



Minutes of a meeting of the **ENVIRONMENT AND CUSTOMER SERVICES POLICY & SCRUTINY COMMITTEE** held at 7:00pm on Wednesday 16 November 2016 in Committee Rooms 5, 6 and 7, 17th Floor, City Hall, 64 Victoria Street, SW1

Members of Committee: Councillors Ian Adams (Chairman), Julia Alexander, Thomas Crockett, Paul Dimoldenberg, Louise Hyams, Karen Scarborough, Cameron Thomson and Jason Williams.

Also Present: Councillor Heather Acton, Cabinet Member for Sustainability and Parking.

1. MEMBERSHIP

1.1 There were no apologies for absence. The Members of the Committee were all present at the meeting.

2. DECLARATIONS OF INTEREST

2.1 There were no declarations of interest.

3. MINUTES AND MATTERS ARISING

3.1 **RESOLVED:** That the minutes of the meeting held on Wednesday 14 September 2016 be signed by the Chairman as a correct record of proceedings.

3.2 The Chairman provided a verbal update on the work of the Air Quality Task Group. The most recent meeting on 10 November had focussed on emission levels stemming from building and development. It had taken place at the redeveloped St James's Market between Haymarket and Lower Regent Street which had been constructed with air quality and sustainability in mind. Officers would be writing to Crown Estate to thank them for hosting the meeting. The Task Group had heard from Barry Smith, Head of City Policy & Strategy on the policy context and also Peter Bourne, Development Manager for The Crown Estate and representative of Westminster Property Association and representatives of the Greater London Authority. The next meeting of the Task Group, focussing particularly on transport, is scheduled to take place at City Hall at 5.30pm on Monday 30 January 2017. This is immediately prior to the next Environment & Customer Services Policy and Scrutiny Committee meeting.

4. UPDATE FROM CABINET MEMBERS

- 4.1 The Committee received written updates from the Cabinet Member for the Built Environment, the Cabinet Member for City Management and Customer Services and the Cabinet Member for Sustainability and Parking on significant matters within their portfolios. A letter had been circulated to Members from Councillor Davis responding to the points raised by the Committee at the previous meeting in September regarding assets of community value.
- 4.2 The Chairman welcomed Councillor Acton to the meeting. He asked her whether there were any matters that she would like to bring to the attention of the Committee. She replied that the most recent Air Quality Task Group and Sustainable Travel Task Group meetings had both been particularly useful meetings. In relation to the Sustainable Travel Task Group meeting, Councillor Acton and officers were now working on finalising the Walking Strategy.
- 4.3 The Committee put questions to and received responses from Councillor Acton on a number of matters that were relevant to the Sustainability and Parking portfolio. These included the following topics:
- There had been rumours about the future of phase two of the East-West Cycle Superhighway between Paddington and North Acton being uncertain. What was the Cabinet Member's position on this? Councillor Acton confirmed that no public statement had been made about phase two by the Mayor of London or Transport for London ('TfL'). However, the Council was aware that there was significant expenditure involved in using the Westway flyover. It was her understanding that if the flyover proposals did not proceed, then other options would be examined so that there would still be scope for a continuous route from North Acton. She added that when the Council had consulted on the cycle grid, the question was asked what would happen if the current phase two proposals were not realised. The position following the consultation was that there should be a link from Westbourne Terrace going north. Councillor Acton agreed to keep Ward Members updated who are in areas that are either affected by phase two or potential alternative routes should it not proceed.
 - The Cabinet Member was asked about key themes that were likely to be raised in relation to the Biodiversity and Open Spaces consultation. She advised that the consultation was due to take place early next year. Biodiversity is a statutory obligation and a decision had been taken to merge the two strategies that were already in place but were out of date. Councillor Acton had requested from officers clear guidance on suitable planting for biodiversity and air quality. The Council intended to work very closely with key stakeholders. There was a huge amount of information available on the Council's open spaces. Her aim was that the strategy would be an 'easy to read' document that was useful for residents and businesses.
 - Clarification was sought on the Mayor for London's proposals for the implementation of the Emissions Surcharge or 'T Charge' for older, more

polluting vehicles driving into and within Central London. The Cabinet Member stated that the 'T Charge' proposal was currently being consulted on and it was her understanding that the consultation was being sent to every household in Westminster. There was the option of recommending to residents that they respond to the consultation. She added that the 'T Charge' of £10 only applied if drivers did not meet the Euro 4 petrol or diesel emissions standard.

- Councillor Acton was asked about the Council plans to trial a diesel surcharge for pay to park in Zone F during standard parking hours as part of the Low Emission Neighbourhood ('LEN') proposals. She informed Members that this would not initially apply to residents but would apply to on street parking. This was in keeping with the message that the polluter has to pay. Currently information could not be received from DVLA regarding Euro 6 and Euro 4 free of charge and she was seeking to speak to the Minister of Transport to obtain this. The diesel surcharge was expected to be introduced around April 2017. It was proposed to use messaging on the phones of the customers parking diesel vehicles in F Zone stating that the surcharge would be introduced in 2017. Councillor Acton welcomed any thoughts from the Committee about possible ways this message could best be communicated. She also informed Members that any expansion of the diesel surcharge pilot scheme to other parts of the borough would depend on the impact within the LEN. It was accepted that it was inconsistent not to operate the diesel surcharge on Sundays but the point of the scheme was to introduce behaviour change so that people either did not drive into Central London at all or used a pollution free car. It was not to penalise drivers.
- When and where was it proposed that the 20mph speed limits would be trialled in Westminster? Councillor Acton replied that by early 2017 there would be some trial schemes in place. The proposed speed limit trial areas had not been finalised. There were 30 potential sites near schools or where there were accident blackspots. TfL were looking at roads that they were responsible for in the borough as potential trial sites. Councillor Acton stated that she would make it clear to cycling groups that the message to keep to the 20mph limits where they would be trialled was equally relevant to cyclists. Councillor Dimoldenberg requested that locations in his ward were considered for the trial schemes.
- Councillor Acton was asked for an update on specific sections of the Cycle Superhighway. She believed that the construction phase at Lancaster Gate was on schedule. She wanted to ensure that the proposed works involving the zebra crossings were carried out at the same time. One was underway at Stanhope Terrace. One at Brook Street was not yet underway. It had been given approval.
- Concerns were expressed regarding the potential for a pedestrian and cycle accident on the Cycle Superhighway in Vauxhall Bridge Road at the junction with Causton Street, outside The White Swan Pub. Councillor Acton informed Members that it had been taken up with TfL on more than one occasion and she was keen to have signage at this location to indicate the potential danger. She made the point that there was a 'slow' sign on the cycleway. It was clarified that what was sought was for another 'slow' sign on the southbound carriageway to be approximately

thirty yards or so north of the existing sign so that cyclists had more time to react prior to where the Cycle Superhighway goes over the pavement. The existing sign was too close to the pavement. There were no signs either on the northbound carriageway. Councillor Acton stated that she would re-iterate the need for signage with TfL at this location, bringing the points raised to their attention.

- What were the criteria for judging the success of the 'Air Force' marshals scheme? The Cabinet Member replied that she wanted Marshals to be able to issue Penalty Charge Notices to drivers who were repeatedly unnecessarily running their engines. This was in order to bring about behaviour change. Marshals would continue to monitor how many drivers they were speaking to. King's College information had shown that when Anti-Idling Campaign days were being held air quality was improving by 50% where the volunteers were interacting with drivers.
- It was agreed that the tables showing the number of calls dealt with by the parking contact centre and the average speed answered for calls would be sent to Members of the Committee as these tables had not printed correctly in the agenda papers.

4.4 Councillor Scarborough requested that questions were forwarded to Councillor Caplan and Councillor Davis who were not in attendance at the meeting. Her questions for Councillor Caplan were 'what was the latest position regarding the Waste Collection, Recycling, Street Cleansing and Ancillary Services Contract'? There was a table in paragraph 4.1 of the report which showed the performance for lighting reactive responses compared against the respective targets. She stated that these showed which matters had been reported. Would it be possible to have further information on the reporting system? In respect of paragraph 4.4 of the report, long term faults, would it be possible to have a list of the faults for each ward? In respect of paragraph 5.3 of the report, planned preventative maintenance 2017/18, did this refer to residents' associations being specifically contacted or all residents? Councillor Scarborough also queried why the figures in 8.1 for Customer Contact Centres did not go beyond July 2016 when the graphs appeared to capture data until September 2016. In respect of Councillor Davis' Cabinet Member Update, Councillor Scarborough asked whether the CIL governance arrangements referred to in paragraph 3.3 would be overseen by the Committee.

4.5 **ACTION:** The following actions arose:

- That Councillor Acton agreed to keep Ward Members updated who are in areas that are either affected by the East-West Cycle Superhighway proposed route between Paddington and North Acton or potential alternative routes should it not proceed. (Councillor Acton and Sion Pryse, Cabinet Officer).
- That Councillor Acton stated that she would make it clear to cycling groups that the message to keep to the 20mph limits where they would be trialled was equally relevant to cyclists. (Councillor Acton and Sion Pryse, Cabinet Officer).
- That Councillor Acton stated that she would re-iterate the need for signage with TfL in relation to the Cycle Superhighway in Vauxhall Bridge Road at

the junction with Causton Street, outside The White Swan Pub (Councillor Acton and Sion Pryse, Cabinet Officer).

- That the tables showing the number of calls dealt with by the parking contact centre and the average speed answered for calls would be sent to Members of the Committee as these tables had not printed correctly in the agenda papers (Jonathan Deacon, Senior Committee and Governance Officer).
- That the questions asked by Councillor Scarborough be forwarded to Councillors Caplan and Davis for a response following the meeting (Muge Dindjer, Policy and Scrutiny Manager, Sion Pryse, Cabinet Officer and Matt Greet, Head of the Cabinet Secretariat (Acting) & Private Secretary to the Deputy Leader of the Council).

4.6 **RESOLVED:**

That the contents of the Cabinet Member Updates be noted.

5. THE INCREASING DEMAND FOR KERB SPACE AND ITS IMPLICATIONS FOR WESTMINSTER POLICY REVIEWS

- 5.1 The item was presented by Barry Smith, Head of City Policy & Strategy. He stated that this was an initial look by the Committee at the themes raised in the report. It was timely ahead of the work that would take place in the next year on the Council's City Plan. There was an opportunity to influence that and the Mayor's London Plan and revised Transport Strategy. Mr Smith explained that the report focussed on specific drivers. London and Westminster was growing in terms of population, workers and visitors and it was important to consider how this growth should be managed and mitigated in a finite space on streets. There was a huge investment in the public transport network such as the Elizabeth Line and Crossrail 2. There was a change in how people were moving around. Private ownership of cars was declining but there was a rising interest in car sharing and a dramatic increase in the use of private hire vehicles. This was underpinned by technology which was providing solutions but was also creating challenges. Mr Smith added that comments from the Committee were welcomed in terms of how the increasing demands on the kerb space should be managed and mitigated and what were the priorities and also how policies and strategies should be amended accordingly.
- 5.2 Councillor Acton addressed the Committee on the point that times were changing rapidly in terms of technology and public and private transport. She stated that the Council needed to be forward thinking and encourage positive change. An example of this was the Walking Strategy which was looking ten years ahead.
- 5.3 Tim Long, Principal Transport Policy Planner, gave a presentation to the Committee. He began by focussing on the projections for population and employment growth. There was expected to be a 20% growth in Westminster's population from 2011 to 2031, 10% growth in employment by

2030 and 20% increase in visitors by 2050. Mr Long referred to the nature of employment changing and streets in Westminster already being overcrowded prior to the anticipated growth. There would be a faster turnover in the use of space. In respect of the public transport network, TfL's data showed increased crowding up to 2041 with an even greater emphasis on people heading into Central London. Currently it appeared that passenger growth on buses in Central London had stalled. The Night Tube was being rolled out and would start to have an impact on how people move around the capital. In the future there was also the Government's support for the third runway at Heathrow. In respect of private transport, there was a decline in car ownership in Westminster, increased growth in car sharing, a stable number of black cabs and a dramatic rise in private hire vehicles such as Uber. There was likely to be a continued growth in light goods vehicles such as white vans. In respect of technological advancements, Mr Long stated that major businesses were investing in driverless / autonomous vehicles to release vehicles in the next 2 or 3 years' time. The cost of using them was likely to reduce dramatically and greater convenience be provided which would lead to a significant increase in use of the vehicles.

- 5.4 The Committee in considering matters relating to this topic heard evidence from witnesses Iain Simmons, Assistant Director (City Transportation), City of London and Alex Williams, Director of Borough Planning, TfL. Mr Simmons provided a presentation on the City of London's experiences to date and the intended future direction. He showed the Committee a number of current schemes, including
- replacing a coach park with larger gardens besides St Paul's Cathedral,
 - replacing the Aldgate gyratory with a square beside a primary school,
 - halving the carriageway width at Cheapside to widen footways which had led to a doubling of pedestrian flow in the City's principal retail street, and
 - taking a scheme to the City's Planning Committee in December 2016 to close Bank junction to motor vehicles during the day to improve road safety and this place. Mr Simmons referred to the City encouraging car free development for the last 10 or 15 years. And recently the Cycle Superhighway removed 30% of the road capacity to move by motor vehicle in Central London which impacted on congestion. Congestion was prompting the Central London unitary authorities to look at how they would manage their streets. Roads were not being built and there was no increase in driving and parking supply so it was necessary for the London unitary authorities to consider large scale traffic demand management measures such as city wide pricing and permits. Residents and businesses in the City of London were requesting a local environment with little or no motor vehicles in it. He drew Members' attention to the GLA document 'A City for all Londoners' published in October 2016 which looked at a wide range of policy areas, including population growth and transport.
- 5.5 Mr Williams made the point that the Central London unitary authorities' response to the increasing demand for kerb space was due to the success of the West End and Central London attracting large numbers of people. He stated that TfL have made a big increase in investment in underground trains' rolling stock to improve access in to central London with the Victoria Line

running a train every 100 seconds, which is the most frequent service in the world. There were challenges from the Elizabeth Line bringing more people into Central London. The current Bank junction was an example of the current transport setup not working. There had been a year on year increase in bus usage with improvement of the fleet. However, bus usage had now stalled. One reason, Mr Williams explained, was likely to be due to congestion. Another factor was likely to be improvements to the tube service. In terms of TfL licensing vehicles, Mr Williams referred to a radical transformation of the taxi fleet. Zero Emissions Capable taxis would be available for sale from 2017 and it would not be possible to get a licence for a taxi in 2018 if it was not Zero Emissions Capable. He advised the Committee that TfL did wish to cap the number of private hire vehicles but that would require primary legislation. Another potential option was that they should in the future not be exempt from the Congestion Charge. In terms of managing the roads, Mr Williams commented that whilst car ownership was going down, there was an increase in freight with the tonnage of material coming into London likely to grow. It was necessary to look at how this activity could be consolidated, reducing the number of vehicles and also what time of day these journeys took place in order that they did not occur during peak periods. Mr Williams also informed Members that there were a number of references to 'healthy streets' in the 'A City for all Londoners' document. This particularly focussed on how planners managed the streets in order to encourage pedestrians as they are the dominant mode of travel in Central London.

5.6 The Committee asked a number of questions and made a number of comments, including the following:

- It was already felt in some quarters that there were areas of Westminster which were overcrowded. Was there a tipping point where people would start not to come into those areas? Where would people go if they were priced out as a result of policies by Central London unitary authorities? Mr Smith stated in response to the first question that it would be difficult to gauge but if action was not taken it was likely to be too late. The evidence was that walkable, liveable cities would be the successful cities of the future. It was important that the Council worked with partners such as TfL. The competition was other major cities around the world. Mr Long stated it was likely that the first signals would be from businesses who would tell the local authorities when the environment was not right. He referred to West End Company having said that they had heard there were businesses that were withholding decisions until they had clarity on improvements to the public realm.
- Concerns were expressed regarding the significant increase in private hire vehicles and that there did not appear to be support for TfL at a national level to counter the expansion.
- The pedestrianisation of Oxford Street was discussed. Mr Williams stated that the number of buses going through Oxford Street was being reduced by 40%. He did have concerns that Bond Street station area would be more overcrowded when the Elizabeth Line opened and this meant that there was potential for planners to have to look at options as to how to

manage the area differently . The Chairman recommended a specific management plan in response to the opening of the Elizabeth Line.

- Could more single yellow lines be converted into double yellow lines? Councillor Acton replied that for new development schemes she was requesting double yellow lines to be drawn where it assists the safety and movement of pedestrians and traffic. For the new Bond Street scheme, the roads would not have yellow lines but there would be signage stating when vehicles are permitted to park.
- Sheffield was given as an example of high quality public realm with a pedestrianised city centre. Mr Simmons was asked if the City of London had a pedestrianisation strategy. He replied that this was not the case now but it was likely to be worked on over the next two years. Up to now there had been an approach of being motor vehicle neutral. The challenge going forward was to have less traffic and move to an environment (post the Elizabeth Line) where motor vehicles would be kept out of side streets during the day with servicing vehicles being able to use them at night. The current thinking was that in about five years' time the streets would change use three or four times a day. It could be fully pedestrianised early in the morning, lunchtime or during the evening, then buses or goods vehicles be permitted to enter at other times. Assets would be made to work more effectively. Mr Smith stated that Westminster was thinking along similar lines in terms of how finite space was used at different times of the day.
- Had distribution hubs been considered so that freight was taken to somewhere outside London and then smaller vehicles or other methods used to bring this into Central London? Mr Williams replied that there was more that could be done on freight consolidation. He did want to see consolidation centres rolled out. The work of the BIDs in this area had been particularly effective. Planning authorities could assist in requiring consolidation centres with planning permissions. Mr Williams recommended that staff deliveries were sent to their homes rather than the offices where they worked. Councillor Acton advised that the Council was going through a process of checking how many personal deliveries were entering City Hall. The aim was to change behaviour so that staff could pick up deliveries from alternative locations to reduce delivery vehicles in Victoria.

Post meeting note: staff at City Hall have just been requested not to arrange for personal deliveries to City Hall.

- Concerns were expressed around the commercialisation of infrastructure by private hire / delivery companies. It was appreciated that these services were in demand but the strategy needed to look at the companies paying to provide the service, including potentially the community charge. There also needed to be a focus on looking to develop technology to break the cycle of private hire / delivery companies parking illegally, including in residents' bays. Councillor Acton commented that currently the vehicles moved away as soon as they saw a marshal. She also made an additional point that the Licensing Sub-Committee focussed on the mode of transport used when applicants sought deliveries of food and

drink. Members of the Sub-Committee recommended that companies such as Deliveroo ask those who make the deliveries to use bicycles or electric vehicles wherever possible to reduce congestion and pollution.

- There were also concerns that Marylebone mews roads were being used by private hire / delivery companies as a ratrun. It was felt that these roads could be given a 5 mph speed limit and used as play streets. Councillor Acton responded that the Council would be putting play streets into the mews off George Street.
- It was also felt that further steps should be looked at to ensure that construction of developments did not restrict pedestrian flow. Councillor Acton stated that there was a policy in place that pedestrians were looked after. The Council had required that there were banksmen in place for the Chiltern Street development. She added that she would investigate the situation at the Grosvenor Street / Dover Street development (for Crossrail) which had been referred to as an example of works that were unfriendly to pedestrians as there should be safe pedestrian access there.
- The point was made that the Council had to be careful that in introducing larger pedestrianised areas, it did not lead to people abusing the public spaces, including as a result of anti-social behaviour. Councillor Acton stated that thought had been given to this, including timed activity so that there was potentially evening use of buses to prevent any such behaviour.
- There was a discussion around whether there had been some consequences for pedestrians as a result of the cycling improvements. Mr Williams advised that there had been change at TfL as a result of the approach of the current Mayor. This included that he was recruiting a cycling and walking commissioner. Councillor Acton added that the Council was keen to ensure there was an appropriate balance as evidenced by the Walking Strategy.

5.7 Councillor Acton had sought the views of Council Members on the report who were not Members of the Environment & Customer Services Policy and Scrutiny Committee. Councillor Guthrie McKie had responded. He believed that managing how people moved around the City was a major part of a solution to this issue and recommended that a careful mapping exercise was needed of where there was the potential to at least in part pedestrianise streets as in Camden. There could also be controlled hours of pedestrianisation of streets.

5.8 **ACTION:** The following action arose:

That Councillor Acton agreed to investigate the situation for pedestrians at the Grosvenor Street / Dover Street Crossrail development. (Councillor Acton and Sion Pryse, Cabinet Officer).

5.9 **RESOLVED:**

1. The Committee recommended that working with partners, Westminster's policies and strategies take into account the issues raised by the commercialisation of infrastructure by private hire / delivery companies (as referred to in paragraph 5.6 above).

2. That the Committee supports greater car sharing, freight consolidation and action to prioritise pedestrians. It also supports a reduction in personal deliveries at workplaces.
3. That this topic be brought back to the Committee for further consideration.

6. PRESS RELEASES

- 6.1 The Chairman stated that he was keen to publish a press release in relation to the increasing demand for kerb space and its implications for Westminster policy reviews item. Members of the Committee recommended that the press release reflect positively on the challenges being set in relation to this subject matter in future years, emphasising that Westminster would be a healthier and more liveable location.

7. UPDATE ON WORK PROGRAMME AND ACTION TRACKER

- 7.1 The Committee considered the current Committee Work Programme document for 2016/17. Muge Dindjer, Policy and Scrutiny Manager, advised that the items currently scheduled for the next meeting of the Committee on 30 January were firstly a call for evidence from the utility companies that identifies their plans for strategic investment in infrastructure to support Westminster's growth objectives/projections. It was intended that there would be a couple of external witnesses present for this item. Secondly there would be a report to ascertain progress against strategic objectives of the digital programme.
- 7.2 It was suggested that an item be added to the Work Programme on minimising the impact of Notting Hill Carnival for residents. The Committee appreciated that this matter involved a number of Cabinet Members' portfolios, both those scrutinised by this Committee and other Council Policy and Scrutiny Committees. Officers would examine potential options for a cross committee task group. Residents, businesses and representatives of the Royal Borough of Kensington and Chelsea could potentially be invited.
- 7.3 **RESOLVED:** That (i) the updates to the work programme and action tracker as set out in the report be noted; and

That (ii) the potential options for a cross committee task group to look at minimising the impact of Notting Hill Carnival for residents be investigated by officers.

8. ANY OTHER BUSINESS

- 8.1 There was no additional business for the Committee to consider.

9. CLOSE OF MEETING

9.1 The meeting ended at 9.15p.m.

Chairman: _____ Date: _____