



City of Westminster

Cabinet Member Report

Decision Maker:	Cabinet Member for City Highways
Date:	26 September 2017
Classification:	General Release
Title:	Westminster Walking Strategy (2017-2027) – Formal Adoption
Wards Affected:	All
City for All	City for All – The Walking Strategy will set new standards for a World Class City. The Action Plan and programme of works will ensure Westminster has world class public spaces, improved air quality and a healthier population.
Key Decision:	This is a Key Decision and it has been included on the Forward Plan of Key Decisions.
Financial Summary:	The Walking Strategy and Action Plan contain a series of proposed actions and measures for implementation. These measures will be mainly funded through TfL's Local Implementation Plan (LIP) for 2017 / 2018 and future allocations. Other funding sources, including Westminster's Community Infrastructure Levy (CIL), Section 106, and Section 278 agreements, Westminster's own Capital Programme and third party funding will be utilised where appropriate.
Report of:	Director of Policy, Performance and Communications

1. Executive Summary

- 1.1 Westminster has for many years developed policies and strategies to support and encourage walking as a mode of transport. Walking can improve air quality, and the health and lives of residents, the wider community, businesses and the economy.
- 1.2 Policies in the Westminster City Plan prioritise walking and active travel to help accommodate and manage the growing number of people living, working and visiting Westminster. The Mayor of London recognises that walking plays a fundamental role in enabling London to grow economically and sustainably, which can help to create a healthier and more liveable city. Through his draft Mayor's Transport Strategy (MTS) he is increasing the priority given to walking and active travel generally, and will want to see Boroughs allocate a greater proportion of TfL's funding to these modes.
- 1.3 London is growing and policies are changing to facilitate this growth, which has encouraged Westminster to update and rewrite its 2004 Walking Strategy. In 2016 the Council commissioned consultants, Steer Davis Gleave (SDG), to help develop a draft Walking Strategy. SDG facilitated meetings with officers, residents', landowners, businesses and specialist interest groups that informed the draft strategy – which was structured around six objectives each with corresponding measures and actions.
- 1.4 The development of the draft Walking Strategy was also informed and guided by the Environment & Scrutiny Committee at meetings held on 2nd March and 24th November 2015. The City Council then consulted on a draft Walking Strategy for four months from 1st June 2016 to 30th September 2016. Following this public consultation, the Policy & Scrutiny Sustainable Travel Task Group met on the 25th of October 2016 to discuss the main responses received. The Task Group commented to help shape the final version by requesting that the Walking Strategy be more ambitious, with shorter timescales and more targets. The culmination of this wide ranging and broad based drafting and consultation process is the Westminster Walking Strategy and Action Plan (Appendix 1a and 1b). The strategy covers the period 2017-2027 and sets out a vision for walking in Westminster as follows:

“Westminster’s vision is for a world-class walking environment to transform the walking experience for all users, and to enhance the quality of life and wellbeing of our residents, workers and visitors.”
- 1.5 To create a world-class walking environment in Westminster the overarching target for the Walking Strategy (2017-2027) is to increase the number of walking trips by residents from 84% to 92% of all potentially walkable trips. This is very ambitious, as Westminster's residents would then have the highest level of walking in London.

2. Recommendations

That the Cabinet Member:

- a) Approve the Westminster Walking Strategy (2017-2027) and Action Plan as attached in Appendices 1a and 1b to this Cabinet Member report, and agree that any minor, non-material changes required, be signed-off by the Director of Policy, Performance and Communications, in agreement with the Cabinet Member for City Highways.
- b) Note the consultation responses received, officer comments and changes to the draft Walking Strategy, as appropriate (Appendix 2).

3. Reasons for Decision

- 3.1 Westminster has successfully encouraged walking as a main mode of transport to enable more people to walk more often. This is because encouraging more walking can ease traffic congestion which enables the city to grow, has positive health and wellbeing benefits that improves people's quality of life and helps to reduce air pollution (if modal shift occurs). Encouraging more people to walk is a key theme in the Mayor's draft Transport Strategy (June 2017) which aims to encourage 'good growth' in London, whilst reducing traffic congestion and pollution which, if not reduced, will damage the city's economic attractiveness and quality of life. The draft MTS also proposes continued investment in public transport, which will increase the number of passengers and the demand for more public spaces, improved walking routes and crossings. In turn, new walking facilities will need to be safer, with better wayfinding and with greater encouragement from behaviour change programmes.

4. Background, including Policy Context

- 4.1 The aims of the Walking Strategy (2017-2027) are to achieve the transport and health benefits from walking; to help Westminster manage and mitigate the impacts of its growing residential, business and visitor populations; and to encourage further increases in this healthy, sustainable and non-polluting mode of transport, whilst balancing the needs of other road users.
- 4.2 Westminster's first Walking Strategy (2004) helped to deliver a range of measures to improve walking, including: widening pavements, de-cluttering, improving crossings and road safety programmes. This encouraged the growth in walking; so that 84% of the journeys by residents that can be walked in Westminster are being walked - the second highest level in London.
- 4.3 The importance of walking is being promoted at the strategic level by the Mayor in his draft MTS which is currently out to consultation until 2nd October 2017. The

importance of walking is also likely to be reflected in the revised London Plan when it is published in the autumn.

- 4.4 The draft MTS places a greater emphasis on walking through an approach called 'Healthy Streets' which has been reflected in Westminster's Walking Strategy, its objectives and Action Plan. The Mayor through TfL's Local Implementation Plan (LIP) funding will then look to fund transport and public realm schemes that contain strong walking and active travel elements that reflect the Healthy Streets approach, such as the Marylebone Low Emission Neighbourhood (LEN).
- 4.5 The draft MTS proposes to introduce 'Vision Zero' as a target – whereby no one is killed or seriously injured (KSI) on London's roads by 2041. This is a notable, ambitious change from TfL's current road safety target, which is a 40% reduction in KSIs by 2020 from the 2005-2009 baseline period. If the MTS introduces a Vision Zero target then Westminster should attempt to achieve it by 2041 to prevent any fatalities and to continue receiving TfL funding to resolve collision hotspots on its streets. The Walking Strategy will be reviewed in five years' time (2022) which provides an opportunity to revisit the Vision Zero aspiration within the Westminster context.

5. Summary of the Walking Strategy Objectives and Proposed Measures

- 5.1 The new Walking Strategy (2017-2027) in Appendix 1a is structured around six objectives, which seek to:
 - 1) Provide capacity for walking;
 - 2) Improve the quality of the walking environment;
 - 3) Make walking more intuitive;
 - 4) Ensure walking is safe for everyone;
 - 5) Make the pedestrian environment more accessible, and;
 - 6) Encourage behaviour change.

The strategy also contains an Action Plan in Appendix 1b which sets out the actions / measures (see below) and the next steps for each objective over three timescales (short 1–3 years; medium 4-7 years; and long term 7–10+ years).

- 5.2 The Walking Strategy sets out the Vision for walking as:

“Westminster’s vision is for a world-class walking environment to transform the walking experience for all users, and to enhance the quality of life and wellbeing of our residents, workers and visitors.”

- 5.3 The overarching target for the Walking Strategy (2017-2027) is to increase the proportion of walking trips that can be walked by Westminster residents from 84% to 92%.

Objective 1 - Provide capacity to support the current walking demand and accommodate future growth.

Actions / Measures:

- Design, consult and implement the City Council's capital programme and TfL's Local Implementation Plan (LIP) funded schemes to improve streets and spaces,
- Guide new developments to improve the public realm for pedestrians,
- Work with partners to create new routes and public spaces, and enhance existing streets,
- Allocate highway to increase space for pedestrians according to use and need, whilst balancing the needs of other road users,
- Encourage the use of parallel walking routes, and
- Construct new and enhance existing informal crossings and formal crossings, especially at signalised junctions.

Objective 2 – Improve the quality of the walking environment and the public realm to make walking more comfortable.

Actions / Measures:

- Explore further opportunities to de-clutter streets of unnecessary street furniture, including working with TfL and the government,
- Create resting places in the public realm,
- Continue to support greening of the streets,
- Introduce pocket parks and parklets,
- Support residents who want to introduce play streets, and
- Explore with partners opportunities to manage pedicabs.

Objective 3 – Make walking more intuitive by increasing legibility and permeability.

Actions / Measures:

- Improve parallel routes.
- Support improvements to Legible London, and
- Improve alternative walking routes around temporary utility work sites and major scheme works.

Objective 4 – Ensure that walking is a safe option for everyone.

Actions / Measures:

- Continue to review data to identify streets with the highest collision rates that need to be redesigned to reduce the number of casualties to achieve the Mayor's road safety target(s),
- Learn from Westminster's 20mph limits trial, and other borough's measures, to help improve the design of the city's streets,

- Design and deliver safer highway's schemes with greater benefits for pedestrians and other vulnerable road users,
- Reduce the number of delivery and servicing vehicles on Westminster's streets by 10% by 2026 (in line with the draft MTS) by encouraging Delivery and Servicing Plans and freight and waste consolidation. Support TfL's introduction of Direct Vision Vehicle safety standards, which provide better visibility of pedestrians to help reduce collisions,
- Develop road safety campaigns with neighbouring boroughs and vulnerable groups like visitors, and
- Improve the personal safety and comfort of spaces for pedestrians.

Objective 5 – Make the pedestrian environment more accessible for everyone.

Actions / Measures:

- Seek better powers to de-clutter streets and rationalise street furniture,
- Seek stronger powers for the enforcement of new types of vehicles that use the highway and footway, such as scooters, hoverboards, etc,
- Seek to increase pedestrian space and crossing points, extend any proposed accessibility measures wherever possible, ensure the highest quality designs, and review all Traffic Management Orders, and
- Involve recognised mobility, impaired and older people's groups in any amendments to public realm design standards.

Objective 6 – Encourage behaviour change to realise the potential of walking.

Actions / Measures:

- Seek joint opportunities for behaviour change campaigns closely linked to the delivery of pedestrian schemes,
- Continue to support the school crossing patrol service, pedestrian safety training and School Travel Plans,
- Continue to explore new ways to deliver pedestrian safety training, education and publicity for residents and visitors, and
- Help to establish 'Physical Activity Champions' with the Council's Public Health and Sports and Leisure teams.

6. Financial Implications

- 6.1 The proposed Actions and Measures in the Walking Strategy (2017-2027) will continue to be funded from various sources. These include: the current and potentially future LIP allocations (see the funding allocations for 2017 / 2018 in Table 1 below). Funding will also be secured via Section 106 and Section 278 agreements, which are negotiated through the development management process. Westminster's own Community Infrastructure Levy (CIL) and Capital

Programme alongside third party funding will also be accessed, where appropriate.

- 6.2 In 2018 / 2019 TfL will develop a new three year funding cycle for the LIP, which will be based on the Healthy Streets approach set out in the draft MTS. Thus, Westminster's Walking Strategy and Action Plan will be well placed to gain future funding from TfL's LIP.

Table 1: Westminster LIP Funding 2017 / 2018.

Programme No	LIP Corridors Programme	2017 / 18 Allocation
LIP 1	Legible London Development & Implementation	£ 70,000
LIP 2	Civic Streets Programme Development	£ 200,000
LIP 3	EV Vehicle Charging Points Implementation	£ 140,000
LIP 4	Corridors & Neighbourhoods Schemes Development	£ 200,000
LIP 5	Corridors & Neighbourhoods Schemes Implementation	£1,005,000
LIP 6	Vulnerable Traffic Management and Safety Schemes Development	£ 100,000
LIP 7	Vulnerable Traffic Management and Safety Schemes Implementation	£ 400,000
LIP 8	Transport & Streets - small scale West End, BID and Community Schemes Development & Implementation	£ 100,000
LIP 9	EV Development / Concept Development	£ 30,000
LIP 10	DDA Bus Stop Accessibility Implementation	£ 100,000
LIP 11	School Travel Plans Development	£ 10,000
LIP 12	Transport Education Development & Implementation	£ 30,000
LIP 13	Air Quality projects Development	£ 30,000
LIP 14	Local Safety Schemes and School Travel Plan schemes Development & Implementation	£ 200,000
LIP 15	Local Bus Challenge Development & Implementation	£ 100,000
LIP 16	Cycle Strategy Schemes Development & Implementation	£ 320,000
LIP 17	Walking Strategy Schemes Development & Implementation	£ 150,000
LIP 18	Traffic Signals Development	£ 200,000
LIP 19	Health & Wellbeing Development	£ 20,000
LIP 20	Bay Sensor Traffic Management Development	£ 15,000
LIP 21	Air Quality Management Development	£ 70,000
N/A	Local Transport Fund Development	£ 100,000
Total		£3,590,000

7. Legal Implications

- 7.1 There are no legal implications arising from this report as there is no statutory requirement to have a walking strategy.

8. Staffing Implications

- 8.1 There are no staffing implications from this report because work to progress walking measures in the Action Plan will utilise existing officers.

9. Consultation

- 9.1 The draft Walking Strategy was consulted on for four months from 1st June until 30th September 2016. One thousand letters were emailed to residents' groups, amenity societies, businesses, BIDs, landowners, developers and national bodies, and approximately 200 letters and copies of the draft Walking Strategy were posted to key groups, including schools and libraries to be displayed in Westminster. A webpage was created on Westminster's website which outlined the consultation process, allowed the draft Walking Strategy to be downloaded and encouraged responses by email or post.
- 9.2 Appendix 2 provides a table of 75 or so responses received from residents, BIDs, landowners and societies, who made about 450 comments. The table also provides the officer's response about how the pertinent points will be reflected in the revised Walking Strategy. The responses were summarised into themes and issues to enable Members to discuss them at the Policy & Scrutiny Sustainable Travel Task Group meeting on the 25th October 2016. The Task Group suggested further changes to the strategy, the most significant points and their effects are summarised below:
- i. **That the Strategy be more ambitious to create real change in the use of the public realm** – the Strategy now contains more challenging targets and shorter delivery timescales in the Action Plan, and;
 - ii. **That the Strategy cover a shorter period of time as new technologies and behaviours are changing fast** – the lifespan of the Strategy has been shortened from 15 years to 10 years, which now runs until 2027, with a review suggested after five years, and;
 - iii. **That the Strategy includes outputs / targets that are more specific to Westminster to demonstrate delivery and to be accountable** – the strategy includes more up to date and specific data for Westminster, which enables the Action Plan to contain more ambitious targets with shorter timescales.

10. Health and Wellbeing Impact Assessment including Health and Safety Implications

- 10.1 Encouraging more people to walk more can play a major role in enabling them to lead healthier and more independent lives for longer. The Walking Strategy (2017-2027) also aims to improve road safety and make Westminster's streets more inclusive to benefit everyone, especially Westminster's residents' who are living for longer and with more long term health issues.

11. Impact on the Environment

- 11.1 Walking can make a very positive contribution to Westminster's environment as it can lead to modal shift and reduce car, bus and taxi use resulting in better air quality and reduced noise pollution. This is especially important because Westminster has some of the worst air pollution in the country. Walking can also benefit the economy by helping to create a healthier and happier workforce, with improved public spaces making Westminster a better place to live, work and visit.

12. Communications Implications

- 12.1 Approval of the Walking Strategy (2017-2027) provides a number of communications opportunities. Further communications will occur with any walking or public realm schemes, and a Communications Plan that highlights the positive benefits of walking is being prepared to help launch the strategy.

APPENDICES

Appendix 1a - Westminster Walking Strategy (2017-2027)

Appendix 1b - Action Plan (2017-2027)

Appendix 2 - Westminster Walking Strategy – Consultation Responses and Comments

If you have any queries about this Report or wish to inspect any of the Background Papers please contact:

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BACKGROUND PAPERS: NONE

For completion by the **Cabinet Member for City Highways**

Declaration of Interest

I have <no interest to declare / to declare an interest> in respect of this report

Signed: _____ Date: _____

NAME: _____

State nature of interest if any

(N.B: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter)

For the reasons set out above, we agree the recommendation(s) in the report entitled 'Westminster Walking Strategy (2017-2027) – Formal Adoption' and reject any alternative options which are referred to but not recommended.

Signed

Cabinet Member for City Highways

Date

Signed

If you have any additional comment which you would want actioned in connection with your decision you should discuss this with the report author and then set out your comment below before the report and this pro-forma is returned to the Secretariat for processing.

Additional comment:

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If you do not wish to approve the recommendations, or wish to make an alternative decision, it is important that you consult the report author, the Director of Law, Chief Operating Officer and, if there are resources implications, the Director of Human Resources (or their representatives) so that (1) you can be made aware of any further relevant considerations that you should take into account before making the decision and (2) your reasons for the decision can be properly identified and recorded, as required by law.

Note to Cabinet Members: Your decision will now be published and copied to the Members of the relevant Policy & Scrutiny Committee. If the decision falls within the criteria for call-in, it will not be implemented until five working days have elapsed from publication to allow the Policy and Scrutiny Committee to decide whether it wishes to call the matter in.