatives should be prioritised;
  - if the overall list would meet the strategic objectives of the Transport Strategy.
- 6.8 The results of both the strategy consultation and implementation plan stakeholder workshops were analysed and reviewed, and incorporated into the final implementation plan attached in appendix B.
- 7. Habitats Regulation Assessment and Strategic Environmental Assessment**
- 7.1 It is a statutory requirement for a Habitats Regulation Assessment (HRA) and a Strategic Environmental Assessment (SEA) to be carried out for a Local Transport Plan. An HRA and SEA have therefore been carried out for the LTP4 Strategy, by the consultants, AECOM.
- 7.2 The HRA and SRA documents were sent to the statutory consultees on 1<sup>st</sup> October 2020, going to Natural England, Historic England and the Environment Agency. Feedback received was incorporated into the documents.
- 7.3 The final versions of the HRA and SRA can be seen in appendices D, E and F.
- 8. Next Steps**



With approval from Cabinet the LTP4 will be presented to Full Council on 20<sup>th</sup> July 2021 to seek its adoption as the new Local Transport Plan for Portsmouth for the period 2021-2038.

## **9. Reasons for recommendations**

- 9.1 As the Local Transport Authority (LTA), under the Transport Act 2000 as amended by Local Transport Act 2008 Portsmouth City Council has a statutory duty to produce a LTP for Portsmouth. The 2008 Act requires the LTP to consist of a long term strategy and a short term implementation plan. It permits LTAs to replace and amend the long-term strategy as and when appropriate.
- 9.2 The current LTP needs to be updated to take account of the changing challenges facing Portsmouth.
- 9.3 The LTP3 will be superseded by the LTP4 comprising of the strategy (Appendix A) and implementation plan (Appendix B).

## **10. Integrated impact assessment**

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

Section A - Communities and Safety

A3 - Health

A4 - Income deprivation and poverty

Section B - Environment and climate change

B1 - Carbon emissions

B3 - Climate change mitigation and flooding

B4 - Natural environment

B5 - Air Quality

B6 - Transport

Section C - Regeneration of our city

C1 - Culture and heritage

C3 - Economy

A Full Equality Impact Assessment (EIA) has been produced for the Local Transport Plan. The recommendations of this report do not have a disproportionate negative impact on any of the specific protected characteristics as described in the Equality Act 2010. EIAs will be taken forward on individual schemes as they are developed.



## **11. Legal implications**

- 11.1 As explained in the body of the report, the Council has a statutory duty under Sections 108 and 109 of the Transport Act 2000 ("the Act") (as amended by the Local Transport Act 2008) as local transport authority for the City of Portsmouth to ensure that the Council has up to date policies for the promotion and encouragement of safe, integrated, efficient and economic transport to, from and within their area. Each local transport authority must prepare a document to be known as the local transport plan ("LTP") containing its policies for the purposes above and its proposals for the implementation of those policies.
- 11.2 For the purposes of this statutory duty, "transport" means:
- (a) the transport required to meet the needs of persons living or working in the authority's area, or visiting or travelling through that area, and
- (b) the transport required for the transportation of freight;
- and includes facilities and services for pedestrians.
- 11.3 In developing and implementing the policies referred to above the Council has specific statutory duties to:
- take into account any policies announced by central government, and
  - to have regard to any guidance issued by the Secretary of State for the purposes of the LTP duty with respect to mitigation of, or adaptation to, climate change or otherwise with respect to the protection or improvement of the environment.
- 11.4 The Council has a duty under Section 109 of the Act to keep the local transport plan under review and in doing so to consult with:
- the Secretary of State,
  - operators of any network or station, or any railway services, in its area
  - operators or providers of other transport services in its area
  - organisations appearing to the Council to be representative of the interests of users of transport services and facilities in its area, and
  - any other persons whom the Council consider appropriate to consult.
- 11.5 As soon as practicable after making any new plan or an alteration to the plan, the Council must:
- publish the plan (or the plan as altered) in such manner as it thinks fit,
  - send a copy of it to the Secretary of State,
  - make it available for inspection by any person, and
  - supply a copy of it (or any part of it) to any person on request either free of charge or at cost.



**12. Director of Finance's comments**

- 12.1 There are no direct financial consequences of approving the recommendations of this report.
- 12.2 The implementation plan sets out the aspirations the Council has to meet the objectives of the LTP strategy over the next three years, and these have been costed. Not all funding is in place to deliver all the interventions that are mentioned in the plan, this is explained within the plan itself. Officers will endeavour to explore multiple funding sources to secure the funding needed to achieve this.

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Signed by:

**Appendices:**

- Appendix A: Portsmouth Transport Strategy 2021-2036
- Appendix B: Portsmouth Transport Implementation Plan 2021-2024
- Appendix C: Portsmouth Local Transport Plan 4 online consultation report
- Appendix D: Habitats Regulation Assessment (HRA)
- Appendix E: Strategic Environmental Assessment (SEA)
- Appendix F: Strategic Environmental Assessment (SEA) Non-Technical Summary (NTS)
- Appendix G: Integrated Impact Assessment (IIA)
- Appendix H: Equalities Impact Assessment (EIA)
- Appendix I: Information on consultation
- Appendix J: Key changes made to Transport Strategy following consultation

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

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

<b>Title of document</b>	<b>Location</b>
Local Transport Act 2008	<a href="http://www.legislation.gov.uk/ukpga/2008/26/contents">http://www.legislation.gov.uk/ukpga/2008/26/contents</a>
Transport Act 2000	<a href="http://www.legislation.gov.uk/ukpga/2000/38/contents">http://www.legislation.gov.uk/ukpga/2000/38/contents</a>
LTP4 report to Cabinet March 2020	<a href="#">Agenda for Cabinet on Tuesday, 10th March, 2020, 12.00 pm Portsmouth City Council</a>
LTP4 report to Cabinet July 2020.	<a href="#">Agenda for Cabinet on Tuesday, 14th July, 2020, 12.00 pm Portsmouth City Council</a>
Portsmouth LTP3	<a href="#">Local Transport Plan 3 - Portsmouth City Council</a>
Portsmouth LTP4 consultation webpages	<a href="#">Transport strategy 2020 - Travel Portsmouth</a>
LTP3 implementation plan report to Cabinet Member for	<a href="#">Agenda for Cabinet Member for Traffic &amp; Transportation on Wednesday, 17th March, 2021, 4.15 pm Portsmouth City Council</a>

Traffic and Transportation March 2021	
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The recommendation(s) set out above were approved/ approved as amended/ deferred/  
rejected by ..... on .....

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Signed by: