

(Please note that "Information Only" reports do not require Integrated Impact Assessments, Legal or Finance Comments as no decision is being taken)

Title of meeting: Transport Decision Meeting

Subject: Portsmouth Clean Air Zone - Yearly Operational

Review 29th November 2021 - 29th November 2022

Date of meeting: 7th July 2023

Report by: Kerri Farnsworth - Director of Regeneration

Wards affected: Nelson, Charles Dickens, St. Thomas

1. Requested by

1.1 Report requested by the Cabinet Member for Transport.

2. Purpose

2.1 The purpose of this report is to provide an update on the first-year operation of Portsmouth's Clean Air Zone, between 29th November 2021 and 29th November 2022. This report does not include air quality outcomes due to Government data not being available until at least Autumn 2023.

3. Background

- 3.1 The Portsmouth Clean Air Zone (CAZ) launched on the 29th November 2021. The Class B charging CAZ charges older, more polluting heavy goods vehicles (HGVs), buses, coaches, taxis, and private hire vehicles (PHVs) for entry into Portsmouth's city centre.
- 3.2 The CAZ will need to be in place until compliance with legal limits have been met and have been proved to be permanent. Portsmouth will need to have been compliant with legal limits for at least two years and provide demonstratable evidence in the success of the measures to improve air quality, such that the removal of the Clean Air Zone will not lead to a reversal of these.



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3.3 Appendix A provides a summary of the operational figures from the first year of CAZ operation (November 29th, 2021 - November 29th 2022). Detail of the air quality issues in Portsmouth is outlined, and information is also provided on some of the measures introduced alongside the charging CAZ as part of the Local Air Quality Plan (2019)¹, including the Clean Air Fund and Workplace Sustainable Travel Fund.

4. Next Steps:

- 4.1 Portsmouth City Council's reporting on the air quality impact of the CAZ is dependent on work being undertaken by central government. Currently these findings are expected to be provided in autumn 2023. Once these findings have been provided, a review of the air quality impact of the CAZ will be brought to Cabinet.
- 4.2 An operational report on the second year (29th November 2022 29th November 2023) of the Clean Air Zone will be provided to Cabinet in spring 2024.

Signed by: Kerri Farnsworth	
Director of Regeneration	

Appendices:

Appendix A - Portsmouth Clean Air Zone - Yearly Operational Review, 29th November 2021 - 29th November 2022.

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

¹ portsmouth.gov.uk/wp-content/uploads/2020/04/env-aq-air-quality-plan-outline-business-case.pdf



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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
Local Transport Plan 4	https://www.portsmouth.gov.uk/wp- content/uploads/2021/11/74.633-Local- Transport-Plan-2021-Final-Accessible.pdf
Air pollution: Applying All Our Health	https://www.gov.uk/government/publications/air-pollution-applying-all-our-health/air-pollution-applying-all-our-health
Clean Air Strategy 2019	https://www.gov.uk/government/publications/cle an-air-strategy-2019
Appendix A. Local air quality problem and underlying causes	appendix-a-local-air-quality-problem-and- underlying-cause.pdf (portsmouth.gov.uk)
Portsmouth Local Air Quality Plan (2019)	env-aq-air-quality-plan-outline-business- case.pdf (portsmouth.gov.uk)
Portsmouth Transport Strategy 2021-2038	Portsmouth Transport Strategy 2021-2038
Portsmouth City Council Cabinet Meeting - 22 nd November 2022	Agenda for Cabinet on Tuesday, 22nd November, 2022, 12.00 pm Portsmouth City Council



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Appendix A - Portsmouth Clean Air Zone - Yearly Operational Review

29th November 2021 - 29th November 2022

1. Executive Summary

On 29th November 2021 Portsmouth's Class B Clean Air Zone (CAZ) was launched. Portsmouth was the third local authority to launch a CAZ, following from Bath & North East Somerset and Birmingham.

This report sets out the operational performance for the first year of the CAZ, from 29 November 2021 to 29 November 2022. This builds on the first quarter report, presented to Cabinet in June 2022².

Portsmouth City Council are expecting central government to provide a report on first year findings from the CAZ within autumn 2023. Due to this no air quality outcomes are included within this report, with this report providing operational figures from 29th November 2021 to 29th November 2022. All data was correct as of 1st February 2023.

It is worth noting that the government will require at least two consecutive years of data to begin looking at whether the CAZ has led to a satisfactory drop in air pollution in the area. If the CAZ is found to be compliant with UK recommended air quality levels after this time the government will inform us of our next steps.

	29/11/21 - 29/11/22
Total vehicles subject to a charge	248,021
Total vehicles entering the CAZ	129,363,703
Total number Penalty Charge Notices (PCNs) issued	6,037

	29/11/21 - 29/11/22
Compliance rate %	94%
Non-compliance rate %	6%
Average daily unique ³ compliant vehicles	41,404
Average daily unique non-compliant vehicles	2,393
Average daily unique vehicles detected in Zone	43,568

² Decision - Air Quality Quarterly Report Portsmouth City Council

³ A vehicle's movement through the CAZ counts once towards a *unique vehicle count*, no matter how many recurring visits the vehicle makes in the same day (midnight - midnight)



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Average daily locally exempt vehicle movements in Zone ⁴	242

2. Background

Being a predominantly island city with only three roads on and off the island, the city faces unique challenges in improving air quality. It is recognised that air pollution has negative effects on health and can have a disproportionate impact on the most vulnerable in society such as children, older people, and those with pre-existing medical conditions. Portsmouth City Council recognises the importance of reducing harmful levels of NO₂ and is keen to continue to build on the progress already made in respect to improving air quality, delivering a package of measures which will contribute positively to the health of residents, employees, and visitors to the city.

Travel in the city is a major contributor to air pollution and the type of transport we choose for our journeys can help to improve our air quality. The council is making transport improvements to the city including safer cycling routes and facilities to make it easier to choose this way of travelling, improving public transport connectivity with the wider region, and providing electric charging points for residents choosing greener vehicles. We are improving the options for travel and together we can choose a greener, cleaner way of travelling for cleaner air in Portsmouth. Despite the work that has and continues to be undertaken, the city still faces challenges to reduce the concentrations of harmful pollutants in the air.

3. Air Pollution

3.1. Introduction

Poor air quality is the largest environmental risk to public health in the UK. Every year, between 28,000-36,000 deaths in the UK are thought to be caused by air pollution. Studies have shown that long-term exposure reduces life expectancy and exasperates pre-existing conditions such as respiratory and cardiovascular diseases. Short-term exposure to elevated levels of air pollution can also cause a range of effects including exacerbation of asthma, effects on lung function, increases in respiratory and cardiovascular hospital admissions and mortality.⁵

3.2. National Limits

The main pollutant of concern in Portsmouth is Nitrogen Dioxide (NO₂). The Office for Health Improvement & Disparities advise that NO₂, particularly at high

⁴ Clean Air Zone exemptions - Cleaner Air Portsmouth

⁵ Air pollution: applying All Our Health - GOV.UK (www.gov.uk)



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concentrations, is a respiratory irritant that can cause inflammation of the airways. There is currently no clear evidence of a threshold concentration of NO₂ in ambient air below which there are no harmful effects for human health.

In 2010 Air Quality Standards Regulations were introduced into English Law and set legal binding limits for concentrations of major air pollutants that affect human health, including NO₂. The legal limit for NO₂, for which Portsmouth has exceedances in some monitored locations, is an annual mean of 40µg/m³.

Regulation 26 of the legislation requires the Secretary of State to develop and implement a national Air Quality Plan demonstrating how the limit values for air pollution will be achieved in the shortest possible time.⁶ Since 2010, the UK has been in breach of legal limits for NO₂ in many major urban areas.

3.3. Legal Challenges

The UK Government has lost 3 challenges in the High and Supreme Courts against environmental campaign group ClientEarth, for failing to take action to achieve the legal limits of air pollution NO₂ in the shortest possible time. Each challenge increased the number of local authorities being directed to take action. Portsmouth was included in the third of these challenges in 2018. Whilst the legal challenges focused on breaches of legal limits, the reasons behind them were to improve air quality and reduce health inequalities across England.

3.4. UK plan for tackling roadside NO₂ concentrations.

Government suggests that charging CAZs are an effective way to deliver compliance with legal limits for NO₂ in the shortest possible time. Charging CAZs define areas where vehicle owners are required to pay a charge if they drive through or within. The charge only applies to older, more polluting vehicles, specifically diesel vehicles that are older than Euro 6 and petrol vehicles that are older than Euro 4.

Central Government's 'UK plan for tackling roadside NO₂ concentrations'⁷ sets out an outline framework for introducing charging CAZs. In essence, the worse an areas air quality, the stronger the intervention required to reduce emissions to within legal limits in the shortest possible time. The following classes of charging clean air zones are set out, with an escalating number of vehicle classes being charged.

⁶ Clean Air Strategy 2019 - GOV.UK (www.gov.uk)

⁷ https://www.gov.uk/government/publications/air-quality-plan-for-nitrogen-dioxide-no2-in-uk-2017



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Government guidance clearly sets out that 'local authorities should only introduce the minimum required to bring emissions within legal limits' (40 µg/m3):

- Class A Buses, coaches, taxis, private hire vehicles
- Class B Buses, coaches, taxis, private hire vehicles, heavy goods vehicles
- Class C Buses, coaches, taxis, private hire vehicles, heavy goods vehicles, vans, minibuses
- Class D Buses, coaches, taxis, private hire vehicles, heavy goods vehicles, vans, minibuses, cars, motorcycles (optional)

There is no option for local authorities to pick or choose which vehicles they will charge; instead, they rely on modelled evidence to demonstrate why a particular class of CAZ is needed to bring about improvements in air quality in the shortest possible time.

The least intrusive classes - A & B - focus largely on vehicles with heavy duty engines. Unlike many light passenger and commercial diesel vehicles, which have not shown the expected improvements in engine type in recent years, the latest emission standard (Euro VI) shows significant improvements over Euro V in real world emission tests for heavy duty engines. However, these vehicles only make up relatively small percentage of the vehicle fleet (pre-CAZ, only 3% of vehicles operating within Portsmouth were HGV's, buses, and coaches⁸, but this accounted for 24% of NOx⁹ emissions).

Introducing a CAZ means that non-compliant vehicles running on heavy duty engines are incentivised to upgrade or retrofit their vehicles to a cleaner standard. Without the intervention of the CAZ, it is unlikely that the same rates of vehicle upgrade would be achieved.

Taxis and private hire vehicles (PHVs) are also included as they form part of circuiting traffic; whilst a private car might make a single trip in and out of an area in a day, taxis and PHVs may make multiple trips in a single day, thereby continuingly adding to local pollution.

3.5. Portsmouth Local Air Quality Plan (2019)

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⁸ Appendix A: Local Air Quality problem and underlying cause (portsmouth.gov.uk)

⁹ NOx refers to the cumulative sum of NO and NO₂. NO can react with oxygen to form NO₂, so the cumulative total of both gases is considered when working with air pollution data.



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Portsmouth has seen persistent exceedances of the legal limits of NO₂. Extensive modelling in 2018-19 showed two locations, on Alfred Road and Commercial Road, which would have been in exceedance in 2022 unless action was taken to reduce emissions. Both are on the A3 route in and out of the city. An estimated reduction in NO_x of 4%-7% is required to achieve the legal limit at these sites 10 . There are also a further six road sections where NO₂ concentrations were forecast >37 μ g/m³ in 2022, which, whilst not in exceedance of legal limits, are still considered high.

The Local Air Quality Plan (2019) Outline Business Case (OBC) set out Portsmouth City Council's approach to achieving compliance with legal limits for NO₂ at all locations citywide, leading to a healthier environment for all. The plan was produced in response to the Ministerial Direction issued to Portsmouth City Council on 4th October 2018, requiring the council to develop a plan which identified how compliance with legal limits for NO₂ can be achieved in the shortest possible time.

In order to identify the most suitable options for bringing down levels of NO₂ to within legal limits, a longlist of 64 different interventions was considered. These included both non-charging (such as anti-idling campaigns, changes to traffic signals etc) and charging interventions (i.e., different levels and types of vehicle charging). These options were assessed and refined using a series of assessment criteria. The primary assessment criteria were:

- Delivery timescales, where the charging CAZ benchmark was assumed to be 12-18 months.
- Potential scale of NO₂ reduction, based on emissions modelling undertaken as part of the 2018 Targeted Feasibility Studies or proxy estimates based on the potential change in vehicle flow, speeds and/or delay.
- Certainty of delivering the estimated change identified above, e.g., high certainty
 for options which ban traffic or reduce per vehicle emissions and low certainty for
 options which rely on individuals choosing to change their behaviour (e.g., travel
 planning initiatives).
- Risk of displacement of traffic or air quality limit exceedance to other Air Quality Management Areas.

The four sub-criteria which were assessed were the strategic case for the intervention, supply side capacity and capability, affordability, and achievability.

Delivery of a charging CAZ was forecast to take 12-18 months. As this was Government's preferred tool for bringing down emissions to within legal limits in the

¹⁰ Portsmouth Local Air Quality Plan (portsmouth.gov.uk)



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shortest possible time, any alternative suggestion would need to achieve the same reduction in emissions in a similar time frame. Therefore, any options which would take more than 24 months were assumed to have failed in the objective to reduce emissions to within legal limits in the shortest possible time.

After extensive studies and numerical modelling, looking at both charging and non-charging options, it was identified that a Class B+ CAZ was needed to bring levels of pollutants down to within legal limits in the shortest possible time. There was no non-charging measure which on their own, or in combination with other interventions, could sufficiently reduce emissions to within legal limits in the shortest possible time, as Portsmouth had legally been mandated to do by Central Government.

The final option, which Central Government instructed Portsmouth City Council (PCC) to implement, was a Class B CAZ. A Class B CAZ is one which charges non-compliant heavy goods vehicles, buses, coaches, taxis, and private hire vehicles. In order to reach compliance with legal limits PCC also delivered a number of non-charging measures alongside the Class B CAZ such as changes to traffic signals and revising Portsmouth's taxi and private hire licensing policy. The modelling forecast that this option would be effective at reducing emissions to within legal limits in the shortest possible time. There was therefore no legal need to introduce a CAZ C or D which could charge vans and cars.

The OBC technical work led to a preferred package of measures to achieve the primary objective of delivering a scheme that leads to compliance with NO₂ concentrations in the shortest possible time, without significantly worsening emissions elsewhere. These measures are outlined below with respective status updates:

- Class B Charging Clean Air Zone (CAZ) operational since November 2021
- Travel planning and behaviour change measures successful distribution of the Clean Air Fund and Workplace Sustainable Travel Fund, further details below.
- Progressive tightening of taxi licensing rules Approved changes to Licensing restrictions, leading to Portsmouth's licensed fleet being 98% compliant with the Clean Air Zone
- Rapid charging points at taxi ranks ongoing roll out across the city, further details below
- Changes to parking capacity and pricing south of the city centre work ongoing
- Improvements to strategic cycling routes changes implemented as part of strategic schemes, but part of a wider rolling programme for active travel.
- Changes to Alfred Road traffic signals implemented with ongoing monitoring to assess for any unforeseen consequences on the local network.



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- Reduced fee/ free residents parking permits for low emission vehicles work ongoing
- Targeted communications and marketing initiatives a rolling programme.

The CAZ will need to be in place until compliance with legal limits have been met and have been proved to be permanent. Portsmouth will need to have been compliant with legal limits for at least two years and provide demonstratable evidence in the success of the measures to improve air quality, such that the removal of the Clean Air Zone will not lead to a reversal of these.

3.6. Impact of the Pandemic on Air Quality in Portsmouth

Since PCC was legally mandated to implement a Class B CAZ, the COVID-19 pandemic has significantly impacted on local economies and how, why, and when we travel.

Within Portsmouth, the initial lockdown measures resulted in significant reductions in vehicle movements in the city as residents observed the lockdown restrictions. At the height of the March 2020 lockdown use of motorised traffic in the city decreased to less than a third of pre-lockdown levels and cycling numbers increased by more than 150% compared to 2019¹¹. However, as lockdown eased, traffic levels increased along the main routes in the city, recovering to levels seen pre-pandemic.

An important implication of the pandemic for air quality was the disruption that it caused to the automobile market. In 2020, new car sales were down to their lowest level since 1992¹², and the number of newly licensed Heavy Goods Vehicles (HGVs) nationally was at its lowest level since 2014¹³. With the difficulties in obtaining a new vehicle, this acted as a boost to the second-hand market which primarily consists of non-compliant vehicles. From an air quality perspective this is problematic as newer vehicles are significantly less polluting than older vehicles.

4. Portsmouth Charging Clean Air Zone

4.1. Portsmouth CAZ Operational Update

Portsmouth's Clean Air Zone went live on 29th November 2021. The CAZ was implemented as part of a Ministerial Direction; this placed a legally binding duty on

¹¹ Portsmouth Transport Strategy 2021-2038

¹² UK automotive looks to green recovery strategy after -29.4% fall in new car registrations in 2020 - SMMT

¹³ https://www.gov.uk/government/statistical-data-sets/veh05-licensed-heavy-goods-vehicles



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PCC to undertake steps to improve air quality in the city, through the introduction of a Class B Clean Air Zone and supporting measures.

The operational figures outlined below and through the document are correct as of 1st February 2023. These are based off Automatic Number Plate Recognition (ANPR) data captured by cameras on the border, and inside, the zone.

	29/11/21 - 29/11/22
Total vehicles subject to a charge	248,021
Total vehicles entering the CAZ	129,363,703
Total number Penalty Charge Notices (PCNs) issued	6,037

The CAZ, which is a Class B, captures non-compliant vehicles upon entry to the zone using ANPR cameras. Non-compliant vehicles have to pay a daily charge, if they are not exempt nationally or locally, and those that fail to pay the charge are liable to receive a Penalty Charge Notice (PCN).

Only certain vehicles are subject to a charge in Portsmouth's CAZ. These are non-compliant (meaning older than Euro 6 if diesel, and Euro 4 if petrol) buses, coaches, taxis, private hire vehicles and heavy goods vehicles (including some larger motorhomes).

	29/11/21 - 29/11/22
Compliance rate %	94%
Non-compliance rate %	6%
Average daily unique compliant vehicles	41,404
Average daily unique non-compliant vehicles	2,393
Average daily unique vehicles detected in Zone	43,568
Average daily locally exempt vehicle movements in Zone	242

When looking at the rate of compliant and non-compliant vehicles, it is important to understand the way the CAZ system works. Due to the order of operations, vehicles that are nationally exempt are shown as non-compliant at this stage, as well as the small number of locally exempt vehicles. This means that the compliance rate above is likely to be higher than stated, and likewise the non-compliant lower.

	29/11/21 - 29/11/22
Daily Average number of vehicles issued a PCN	16
Total Number of Penalty Charge Notice's Issued	6,037
Percentage of vehicles subject to a charge issued a PCN	3%
Percentage of all unique vehicles issued a PCN	0.04%
Percentage of PCN's paid	84%



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4.2. Financial Information

For Year 1 (29th Nov 2021 to 29th Nov 2022) the Clean Air Zone generated an income of around £765,000. However, running costs were around £928,000. The deficit is currently covered by contingency carried over from the Implementation Phase and has been underwritten by Governments Joint Air Quality Unit.

4.3. Long Term Monitoring and Decommissioning

Portsmouth's Clean Air Zone will remain in operation until Government is confident that there has been a satisfactory drop in air pollution in the area. This will require at least two years of complete data. If the CAZ is found to be compliant with UK recommended air quality levels in that NO₂ levels are below the legal limit of $40\mu g/m^3$, after this time the government will let us know what our next steps can be. Portsmouth City Council are expecting central government to provide a report on first year findings from the CAZ within autumn 2023.

The 1st year assessment uses both modelled data and measured data. The Joint Air Quality Unit¹⁴ (JAQU) early assessment reports are compiled using the first full calendar year of data and that includes monitoring evidence, quarterly reporting, and central evaluation reports. The assessment will establish whether measured NO₂ concentrations and the plan measures are performing in line with the expected modelled rate of change. Further assessment is then made of monitored data for subsequent years to determine CAZ success and maintenance of success.

As part of the assessment of the CAZ, air quality monitoring sites across the city have been increased. This includes the addition of a new Continuous Air Quality Monitoring Station (CAQMS) installed on Alfred Road, and 72 additional Nitrogen Dioxide Diffusion Tubes (NDDT) sites - the result of this is that the city now has 233 NDDT sites in total.

5. Complimentary Measures

5.1. Clean Air Fund

As a mitigation measure for the impacts of the Clean Air Zone, including the interruption of day-to-day operations for businesses and individuals, Portsmouth City Council provided funding through the Clean Air Fund (CAF). This funding was

¹⁴ Joint Air Quality Unit (JAQU) is a partnership between the Department for Environment, Food and Rural Affairs (Defra) and the Department for Transport (DfT)



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secured from Central Government's CAF and has allowed the Council to provide grants for the operators/keepers of buses, coaches, taxis, private hire vehicles, and heavy goods vehicles.

PCC secured £3.52 million to help the most affected businesses upgrade ahead of the CAZ launch. Applications opened in March 2021 to high levels of demand. Given the limited funding available, applications were scored against a criteria, of which the most significant were:

- Location is the business located in Portsmouth or the Isle of Wight?
- Is the business micro, small or medium sized (i.e., 0-249 employees)?
- How often does the vehicle enter the CAZ?
- Can the business rotate their fleet or plan routes that don't result in non-compliant vehicles entering the CAZ?

Successful applicants received funds towards retrofitting or replacing their non-compliant vehicles, so that they could access the CAZ without being penalised.

Portsmouth's CAF went live in March 2021 providing applicants several months to find replacement vehicles or undertake retrofit appointments before the start of the CAZ. Unfortunately, due to disruptions caused by the pandemic and Brexit, applicants were delayed in achieving the purposes of the grant. To date, PCC have allocated:

- 70 HGV grants, £16,000 available per vehicle.
- 58 to buses and coaches, £15,000 available per vehicle; this adds to the 105 buses already retrofitted in the city as part of work beginning in 2019.
- 170 to taxis and private hire vehicles. £1,500 available per standard vehicle;
 £5,000 available per wheelchair accessible vehicle. Licensed fleet now 98% compliant.

The CAF was administered alongside other complimentary measures, including changes to Taxi Licensing policy and employing four Engagement Officers to engage directly with stakeholder groups – a great model which has now been broadened to wider transport scheme delivery.

In November 2022, a decision¹⁵ was made to withdraw unspent Clean Air Fund (CAF) grants with a view to redistributing unspent funds, and ultimately close

¹⁵ Agenda for Cabinet on Tuesday, 22nd November, 2022, 12.00 pm Portsmouth City Council



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the CAF. Portsmouth City Council is currently working with Government to identify acceptable measures to redistribute remaining funds.

5.2. Workplace Sustainable Travel Fund

The aim of the Workplace Sustainable Travel Fund (WSTF) is to reduce single occupancy car journeys and encourage cycling and walking for both business journeys and travel to and from work. These behaviours translate into helping to improve the air quality in Portsmouth.

The 2021/22 fund was distributed as grants of up to £4,000, with at least 10% match funding required. The fund was oversubscribed, with 33 applications received. PCC were able to award funding to 22 applicants - 17 with the full funding requested and 5 part-funded.

Applications were received from churches, a nursery, various businesses (such as solicitors, mobile baristas, engineering consultancies) and not-for-profit organisations. Using the funding, they were able to purchase pool bikes, e-cargo bikes, bike shelters, cycling and walking accessories (helmets, hi-vis, waterproof clothing).

5.3. Electric Vehicle Charging Points

Progressive tightening of taxi licensing allowed Portsmouth City Council to secure funding for electric vehicle charging points dedicated to use by the taxi and PHV trade. Residential electric vehicle (EV) charging points have already been installed around the city. An installation programme for nine rapid chargepoints available for use only by the taxi and PHV trade has started, with ongoing installation at remaining sites planned for 2023. The locations chosen for these EV charging points were informed by trade surveys, to ensure that their locations were most beneficial for the taxi and PHV trade.



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