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Title of meeting:	Cabinet Meeting
Subject:	Portsmouth Parking Strategy
Date of meeting:	21 February 2023
Report by:	Tristan Samuels - Director of Regeneration
Report Author:	Hayley Chivers - Transport Planning Manager
Wards affected:	All

1. Requested by

1.1. This report was requested by Cabinet.

2. Purpose

- 2.1. The purpose of this report is to provide an overview of the forthcoming Portsmouth Parking Strategy, including key milestones and an indicative timeline to adoption.
- 2.2. This report outlines how the parking strategy will support all those who travel in Portsmouth, ultimately supporting improved travel choices for all those seeking to travel into and move around the city, whether by private car or using alternative modes.
- 2.3. This report highlights the other key workstreams that will be integral to the development of the parking strategy, including alignment with the Parking Supplementary Planning Document (SPD) and the new Portsmouth Local Plan.
- 2.4. The parking strategy is an integral strategy document to support delivery of both the Portsmouth Transport Strategy and the Portsmouth Local Plan. The parking strategy seeks to support the strategic sites and area allocations identified in the local plan by re-distributing valuable land in order to increase productivity and economic benefits to Portsmouth.

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3. Background

3.1. The unique geography and history of Portsmouth has resulted in the high density of local roads and terraced housing in the city. This has two important impacts as far as the parking strategy is concerned:

- Local roads were not designed for the level of traffic that uses them, nor the number of vehicles that are parked. Most terraced housing only accommodates one vehicle space on the adjacent road, but many households own two or more cars. According to the census¹, in 2021 20.8% of households in the city had 2 cars or vans, with a further 5.4% of households having 3 or more cars or vans. (For comparison these figures are up from approximately 18% (2 cars) and 4.5% (3+ cars) a decade earlier).
- Car ownership has grown significantly in recent years, making parking problems progressively more acute. From 2009 to 2017 the number of vehicles licensed in the Portsmouth area increased from 90,200 to 102,200². The number of cars registered per person in the city (0.51) is now above the national average (0.48)³.

3.2. To meet transport strategy objectives, residents are increasingly being provided with a number of improved travel options, which should help reduce the congestion found on local streets and in parking areas. These options include:

- Better public transport - through initiatives such as South-East Hampshire Rapid Transit network, enhanced park and ride options, and the investments arising from the Bus Service Improvement Plan. Please note, in due course the council's aspirations to improve public transport will be brought forward in a public transport strategy
- More and safer active travel options, as walking, cycling and scootering improvements are made
- Enhanced shared and hire transport alternatives, including rental e-scooters, bikes and e-bikes and the forthcoming car club.

3.3. Initially it is envisaged that these investments will still see many residents continue to own a car but use it less often, and keep it parked at home. However, as

¹ census data - Office for National Statistics Number of cars or vans - Census Maps, ONS

² From Department of Transport Vehicle Licensing Statistics (<https://www.gov.uk/government/collections/vehicles-statistics>)

³ This is based on a calculation dividing the total cars registered in Portsmouth in 2021 (106,224) by the Census population of the city in the same year (208,100). The comparative figures for England are total cars registered (27,241,319) and a Census population of 56,489,800. Vehicle licensing data can be obtained via <https://www.gov.uk/government/statistical-data-sets/vehicle-licensing-statistics-data-tables#all-vehicles>

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residents increase using alternative modes for many journeys, many may decide that they no longer need to have a second car in their household or even at all, causing the growth in car ownership to slow down and ultimately reverse.

3.4. The Portsmouth Transport Strategy⁴ (Local Transport Plan 4 (LTP4),) was adopted at Full Council in October 2021, and includes the vision that:

'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'.

3.5. This vision is underpinned by four strategic objectives:

- deliver cleaner air,
- prioritise walking and cycling,
- transform public transport, and,
- support business and protect our assets.

3.6. The Portsmouth Transport Strategy outlines how a new approach is needed, with action required now to shape a future where people may choose to leave their cars at home. The parking strategy, alongside work programmes which see improvements to travel choices, will help to create an environment that will make this possible, so private cars are not needed for every journey. For some individuals, and for some journeys, it is acknowledged that cars will remain an important mode of travel. The parking strategy will aim to ensure that all residents and visitors can get into, out of and around the city safely and efficiently on all modes of transport, whilst addressing the challenges currently faced.

3.7. To deliver the Portsmouth Transport Strategy vision and strategic objectives, a wide number of schemes, initiatives and strategies will be developed over its lifetime. The 'daughter transport strategies' to be developed in support of the over-arching transport strategy have been prioritised considering the dependency of high priority Portsmouth City Council (PCC) projects, corporate priorities, government strategy, requirements towards external funding bids (current or future) and whether the strategies are a statutory requirement. The parking strategy has been identified as a key priority and is the first daughter strategy to be developed.

3.8. The parking strategy will be an enabler of, and would support, external funding bids, high profile PCC projects, and corporate and transport priorities, including:

- Portsmouth Transport Hub
- South East Hampshire Rapid Transit
- City centre regeneration

⁴ [Portsmouth Transport Strategy 2021-2036](#)

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- Decarbonisation and climate change improvements
- Air quality improvements and the Clean Air Zone
- National Bus Strategy - Bus Service Improvement Plan (BSIP)
- Portsmouth Local Plan, masterplans and Parking Supplementary Planning Document (SPD)
- Proposals to expand the cruise sector from Portsmouth International Port
- The Seafront Masterplan and Southsea coastal defence project

3.9. The Portsmouth Parking Strategy is outlined for delivery in the first year of the LTP4 Implementation Plan⁵. This is following it being identified as a measure in the Portsmouth Transport Strategy. It supports the strategic objective of 'Deliver cleaner air' whilst also cutting across and being delivered alongside the other strategic objectives, particularly those measures to increase active and shared travel (such as cycle hangars, bike share, rental e-scooters and car clubs) as well as initiatives to transform public transport use.

4. Potential considerations of Portsmouth Parking Strategy

4.1. The parking strategy will consider demand management of parking in Portsmouth adapting to changing future demand and complimentary alternative travel modes. This will ensure parking provision is available where needed, whilst enabling and encouraging alternatives to private car trips for those journeys where it is possible and supporting reduced car ownership, particularly, for those households with a high ratio of private vehicles. Options for alternatives modes of travel to the private car for many journeys are being delivered through accompanying mode specific transport strategies and providing travel choice in Portsmouth. Reducing the need for reliance on the private car can support reductions in car domination in residential and commercial areas and provide a fairer distribution of the limited space in the city. The parking strategy will be developed as part of a much wider transport picture that includes a range of schemes and initiatives and accompanying policies and strategies.

⁵ Portsmouth Transport Implementation Plan 2022/23 to 2024/25

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- 4.2. A Parking and Transport Assessments Supplementary Planning Document (Parking SPD) is being produced by the council's Planning Department, to follow the evidence and policy of the draft parking strategy. Whereas the parking strategy considers the existing provision in the city the Parking SPD relates primarily to new developments. It will be used by developers and agents, to inform the design of proposed schemes in relation to parking provision (car and cycle), as well as setting guidance on assessing the transport impacts of new development. The emerging Parking SPD will review and update the Parking Standards and Transport Assessments SPD (July 14) that the council currently uses. The Parking SPD provides supplementary guidance to policies in the adopted Portsmouth Local Plan and will be future proofed to ensure that it is consistent with new Portsmouth Local Plan policies to describe the aspirations for parking provision and cycle storage for new development. The new Parking SPD will be completed to align with the Parking Strategy with joint consultation planned.
- 4.3. There are three main differing user groups of parking in the city; residents, businesses and visitors. Whilst the parking strategy is still in the early stages of development, some of the key considerations are as set out in the following sections.

5. Residential Parking

- 5.1. This strand would include policies regarding Residents Parking Zones (RPZ) in the city. This would outline that any proposals would take onboard residents' wants and needs through both informal and formal consultation. It would provide the opportunity to bring forward those RPZs that are appropriate based on the specific locality issues and where there is positive resident feedback. Where any new resident parking zones are introduced, we recognise displacement can occur and will engage with neighbouring areas.
- 5.2. Inclusion of RPZ policies are important as many residential areas have insufficient capacity to meet the demand for parking, driven by high levels of car ownership. Other issues such as the parking of business vehicles in residential areas also put additional stress on the parking available in many neighbourhoods. RPZ's can help to enable a fairer distribution of parking space for residents and visitors, controlling the number of permits that can be obtained. With on-street parking availability reaching and exceeding capacity in some areas, it is vital that measures are introduced which support and encourage sustainable travel, reducing the current reliance on private cars. This move to balance transport uses and encourage modal shift with the uptake of more active or public forms of transport, can only be achieved with significant improvements to the current alternative forms of travel.

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5.3. This residential section of the parking strategy will consider the need for multi-use parking at some locations, to support sustainable travel options such as walking, cycling and shared transport. Measures considered here would include the introduction of cycle hangars, cycle parking, e-bike and rental e-scooter parking racks and car club parking bays. The residents parking strand would also consider residential disabled parking bays and the Blue Badge scheme and designated parking bays for electric vehicles. (A separate electric vehicle infrastructure strategy, a further LTP4 'daughter' document, will be brought forward in the near future. This strategy will forecast the infrastructure required to electrify local transport, factoring in the future electric charging needs of all relevant modes, not just cars. The strategy will be accompanied by a delivery plan).

6. Business Parking

- 6.1. The proposed expansion of the transport hub would also support people travelling to the city for work, providing a viable alternative to driving into the city centre area to park, through the provision of an improved park and ride service. As with visitor parking, long-stay parking would be encouraged at the transport hub, with the park and ride service used to reach destinations where possible. This strand would also consider working with businesses on their private business parking, for both individuals and fleets.
- 6.2. Policy E of the Portsmouth Transport Strategy is to "Explore private non-residential parking restrictions to encourage mode shift and help pay for improved walking, cycling and public transport infrastructure". It is important to work with businesses through workplace travel planning to encourage behaviour change to sustainable modes for some commuting and business travel trips. We will investigate the potential for a workplace parking levy (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 and 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. It would be made clear to businesses at the outset that, if a WPL was introduced, all the income from it (over and above the administration costs of the scheme) would be reinvested in transformative local transport improvements. If investigations found appropriate, the delivery of a WPL in Portsmouth would be in the longer-term.

7. Visitor Parking

- 7.1. Policy D of the Portsmouth Transport Strategy relates to the expansion of the Portsmouth Park and Ride to create a transport hub, to reduce pollution and congestion in the city and increase transport choices. This visitor strand of the parking strategy will focus on an expansion and enhancement of the park and ride

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to include up to 2,650 parking spaces. Proposals to continue the Southsea Park and Ride service, enabling visitor travel via the park and ride service to wider parts of the city. Long-stay visitor parking would be encouraged to take place at the park and ride facility to improve access to destinations within easy reach of park and ride bus services. Through creation of a transport hub at the park and ride including electric vehicle charging, cycle parking, bike share and rental e-scooter, car club, cruise parking and national bus elements private vehicle trips into the city can be reduced.

- 7.2. The enhanced park and ride would support a reduced need for visitors to drive to, and park in, the city centre and harbour area, and at other destinations such as the seafront, Queen Alexandra Hospital and Fratton Park. The transport hub development would act as a driver for change in the city centre, enabling city centre development by providing a realistic option for visitors to use alternative transport to access the central area of the city, supporting a reduction in air pollution and carbon emissions, removing traffic from the Portsmouth road network in advance of the Clean Air Zone. 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.
- 7.3. At other locations in the city, including at Portsmouth International Port and the seafront, there may be an opportunity for demand management such as changes to parking capacity and pricing to encourage fewer vehicles and enable regeneration of areas that need it such as the seafront and remove car parking where there are clear benefits of doing so such as reallocation of land use to support the city's economy. At the port, for example, the removal of car parking would free up valuable land for port-related activities increasing productivity and economic benefits for the city.
- 7.4. The Portsmouth Transport Hub would also look to address the issue of long-stay parking for cruise passengers travelling from the Portsmouth International Port, through the provision of parking for this purpose.

8 Engagement

- 8.1 An internal officer working group has been formed to assist in the development of this strategy, to enable cross-department working and to ensure that all relevant considerations are included during strategy development. A wide range of internal teams have been invited onto this working group to get a broad perspective on considerations and synergies for the strategy, including Planning and Economic Growth, Housing, Culture Leisure and Regulatory Services, Finance, Licensing, Climate Change, Project Management Office, Public Health, Infrastructure, Major Projects and Highways PFI, Communications, and Corporate Strategy,

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- 8.2 As the strategy develops, key external stakeholder workshops will be held to ensure the views and input from a range of external organisations.
- 8.3 Workshops with all councillors are proposed to be held, to enable all views to be considered and enable feedback on proposed strategy content prior to consultation.
- 8.4 A full public consultation will be conducted once the draft strategy has been produced.

9 Proposed Timeframes

- 9.1 As this strategy is at the early stages of development, suggested timeframes are indicative only.
 - Regular meetings of internal officer working group - Ongoing
 - Quarterly updates to LTP4 Strategy Board (attended by Cabinet Member for Traffic & Transportation) - next meeting Spring 2023
 - All Member workshop(s) – Summer 2023
 - External stakeholder workshops - Summer 2023
 - Cabinet Report seeking permission to consult - Autumn 2023
 - Public consultation –Autumn 2023
 - Proposed adoption –Winter 2023

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Signed by (Director)

Appendices:

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

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

Title of document	Location
Portsmouth Transport Strategy 2021-2038	Portsmouth Transport Strategy 2021-2038
Department of Transport Vehicle licensing Statistics	https://www.gov.uk/government/collections/vehicles-statistics

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Census Data (related to car ownership)	Office for National Statistics online: Number of cars or vans - Census Maps, ONS
Portsmouth Bus Service Improvement Plan	National Bus Strategy (portsmouth.gov.uk)
Portsmouth Transport Implementation Plan 2022/23 to 2024/25	Portsmouth Transport Strategy 2021-2036