

**Portsmouth City Council**  
**Local Transport Plan 2001-2006**

**Delivery Report**

July 2006

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## Foreword

I am proud to present Portsmouth City Council's report on the delivery of our Local Transport Plan for the years 2001 to 2006. The period has witnessed unprecedented levels of regeneration and investment in the city. This report describes how that growth has been driven in part through investment in our city's transport networks to deliver the "Renaissance of Portsmouth".

Since the late 1990's, when the city attained unitary status and the council assumed overall responsibility for highway infrastructure and investment in the city, we have been able to transform the fortunes of the city and establish the basis for lasting improvement that will help deliver on our long term strategy and goals.

Portsmouth attracted 4.6 million visitors and tourists in 2004 whilst 6.7 million people visited Gunwharf Quays in 2005, an increase of 900,000 visitors from 2002. The number of students at the University of Portsmouth has now reached 20,000. The workforce has increased from 99,400 in 2001 to 103,000 in 2004. For the first time in many decades the population of the city is due to increase from 188,900 in 2005 to 192,600 in 2008, reversing a long term trend. This is underpinned by growth in the forecast numbers of dwellings from 84,000 in 2005 to 86,900 in 2008.

This turnaround in the city's fortunes has been driven by a number of key projects including:

- ◆ The development of Gunwharf Quays followed by the Spinnaker Tower; and
- ◆ The return of shipbuilding at the Dockyard through private investment;

The next stage will be the redevelopment of the City Centre Northern Quarter followed by redevelopment at Tipner together with important developments around Portsmouth & Southsea and Portsmouth Harbour stations that will transform these interchanges.

Successful and sustainable development such as this must be underpinned by a transport system that meets the growing needs of the city's residents, businesses and visitors. We are proud of our achievements during the past five years. We have delivered major new infrastructure to provide access to the Gunwharf development to the south of the city centre attracting visitors to the city without resulting in gridlock on the city centre roads and approaches.

Our innovative PFI is driving improved residents satisfaction with the state of our city's roads and footpaths up by 22% compared to 2002. We are on target to achieve our road safety improvement targets and this achievement has received recognition through a national IHT/BP award. We have also built the Fratton Goods Yard Link road without recourse to Government funding which has improved the primary road network serving the eastern side of Portsea Island, addressed serious road safety and congestion issues in the district centre of Milton and opened a major brownfield site for redevelopment.

The LTP1 period has also seen the achievement of phased reconstruction of the Eastern Road, one of the three links between Portsea Island and the mainland and the replacement ahead of schedule and to budget of Copnor Road Bridge, another key route in the island road network.

The last five years have also provided a fair share of challenges that the city council has risen to and overcome. Lessons learnt during the earlier years of the plan period have been applied during the later years and for future projects. Whilst we have arrested the decline in use of public transport we have learnt that driving increased bus patronage requires stronger

partnership working with the bus operators on matters such as bus punctuality. We are about to deliver a step change in the level of information available to bus users and bus operators through the innovative PORTAL real time passenger information system. We have learnt that delivering such ground breaking technology brings with it teething problems that have made our initial programme over optimistic. We have also learnt from early experience how to achieve full programme delivery each year.

Overall we have been resourceful in achieving value for money and efficiency with the funds that have been made available through LTP1. We have delivered a wide range of revenue and capital funded schemes and achieved high impact across many of our strategy areas. We have delivered a step change in transport provision.

We will continue to build on this foundation through a more focussed strategy, concentrating on congestion hotspots, developing a consensus around the delivery of a bus-based rapid transit system and build upon the success of the Solent Transport Strategy. We will develop our ideas for Transport Development Areas in the city centre and Tipner, following our success with transport led development at Gunwharf. With our partners we will also be considering how best to address the problems and issues identified by the South Hampshire Rapid Transit project and how this project can be developed to meet these needs.

In summary we have a strong record of delivery on transport during the LTP1 period that has underpinned the Renaissance of Portsmouth. This has provided us with valuable lessons to apply for the future and a sound basis for ongoing delivery of the Renaissance during LTP2 and beyond.



Cllr Alex Bentley

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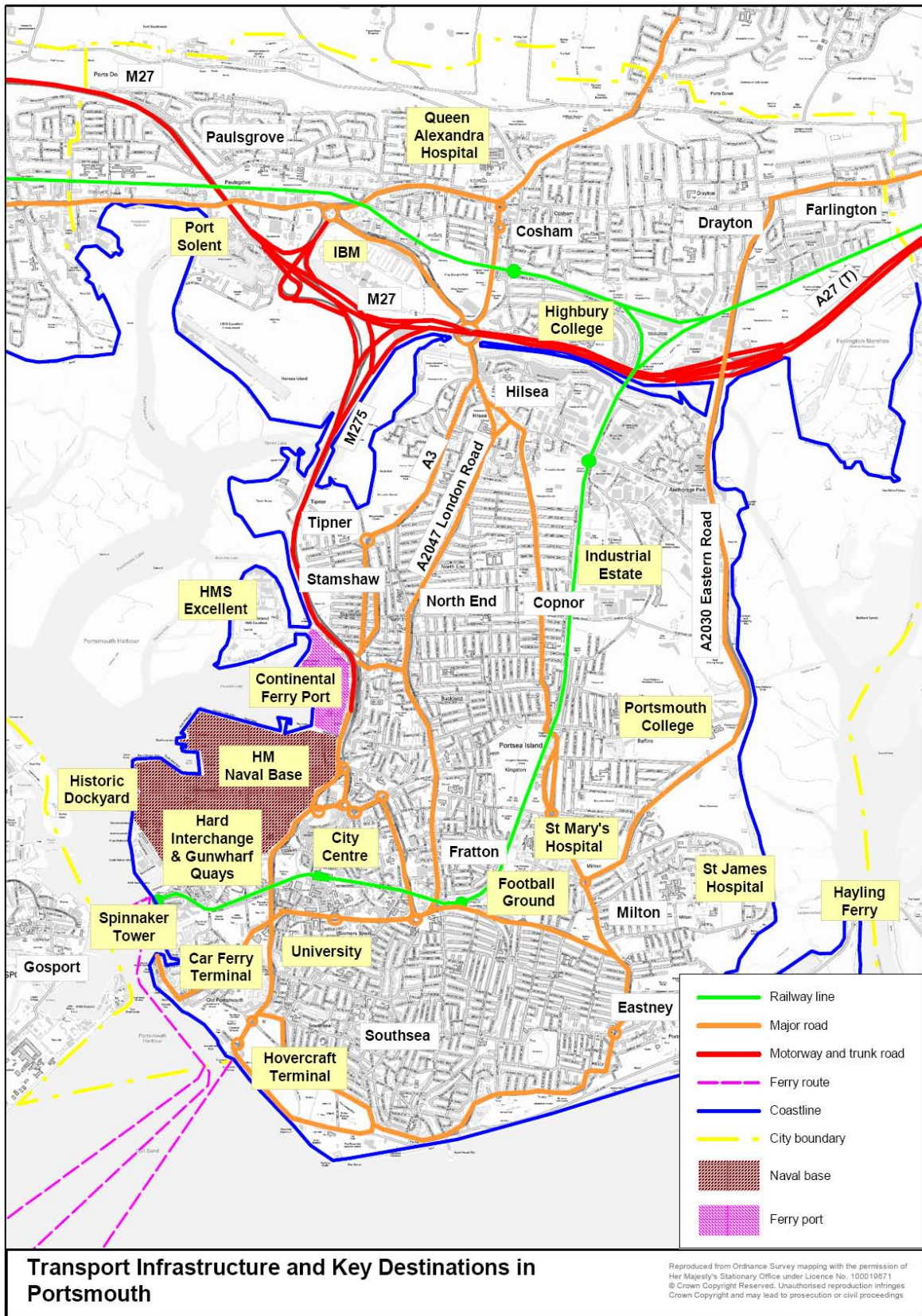
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# 1. Introduction

## INTRODUCTION TO PORTSMOUTH

- 1.1 Portsmouth's history has been inextricably linked to that of the navy since the thirteenth century. It grew as a city for the purpose of meeting the country's military need for naval supremacy. Portsmouth's residents looked to the sea and its naval connections and as a result have tended to be isolated from the surrounding mainland. Isolation from the mainland has been deepened by the city centre's origin at the south-western corner of Portsea Island. This sense of identity, purpose and self-sufficiency is still prevalent amongst residents today although the city and its influence has now spread to the adjoining mainland and surrounding districts.
- 1.2 Geographically Portsmouth is a compact, flat city occupying the whole of Portsea Island and adjoining mainland. The city centre, Dockyard and much of the traditional housing, commerce and industry is located on Portsea Island, although population growth and expansion during the twentieth century has seen residential and commercial development on the mainland, south of Portsdown Hill. This has also extended into adjoining districts including Fareham, Gosport, Havant and parts of East Hampshire and Winchester. However the city remains the most densely populated city in the UK outside of inner London.
- 1.3 Portsea Island is connected to the mainland via three road links, a railway line and a cycle/foot bridge (see Figure 1.1). The city also has ferry or hovercraft links to Gosport, Hayling Island, the Isle of Wight, Channel Islands, and Europe. But with 41,900 inbound and 23,100 outbound commuters each day this places considerable strain upon these important transport links.
- 1.4 Historically the economy of the city has been dominated and sustained by the naval dockyard. During the twentieth century this expanded to include other military establishments and increasingly a defence industry to supply the dockyard. More recently this has been diversified to include higher education, service sector industries and tourism. However since the middle of the twentieth century there has also been long term decline in defence based employment due to a reduction in the UK naval requirement. However the City still remains:
- ◆ The home of the Royal Navy;
  - ◆ A gateway to Europe;
  - ◆ Steeped in maritime history;
  - ◆ Focussed on defence based industry but diversifying into other employment areas drawing upon the skills of the workforce such as advanced marine manufacturing; and
  - ◆ Better integrated with South Hampshire.

Figure 1.1 - Map of Portsmouth



1.5 Following the assumption of unitary status in 1997, the city council established a community strategy entitled “Flagship City” that had at its core a vision shared by the city council and its partners of an “exciting and confident city which:

- ◆ Looked to the future whilst being proud of its roots
- ◆ Cares for individuals and meets their needs
- ◆ Is safe, clean and accessible.

1.6 The Community Plan was published in 1999, and set out a five year plan and seven priorities for improving the quality of life in Portsmouth consistent with the longer term vision – transport has a role to play in each of these priorities:

1. Tackle crime and disorder;
2. Improve job prospects;
3. Education and lifelong learning;
4. The environment and transport;
5. Reduce poverty;
6. Better housing; and
7. Health and social care.

The Community Plan was updated in 2004, built upon these priorities and provided a framework for ongoing implementation of the LTP.

1.7 The first Local Transport Plan identified a number of key problems and issues facing the city:

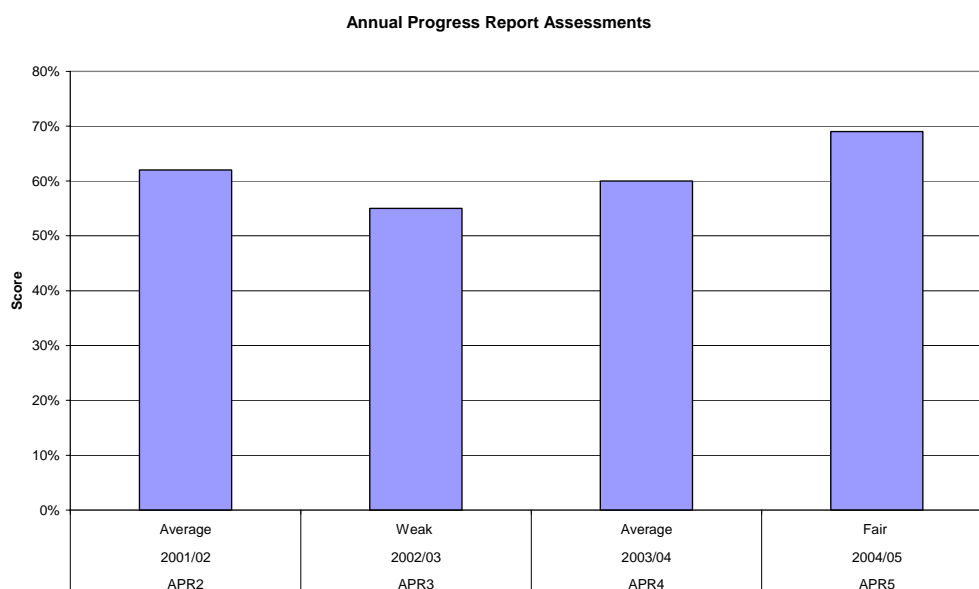
- ◆ **A long term steady increase in the proportion of private vehicle trips and a corresponding decrease in the mode share of public transport** (*Modal split surveys in 1999 showed that 72% of peak trips into Portsmouth’s core area in the morning peak area were made in the private car as opposed to 68% in 1990 (LTP1, p7)*);
- ◆ **A prediction of a significant increase in private vehicle trips and traffic congestions as a result of job creation and tourist developments such as Gunwharf and City Centre North;**
- ◆ **A poor image and performance of public transport as a result of buses getting caught up in congestion leading to slow journey times and poor reliability / punctuality** (*Bus patronage trends over the ten years before the first LTP showed a slight decline in public transport use, with a corresponding increase in private car based trips (LTP1, p157). Lack of awareness of existing bus services was identified in the Provisional LTP1 consultation (LTP1, p169)*);
- ◆ **Concerns about the safety of walking and cycling and severance of local communities** (*Limited funding restricted road safety schemes to single sites prior to the first LTP (LTP1, p82). Considerable growth in the proportion of children that travel to and from school by car (LTP1, p211)*);
- ◆ **Worsening congestion leading to a deteriorating condition of the highway network leading to concerns about the ability of the city to attract business, shopping and tourism in the future** (*Lack of road maintenance investment over the ten years before the first LTP led to a loss in the value of the*

*Principal Road Network to the tune of some £16,800,000 and restoration of the Principal Road Network was beyond the city council's financial resources. No replacement programme for street lighting, (surveys showed that 47% of street lighting was life expired (LTP1, p114)). First stage air quality reviews identified some areas where there are the potential for the level of pollutants to be higher than the targets set for air quality (LTP1, p222).*

## LOCAL TRANSPORT PLAN FOR 2001-2006

1.8 The objectives of the original LTP were linked to the wider corporate strategy of the city council as demonstrated in Tables 3 and 5 of the LTP1. They were also based upon widespread consultation with the stakeholders and residents of Portsmouth. Figure 1.2 shows how the performance of the city council has been assessed by the DfT over the first four years of the LTP.

**Figure 1.2 - Annual Progress Report Assessments**



1.9 In June 2004, following a "weak" annual progress report assessment and subsequent consultation with the Government Office, the city council revised objectives to more closely reflect the emerging shared priorities for local transport. The new objectives were:

1. To reduce over-reliance on cars for the journey to work;
2. To reduce reliance on the private car for journeys to school;
3. To increase cycling's modal share for utility purposes;
4. To improve reliability of buses on main corridors;
5. To improve the accuracy of public transport information;
6. Reduce the number of people killed and seriously injured in road accidents on Portsmouth's roads;
7. Reduce the number of children killed and seriously injured in road accidents on Portsmouth's roads; and

8. To deliver an efficient highway maintenance service to meet today's need for safe passage and tomorrow's needs for sustainable asset management.

1.10 These objectives have been delivered through the following thematic implementation programmes:

- ◆ Sustainable transport;
- ◆ Strategic Transport Infrastructure;
- ◆ Social Inclusion;
- ◆ Urban Centres;
- ◆ Road safety; and
- ◆ Maintenance.

1.11 The city council has a strong record of partnership working and public involvement which has proved invaluable through the implementation of the local transport plan programme. Key partnerships include:

- ◆ Solent Transport;
- ◆ Quality Bus Partnerships (QBP);
- ◆ Taxi Quality Partnership;
- ◆ Safer Portsmouth Partnership (formerly the Crime and Disorder Strategic Partnership); and
- ◆ Hampshire Road Safety Camera Partnership.

### **THIS DELIVERY REPORT**

1.12 Significant effort and resources have been devoted to delivering our transport priorities in the last five years. The Government requires the preparation of this Delivery Report in order to inform Ministers, as well as our residents, businesses, visitors and other stakeholders of our achievements during that time. It will be used by the Government, and other agencies, to assess the Council's performance in transport matters and summarises our progress against our LTP objectives, expenditure and targets.

1.13 The rest of this Delivery Report is structured as follows:

- ◆ Chapter 2 sets out an analysis of the overall impact of the LTP on Portsmouth, the key achievements and foundations and lessons for LTP2;
- ◆ Chapter 3 considers the contribution of our LTP strategy and programme to wider objectives of Economic Wellbeing and Community Safety;
- ◆ Chapter 4 considers our progress on core targets;
- ◆ Chapter 5 provides an overview of highways maintenance during LTP1; and
- ◆ Chapter 6 provides evidence of our strategy delivery across five areas; public transport, road safety, sustainable transport, school travel and highways maintenance.