



Title of meeting:	Cabinet Member for Transport Decision Meeting
Date of meeting:	7 July 2023
Subject:	Portsmouth Car Club - TRO 137/2023
Report by:	Kerri Farnsworth, Interim Director of Regeneration
Report Author:	Kirsty Routledge, Principal Transport Planner
Wards affected:	Central Southsea, Eastney and Craneswater, St Jude, St Thomas
Key decision:	No
Full Council decision:	No

1. Purpose of report

- 1.1. To provide an update on the Traffic Regulation Order (TRO) consultation for the introduction of designated car club parking bays within four wards in Portsmouth; Central Southsea, Eastney and Craneswater, St Jude and St Thomas.
- 1.2. To seek approval for the proposed car club bay locations to be taken introduced in the first phase of the Portsmouth car club scheme, following the TRO consultation.

2. Recommendations

It is recommended that the Cabinet Member for Transport:

2.1 Provides formal consent for a Traffic Regulation Order to be made to introduce car club parking bays in the following locations:

- 2.1.1 Talbot Road, east side, adjacent to No 92 Manners Rd (in place of a permit holder parking place);
- 2.1.2 Devonshire Square (southern section), north side, outside the Co-op store (in place of a permit-holder parking space);
- 2.1.3 Festing Road, east side, outside No 7 (in place of a permit holder parking space);
- 2.1.4 Craneswater Park, south side, opposite No 34, (in place of a permit-holder parking place);



- 2.1.5 Clarence Road, east side opposite "High Mead";
- 2.1.6 Victoria Road South, east side, outside No 79a (in place of a permit-holder parking place);
- 2.1.7 Kings Road, north side, from a point 12 metres west of its junction with South Street westwards for 5.5 metres (in place of a permit holder/Pay & Display parking space);
- 2.1.8 Cottage Grove, north side, opposite No 50 Green Road (in place of a time limited/permit holder parking space);

2.2 Defers a decision on the proposed Car Club parking bays in Francis Avenue, Kimberley Road, Kent Road and High Street;

2.3 Notes that an information report will be brought back to the Cabinet Member for Transport after six months of operation to update on scheme progress.

3. Background

- 3.1. A car club is a scheme in which people can gain access to a car on a pay-as-you-go basis, removing their need to own one.
- 3.2. The importance of working towards increased sustainable transport options in Portsmouth is recognised as a key aspiration within Portsmouth's Transport Strategy¹. The growing demand for shared mobility options such as car clubs, which can reduce the need for private car ownership, particularly multiple car ownership for individual households, is detailed within Policy C; *Make parking easier in residential areas through encouraging fewer vehicles and supporting shared transport modes*.
- 3.3. Evidence from other car club schemes in operation show the success that can be achieved from a car club scheme. The CoMoUK Car Club Annual Report 2021² shows that an estimated 20 private cars have been replaced by each car club vehicle in the UK in 2021. This report also estimates that the total number of cars removed from the road in the UK by active car club members in 2021 was 116,811.
- 3.4. The key findings from the Transport for Greater Manchester Car Club Report 2021³, produced by CoMoUK, show that more than a third of respondents (35%) said they had reduced their use of a private car (20% reducing a little and 15%

¹ Local Transport Plan 4 <https://www.portsmouth.gov.uk/services/parking-roads-and-travel/travel/local-transport-plan-4-ltp4/>

² [632885c07c790d2577d1445f CoMoUK Car Club Annual Report UK 2021.pdf \(webflow.com\)](https://632885c07c790d2577d1445f.CoMoUK%20Car%20Club%20Annual%20Report%20UK%202021.pdf)

³ [https://uploads-](https://uploads-ssl.webflow.com/6102564995f71c83fba14d54/62a8ac6c46267b47a92fe8b7_CoMoUK%20Greater%20Manchester%20Car%20Club%20Report%202021%20Key%20Findings.pdf)

[ssl.webflow.com/6102564995f71c83fba14d54/62a8ac6c46267b47a92fe8b7_CoMoUK%20Greater%20Manchester%20Car%20Club%20Report%202021%20Key%20Findings.pdf](https://uploads-ssl.webflow.com/6102564995f71c83fba14d54/62a8ac6c46267b47a92fe8b7_CoMoUK%20Greater%20Manchester%20Car%20Club%20Report%202021%20Key%20Findings.pdf)



a lot). 7% of respondents stated they owned at least one car fewer than when they joined a car club, and 15% of respondents said that they would have bought a car if they had not joined car club. Evidence showed that approximately nine private cars were replaced for each of the 83 car club cars in Greater Manchester.

- 3.5. The Local Government Association's 2022 publication, *New Mobility Options: Car Clubs*⁴, sets out the benefits of car clubs, and suggests that on average, private cars spend over 95 per cent of their time parked, and car clubs could therefore be a much more efficient solution.
- 3.6. A successful car club scheme is operated in Wandsworth, with Wandsworth Council reporting in 2020 that membership had reached almost 30,000, meaning one in every seven driving licence holders in the borough was a car club member in 2020⁵, sharing 313 vehicles across the area.
- 3.7. The reduction in car ownership that can be achieved through a car club supports improvements to local air quality and reduced congestion. Portsmouth City Council recognises the urgent need to make improvements to the local environment and air quality, with a Climate Emergency being declared by the Council in March 2019, and much work underway to improve air quality. Following a High Court ruling in 2018, Portsmouth City Council was issued three Ministerial Directives relating to improvements to air quality, with the Portsmouth Local Air Quality Plan Full Business Case being produced following this, which was approved by central government in March 2021. A class B Clean Air Zone was launched in part of the city in 2021.
- 3.8. Whilst the development of a car club is not being taken forwards directly as part of the Clean Air Zone mitigation measures, as private vehicles are not directly impacted by the class B Clean Air Zone, PCC are keen to progress with a car club for the city. This will complement the other mitigation measures being taken forwards in the Local Air Quality Plan, to help reduce harmful emissions from road traffic and to offer a range of sustainable travel options for residents and businesses. One of the strategic objectives within Portsmouth's Transport Strategy is to *Deliver Cleaner Air*, and a car club can support with this, through enabling modal shift to shared mobility for some journeys.
- 3.9. A car club would offer an alternative to private car ownership for residents within the areas of the city in which the car club is focussed. This will particularly focus on residential areas where demand for parking is high, helping to reduce reliance on private vehicles and supporting a move away from the need to own a second or third vehicle. By introducing car club vehicles, demand for residential parking is expected to fall over time as residents can access a

⁴ <https://www.local.gov.uk/publications/new-mobility-options-car-clubs#section-two-whatcan-councils-do-to-support-car-clubs>

⁵ <https://www.wandsworth.gov.uk/news/2020-news/february-2020/success-of-car-club-membership-means-fewer-journeys-by-car-less-congestion-and-better-air-quality/>



vehicle when they need one, without needing private car ownership. The scheme could also be utilised by local businesses for business journeys.

4. Portsmouth Car Club

- 4.1. The development of a Portsmouth Car Club has been ongoing, as detailed in the report to the Cabinet Member for Traffic and Transportation meeting in March 2023⁶
- 4.2. Following a full procurement process launching in December 2022, Enterprise Car Club have been appointed as the operator for the Portsmouth Car Club. Within the Portsmouth Car Club scheme, car club vehicles will have designated parking bays, enabling guaranteed parking space in which to return the vehicle at the end of the journey.
- 4.3. All vehicles deployed to the Portsmouth car club will meet the Euro VI emission standards as a minimum, with the two vehicles to be based at Lakeside proposed to be battery electric vehicles (BEV) from the launch date. Consideration will be given to upgrading the residential vehicle fleet to BEV as electric charging infrastructure becomes available in the future, with future stages of the scheme expected to include electric or hybrid vehicles.
- 4.4. As part of the partnership with Enterprise, they are committed to developing their customer base through comprehensive marketing and communications activity targeted to the specific areas and creating awareness within the city. This includes events, social media, leaflets and other items. The council will celebrate key milestones with media releases and increase awareness by amplifying their marketing, whilst also providing guidance specific to our audiences including such things as creating a stakeholder comms tool kit that ensures councillors have all the information they need to communicate the scheme.
- 4.5. Enterprise Car Club currently operate a successful car club scheme at Wimbledon Park in Portsmouth. This car club, based in the Wimbledon Park Sports Centre car park, launched in September 2020 and has two car club vehicles. Both vehicles are well-utilised, with figures for May 2023 showing 55% utilisation for the two cars, and a combined hire time of 779.25 hours for this month. This compares to 358 hours of hire time in May 2021, illustrating the increase in usage of these vehicles.
- 4.6. Any Enterprise Car Club member will have access to all Enterprise cars around the country. Enterprise Car Club currently operate more than 1070 publicly available vehicles across 29 authorities, with two of these vehicles being available at Wimbledon Park Sports Centre Car Park.
- 4.7. Enterprise Car Club members will be able to unlock cars with their phone and rent them by the hour or day. For those without a smart phone, a customer

⁶ [\(Public Pack\)Agenda Document for Cabinet Member for Traffic & Transportation, 23/03/2023 14:00 \(portsmouth.gov.uk\)](#)



services team are available to assist with bookings. The initial membership fee for Portsmouth residents will be £20 a year and comes with a free £20 driving credit. The standard membership fee will then be £60 thereafter. The hire fee for vehicles starts at £6.70 per hour. Enterprise Car Club offer several benefits to members, including a free 200 Beryl minute bundle in which members receive 200 free travel minutes with Beryl bikes.

5. Site selection

- 5.1. Following Enterprise Car Club being selected to operate the Portsmouth Car Club, consideration was given to potential locations for the car club bays to be positioned within the four selected wards of Central Southsea, Eastney and Craneswater, St Jude and St Thomas. These wards were selected following a targeted research survey for residents and members of the public carried out in 2021, in which they came out highest in the survey question about likelihood to consider joining a car club in your area of the city, by residential ward. Central Southsea, St Jude and St Thomas were also identified following 2019 research which indicated their high potential for a car club.
- 5.2. Twelve potential car club locations were identified within these four wards, with three bays being considered within each ward initially, with a view to take forwards two bays within each ward during phase one of the scheme. The locations of the 12 proposed car club bays taken forwards to TRO consultation are shown in Appendix A. These bay locations were selected as they are in accessible and visible positions, within proximity to other car club spaces, and are largely located at, or close to the end of each road, minimising disruption.
- 5.3. Of the 12 proposed car club bay locations, 11 are within a residents parking zone area, where demand for parking is high. The scheme can help reduce the demand for residential parking, as people will be able to access a shared vehicle when they need one, reducing the need for private car ownership.
- 5.4. Appendix B shows a map of the eight on-street car club bays proposed to be taken forwards in phase 1, along with the four bays proposed to be deferred, as well as the existing car club bays in the city.

6. Consultation

- 6.1 In March 2023, approval was given by the Cabinet Member for Traffic and Transportation to proceed with Traffic Regulation Order (TRO) consultation for the 12 proposed car club parking bays. A statutory 21-day TRO consultation on the proposed car club on-street parking bay locations began on 11th April 2023 and ended on 2nd May 2023.
- 6.2 In addition to the 12 on-street bays, two bays are planned at Lakeside, in the north of the city. These spaces do not require a TRO as they will be placed in the Lakeside car park.



6.3 Nine responses were received to the formal Portsmouth Car Club TRO 137/2023 TRO consultation. Eight of these were to register an objection, with one requesting further information on a proposed car club bay. Additionally, one enquiry was received prior to the start of the car club TRO consultation, enquiring about the proposed car club bay in Kimberley Road, and raising concerns regarding the loss of a parking space in this road.

6.4 The proposed car club bay locations for which an objection was received are shown in the table below:

Car Club Bay	Number of objections	Key objection themes
Central Southsea		
Devonshire Square	1	<ul style="list-style-type: none"> • Parking in area is considered problematic, difficulties for residents' finding parking • Road is used for overspill parking from other roads
Francis Avenue	1	<ul style="list-style-type: none"> • Loss of another parking space for permit holders in Francis Avenue • Parking displacement at all car club bay locations
St Jude		
Kent Road	3	<ul style="list-style-type: none"> • KC zone already over-subscribed, with maximum of two permits per household • A space on Pier Rd could be utilised where KC permit holders cannot park • Not against the scheme in general, just against siting of a bay in Kent Road
KC Ward (Kent Road/Clarence Road)	1	<ul style="list-style-type: none"> • Difficult for residents to find parking space in area • Risk of damage to private vehicles from people driving unfamiliarised cars • Proximity of car club bay to a school, concern this will add to risk of people driving unfamiliarised cars • Concern regarding people possibly driving car club vehicles when under the influence of alcohol • Concern over visitor parking, if a parking space is used for a car club vehicle • Scheme under-publicised to local residents
Whole scheme objections		



All	2	<ul style="list-style-type: none"> • Loss of parking spaces to car club vehicles • Cleaning and maintenance of car club vehicles • Enforcement of scheme • Inadequate placement of TRO notices • Scheme under-publicised to local residents, wider consultation needed • Concerns regarding dangers of short-term car hire - scheme considered to put residents and local school children in danger • Parking in area is already felt to be vastly inadequate • Concern regarding people possibly driving car club vehicles when under the influence of alcohol
Eastney and Craneswater		
Craneswater Park	Enquiry	Request for further information on signage and road markings to be used.

6.5 Appendix C shows all anonymised responses received to TRO 137/2023.

7. Next steps

7.1 Installation of the approved designated car club parking bays is anticipated to be completed during August 2023.

7.2 The launch of Portsmouth Car Club is planned for August 2023, and will be publicised widely, including via local press advertising for all Portsmouth car club bays and a dedicated Portsmouth page on the Enterprise Car Club website detailing local provision and offers. At launch, approximately 20,000 homes located close to the bays will receive communications promoting the service and providing information.

7.3 The car club will be closely monitored by Enterprise Car Club, and data gathered will include the utilisation of each vehicle and membership numbers for the scheme. An information report will be brought back to the Cabinet Member for Transport after six months of operation to update on scheme progress.

8. Reasons for recommendations

8.1 Portsmouth is subject to a Ministerial Directive to deliver a citywide air quality local plan to bring forward compliance for nitrogen dioxide emissions in the shortest possible timescales. A car club would support the mitigation measures being delivered through the Portsmouth class B Clean Air Zone and would support improvements to air quality.



- 8.2 The information and concerns received from residents, along with the preliminary IIA, have informed the recommendations. All responses are included but redacted in Appendix C.
- 8.3 Of the 12 on-street parking bay locations that were included in the TRO consultation, it is proposed that only eight are taken forward in phase one of the scheme, with two bays present in each of the four wards detailed. This is to ensure a manageable size of scheme in the initial stages, to enable careful monitoring, minimizing impact on the local community in terms of re-allocation of parking spaces.
- 8.4 Consideration has been given to all responses received for the proposed car club bays, and the final locations proposed have taken into account the consultation feedback, geographical spread of parking bays and ease of accessibility of car club vehicles to residents.
- 8.5 The following four locations are proposed not to proceed at this stage, due to other bay locations having better geographical spread within the wards and being in closer proximity to other car club bays. Additionally, the proposed bay in Kent Road is not being taken forwards due to a larger number of objections being raised with regards to this location:
- Francis Avenue - west side, outside No 231A Albert Road
 - Kimberley Road - west side, outside 63D Festing Grove
 - Kent Road - south side, opposite No 17
 - High Street - north-west side, from a point 5 metres east of Oyster Street eastwards for 5.5 metres
- 8.6 Designated car club parking bays are required to support the success of a car club scheme in Portsmouth, ensuring the car club vehicles can be parked at the end of each journey.
- 8.7 The locations identified as potential designated on-street car club spaces have been identified as those which will best encourage usage of the car club.
- 8.8 The introduction of car club vehicles has been proven to reduce parking pressure particularly in residents parking zones, where schemes have been introduced elsewhere in the UK.

9. Integrated impact assessment

- 9.1. An IIA has been undertaken, and is attached as Appendix D



10. Legal implications

- 10.1. It is the duty of a local authority to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:
- (a) securing the expeditious movement of traffic on the authority's road network; and
 - (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority."
- 10.2. Local authorities have a duty to take account of the needs of all road users, take action to minimise, prevent or deal with congestion problems, and consider the implications of decisions for both their network and those of others.
- 10.3. A TRO can be made for a number of reasons, including avoiding danger to persons or other traffic using the road or for preventing the likelihood of such danger arising, for preventing damage to the road or any building on or near the road, for facilitating the passage on the road of traffic (including pedestrians) or preserving or improving the amenities of the area through which the road runs.
- 10.4. A TRO may make provisions for identifying any part of the road to which any provision of the TRO is to apply by means of a traffic sign.
- 10.5. A proposed TRO must be advertised and the public given a 3 week consultation period where members of the public can register their support for or any objection to the proposals. If objections are received to the proposed order the matter must go before the appropriate executive member for a decision whether or not to make the order, taking into account the comments received from the public during the consultation period.

11. Director of Finance's comments

- 11.1 The cost of the TRO, signage and bay marking for the car club will be funded from the Air Quality Improvement scheme in the capital programme approved by Full Council on 28th February 2023.

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Signed by:

Appendices:

- Appendix A - TRO 137/2023 public notice
- Appendix B - Proposed, deferred and existing car club bays in Portsmouth
- Appendix C - TRO 137/2023 responses
- Appendix D - Integrated Impact Assessment

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

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

Title of document	Location
Portsmouth Transport Strategy	¹ Local Transport Plan 4 https://www.portsmouth.gov.uk/services/parking-roads-and-travel/travel/local-transport-plan-4-ltp4/
CoMoUK Car Club Report 2021	² 632885c07c790d2577d1445f_CoMoUK_Car_Club_Annual_Report_UK_2021.pdf (webflow.com)
Greater Manchester Car Club Report 2021, CoMoUK	³ https://uploads-ssl.webflow.com/6102564995f71c83fba14d54/62a8ac6c46267b47a92fe8b7_CoMoUK%20Greater%20Manchester%20Car%20Club%20Report%202021%20Key%20Findings.pdf
Local Government Association 2022, New Mobility Options: Car Clubs	⁴ https://www.local.gov.uk/publications/new-mobility-options-car-clubs#section-two-whatcan-councils-do-to-support-car-clubs
Wandsworth Council, 2020	⁵ https://www.wandsworth.gov.uk/news/2020-news/february-2020/success-of-car-club-membership-means-fewer-journeys-by-car-less-congestion-and-better-air-quality/
Car club report to Cabinet Member of Traffic and Transportation March 2023	⁶

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

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Signed by:

Appendix B - Proposed and deferred on-street car club bays in Portsmouth, and existing car club bays

