



Decision maker: Portfolio Holder for Traffic & Transportation

Subject: Southsea Town Centre Improvements:
Osborne / Palmerston Road

Report by: Head of Transport and Environment

Wards affected: St Jude

Key decision (over £250k): No
Budget & policy framework decision: No

1. Purpose of report

To report on the requirements to progress the schemes at Osborne Road and Palmerston Road as part of the Southsea Town Centre improvements

2. Recommendations

- 2.1 For the Portfolio Holder for Traffic & Transportation to approve the commencement of works in Osborne Road.
- 2.2 For the Portfolio Holder for Traffic & Transportation to consider the options presented in this report by officers for Palmerston Road.
- 2.3 For the Portfolio Holder for Traffic & Transportation to confirm which option is to be taken forward for Palmerston Road.
- 2.4 To agree relevant TROs associated with preferred option for Palmerston Road.

3. Background

In summer 2012, Portsmouth City Council was awarded £5m through the Local Sustainable Transport Fund to deliver a range of sustainable transport improvements within the City, including the regeneration of Osborne Road and Palmerston Road completing the second phase of the original plan for Southsea.

June 2013 Consultation – Retained from previous Traffic & Transportation Meeting

In order to continue to make Southsea a success, it is essential that investment is made to aide economic growth and encourage footfall to the area. In June 2013,

Portsmouth City Council (PCC) undertook consultation to gather opinion from local residents, visitors, stakeholders and any other interested parties on the proposals for Osborne Road / Palmerston Road. The consultation sought to enable residents and businesses to work together to shape the future of the area, to ensure that the investment that is made within the area is directed in an appropriate way to further promote growth.

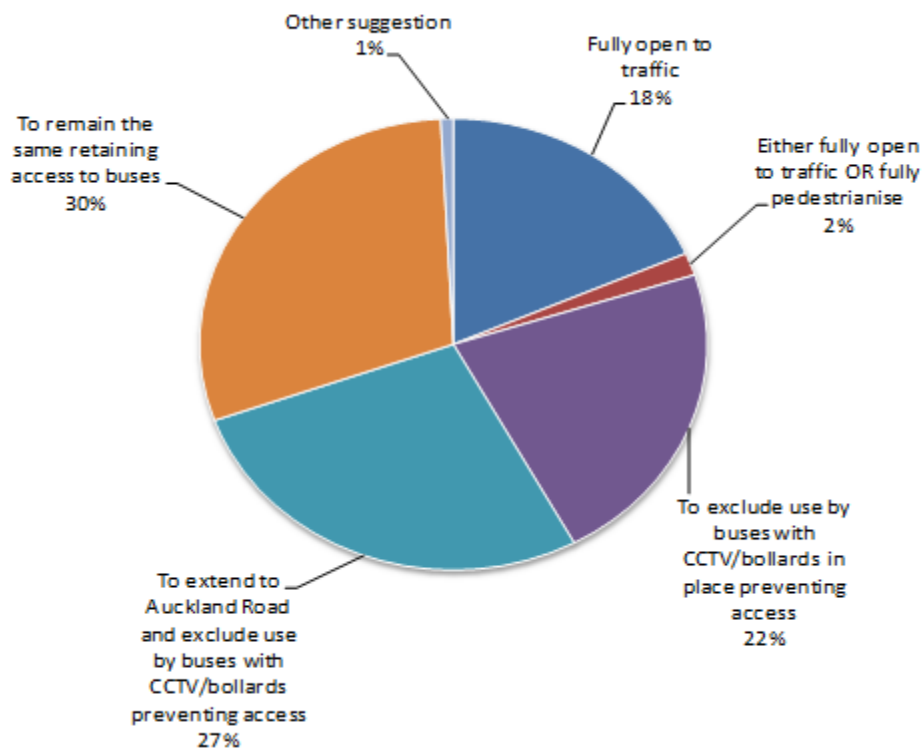
The consultation included the following elements:

- Drop-in consultation event at St Jude's Church;
- Mobile exhibition in Palmerston Road precinct;
- Leaflet outlining the proposals with attached feedback form (available online, at consultation events and at Southsea Library) – see Appendix A; and
- A dedicated consultation page on PCCs website

A total of 6,000 leaflets/feedback forms were distributed during the consultation period. A total of 581 interested parties submitted feedback forms (either online or by hard copy).

Respondents were then asked for their opinion on improving the current scheme in Palmerston Road and were asked to state a preference between:

- Leaving the scheme as it is and retaining access for buses (and access for loading between 6am and 11am);
- Excluding buses in the pedestrian area with CCTV/bollards placed to prevent access (although access for loading would be permitted between 6am and 11am); or
- Extending the pedestrianised area to Auckland Road and exclude use by buses with CCTV/bollards placed to prevent access (although access for loading would be permitted between 6am and 11am).



Base: 499 respondents providing an answer to the question.

Four respondents provided other suggestions as a preference for the road, these were:

- Open to one way traffic – 2 respondents;
- Either fully pedestrianise OR open to one way traffic – 1 respondent; and
- Open to buses, lorries and taxis – 1 respondent.

The issue of Palmerston Road South was discussed at Full Council on 15th October, and Council resolved that:

"The City Council therefore asks the Cabinet to work with the bus operators to find alternative routes for buses so they do not use Palmerston Road (south), a road where there are no bus stops, and requests the Cabinet to bring forward a report on the possibility of full pedestrianisation of the road with a physical barrier across it from 11am each day."

Cabinet on 21st January 2014 resolved, inter alia:

- That Members note the extensive consultation that has been undertaken regarding the Southsea Retail area, and the analysis of the current operation of the Palmerston Road scheme

- That Members note the action required to facilitate full pedestrianisation of Palmerston Road with a physical barrier across the road at 11am each morning.

June 2014 Change of Members and Review of options.

Following the local elections, the new administration has expressed a wish to reopen Palmerston Road one way, south to north from Villiers Road to Osborne Road. This would be as a 12 month experiment after which a further consultation will take place with residents and businesses. It is also proposed to introduce parking and loading bays.

The rationale of the new administration for this decision is the on-going debate regarding the original consultation and whether the option for opening to one way traffic was included so that consultees could have their say on this aspect. The timescale for this depends on the legal process for reversing the closure which officers are currently reviewing.

The original proposals were to close off Palmerston Road with gates to fully pedestrianise the area and only allow loading between 7am and 11am.

Shared space schemes tend to generate divided opinion and this has been expressed by the local community. Both positive and negative views have been sent to Officers on the Pedestrianisation of Palmerston Road.

Details of the Proposals

The details of the new administration's proposals can be seen in the attached scheme drawing numbers HW817/002/AQ Rev D (for Osborne Road) and HW817/002b/AQ Rev D (for Palmerston Road Option 1) and HW817/002a/AQ Rev D (for Palmerston Road Option 2) which comprise the following:

For Osborne Road

- Completion of footway widening works as previously agreed along certain parts of Osborne Road.
- Installation of landscaping in specific areas along Osborne Road e.g. junction at Queens Hotel.
- Reduce zebra crossing zig zag markings, whilst maintaining visibility and safety for pedestrians, which will provide space to install a bus shelter on eastern side of the Palmerston Road junction
- Retention of bus layby outside Natwest rather than the build out that was previously agreed.
- Retention of two bus stops rather than one that was previously agreed, albeit move the eastern bus stop closer to the junction of Palmerston Road if loading bays are provided in Palmerston Road for Option 2.
- Relocate existing bus shelter on Osborne Road (west of Palmerston Road) and move it to the eastern bus stop for Palmerston Road Option 2.

Provide a new bus shelter for the western bus stop. For Palmerston Road Option 1 a bus shelter on Osborne Road east would not be possible due to the loading bay required.

- Decorative lighting enhancements fitted to all lamp columns
- Review of taxi rank provision
- Accommodation works at the junction of Palmerston Road only if Palmerston Road option 2 is the confirmed option
- Review of parking arrangements for doctors parking.

For Palmerston Road:

The new administration have requested a review of the Palmerston Road scheme. The Portfolio Holder for Traffic & Transportation is invited to consider members for the following options.

Option 1

- Full Pedestrianisation of the road with a physical barrier across it from 11am Monday to Friday and from 9am Saturday and Sunday.
- Deliveries only possible between 7am and 11am Monday to Friday and between 7am and 9am Saturday and Sunday.
- Opening of gates to be managed by PCC.
- Adequate signage to be provided to South of Palmerston Road to prevent large vehicles from accessing the road (out of the loading hours) due to limited access and turning opportunities.
- Introducing a 'no right turn' at the top of Palmerston Road with the junction of Osborne Road.
- **Approximate cost of £15,000 (gates and signs) however maintenance costs will also need to be considered to manage the gates and maintain the planters.**

The pros for Option 1 are the improved safety of pedestrian access from local bars and shops in the area. The gates once closed will improve the ability for local establishments to enhance their frontages and provide an improved and, controlled amenity area for pedestrians. Option 1 will ensure that the north and south of Southsea Town Centre have consistent pedestrianised areas to aim to encourage the local economy.

The cons of Option 1 are the complexities to ensure that deliveries are controlled and managed before the gates are closed. The gates would also have to be managed effectively to ensure that the pedestrianised area is established after specified delivery that will be enforced by a Traffic Order. In addition there are limited options for large vehicles to turn around to the south of Palmerston Road once the gates are closed.

Option 2

- Introduction of one way working travelling north in Palmerston Road between the junction with Osborne Road and with Villiers Road. This will require a 12 month experimental TRO.
- Creation of a shared space in the design to seek to change the way the road street operates by reducing the dominance of motor vehicles, primarily through lower speeds and encouraging drivers to behave more accommodatingly towards pedestrians. Shared space is a way of enhancing a street's sense of place while maintaining its ability to accommodate vehicular movement.
- Northbound with left turn only out of Palmerston Road onto Osborne Road, this will make it simpler for pedestrians during periods that the road is open for deliveries as they will only have to negotiate traffic in one direction. Introducing a "no right turn" at the junction will reduce potential conflicts for delivery vehicles at the relocated zebra crossing.
- Provision of solar no entry signs to north end of Palmerston Road
- Renovation of stone planters currently located in Palmerston Road on east side.
- Introduction of Contra flow for Cycling (This will need approval by the Department for Transport DfT).
- Introduction of bollards and /or timber planters on the west side of Palmerston Road to narrow the wide footprint for one way traffic.
- Introduction of a loading bay to be used during the day and a taxi rank to be used during the evening on the east side of Palmerston Road.
- Introduction of short stay parking after 11am on the east side of Palmerston Road for the remainder of the parking bay area on the east side.
- **Approximate cost of £20,000 (signs and planters) however maintenance costs will also need to be considered to manage and maintain the planters.**

The pros for Option 2 are the improved vehicle access, under a 20mph restriction, from south to north of Palmerston Road allowing for delivery (up to a certain time under a Traffic Order) and parking provision in the road thereafter and an additional route from the seafront into the Southsea Town Centre.

The cons of Option 2 are the concerns over safety to pedestrians. Additional measures would be required to provide the segregation between the footway and the carriageway due to the lack of kerb line present. Option 2 provides for additional planters to define between the footway and carriageway but this will increase maintenance costs.

The original objectives set out for Palmerston Road, using LSTF funding, was to improve connectivity of walking and cycling to the south of the town centre and to improve the experience for pedestrians in the form of a pedestrianised zone. Local establishments with outside amenities will be lost and it is unknown if opening the road one way will improve or actually reduce visitor numbers in the area. There is also a risk that the road will become a "rat run" increasing traffic flows significantly.

Forward programme

Both of the Options for Palmerston Road will require the advertising of a Traffic Regulation Order and therefore, implementation of these elements will follow once these statutory processes have been completed. The provisional forward programme is as follows:

24 th July 2014	T&T meeting
4 th August	Phase 1 Construction site works can commence at the junction with Clarence Parade on Osborne Road.
August 2014	Option 1 for Palmerston Road – Advertise standard Traffic Regulation Order. Option 2 for Palmerston Road - Advertise temporary Traffic Regulation Order
September 2014	Phase 2 Construction site works on Osborne Road and Option 1 or Option 2 for Palmerston Road
September/ October 2014	Implementation of one way working on Palmerston Road in place as part of Option 2

4. Reasons for recommendations

Osborne Road

The proposals for Osborne Road will provide an improved connectivity for walking, cycling and public transport and the enhanced street scene for Southsea town centre will assist revitalisation.

The proposal for Osborne Road has been the subject of extensive consultation, and has been modified to address a substantial number of the concerns raised by consultees.

Palmerston Road

Shared space schemes always form divided opinion and this has been expressed by the local community. Both positive and negative views have been received. Some Members have now expressed a wish to reopen Palmerston Road to One Way. However officers recommend that consideration is given to two options for taking Palmerston Road forward. Both options have their merits and careful consideration should be given to their pros and cons before a decision is made

The recommended options for Palmerston Road for consideration are:



- 1) To remain as is with the installation of gates (Option 1), or
- 2) Open to one way traffic with a left turn only (Option 2).

The scheme proposal for Palmerston Road Option 1 is to provide an improved connectivity for walking and cycling and to provide a pedestrianised zone.

The scheme proposal for Palmerston Road Option 2 will improve access for vehicle from south to north of Southsea Town Centre. This will have a significant impact on the LSTF objectives and it is imperative that the Option 2 scheme is safe and the street scene for Southsea Town Centre is maintained.

5. Equality impact assessment (EIA)

The proposals have yet to be discussed at meetings of the Portsmouth Disability Forum. It is envisaged that the proposals will not alter the current street scene in such a way as to have a negative impact.

6. Legal Implications

Osborne Road and Palmerston Road works

- 6.1 The Council has powers under the Highways Act 1980 to carry out the works comprising the Osborne Road/Palmerston Road improvement scheme.
- 6.2 The Council is required under section 23 Road Traffic Regulation Act 1984 to:
 - publicise a notice of its intention to implement one way working on Palmerston Road between the junction with Osborne Road and Villiers Road;
 - consult the chief officer of police; and
 - inform the Secretary of State in writing
- 6.3 The Council has power to make a traffic regulation order (TRO) under the Road Traffic Regulation Act 1984. In making a TRO the Council is required to comply with the procedural obligations contained in Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.
- 6.4 The Council may make a TRO for any of the following reasons:
 - Avoiding danger to people or traffic.
 - Preventing damage to the road or to buildings on or near the road.
 - Facilitating the passage of traffic (including pedestrians).
 - Preventing the use of the road by unsuitable traffic.
 - Preserving the character of a road, especially where the road is suitable for walking or horse riding.
 - Preserving or improving the amenities of the area through which the road runs. In relation to air quality, for any of the purposes specified in section 87(1) (a) to (c) of the Environment Act 1995.

- 6.5 In selecting a contractor to carry out the works, the Council is required to undertake a procurement process in accordance with the City Council's Contract Procedure Rules, at Part 3A of the constitution. The Council is also required to comply with the Public Contracts Regulations 2006 and applicable EU law.
- 6.6 The Portfolio Holder has power under Part 2 Section 3 of the Council's Constitution to approve the recommendations set out in this report. The Head of Transport and Street Management has delegated authority under Part 2 Section 5 B of the Constitution to implement the decision to make a TRO, subject to compliance with the statutory procedural requirements.

Palmerston Road Experimental Order (For Option 2)

- 6.7 An experimental order is similar to a permanent traffic regulation order in that it is a legal document which imposes traffic and parking restrictions such as road closures, one-way streets, banned turns, bus/cycle lanes, controlled parking and on-street parking places. Such Orders are made under Sections 9 and 10 of the Road Traffic Regulation Act 1984 and all other enabling powers after consultation with the chief officer of police in accordance with Schedule 9 to the 1984 Act.
- 6.2 Unlike a permanent order an experimental order can only stay in force for a maximum of 18 months while its effects are monitored and the Council decides whether or not to make the provisions permanent. There is no public consultation before the experimental traffic order is brought into effect, but from its commencement date there is a 6-month public consultation that allows representations to be submitted based on experience of the traffic scheme in operation.
- 6.3 It is possible for the Head of Service to modify or suspend an experimental order whilst it is in operation, from which a further 6-month consultation period must begin. Between 6 - 18 months the Council can arrange to make the effects of the order permanent, giving due consideration to any comments / objections made during the public consultation period, to revoke the experimental order or to let it lapse (whereby the restrictions revert to the effects of the permanent order in place).

7. Head of Finance Comments

- 7.1 The proposed Southsea Town Centre improvements to Osborne Road are forecast to cost £700K, this includes the ongoing maintenance cost of the scheme.
- 7.2 The proposed Southsea Town Centre to Palmerston Road (Option 1) will cost approximately £15,000. This includes the costs of the gates but does not currently include the maintenance costs. The maintenance costs would be an additional cost and would need to be funded. These costs could be funded from the LSTF grant, although this would require a reduction to the costs of an alternative scheme as currently the LSFT grant is fully earmarked for other schemes.

- 7.3 The proposed Southsea Town Centre to Palmerston Road (Option 2) will cost approximately £20,000 (signs and planters) however maintenance costs will also need to be considered to manage and maintain the planters.
- 7.4 If the decision of Option 2 was taken forward, funding cannot be used from the Local Sustainable Transport fund grant awarded to the City from the Department of Transport because the road will now be operating one-way. The original scheme to pedestrianise Palmerston Road was part funded by corporate resources and LSTF funding. It would not fit with the purpose of LSTF funding to utilise it to undo schemes it has part funded to create. Funding will need to be provided via LTP funding which will put a pressure on other priority safety critical schemes which are planned for 2014/15 LTP programme.
- 7.5 The proposed Experimental Traffic Regulation Order for Palmerston Road Option 2 will cost in the region of £2,500 to advertise and communicate. Funding for this Order will need to be provided from LTP.

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Signed by Head of Transport & Environment Service

Appendix: Dwg no.HW817/002/AQ Rev D - Osborne Road draft proposals plan
 Dwg no.HW817/002b/AQ Rev D - Option 1 Palmerston Road gate provision
 Dwg no.HW817/002a/AQ Rev D - Option 2 Palmerston Road one way draft proposals plan

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

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

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Portfolio Holder for Traffic and Transportation

(End of Report)