

Equality Impact assessment

Full assessment form v4 / 2011

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Service:

Transport and Environment

Title of policy, service, function, project or strategy (new or old):

Palmerston Road Regeneration Scheme

Type of policy, service, function, project or strategy:

☐ New / proposed

☒ Changed

☐ Existing

Lead officer

Steve Flynn

People involved with completing the EIA:

Steve Flynn
Pam Turton
Gina Perryman

Introductory information (Optional)

June 2014 update

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 through an 18 month experimental Traffic Regulation Order after which a further consultation will take place with residents and businesses.

The Portfolio Holder for Traffic & Transportation was invited to consider the following two options in July 2014 Traffic and transport committee:

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

Option 2 was pursued.

October 2014 update

A report was presented at the Traffic and Transport Committee in October 2014 regarding Palmerston Road as an update to the T&T report submitted in July 2014. The Traffic & Transport report in July 2014 stated that Palmerston Road would consist of a left turn only for vehicles travelling north to its junction with Osborne Road. The administration has considered the scheme further and has requested that Officers consider changes to the proposal which would have the effect of changing traffic movements at this junction.

It was determined at this meeting that vehicles will be able to now turn left and right of Palmerston Road at its junction with Osborne Road.

November 2014 Update

The Experimental Traffic Regulation Order enabling south to north running was implemented, commencing a 6 month consultation period with all residents and businesses within the city, as part of the 18 month Order.

Step 1 - Make sure you have clear aims and objectives

What is the aim of your policy, service, function, project or strategy?

To promote economic regeneration within Southsea Retail Centre, through the provision of an improved pedestrian environment, and the creation of improved links between Southsea Retail Centre and Southsea Seafront.

June 14 update

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

2) 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.

October 2014 Update

A decision was taken at Traffic and Transportation Committee 2014 to enable vehicles will be able to now turn left and right of Palmerston Road at its junction with Osborne Road.

The Experimental Traffic Regulation Order was implemented in November 2014 and will conclude in May 2016. The effect of this Order was to amend the current part-pedestrianisation towards the southern end of Palmerston Road between Osborne Road and Villiers Road, following the decision to allow one-way traffic to use Palmerston Road in a northbound direction. It provides for -

- Enhancement of the pedestrian environment and the connection between town centre and seafront by widening the footway along parts of Osborne Road;
- Additional on-street parking and an increased number of disabled bays and loading bays;
- Improved bus stop facilities;
- Planting to be introduced on the west side in Palmerston Road;
- Areas designated for loading, parking and taxis on the east side of Palmerston Road.

Who is the policy, service, function, project or strategy going to benefit or have a detrimental effect on and how?

The scheme is designed to promote the regeneration of the Southsea Retail Centre through the creation of an improved environment.

In terms of physical scheme features, the original scheme was designed to deliver:

- 20mph speed limit street
- prohibition of general traffic between the hours of 11am until 6am, with access permitted only for buses and pedal cycles
- deliveries permitted only between 6am and 11am
- a "shared space" facility on Palmerston Road between Villiers Road and Osborne/Clarendon Road junction
- removal of taxi tanks and access from Palmerston Road, to Portland and Osborne Roads

The positive benefits of this scheme were originally identified as including the encouragement of slower vehicle speeds creating an enhanced pedestrian environment. The widened footways and level surface would increase pedestrian footfall and improve links to Southsea Common and Seafront. In turn, it is anticipated that the economy of the area would improve, benefiting the Southsea retail area as a whole. The level surface would provide positive benefits to those in wheelchairs and with impaired mobility.

Strong reservations regarding the lack of kerb with a differential height have been raised by the blind and partially sighted community. Consultation has been ongoing with these groups as well as advice sought from the Department for Transport research and best practice case studies. Through this consultation, a package of mitigating measure has been developed, seeking to allay the main concerns raised. Whilst not reinstating a kerb with a height differential to the main carriageway, a 400mm tactile corduroy and a 200mm drainage channel of high colour contrast to the carriageway, is proposed to delineate the pavement area and carriageway area. Whilst Guide Dogs are not trained to detect this corduroy it is expected that the Guide Dog User would feel a difference in surfacing underfoot, thereby identifying the location of the carriageway.

June 14 update

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)

2) Open to one way traffic with a left turn only (Option 2)

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.

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.

Option 2 was proceeded with.

October 2014 Update

A report was presented at the Traffic and Transport Committee in October 2014 regarding Palmerston Road as an update to the T&T report submitted in July 2014. The Traffic & Transport report in July 2014 stated that Palmerston Road would consist of a left turn only for vehicles travelling north to its junction with Osborne Road. The administration has considered the scheme further and has requested that Officers consider changes to the proposal which would have the effect of changing traffic movements at this junction. This update report is for the Portfolio Holder for Traffic and Transport to consider the Officer advice and recommendations on the proposals.

It was determined that that vehicles will be able to now turn left and right of Palmerston Road at its junction with Osborne Road.

November 2014

Implementation of the south to north ETRO, beginning a 6 month consultation period, as part of the 18 month order.

What outcomes do you want to achieve?

Economic Regeneration
Increased Pedestrian Footfall
Improved linkages between the seafront and Southsea Retail Centre

What barriers are there to achieving these outcomes?

Concerns raised by the visually impaired and disability groups
Lack of Support from Members

Step 2 - Collecting your information

What existing information / data do you have? (Local or national data) If you don't have any data contact the Equalities and diversity team for some ideas

The Department for Transport have recently released guidance on shared space schemes following undertaking research including on-street testing;

Department for Transport's (DfT) Local Transport Note 1/11

DfT Shared space project - Stage 1: Appraisal of shared space

DfT research - Shared Space: Operational Assessment

DfT Shared Space: Qualitative Research

Manual for Streets 2

DETR Guidance on the use of tactile Paving Surfaces 1998

Holmes Report 2015

RTI Data

Further research has been undertaken by University College London and promoted by Guide Dogs Charity;

Effective kerb heights for blind and partially sighted people

We have also looked at examples of best practice from other authorities including;

Exhibition Road in Royal Borough of Kensington and Chelsea, London,

Ashford in Kent and have the notes of the Ashford Ring Road Phase 1 Access Workshop 27th January 2009 and Access Workshop- Phase 2 The Design of Shared Space - Ashford's Future - December 2009,

Kimbrose Square in Gloucester,

Felixstowe in Suffolk

Southampton,

Winchester,

and Coventry

Advice has also been sought from Ben Hamilton-Baillie a nationally recognised shared space expert.

June 2014 update

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.

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).

Consultation responses through the 2014 - 2016 ETRO consultation period.

Using your existing data, what does it tell you?

There is a plethora of views on the measures needed to make these types of schemes a success.

Advice from the DfT suggests that there is no single solution for the implementation of shared space schemes, that each road a shared surface scheme should be planned for the local community and local context. Depending how heavily trafficked and the use of the street, formal delineation between pavement or safe areas and the carriageway is not necessary in all situations. The Department for Transport recommend that if corduroy surfacing is deemed necessary a width of 800mm is successful and this could be reduced to a width of 600mm.

Advice from the Guide Dogs from the Blind Charity suggest that there should be 800mm corduroy surfacing and a minimum of a 60mm kerb to ensure that Guide Dogs can recognise the delineation of the pavement and carriageway.

July 2014 update

From the consultation in June 13, 30% wanted it to stay the same retaining access to buses
27% of people wanted to extend the pedestrianised area to Auckland Road and exclude use by buses with CCTV/bollards placed to prevent access

22% wanted to exclude buses in the pedestrian area with CCTV/bollards placed to prevent access

18% of people wanted the road fully open to all traffic

2% of people wanted it either fully open to traffic or fully pedestrianise

November 2015 update

A report was published in November 2015 on shared spaces: Accidents by Design: The Holmes Report into Shared Space. The report surveyed 600 users of shared spaces and made recommendations as to what action they believe the DfT should take based on the responses.

A number of recommendations were put forward which are outlined below, however there has been no formal response or comment from the DfT as yet so the official guidance remains as is in LTN 1/11.

The key findings from the report were that:

- People's experiences of shared space schemes are overwhelmingly negative.
- Overzealous councils are risking public safety with fashionable 'simplified' street design.
- Over a third of people actively avoid shared space schemes.
- 63 per cent of people who have used shared space schemes rated their experience as poor.
- Significant under-reporting of accidents in shared space.

Key recommendations:

- Immediate moratorium on shared space schemes while impact assessments are conducted.
- Urgent need for accessibility audits of all shared space schemes and a central record of accident data including "courtesy crossings", which must be defined and monitored.
- Department for Transport must update their guidance so that Local Authorities better understand their responsibilities under the Equalities Act.

2014-2016 ETRO Consultation

Consultation was carried out through the advertising of an Experimental Traffic Regulation Order (10/2014) for the 6 months of an 18 month Order, during which stakeholders had the opportunity to give comments about making the experimental order permanent.

During this consultation, a majority of responses preferred the road to remain open to one way traffic however two responses were received supporting a closure of the road on the grounds that the shared space was confusing and hazardous to pedestrians. Further to this one objection was received outside

of the consultation referencing directly challenges faced by the visually impaired.

Step 3 - Now you need to consult!

Who have you consulted with?

If you haven't consulted yet please list who you are going to consult with

Portsmouth Disability Forum(PDF), Portsmouth Association for the Blind(PAB), Visually Impaired Action Group(VIAG), Guide Dogs charity, local businesses, transport operators, Ward Councillors, Portsmouth Cycle Forum and other city council departments.

June 13

All residents and businesses in Portsmouth

November 2014 - May 2016

All residents and businesses in Portsmouth through the Experimental Traffic Regulation Order

Please give examples of how you have or are going to consult with specific groups or communities e.g. meetings, surveys

The proposals for the scheme have been presented to PDF continually through the development of the scheme, email updates have been provided along with meetings being held with representatives from PDF, PAB, VIAG and Guide Dogs. Different surfacing and tactile paving options have been presented to the groups for their comments and the groups visited the area with PCC officers to discuss their particular concerns. This consultation has informed the design of the scheme and allowed the proposed mitigating measures to be achieved.

Meetings held with disability groups include;

16 May 2011 - at PCC offices with Portsmouth Disability Forum and Cllr Eddis

16 June 2011 - at Portsmouth Disability Forum

1 July 2011 - at PCC offices with Guide Dogs Charity, Portsmouth Disability Forum, Visually Impaired Action Group, Local registered blind resident and Cllrs Eddis and Andrewes

30 August 2011 - at Portsmouth Association for the Blind

15 September 2011 - at Portsmouth Disability Forum

22 September 2011 - at Visually Impaired Action Group

22 September 2011 - visit of Palmerston Road with Portsmouth Disability Forum and Visually Impaired Action Group

12 October 2011 - with Portsmouth Disability Forum, Visually Impaired Action Group, Portsmouth Association for the Blind and Cllr Eddis

17 November 2011 - at Portsmouth Disability Forum

The scheme has been subject to statutory consultation in the form of a Traffic Regulation Order which was advertised from 13 September 2011 to 3 October 2011.

June 14 update

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

- A dedicated consultation page on PCCs website

The Assistant head of Transport attended Portsmouth Disability Forum to discuss the proposals so concerns could be raised.

A 6 months consultation has been undertaken through the 18 month Experimental Traffic Regulation Order 10/2014 with all residents and businesses entitled to make comments.

Step 4 - What's the impact?

Is there an impact on some groups in the community? (think about race, gender, disability, age, gender, religion or belief, sexual orientation and other socially excluded communities or groups)

Generic information that covers all equality strands (Optional)

N/A

Ethnicity or race

No negative impacts have been identified

Gender including transgender

No negative impacts have been identified

Age

Some people may have disabilities which are associated with older age - these are discussed in the section on disability below.

Disability

The inclusion of a level surface has a negative impact on the blind and partially sighted. Mitigating measures have been included in the scheme design following consultation with Portsmouth Disability Forum, Portsmouth Association for the Blind and Visually Impaired Action Group, and have gained support from these groups. However, it must be noted that agreement with the proposals is not universal amongst the membership of the groups.

The inclusion of a level surface has a positive impact on wheelchair users and mobility impaired who will no longer have to negotiate differing kerb heights when crossing the road.

The pedestrian zone limits the areas that blue badge holders can stop. Following responses to the Traffic Regulation Order a proposed amendment is to include a marked short stay disabled bay in Villiers Road and two marked disabled bays in Ashby Place car park.

June 14 update

There are concerns from disabled people especially visually impaired because the kerb line is not going to be reinstated so there is nothing for guide dogs to follow. There is concern with the extra street furniture it will make it more difficult for visually impaired people to navigate although all furniture/ planters are going to be installed on the road side making sure it doesn't impede on the corduroy paving.

There has also been concern from visually impaired people that the first, the zebra crossing West bound approach, with only 4 zig-zags, leaves a seriously compromised view of approaching traffic for pedestrians heading North. Another comment was two-way cycling in Palmerston Road is very likely to cause conflict between pedestrians and cyclists. If South bound cyclists encounter North bound vehicle traffic they will divert onto the 'safe' pavement areas, avoiding the planters. With no physical kerb, cyclists even now cycle on the pavement area, particularly in the area of the zebra crossing near Subway.

Also allowing left and right turns from Palmerston Road South has compromised pedestrian safety in this area especially if they are visually impaired.

Some of the comments from disabled people that are against this were:

- Concerns over safety for pedestrians
- Additional measures would be needed due to lack of curb line
- Increase in maintenance costs
- Concerns about the crossing
- Concerns over Contra Flow cycling
- Concerns over the existing shared surface as the kerb is not being re-installed
- They felt that they are making it is a very complicated corner at Palmerston Road and Clarendon Road. Their concerns would be the health and safety aspects with the re-arrangement of the road around that bus stop. If there is a bus and someone goes from south to north they will go across the zigzags.
- We need to make sure there are proper demarcation of bollards
- We need to make they don't obstruct the corduroy paving with any of the demarcation features.

Further consultation responses have been received outlining the the above issues are exacerbated through vehicles parking over the corduroy paving used to distinguish the footway from carriageway.

Religion or belief

No negative impacts have been identified

Sexual orientation

No negative impacts have been identified

Pregnancy and maternity

No negative impacts have been identified

Other socially excluded groups or communities e.g. carers, areas of deprivation, low literacy skills

No negative impacts have been identified

Health Impact

Have you referred to the Joint Needs Assessment (www.jsna.portsmouth.gov.uk) to identify any associated health and well-being needs?

☐ Yes ☒ No

What are the health impacts, positive and / or negative? For example, is there a positive impact on enabling healthier lifestyles or promoting positive mental health? Could it prevent spread of of infection or disease? Will it reduce any inequalities in health and well-being experienced by some localities, groups, ages etc? On the other hand, could it restrict opportunities for health and well-being?

N/A

Step 5 - What are the differences?

Are any groups affected in a different way to others as a result of your policy, service, function, project or strategy?

No

Does your policy, service, function, project or strategy either directly or indirectly discriminate?

☒ **Yes** ☐ **No**

If you are either directly or indirectly discriminating, how are you going to change this?

It is felt that a risk of this scheme is that it could be understood to indirectly discriminatory against the blind and partially sighted, due to the feeling that it is harder for visually impaired individuals to navigate the street without a kerb line.

In order to mitigate this, extensive consultation has been undertaken to seek to implement a set of measures which will provide clear guidance of the carriageway and ensure that individuals who are visually impaired can effectively navigate the environment.

A number of shared space schemes are now in operation locally and more widely in the UK. Best practice from these schemes has also been used to inform the development of the scheme design for Portsmouth.

Step 6 - Make a recommendation based on steps 2 - 5

If you are in a position to make a recommendation to change or introduce the policy, service, project or strategy clearly show how it was decided on

This scheme is being presented to Cabinet Members on 5th December, to enable them to consider all views relating to the scheme, and come to a conclusion as to the most appropriate way forward.

June 14 update

The 2 options regarding Palmerston Road are being presented to Traffic and transport committee on the 24 July where members will suggest what option to take forward.

October 14 update

A report is being presented at the Traffic and transport committee on October regarding Palmerston Road as an update to the T&T report that was submitted in July 2014. This update report is for the Portfolio Holder for Traffic and Transport to consider the Officer advice and recommendations on the proposals. The update is that vehicles will be able to now turn left and right of Palmerston Road at its junction with Osborne Road.

January 2016 Update

A report is being presented at Traffic and Transportation Committee in January 2016 regarding making the current ETRO concerning South to North running in Palmerston Road, inviting the Portfolio Holder for T&T Committee to consider the officer recommendation to make the current status quo in Palmerston Road permanent, as well as implementing engineering measures to mitigate the concerns raised through this EIA.

What changes or benefits have been highlighted as a result of your consultation?

The scheme has developed and modified as a result of consultation.

The original scheme included a level surface with no delineation between the pavement and carriageway areas and no contrast in colour. It also made no provision for extra disabled parking bays and stopped any parking in the pedestrian zone area between Clarendon Road and Villiers Road.

As a result of the consultation there is now proposed a clear contrast in colour between the grey footway and red carriageway. Cordoruy paving is included to a width of 400mm alongside a drainage channel of 200mm to provide a physical warning barrier. This helps to address the concerns of the blind and partially sighted to the hazard of the level surface.

The inclusion of a disabled bay in Villiers Road and two in Ashby Place car park have been made to address the concerns of availability of parking for Blue badge holders following the prohibition of traffic in Palmerston Road and the taxi rank 7pm to 11.30pm in place of disabled bays in Portland Road.

As a result of the ongoing consultation and the issues identified within this EIA, a series of engineering measures will be proposed to mitigate where possible the concerns raised as part of the decision to make the ETRO permanent.

If you are not in a position to go ahead what actions are you going to take?

(Please complete the fields below)

Action	Timescale	Responsible officer

How are you going to review the policy, service, project or strategy, how often and who will be responsible?

Steven Flynn

Step 7 - Now just publish your results

This EIA has been approved by: Alan Cufley

Contact number:

Date: January 2016

Please email a copy of your completed EIA to the Equality and diversity team. We will contact you with any comments or queries about your full EIA.

Telephone: 023 9283 4789

Email: equalities@portsmouthcc.gov.uk