

3



SUSTAINABLE > TRANSPORT > SOLUTIONS

3 Policy Context

3.1 Relevant Land Use and Transport Frameworks

3.1.1 The strategy for the future will need to be based on established strategies and policies. These are considered in more detail below and include the following:

- South East Plan;
- Regional Transport Strategy;
- Hampshire County Structure Plan;
- City Local Plan; and
- Local Transport Plan.

3.1.2 These regional and local policies accord fully with Government guidance and advice on land use and planning.

3.2 The South East Plan

3.2.1 Regional planning in the South East region is framed by the spatial strategy ('The South East Plan'²) determined by the South East of England Regional Assembly (SEERA). The South East Plan indicates that significant development should take place across Southern Hampshire which provides the springboard for a new approach to integrated transport planning and delivery.

3.2.2 In developing the regional strategy, the local authorities affected in the Southern Hampshire sub-region (Dorset, Isle of Wight, Hampshire, Portsmouth, Southampton and to a limited extent, West Sussex) have considered a range of issues including Transport, Housing and Employment .

3.2.3 Key principles raised through this process included the following:

- **concentrating development in urban centres** around facilities and transport nodes;
- **creating core public transport routes** eg the A3/A2047 Public Transport Priority Corridor, linking Major Development Areas with established centres;
- considering **public transport provision on a large scale** ie across southern Hampshire to both accommodate and facilitate development – both the scale and quality of provision must be much greater than at present.

3.2.4 The South East Plan provides a core framework for the study and the implications of accommodating development at transport hubs and spokes and therefore enhancing networks. Also, creating a visionary and integrated public transport network is fundamental if development is to be sustainable.

² South East England Regional Assembly (July 2004) *The South East Plan*.



3.2.5 One of the key aims of the South East Plan is to rebalance the transport system in favour of non-car modes and as such there is a major emphasis on the role of public transport. The Plan encourages further use of Bus Quality Partnerships and the use of rapid transit systems in larger urban areas. The Plan also states that there should be increased opportunities for interchange between public transport and all modes of transport.

3.2.6 Another important aspect considered in the Plan is the transport of freight. Portsmouth's role as a port and a gateway to the UK makes the movement of freight an important aspect of transport strategy in Portsmouth. In particular the Plan emphasises the importance of Freight Quality Partnerships and the possibility for increased rail freight movements to and from Portsmouth. The Plan notes that the SRA has already highlighted Portsmouth as having potential to provide improved gauge clearance on the route through to the West Midlands.

3.3 Regional Transport Strategy

3.3.1 The Regional Transport Strategy (RTS) forms a crucial part of the South East Plan. The RTS (July 2004) embraces a wide range of policies, many with particular relevance to the study including the following:

- T1 Manage and Invest – particularly support for non-car modes, international gateway and urban renaissance;
- T2 Key Management Issues – equitable transport choice and environmental considerations;
- T4 Regional Hubs – higher density land uses where accessibility is best;
- T7 Ports – ro-ro, niche markets and short sea services;
- T9 Public Transport – Quality Partnerships, rapid transit, interchange;
- T10 Mobility Management – including travel planning, walking and cycling routes, management of highway space;
- T11 Charging – consideration in terms of demand management and local revenue (road user charging and/or workplace parking levy);
- T12 Parking – maximum standards;
- T13 Travel Plans and Advice – development control and wider uses;
- T15 Freight and Site Safeguarding – Freight Quality Partnerships and inter-modal facilities;
- T17 Priorities for Investment – inter-agency working; and
- T18 Delivery Partnerships – integrated management partnerships.



3.3.2 Inevitably, many of the above issues are inter-linked and a combination of measures is needed to address the challenges faced. For example, one particular focus is to concentrate development in urban centres around facilities and transport nodes. This takes into account the provision of equitable access to transport, regional hubs, mobility management, parking, travel plans etc.

3.3.3 It is apparent that there is a strong need to create core public transport routes to provide the basis of a fully integrated transport network. This would build on established networks but provide a much greater level of coverage and quality than at present, based on new technologies and strong, integrated management. It is not possible to accommodate increasing demand on the highway network and this would also undermine sustainability objectives, hence large scale public transport provision offers major potential not only to meet existing needs but to act as the catalyst for development area.

3.3.4 Transport policy in Portsmouth is influenced by the need for access from the wider area to attract investment into the city. In light of this, the City Council is particularly supportive of the following strategic infrastructure improvements proposed beyond its boundaries:

- A3 Hindhead Bypass (recently put back in the Highways Agency's programme);
- Eastleigh Railway Chord – providing a direct rail link between Portsmouth and Southampton Airport; and
- extra train capacity at London Waterloo station.

3.3.5 In addition, the RTS as highlighted key schemes for further investigation in the South Hampshire and Isle of Wight investment framework. These include:

- M27 improvements, including M27 Junction 5;
- West Coastway Rail service enhancements;
- Workplace Parking Charging in main urban areas;
- Urban Congestion Charging in Portsmouth and Southampton; and
- SHRT with further development of integrated systems.



3.4 Hampshire County Structure Plan

3.4.1 In April 2000 the three strategic planning authorities including Portsmouth City Council adopted the **Hampshire County Structure Plan (Review)** covering the period 1996-2011³. The Portsmouth LTP notes that:

‘this document commits to the preparation of integrated area and route transport strategies with the aim of reducing the need to travel and encouraging the use of public transport, cycling and walking’.

3.4.2 The Structure Plan has also safeguarded land for the South Hampshire Rapid Transit System, park and ride to serve Portsmouth, A2030 Fratton Goods Yard link road, South East Hampshire Cycle Network, and A2030 Eastern Road Portsmouth transport improvements.

3.4.3 The **Partnership for Urban South Hampshire** (PUSH) representing local authorities and others is considering the implications of growth in the area.

3.5 City Local Plan

3.5.1 According to the City Local Plan⁴, elements of the transport strategy include the following elements:

- a new junction with the M275 at Tipner (Policy NL4);
- Light Rapid Transit (LRT) between Portsmouth city centre, Gosport and Fareham town centres;
- Park and Ride from Tipner to The Hard;
- car parks (park and ride) at Tipner (Policy NL1), Marriot Hotel (CM1), and Farlington (DF1), with weekend and holiday overflow at the IBM site;
- Port Solent-Tipner public transport, pedestrian and cycle link (Policy PG2);
- safeguarding of land for new railway stations at Farlington (Policy DF1), and Paulsgrove (Pg3);
- dualling of Hope Street and realignment of Marketway (Policy CD1);
- improved access to HM Dockyard [East Gate] (Policy CD14);
- interchange improvements at City Centre South (Policy CD8), The Hard (CD16) and Cosham (CM4); and

³ Hampshire County Council, Portsmouth City Council, Southampton City Council (December 2000) *Hampshire County Structure Plan 1996-2011 (Review)*.

⁴ Portsmouth City Council (July 2004) *Portsmouth City Local Plan First Review 2001-2011 Proposed Modifications*.



- extended cycleways, including Portsbridge to Broadmarsh (Policy CM7).
- 3.5.2 There are also various highway management proposals which form part of the overall strategy. These include bus priority measures on the A3/A2047 corridor between Waterlooville and Portsmouth City Centre and bus lanes and bus priority measures for the dedicated park and ride service and elsewhere.
- 3.5.3 The Local Plan sets out requirements for land safeguarding and in doing so includes infrastructure schemes where land is expected to be required. It does not however have scope to consider other 'soft' measures or revenue funding issues that will need to be considered alongside infrastructure measures.
- 3.5.4 The Local Plan notes the targets for the south west quadrant of Portsea Island (where alternative modes of transport are very accessible) are to secure no growth in car trips during the morning peak period (7am-9am) by 2006 (relative to 1999) and a target modal share for 2006 of 65% of trips by car and 35% by other modes (currently 72%/28%).

3.6 Local Transport Plan

- 3.6.1 The South East Hampshire Transport Strategy (SEHTS) was developed jointly by the City Council and Hampshire County Council and provides a basis for strategic transport planning. SEHTS, now incorporated into a wider Solent Area Transport Strategy, provides the basis for the LTP submission⁵. A common approach by the City and County Councils is to be made in forthcoming LTP submissions to Government to ensure continuity and co-ordination.
- 3.6.2 The LTP and its Annual Progress Reports⁶ require regular monitoring to be undertaken and data obtained is considered against relevant targets. Funding allocations are made on the basis of past performance and the contribution of measures to the strategy and a single amount is provided for the City Council to allocate in accordance with the objectives of the LTP.

⁵ Portsmouth City Council (2001) *Local Transport Plan 2001-2006*.

⁶ Portsmouth City Council (July 2004) *Annual Progress Report*.



3.7 Non-Statutory Plans and Policies

3.7.1 In addition to the statutory requirements set out above, there are a number of other arrangements in place that are relevant to the formulation of a long term transport strategy. These include the following:

- City Council policies;
- Solent Transport Partnership;
- South Hampshire Rapid Transit; and
- Quality Partnerships.

3.8 City Council Policies

3.8.1 The **Community Plan** (1999) includes targets that are relevant to local transport such as to increase cycle use from 4% to 8% of journeys and to reduce car use at peak times.

3.8.2 The City Council's corporate vision also provides direction, eg *Portsmouth 2020: Flagship City* (1999).

3.8.3 The City Council's Masterplan for the city centre⁷ highlights the importance of urban design and provides a vision for urban renaissance and quality investment. The transport strategy for the future needs to accord with the Masterplan's view and the role of transport systems such as light rail and monorail is considered to be important in linking key locations, provided that negative impacts are addressed.

3.9 Solent Transport Partnership

3.9.1 The Solent Transport Partnership was formed in March 2003 by Hampshire County Council, Portsmouth City Council and Southampton City Council and a range of transport operators, business interests and infrastructure providers in order

'to address the principle of integrated management and for the various agencies to work together to achieve a high quality, sustainable, transport system to support the needs of the area. Solent Transport forms a major component in the development of the spatial strategy for the sub-region'.

3.9.2 It is considered that the Partnership forms a vital component of any future strategy and this type of integrated management approach has been viewed favourably by Government.

⁷ Portsmouth City Council (2002) *Portsmouth City Centre Urban Design Masterplan*.



3.9.3 Current membership of the Partnership includes the following:

- Department for Transport;
- Government Office for the South East;
- Highways Agency (trunk road network);
- strategic planning and highway authorities;
- Network Rail;
- train operators (South West Trains, South Central, Wessex Trains, Island Line, English Welsh and Scottish Railways, Freightliner and others);
- CAA; and
- bus operators (Stagecoach, First and others).

3.10 South Hampshire Rapid Transit

3.10.1 The concept of SHRT is a network of rapid passenger routes providing a modern, high quality service and a high level of accessibility along key transport corridors. It is not a single mode system but a network of services. There are several stages to the SHRT network; the first being the Fareham-Gosport-Portsmouth LRT link, known as SHRT1.

3.10.2 Although, initially, SHRT1 gained widespread support from the public and the business community, there have been a series of setbacks to the proposed scheme. What follows is a brief outline of the progression of SHRT1 to date.

3.10.3 A public inquiry into the proposal was held in February/March 1999 and in May 2001 the Secretary of State for the Environment, Transport and the Regions granted the Order. Government approved the public funding element of the proposal in March 2001. In July 2003, the promoters met with the Under Secretary of State for Transport to push for additional government funding. However, the bid was significantly higher than originally planned due to:

- greater insurance premiums;
- high construction inflation;
- an increase in public utility diversion work; and
- the tunnel under Portsmouth Harbour needing to be deeper than previously planned, due to the requirements of the Royal Navy's new ships.



3.10.4 On 20 July 2004, approval for SHRT1 was revoked because of:

- increased costs;
- criticism from the National Audit Office and financial markets about risk allocation on light rail schemes generally; and
- the emergence of the July White Paper on the Future of Transport with an emphasis on bus-based packages.

3.10.5 A revised bid for SHRT1 was submitted on 24 November 2004, in which it was decided that the Fareham loop between Fareham railway station and bus station was the most likely element of the scheme to be deferred in order to reduce costs. The risk was also realigned between the public and private sectors to bring Government contributions down to £170 million.

3.10.6 The Government's refusal to commit public funding to the scheme has been a major setback in creating a wider SHRT network. However, it is still possible to create advanced transit systems in key corridors although currently major infrastructure items such as the Harbour tunnel are unlikely to be well received by Government.

3.11 Quality Partnerships

3.11.1 Quality Partnerships are a means of gaining commitment to and delivering transport initiatives. They can be formal or informal and embrace a variety of issues in key corridors. To date, a number of Quality Partnerships have been established and these could be used as the basis for further initiatives.

3.11.2 The A3/A2047 corridor, between Portsmouth city centre and the Waterlooville area, is a key component of the highway-based SHRT network. The first phase has been implemented and it comprises bus priority measures along with improvements to information provision, waiting facilities and vehicles. This proposal has been developed as part of a Quality Partnership between the City Council, Hampshire County Council and First which was established in June 1999 and has so far contributed to a £30 million investment in bus services. The service is being marketed as 'ZIP' with high specification vehicles. Initial changes in passenger numbers (First services 40 and 41) have shown an 8% increase 2002 to 2003 in response to the improvements undertaken.

3.11.3 Hampshire County Council also has a Quality Partnership Agreement with Stagecoach Holdings (including Stagecoach Coastline)/South West Trains, which was established in September 1999. A similar arrangement could be developed to involve the City Council.

3.11.4 Hampshire County Council has also established one of the first **Freight Quality Partnerships**. Discussions with the Freight Transport Association (FTA) and the Hampshire Economic Partnership (HEP) began in 1998 and



this led to the signing of the Hampshire Freight Quality Partnership on 13 January 2000. The aim of the Quality Partnership is to 'increase understanding of freight issues and their integration with wider transport policy'⁸.

- 3.11.5 This type of arrangement would be of assistance to the development of schemes to assist freight movement both in terms of port and RN dockyard activities and also in urban distribution. The latter has been considered in more detail through the DfT's Clear Zones initiative which has considered a wide range of transport initiatives in a number of urban areas nationally. Involvement in such an initiative would raise the profile of the city with Government and help to engender greater exchange of views and experience with other areas. Involvement in European Union projects may also help to raise the profile of the city and engender a better understanding of other cities' experience.

⁸ Hampshire Local Transport Plan (2001-2006)

