

Consultation on Extending the Rosslyn Road Public Spaces Protection Order 2024

Results Report

1. Introduction

This report sets out the key findings from the consultation on extending the Rosslyn Road Public Spaces Protection Order (PSPO), which was conducted from 22 July to 1 September 2024.

2. Executive Summary

There were 663 responses to the consultation survey and a further eleven email and written responses. This report provides detailed analysis of the consultation results.

93% of responses were from residents of Richmond borough and a fifth were from respondents who live inside the buffer zone.

The headline results of the consultation include:

- 97% of respondents agreed with the proposal to renew the PSPO
- 88% agreed that the current PSPO has been effective in reducing the detrimental impact on the locality, rising to 94% for those living within the PSPO boundary
- 95% agreed that if the current PSPO is not renewed, the activities will have a detrimental effect on the quality of life of those in the locality or will risk those detrimental effects resuming or reoccurring

3. Background

The purpose of this consultation was to gather feedback from residents, interested individuals, groups and other stakeholders, to inform the Council's decision on whether to extend the Rosslyn Road Public Spaces Protection Order (PSPO) for a further three years.

The original PSPO was put in place on 1 April 2019, to address concerns and behaviours related to protests/vigils outside the British Pregnancy Advisory Service (BPAS) Clinic in Rosslyn Road. Following a subsequent consultation in 2021, this PSPO was extended for a further three years.

4. Methodology

Data was gathered using an online survey hosted on the Richmond Council website. Paper copies of the survey were available on request. The consultation materials and questionnaire are included at Appendix A of this report.

To maximise awareness and ensure that everyone had the opportunity to take part in the consultation, the Council:

- Sent letters to those households in the buffer zone and in the immediate surrounding area
- Contacted the BPAS Clinic, The Good Counsel Network, other stakeholder groups and statutory consultees
- Publicised the consultation via press release, social media and through the activities of the Council's Community Engagement team

The consultation was open to all, and respondents were asked for their full address and the capacity in which they were responding, to help the Council understand any impact on people in the local area.

The consultation responses were analysed and reported by the Council's Consultation Team on an anonymous basis under the guidelines of the Data Protection Act. The Consultation Team are qualified researchers and certified members of the Market Research Society, bound by the MRS Code of Conduct when conducting research.

5. Response

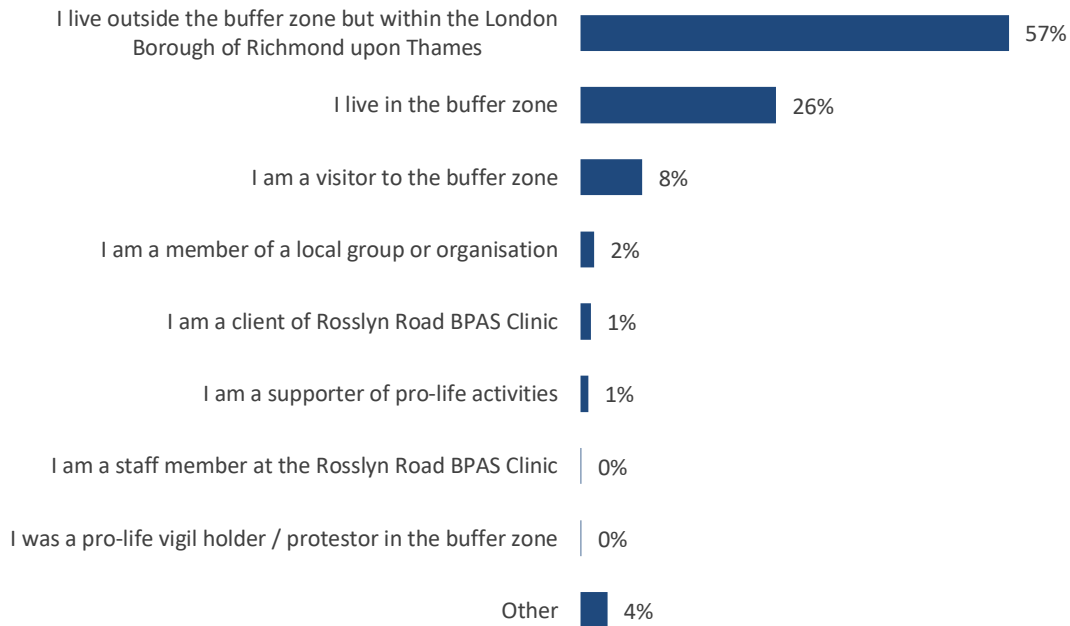
In total, the Council received 663 responses to the online questionnaire.

662 responses were completed online, and one was completed on paper. A demographic profile of respondents can be found in Section 8 of this report.

The Council also received eleven responses via email and letter. Further detail on these can be found in Section 7.

6. Results

Question 1: In what capacity are you responding to this consultation?



There were 663 responses to this question.

The largest group of respondents (57%) say they live outside the buffer zone but within the London Borough of Richmond upon Thames. A quarter (26%) of responses were from people who say they live within the buffer zone.

8% of responses came from visitors to the buffer zone and a further 8% of responses came from clients and staff of the BPAS clinic and other respondents.

Categories of response

When deciding whether to extend the PSPO, the Council needs to consider how it has affected the quality of life of those in the locality, and the potential effects of extending or not extending the PSPO.

For this reason, the responses to the main questions have also been considered by the following respondent sub-groups:

1. Those directly affected by the extension
2. Those potentiality affected by the extension
3. Those not directly affected by the extension

The three groups consist of the following:

- 1. Those directly affected**
 - Those who live in the buffer zone
 - Clients of Rosslyn Road BPAS Clinic
 - Staff at the Rosslyn Road BPAS Clinic
 - Those who visit the buffer zone (including clients of GP/nursery in Rosslyn Road)
 - Those who were previously pro-life vigil holders / protestors in the buffer zone
- 2. Those potentiality affected**
 - Members of local groups and organisations
- 3. Those not directly affected**
 - All others, including those who live outside the buffer zone, supporters of pro-choice and pro-life activities etc

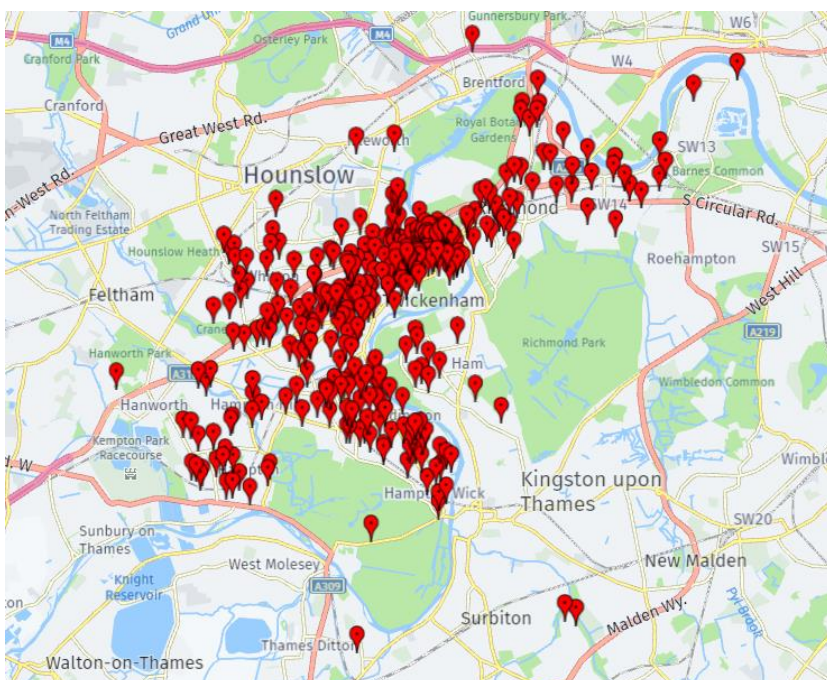
Categorisation by individual	Number of respondents	Percentage of respondents
NUMBER OF RESPONDENTS IN THIS CATEGORY	663	100%
Directly affected	240	36%
Potentially affected	12	2%
Not directly affected	411	62%

Question 2: Responses by area

The map below shows the full distribution of consultation responses across the United Kingdom:



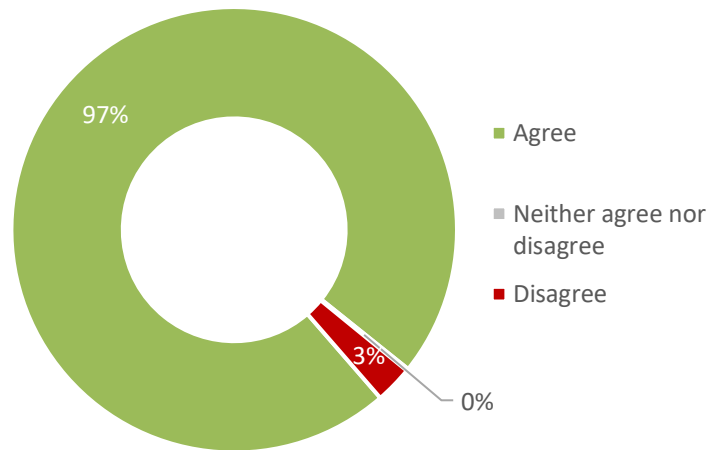
The map below shows the distribution of responses from the Richmond borough area:



617 responses (93%) came from postcodes beginning with TW representing those within the London Borough of Richmond upon Thames.

252 responses (19%) came from addresses within the buffer zone. In addition, 91 responses (14%) were from roads adjacent to the buffer zone that were highlighted within the online survey.

Question 3: To what extent do you agree or disagree with the proposal to renew the Rosslyn Road PSPO, maintaining the same restrictions and boundaries for the buffer zone?

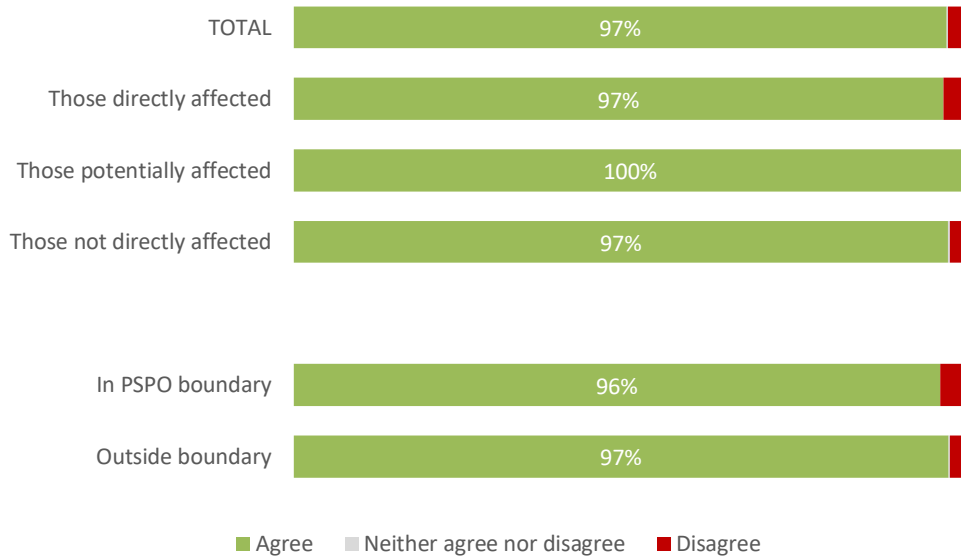


663 respondents answered this question. 97% agreed with the proposal to renew the Rosslyn Road PSPO.

Response by individual	Number of respondents	Percentage of respondents
NUMBER OF RESPONDENTS ANSWERING THIS QUESTION	663	100%
Agree	644	97%
Neither agree nor disagree	1	0%
Disagree	18	3%
Don't know/no opinion	0	0%

The responses to Question 3 were also considered by respondent sub-group.

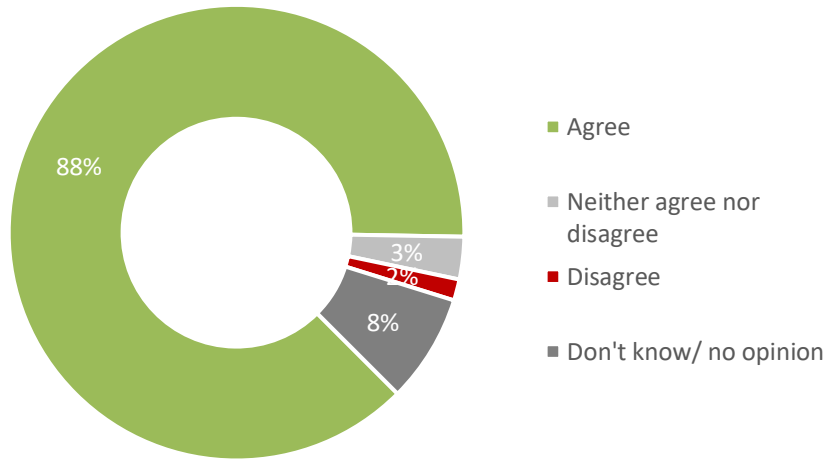
The chart below shows that almost all of those directly affected (97%) and 96% of those who live in the buffer zone agree with the proposal to renew the Rosslyn Road PSPO.



There were six respondents who say they are pro-life supporters. Of these, three agree with the proposal to renew the PSPO and three disagree. One respondent to the consultation said they were a pro-life vigil holder or protestor; they disagree with the proposal to renew the PSPO.

All staff members and clients of the Rosslyn Road BPAS clinic who responded to the consultation said that they support the proposal to renew the PSPO.

Question 4: To what extent do you agree or disagree that the current PSPO has been effective in reducing the detrimental impact on the locality?



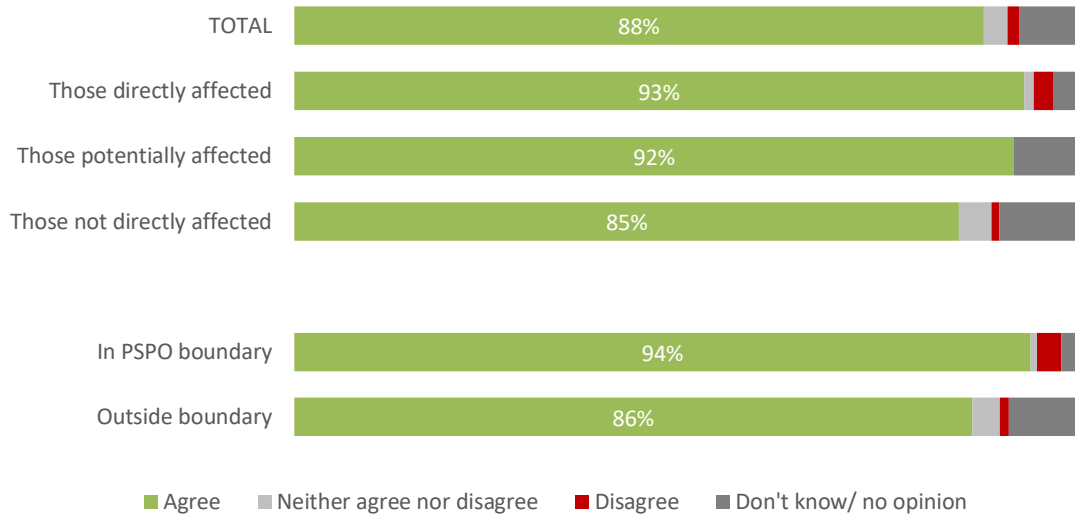
663 respondents provided an answer to this question.

88% agreed that the current PSPO has been effective in reducing the detrimental impact on the locality. 8% did not know or expressed no opinion.

Response by individual	Number of respondents	Percentage of respondents
NUMBER OF RESPONDENTS ANSWERING THIS QUESTION	663	100%
Agree	582	88%
Neither agree nor disagree	20	3%
Disagree	10	2%
Don't know/no opinion	51	8%

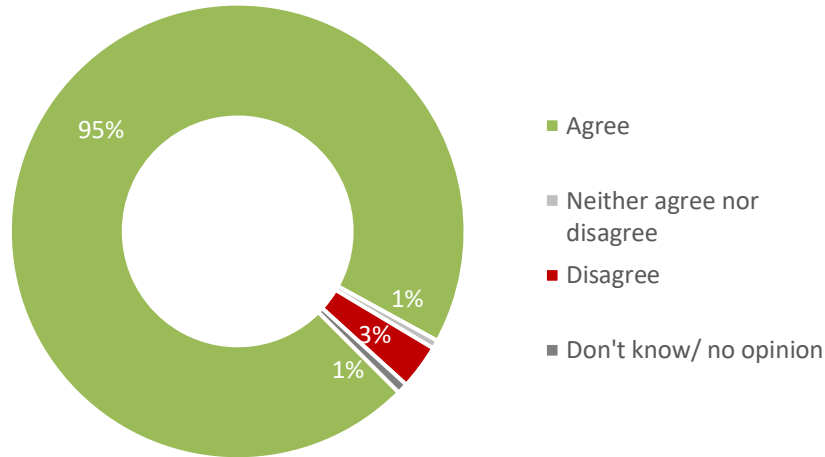
The responses to Question 4 have also been considered by respondent sub-group.

The chart below shows that 93% of those directly affected and 94% of those who live in the buffer zone agree that the current PSPO has been effective.



There were six respondents who say they are supporters of pro-life activities. Of these, three agreed that the current PSPO has been effective in reducing the detrimental impact on the locality, two disagreed and one expressed no opinion. One respondent said they were a previous pro-life protestor in the buffer zone; they were not sure whether the current PSPO has been effective or not.

Question 5: To what extent do you agree or disagree that if the current PSPO is not renewed, the activities will have a detrimental effect on the quality of life of those in the locality, or will risk those detrimental effects resuming or reoccurring?

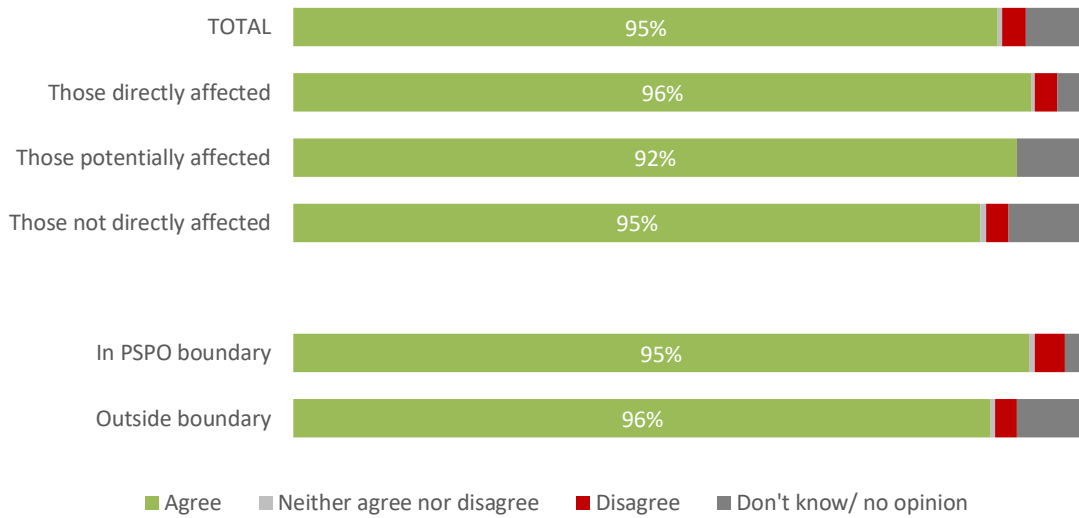


663 respondents answered this question. 95% agreed that if the current PSPO is not renewed, the activities will have a detrimental effect on the quality of life of those in the locality or will risk those detrimental effects resuming or reoccurring. 1% were not sure and 3% disagreed.

Response by individual	Number of respondents	Percentage of respondents
NUMBER OF RESPONDENTS ANSWERING THIS QUESTION	663	100%
Agree	633	95%
Neither agree nor disagree	4	1%
Disagree	21	3%
Don't know/no opinion	5	1%

The responses to Question 5 have also been considered by respondent sub-group.

The chart below shows that 96% of those directly affected and 95% of those that live in the buffer zone agree that if the current PSPO is not renewed, the activities will have a detrimental effect on the quality of life of those in the locality or will risk those detrimental effects resuming or reoccurring.



There were six respondents who say they are supporters of pro-life activities. Three agreed that if the current PSPO is not renewed, the activities will have a detrimental effect on the quality of life of those in the locality or will risk those detrimental effects resuming or reoccurring; three disagreed. There was one respondent who said they were a previous pro-life protestor in the buffer zone; this respondent was not sure.

Question 6: If you have any final comments regarding this consultation, please use the space below:

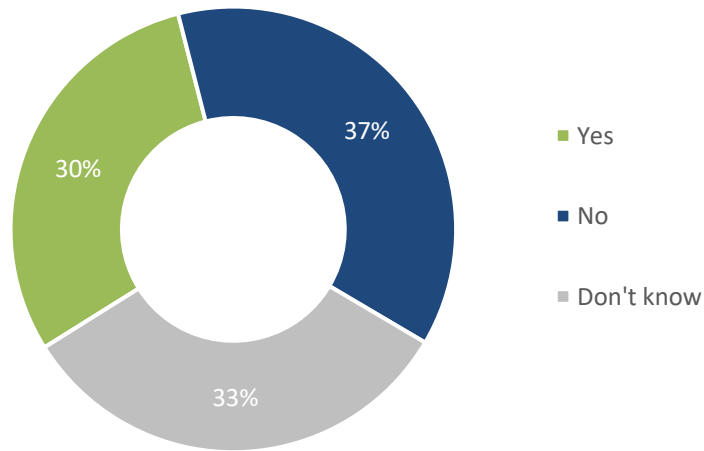
There were 311 responses to this question. The comments received have been grouped into themes, which are illustrated in the table below.

If you have any final comments regarding this consultation, please use the space below:		
Themes	Number of respondents to this question	Percentage of all survey respondents
Respondent objects to intimidation/ harassment of women/ women need protection/ women have right to visit/ work in the clinic without confrontation	163	25%
Comment generally support extension	131	20%
Protestors were intimidating / unpleasant	82	12%
Buffer zone has improved / brought peace to area	77	12%
Protestors harassed/ intimidated other passers by - eg visitors to nursery, doctor's surgery, ETNA	63	10%
Local residents/ users of Doctor's surgery have the right to not be intimidated / confronted	51	8%
Previously suffered abuse/ harassment/ intimidation in buffer zone/ was upset/ offended by demonstrators	51	8%
People need to be able to make difficult decisions without intimidation from others	40	6%
Protests were objectionable/ aggressive (actively harassing people)	36	5%
Previously witnessed/ aware of harassment of clinic clients	35	5%
Protestors will return if buffer zone removed/ support continuation of zone	24	4%
Employees of clinic should be able to go to work without harassment	23	3%
Protestors inappropriate for children	16	2%
Respondent states they support the right to peaceful protest	15	2%
Respondent wishes ban could be permanent/ longer	8	1%
Respondent objects to continuation of Buffer Zone/ Breaches Right to Protest	8	1%
Respondent states they are Pro-choice	7	1%
Respondent would support extension (of PSPO area) e.g. to cover St. Margarets Station	5	1%
Previous Protests were peaceful/ peaceful/ silent protest should be allowed	5	1%
Buffer zone is unnecessary	4	1%
Buffer zone discriminates certain groups	2	0%
Other	36	5%

NB Respondents were able to make comments on more than one theme, so percentages add up to more than 100

Question 7: Do you think the proposed prohibitions may have an impact, either positive or negative, on any group of people with a protected characteristic under the Equality Act 2010?

There were 659 responses to this question. Opinion was broadly divided with 30% feeling there would be an impact, 37% feeling there would not be an impact and 33% saying they did not know.



Do you think the proposed prohibitions may have an impact, either positive or negative, on any group of people with a protected characteristic under the Equality Act 2010?				
RESPONSE BY INDIVIDUAL	TOTAL	Those directly affected	Those potentially affected	Those not directly affected
Yes	30%	25%	55%	32%
No	37%	39%	9%	37%
Don't know	33%	36%	36%	30%

Please tell us what you think the impact would be on which group(s):

Respondents were then provided with a free-text box to explain their answer. 147 respondents (22% of those responding to the survey) made a comment here. The responses were grouped into overall themes, illustrated in the table below.

Do you think the proposed prohibitions may have an impact, either positive or negative, on any group of people with a protected characteristic under the Equality Act 2010?		
Themes	Number of respondents to this question	Percentage of all survey respondents
(Young) women generally	53	8%
Users of the clinic	53	8%
Positive impact (general comment)	50	8%
Pregnant women (seeking terminations)/ pregnancy advice/ health care	41	6%
Vulnerable people/ women	24	4%
Local residents/ Passers by	14	2%
Religious groups/ Pro-life groups - their beliefs	8	1%
Staff at the clinic	7	1%
People with religious beliefs seeking terminations/ pregnancy care	5	1%
Religious groups/ Pro-life groups - being able to pray/ passive protest	5	1%
Other Groups/ other comments	29	4%

7. Other responses received

The Council also received eleven responses to the consultation by email or letter. These are summarised in the table below:

Response Format	Number of responses	In favour of extending the existing PSPO	Against extending the existing PSPO
Email responses (individuals)	3	3	0
Written and email responses (key stakeholders and statutory consultees)	8	7	1

The three email responses received by individuals were all in support of extending the PSPO. They were all from Richmond borough residents.

The eight responses from key stakeholders and statutory consultees were as follows.

In favour of the PSPO extension:

- Munira Wilson, MP for Twickenham
- Twickenham Riverside Safer Neighbourhood Team
- Councillor James Chard, Twickenham Riverside Councillor
- Councillor Julia Neden-Watts, Twickenham Riverside Councillor
- Councillor Stephen O'Shea, Twickenham Riverside Councillor
- BPAS Chief of Staff
- BPAS Clinic Manager

Against the PSPO extension:

- The Good Counsel Network

8. Demographic Profile

The table below shows the composition of the Public Spaces Protection Order for the Rosslyn Road area consultation sample.

Demographic	Sample base (Unweighted)	Proportion (Unweighted %)
Gender		
Male	178	27%
Female	449	69%
Prefer not to say	22	3%
<i>Base: 649 respondents</i>		
Is the gender you identify with the same as your sex registered at birth?		
Yes	614	95%
No	1	0%
Prefer not to say	30	5%
<i>Base: 645 respondents</i>		
Please indicate your sexual orientation:		
Heterosexual/ straight	543	84%
Bisexual	20	3%
Gay man	12	2%
Gay woman/ lesbian	6	1%
Prefer to self-describe	7	1%
Prefer not to say	59	9%
<i>Base: 647 respondents</i>		
What was your age last birthday?		
19 and under	7	1%
20-24	10	2%
25-34	49	8%
35-44	83	13%
45-54	126	19%
55-64	154	24%
65-74	128	20%
75+	69	11%
Prefer not to say	27	4%
<i>Base: 653 respondents</i>		

Do you consider yourself to have a disability?		
Yes	61	9%
No	559	86%
Prefer not to say	29	4%
<i>Base: 649 respondents</i>		
How would you describe your ethnic group?		
White	573	89%
Mixed/multiple ethnic groups	20	3%
Asian or Asian British	12	2%
Black/African/Caribbean/Black British	3	0%
Other ethnic group	4	1%
Prefer not to say	32	5%
<i>Base: 644 respondents</i>		
Do you belong to a religion or faith group?		
No	438	68%
Yes, Christian	148	23%
Yes, Jewish	8	1%
Yes, Muslim	3	0%
Yes, Buddhist	2	0%
Yes, Sikh	2	0%
Yes, other (specify):	6	1%
Prefer not to say	40	6%
<i>Base: 647 respondents</i>		
Are you currently pregnant or have you been pregnant in the last year?		
Yes	16	2%
No	603	94%
Prefer not to say	26	4%
<i>Base: 645 respondents</i>		

Appendix A Consultation overview and questionnaire

Consultation on extending the Rosslyn Road Public Spaces Protection Order (PSPO)

Richmond Council is consulting residents, interested individuals, groups and other stakeholders on whether to extend the Public Spaces Protection Order (PSPO) for a further three years. The order was initially put in place on the 1st April 2019, and then extended for a further three years. The consultation considers whether to continue the PSPO to address concerns and behaviours related to protests/vigils outside the British Pregnancy Advisory Service (BPAS) Clinic in Rosslyn Road. The current PSPO comes to an end on the 31st March 2025.

A PSPO under section 59 of the Anti-Social Behaviour, Crime and Policing Act 2014 (the ACT) allows the Council to prohibit specific activities, and/or require certain things to be done by people engaged in particular activities, within a defined public area.

To extend the PSPO, the Council has to be satisfied on reasonable grounds that certain conditions have been met. The first test requires that “activities that have taken place have had a detrimental effect on the quality of life of those live in the locality or it is likely that activities will take place and that they will have a detrimental effect.” The second test is that “the effect or likely effect of these activities a) is, or is likely to be, persistent or continuing in nature b) is, or is likely to be, unreasonable and c) justifies the restrictions being imposed”.

Since the PSPO was introduced there have been no known breaches of the restrictions in the buffer zone area and there have been no further petitions, complaints or concerns raised with the Council. There were some reports of vigils/protests just outside the boundary of the buffer zone near St Margaret’s station soon after the PSPO came into force and a lone protest outside the Civic Centre building.

Although there have been no breaches of the PSPO since it was put in place, the consultation and decision-making process, will need to consider the likelihood of these activities happening again if the PSPO was not extended.

Background

The BPAS Clinic, which is located on Rosslyn Road, Twickenham provides abortion advice and treatment, counselling and contraception amongst other services. The clinic sees approximately 50 clients a day during its operating hours of Monday to Saturday from 07:30 to 19:00 (Wednesday & Thursday 09:30-14:30) (Tuesday to Saturday from 08:00 to 19:00). It is understood that there has been a clinic at this location since the mid 1970’s.

While there had been protests/vigils outside the clinic on and off for over 10 years, these tended to be infrequent and less organised. From September 2013, however, the frequency and scope of the protests/vigils increased to the extent that they were almost daily. The majority of the protestors/vigil holders appeared to be associated with or volunteers of pro-life organisations.

A range of behaviours had been reported, including displaying images to both residents and visitors to the clinic, approaching people and attempting to speak to them, handing out leaflets and rosary beads, which has made some people feel upset, uncomfortable, intimidated and/or harassed.

These protests/vigils resulted in two petitions being submitted by local residents in 2014 and 2017-18, and in response the Council’s Community Safety Service liaised with interested parties about their concerns and to review the evidence base. Officers also analysed the impact and witness statements

that had been gathered by BPAS and Richmond Police over the period 2003-2018, of which the majority relate to the period 2013-18 when the protests/vigils became more regular and co-ordinated.

The analysis of these statements coupled with the petitions and the community safety officer's observations, demonstrated that the protests/vigils were having a negative impact on some of those who visit, work, reside in the local area or visit the clinic and that they feel harassed, alarmed or distressed by the presence of the protests/vigils.

Consultation, decision-making and introduction

In response, the Council carried out a six week consultation between 29th October and 9th December 2018 and received over 3,000 responses, with over 80% of respondents saying that the behaviours had a detrimental affect on them or others and over 80% supporting the introduction of a buffer zone. There was also strong support for the restrictions and the proposed boundaries of the buffer zone, where the restrictions would apply.

The consultation findings were reported to the Council's Regulatory Committee, which supported the recommendation to introduce a buffer zone, with the five restrictions and this was approved at the Full Council meeting on the 5th March 2019. The Rosslyn Road PSPO came into force on the 1st April 2019.

Why a PSPO?

The Council considered the powers of various Anti-Social Behaviour and Public Order Acts as part of an options appraisal report. These included:

- Negotiated agreement
- Byelaw
- Community Protection Notices
- Dispersal Power
- Protection from Harassment Act 1997
- Public Order Act 1986
- Public Spaces Protection Order (PSPO)

The original report concluded that a PSPO would be the most appropriate proportionate and effective power to use. This has been reviewed and is still felt to be the most appropriate option.

What would a PSPO involve?

A PSPO prohibits specific activities within a defined area. In this case the activities and the defined area (or buffer zone) are shown at the end of this document.

Failing to comply with the restrictions imposed by the PSPO would constitute a criminal offence.

If extended the PSPO would be re-introduced for a further three years and reviewed thereafter.

Have your say

We would like to hear your views on the issue and whether or not you would support the extension of a PSPO in the Rosslyn Road area.

The consultation is seeking the views of those who live, work, visit or pass through the area, those who access services from the BPAS Clinic, local stakeholders, groups affected by these proposals and statutory consultees.

To ensure that everyone has the opportunity to take part in the consultation the Council will:



- Send letters to those households in the proposed buffer zone and in the immediate surrounding area
- Contact the BPAS Clinic, The Good Counsel Network, other stakeholder groups and statutory consultees
- Provide paper copies of the consultation on request
- Publicise the consultation via press releases, social media and through the Council's Community Engagement team

The consultation is open to all and respondents will be asked for their address and the capacity in which they are responding, so that we understand any impact on people in the area.

Please click below to view the following documents:

- [Existing PSPO](#)
- [Map of the buffer zone](#)
- [Equality Impact and Needs Analysis](#)
- [Original decision to consider the development of a PSPO in 2018](#)
- [Decision to renew the PSPO in 2021](#)

If you would like a hard copy of the questionnaire or another format, or if you have any questions or need help in relation to the consultation please call 020 8891 1411 or e-mail us at consultationrosslynroad@richmond.gov.uk

Next steps

Once the consultation is completed a report will be submitted to the Council’s Regulatory Committee, which will include a full analysis of the consultation. The report will include a recommendation on whether or not to extend the PSPO. The Council will need to be satisfied that a PSPO is still required, meets the necessary statutory conditions, and will continue to provide a reasonable and necessary response to the issues identified. This report is expected to be considered by the Regulatory Committee in October 2024.

Confidentiality

All the information you provide will be treated in strict confidence and will only be used for the purposes of this survey or consultation. The Council will do all we can to respect your privacy and to protect the personal information we acquire through responses to our engagement activities. You can read the Council's Privacy Notice here:

[Richmond Council Privacy Notice](#)

Questionnaire

In what capacity are you responding to this consultation?

Please select all that apply

- I am a client of Rosslyn Road BPAS Clinic
- I am a staff member at the Rosslyn Road BPAS Clinic
- I live in the buffer zone
- I live outside the buffer zone but within the London Borough of Richmond upon Thames
- I am a visitor to the buffer zone
- I was a pro-life vigil holder / protestor in the buffer zone
- I am a supporter of pro-life activities
- I am a member of a local group or organisation (please specify below)
- Other (please specify below).....

Please select the road you live on from the list below.

Please select 'other road' if you live outside of the buffer zone.

- Alexandra Road
- Arlington Close
- Arlington Road
- Baronsfield Road
- Bridle Lane
- Broadway Avenue
- Cambridge Park
- Crown Road
- Ellesmere Road
- Kings Road
- Park House Gardens
- Park Road
- Ravensbourne Road
- Richmond Road
- Riverdale Gardens
- Riverdale Road
- Rosslyn Road
- Sandycoombe Road
- St Margarets Road
- The Barons
- Other road

Respondents were able to select their exact address from drop-down lists, or if they selected 'other road' in the previous question they were then routed to the following question:

Please give us your address and postcode:

House/Flat number or name:

Road name:

Postcode

To what extent do you agree or disagree with the proposal to renew the Rosslyn Road PSPO, maintaining the same restrictions and boundaries for the buffer zone?

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- Don't know/no opinion

To what extent do you agree or disagree that the current PSPO has been effective in reducing the detrimental impact on the locality?

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- Don't know/no opinion



To what extent do you agree or disagree that if the current PSPO is not renewed, the activities will have a detrimental effect on the quality of life of those in the locality, or will risk those detrimental effects resuming or reoccurring?

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- Don't know/no opinion

If you have any final comments regarding this consultation, please use the space below:

.....

.....

Do you think the proposed prohibitions may have an impact, either positive or negative, on any group of people with a protected characteristic under the Equality Act 2010?

- Yes
- No

If respondents selected 'yes' in the previous question they were then routed to the following question:

Please tell us what you think the impact would be on which group(s):

.....

.....

About you

The following optional questions will help the Council to improve its services and be fair to everyone who lives in the borough. The information you provide will be used for statistical and research purposes only and will be stored securely. If there are any questions you do not wish to answer, please move on to the next question.

Do you consider yourself to have a disability?

- Yes
- No
- Prefer not to say

What was your age last birthday?

- 19 and under
- 20-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65-74
- 75+
- Prefer not to say

What is your sex?

- Female
- Male
- Prefer not to say
- A text box was provided for respondents to insert their own description

Is the gender you identify with the same as your sex registered at birth?

- Yes
- No, write in gender identify below [.....]
- Prefer not to say

How would you describe your ethnic group?

- White
- Mixed/multiple ethnic groups
- Asian or Asian British
- Black/African/Caribbean/Black British
- Prefer not to say
- Other ethnic group, please specify:

Please indicate your sexual orientation:

- Heterosexual/ straight
- Gay man
- Gay woman/ lesbian
- Bisexual
- Prefer not to say
- Prefer to self-describe:

Do you belong to a religion or faith group?

- No
- Yes, Christian
- Yes, Buddhist
- Yes, Hindu
- Yes, Jewish
- Yes, Muslim
- Yes, Sikh
- Prefer not to say
- Yes, other - please specify:

Are you currently pregnant or have you been pregnant in the last year?

- Yes
- No
- Prefer not to say