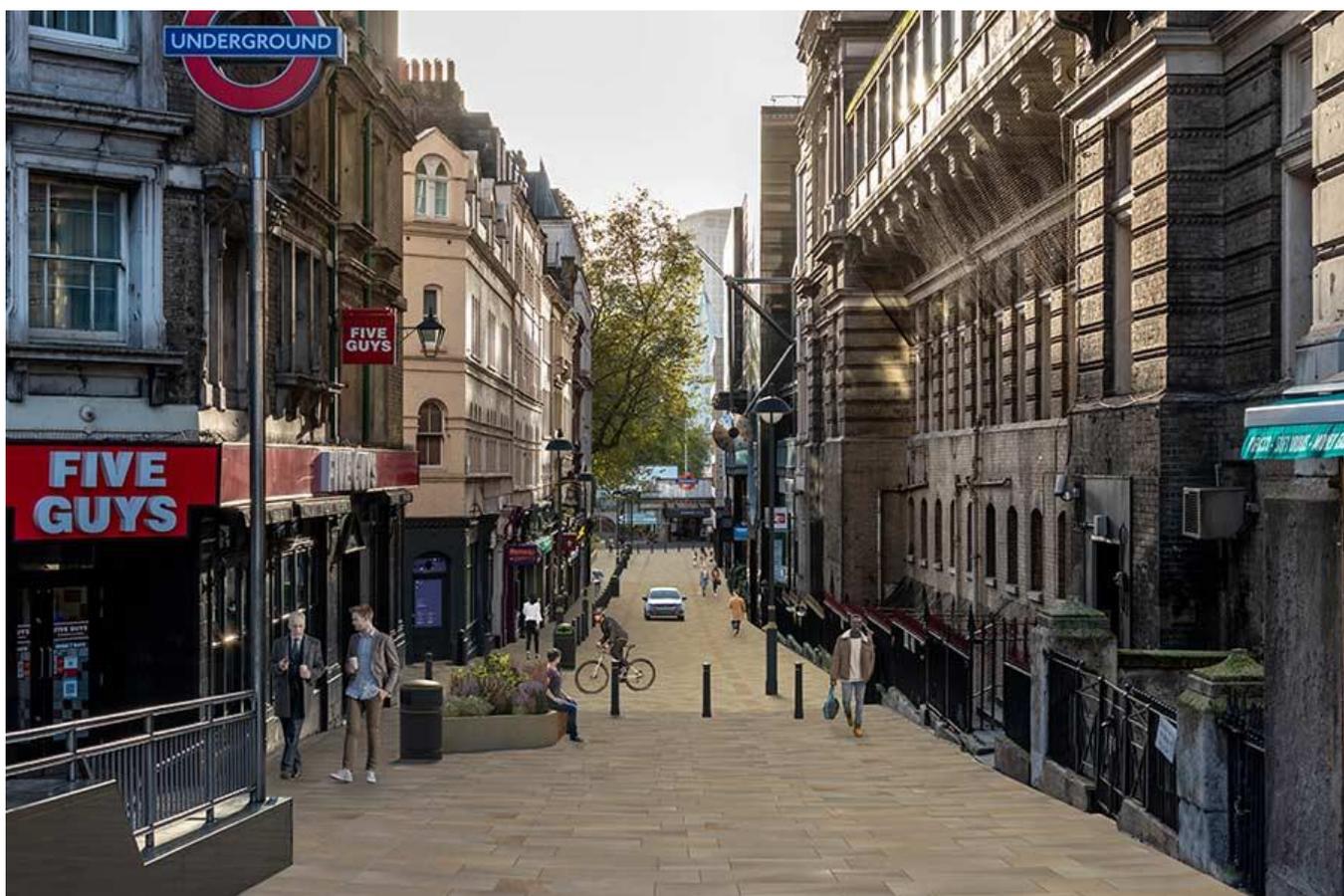


Equality Impact Assessment: Villiers Street



Report
April 2021

Equality Impact Assessment: Villiers Street

Prepared by:

Steer
28-32 Upper Ground
London SE1 9PD

+44 20 7910 5000
www.steergroup.com

Prepared for:

Westminster City Council
City Hall
64 Victoria Street
London, SW1E 6QP

Our ref: 24050301

Steer has prepared this material for Westminster City Council. This material may only be used within the context and scope for which Steer has prepared it and may not be relied upon in part or whole by any third party or be used for any other purpose. Any person choosing to use any part of this material without the express and written permission of Steer shall be deemed to confirm their agreement to indemnify Steer for all loss or damage resulting therefrom. Steer has prepared this material using professional practices and procedures using information available to it at the time and as such any new information could alter the validity of the results and conclusions made.

steer

Contents

1	Introduction.....	1
	Scheme overview	1
2	Scoping.....	4
3	Baseline.....	1
	Introduction.....	1
	Census (2011)	1
	LTDS data	4
	STATS19 Data.....	5
4	Age.....	8
	Baseline equalities data.....	8
	Impact on equalities	11
	Recommended actions	12
5	Disability	13
	Impact on equalities	15
	Recommended actions	15
6	Pregnancy / maternity	16
	Impact on equalities	16
	Recommended actions	17
7	Race	18
	Impact on equalities	19
	Recommended actions	19
8	Conclusions.....	20

Figures

Figure 1.1: An Overview of the proposed changes to the Villiers Street	2
Figure 3.1: Mode of transport to work in Westminster	2
Figure 3.2: Mode of transport to work in the Villiers Street area	3
Figure 3.3: Mode of transport to Westminster (all modes)	4
Figure 3.4: Trip purposes for travel to the Westminster (top 5 purposes only)	5
Figure 3.5: Casualty Severity in Westminster	5
Figure 3.6: Casualty breakdown by Mode of Transport in Westminster	6
Figure 3.7: Killed or Seriously Injured and Slightly Injured by Mode of Transport in Westminster (proportional breakdown)	6
Figure 4.1: Villiers Street Mode of Transport to work by Age category	9
Figure 4.2: Mode split by Age for trips ending in Westminster.....	10
Figure 4.3: Killed or Seriously Injured and Slightly Injured by Age in Westminster (proportional breakdown).....	11
Figure 5.1: Mode split by people with a physical or mental disability	14
Figure 5.2: Disability types stated by those with a disability affecting travel	14
Figure 7.1: Mode split by Ethnicity	18

1 Introduction

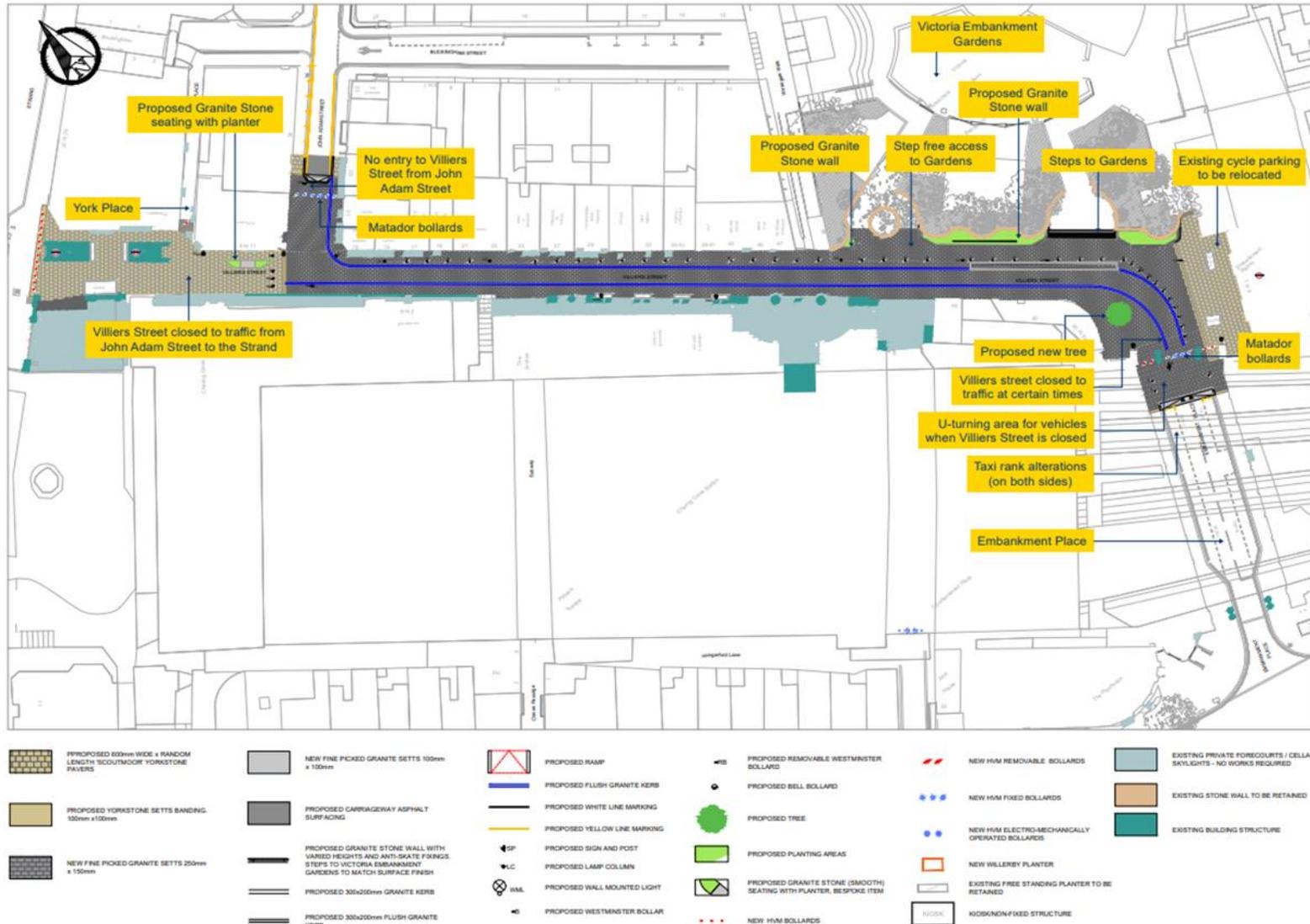
- 1.1 This Equality Impacts Assessment (EqIA) relates to Westminster City Council's Villiers Street security and public realm improvements project. The goals and vision of this project are to improve the route for pedestrians and increase the safety of the street from potentially hostile vehicles.
- 1.2 This EqIA has been completed on behalf of Westminster City Council to identify whether this project is likely to cause any disproportionate impacts for those in Protected Characteristic Groups.
- 1.3 Data sources examined to assess this include: Census Data (2011), London Travel Demand Survey Data and STATS19 collisions data. It is important to note that the data used to inform the quantitative analysis was collected prior to the COVID-19 pandemic.
- 1.4 These general data sources have been complemented by project specific information. This includes documents received from WSP on 25th March 2021 and on information relating to the scheme which can be found in the public realm.

Scheme overview

- 1.5 The main scheme objective is to ensure the security of Villiers Street, following its identification by the Metropolitan Police as a potential area for Hostile Vehicle attacks.
- 1.6 In addition to providing this security, the proposals also seek to implement public realm improvements on Villiers Street to make the area more visually inviting and pedestrian friendly. As part of these changes Villiers Street will be subject to temporary timed closures to motor traffic.
- 1.7 Overleaf, a figure from the Villiers Street Improvements website¹ has been presented to summarise the key elements of the proposal.

¹ Available at: <https://villiersstreetlondon.co.uk/index.html>

Figure 1.1: An Overview of the proposed changes to the Villiers Street



Traffic Flow Changes

- 1.8 The proposed changes would mean permanent alterations to access including changes to parking, deliveries, and road closures.
- 1.9 The Villiers Street carriageway between John Adam Street and the Strand is proposed to be pedestrianised with access only for emergency vehicles.
- 1.10 The remainder of Villiers Street will be subject to timed closures to motorised vehicles. While still awaiting a TMO, the proposed timings are for the street to be closed from 11am to 5am (+1 day), with access for vehicles between 5am and 11am.
- 1.11 Below Table 1.1 provides a broader outline of proposed changes.

Table 1.1: Permanent changes to the road network

Change Type	Locations Affected
Timed Closure	<ul style="list-style-type: none"> • Villiers Street (except between John Adam Street and the Strand).
Road Closure/Pedestrianisation	<ul style="list-style-type: none"> • Villiers Street between John Adam Street and the Strand.
Vehicle Movement Changes	<ul style="list-style-type: none"> • John Adam Street between Villiers Street and Buckingham Street will operate as a two-way to facilitate loading during hours of closure on Villiers Street. • Embankment Place at the junction with Villiers Street will be closed during specific periods each day.
Loading	<ul style="list-style-type: none"> • Villiers Street - no formal loading bays are proposed, instead drivers are expected to use the available kerbside following The Highway Code. • John Adam Street – the existing parking bays are proposed to be converted to a double yellow line restriction. • Embankment Place – proposed relocation of taxi bays and stands into loading bays. Existing taxi amenity on Embankment Place will be reduced by 6 total spaces to allow for turning movements. These spaces will be relocated to Whitehall Place.
Parking	<ul style="list-style-type: none"> • John Adam Street – parking proposed to be relocated east of Buckingham Street. Bays to be replaced with double yellow line markings to allow loading but restrict waiting at any time. • Craven Street – an existing section of single yellow line restriction is proposed to be changed to double yellow line to facilitate turning movements. • Cycle Stands – current cycle stands by the Embankment Station entrance are to be removed and relocated nearby to increase quality and security. There is expected to be a net increase in cycle parking.

2 Scoping

- 2.1 A scoping exercise has been undertaken to identify whether the Villiers Street project could disproportionately impact on people with a protected characteristic, in order to identify the scope of the assessment. This scoping exercise is shown in the table overleaf.

Table 2.1: Protected Characteristic Group Scoping

Protected Characteristic Groups	None	Unclear	Commentary
Men or women	✗		Men and women are unlikely to be affected in exactly the same manner by the scheme. However, characteristics such as Age, Disability, Pregnancy and Race are more appropriate to focus on for the assessment, as these characteristics will have much more of a direct influence on any disproportionate impacts that the scheme may have (relative to gender).
People of a particular race or ethnicity (including refugees, asylum seekers, migrants and gypsies and travellers)		✗	There is likely to be a disproportionate effect which this EqlA will investigate.
People with disabilities (consider different types of physical, learning or mental disabilities)		✗	There is likely to be a disproportionate effect which this EqlA will investigate.
People of particular sexual orientation/s	✗		People of particular sexual orientations are unlikely to be affected in exactly the same manner by the scheme. However, characteristics such as Age, Disability, Pregnancy and Race are more appropriate to focus on for the assessment, as these characteristics will have much more of a direct influence on any disproportionate impacts that the scheme may have (relative to sexual orientation).
People in particular age groups (consider in particular children, under 21s and over 65s)		✗	There is likely to be a disproportionate effect which this EqlA will investigate.
People who are intending to undergo, are undergoing, or have undergone a process or part of a process of gender reassignment	✗		People undergoing gender reassignments are unlikely to be affected in exactly the same manner by the scheme. However, characteristics such as Age, Disability, Pregnancy and Race are more appropriate to focus on for the assessment, as these characteristics will have much more of a direct influence on any disproportionate impacts that the scheme may have (relative to gender reassignment).
Impact due to pregnancy/maternity		✗	There is likely to be a disproportionate effect which this EqlA will investigate.
People of particular faiths and beliefs	✗		People of particular faiths and beliefs are unlikely to be disproportionately affected by scheme implementation.

3 Baseline

Introduction

- 3.1 This section focusses on analysing Census (2011) and the London Travel Demand Survey (LTDS) data to provide an insight into the demographic characteristics of individuals who may be affected by the implementation of the Villiers Street project. Census data has been collected and analysed at two levels:
- City of Westminster – considers data from across the whole of the borough.
 - Scheme LSOA level – considers data from the relevant Lower Layer Super Output Areas (LSOAs)² which correspond to the area immediately around the scheme
- 3.2 STATS 19 data has also been examined to gain an understanding of the number and type of traffic incidents occurring across the borough. In addition, a traffic study (provided by WSP) has been examined to provide an understanding of the breakdown of individuals using the street.
- 3.3 This section provides a baseline understanding of each dataset and some high-level observations surrounding their implications for the scheme.

Census (2011)

General Overview

- 3.4 Westminster has a very large workforce in comparison to its usual residential population. The 2011 Census recorded the residential population as 219,396 people and the workforce as 579,739 people – over two times the usual residential population which demonstrates significant movement in and out Westminster every day, many of whom will travel through major gateways such as Charring Cross and Embankment Stations. More recently, the Office for National Statistics (ONS) mid-2019 estimates show an increase in residential population to people while the workforce was estimated to be 737,000. Westminster has the largest workforce in all of Greater London, with a gender split of 53% males and 47% females in 2011. It is estimated that the residential population grows to over one million people every day due to the arrival of workers, visitors and tourists³.
- 3.5 When compared to Greater London, Census 2011 data for Westminster shows a higher proportion of professional occupations, associated professional and technical occupations, accommodation and food services, and arts and entertainment occupations. Additionally,

² Lower Layer Super Output Areas (LSOA) are a geographic hierarchy designed to improve the reporting of small area statistics in England and Wales. In this case the following LSOAs have been considered: LSOAs E01004734, E01004736, E01004733

³ Westminster City Plan, Westminster City Council, November 2016

professional and associate professional/technical occupations represent over half of occupations within Westminster.

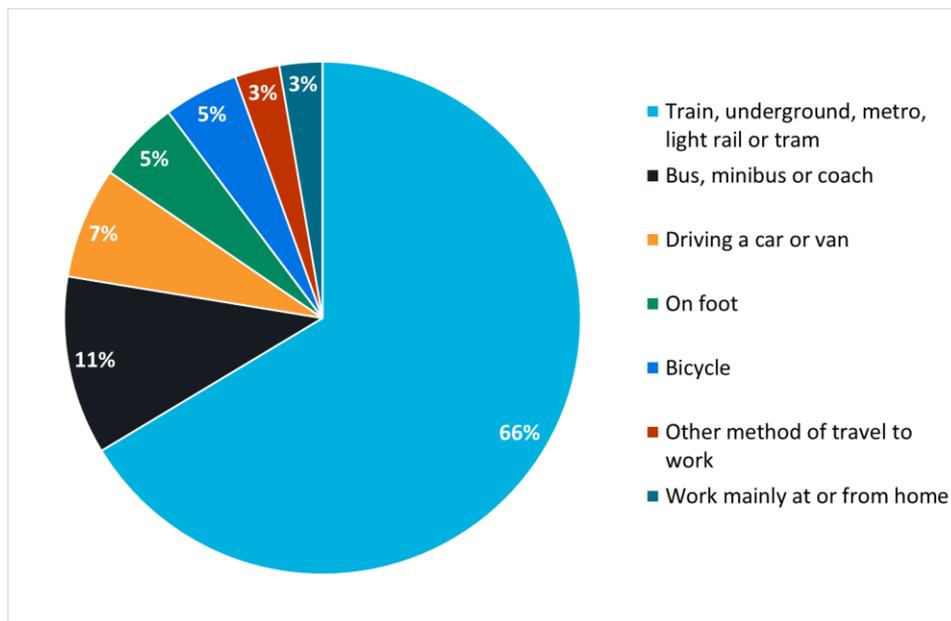
3.6 Census data at the Scheme LSOA level showed that the area had a population of 5,762 and a working population of 109,085. This conforms with the broader pattern seen in Westminster and indicates that the working population represents the majority of the demographic affected by the scheme. This reflects the schemes central location, which is emphasised by the scheme’s proximity to Charing Cross station. The workforce gender split in the vicinity of Villiers Street in 2011 was 57% males and 43% females, a demographic with a higher proportion of males than borough-wide figures.

Travel patterns

3.7 Census data shows that of those travelling to Westminster for work, 69% have trips of 10km or less. 7% of trips are between 10km and 30 km, while 3% are over 30 km. 14% work mainly at or from home. The high proportion of trips below 10km potentially represents a high potential for active travel instead of using motorised transport.

3.8 Figure 3.1 shows that 66% of the workforce across Westminster take the train, underground, metro, light rail or tram to Westminster for work. 11% of trips are on bus, minibus or coach and 7% drive a car or van. This is followed by workers travelling via active modes such as on foot or by bicycle, each comprising 5% of the total share of trips. Bicycle trip proportions to Westminster far exceed the Census 2011 average for England and Wales, which was recorded at 2%. As such, the data illustrates that there is a dependence on using public transport to arrive at work in Westminster, as well as a relatively significant proportion workers who cycle and walk to work.

Figure 3.1: Mode of transport to work in Westminster

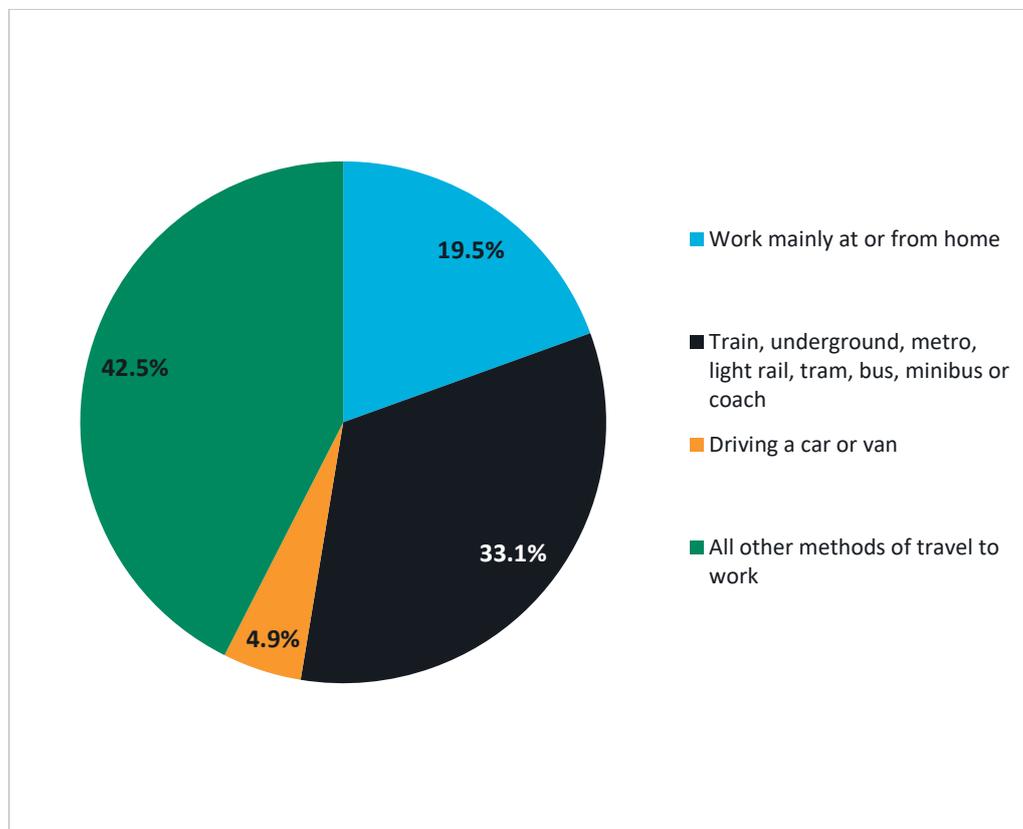


Source: 2011 Census

3.9 Figure 3.2 displays 2011 Census data at the LSOA Level and shows that, for people who work in the Villiers Street area, trips on train, underground, metro, light rail or tram comprise 33% of trips to work. ‘All other methods of travel to work makes up the largest proportion at 43%,

and 5% drive a car or van. 20% of trips to the Villiers Street area for work involve working mainly at or from home, which is much higher than the proportion for the whole of Westminster (although these figures are likely to have changed significantly owing to the COVID-19 pandemic).

Figure 3.2: Mode of transport to work in the Villiers Street area⁴



Source: 2011 Census

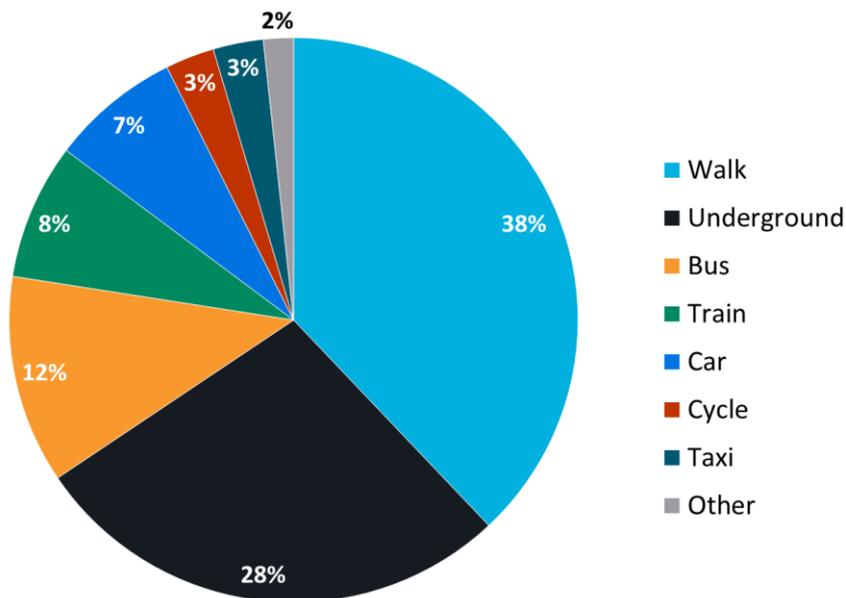
3.10 Although there are data constraints that group a variety of modes into one single category, such as ‘All other methods of travel to work’ and ‘Train, underground, metro, light rail, tram, bus, minibus or coach’, the high level differences between the Villiers Street area and Westminster can be inferred. For example, in Westminster, the sum of ‘train, underground, metro, light rail or tram’ and ‘bus, minibus or coach’ is 77%, which illustrates the proportion of public transport trips. In contrast, the total for the Villiers Street area is 33% (see Figure 3.2) - approximately 44% less than the value for Westminster. This represents a far lower dependence on public transport and motorised vehicles to travel to work in the Villiers Street area, and potentially a proportionally much greater weight on other modes, such as active transport. The proportion of those who drive a car or van to work is lower in the Villiers Street area than in the whole of Westminster, recorded at 5% and 7%, respectively.

⁴ Based on usual resident population in employment

LTDS data

- 3.11 Three years of data (2016/17, 2017/18 and 2018/19) from Transport for London’s (TfL) London Travel Demand Survey (LTDS) have also been analysed to inform this EqIA, and is especially useful in demonstrating how travel patterns exhibited by members of different protected characteristic groups (PCGs) differ from the average. LTDS is a continuous household survey of the London area, covering all London boroughs including Westminster. The survey records detailed information about the household, the people that live there, and the trips they make. Every year, approximately 8,000 households take part in the survey which is then weighted using an interim expansion factor to approximate the data for the entire population of London, thus providing an insight into how Londoners travel on a weekly basis. For the purposes of this EqIA, trips that ended in Westminster have been analysed. LTDS is a useful source of information as it covers all trip types, rather than just journeys to work. Owing to its small sample size, LTDS data is generally considered as an average of 3 years and should not be considered reliable at a granularity below borough level. As such, trips to the Villiers Street area have not been considered separately.
- 3.12 When analysing LTDS for all trip purposes (as opposed to just work purposes in the Census data), the mode split for travel into Westminster shown in Figure 3.3 was obtained. Of all trips ending in Westminster, 48% are made using public transport (Underground, Bus and Train). It can also be seen that walking has a much higher proportion for all trips (38%) when compared to the Census 2011 Travel to Work data (5%).

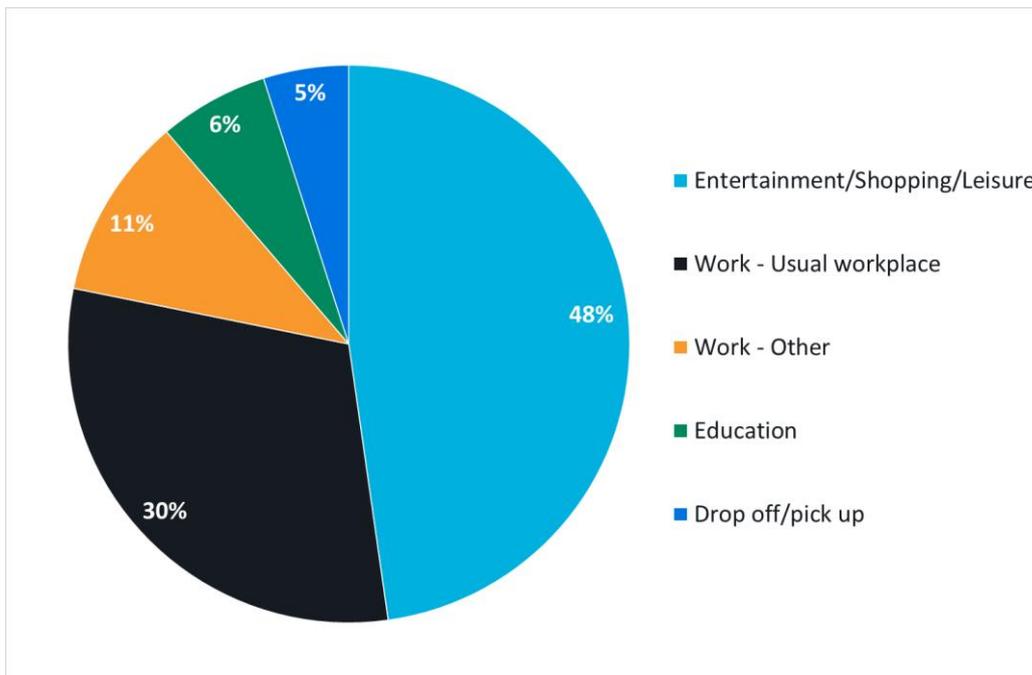
Figure 3.3: Mode of transport to Westminster (all modes)



Source: LTDS (2016/17, 2017/18 and 2018/19)

- 3.13 The top five journey purposes are displayed overleaf in Figure 3.4. Based on trip analysis using LTDS data, 48% of trips made were for the purposes of travelling for Entertainment /Shopping /Leisure, followed by 30% of trips made to an individual’s usual place of work.

Figure 3.4: Trip purposes for travel to the Westminster (top 5 purposes only)



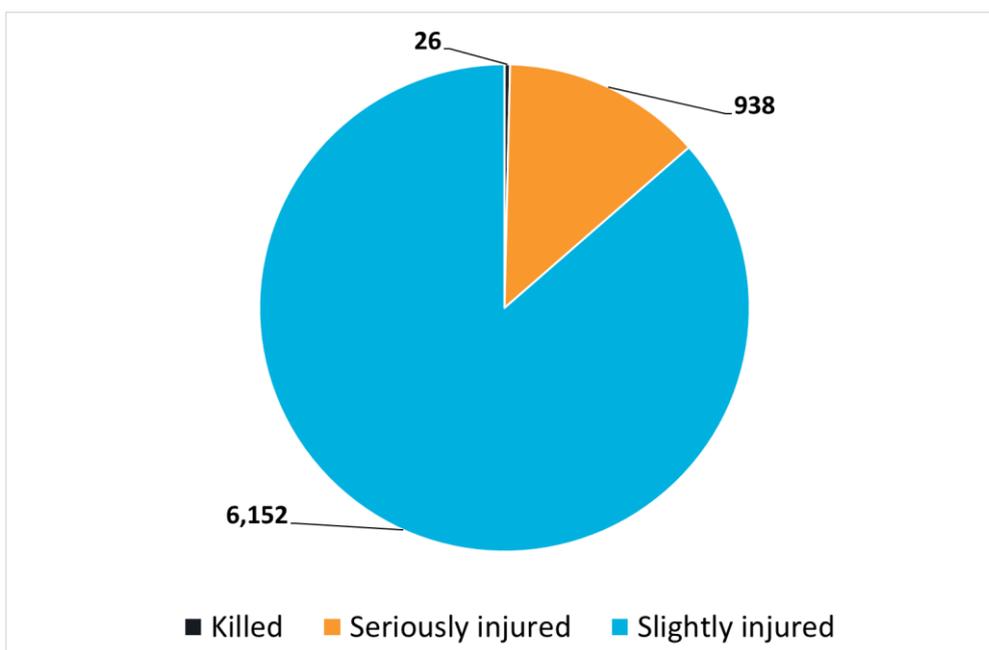
3.14

Source: LTDS (2016/17, 2017/18 and 2018/19)

STATS19 Data

3.15 Based on 2016-2019 STATS19 data (the United Kingdom’s database containing a record of reported road traffic accidents), across Westminster there were collisions involving 7,116 casualties, 26 of which resulted in a fatality and 938 of which resulted in a serious injury, this is shown in Figure 3.5.

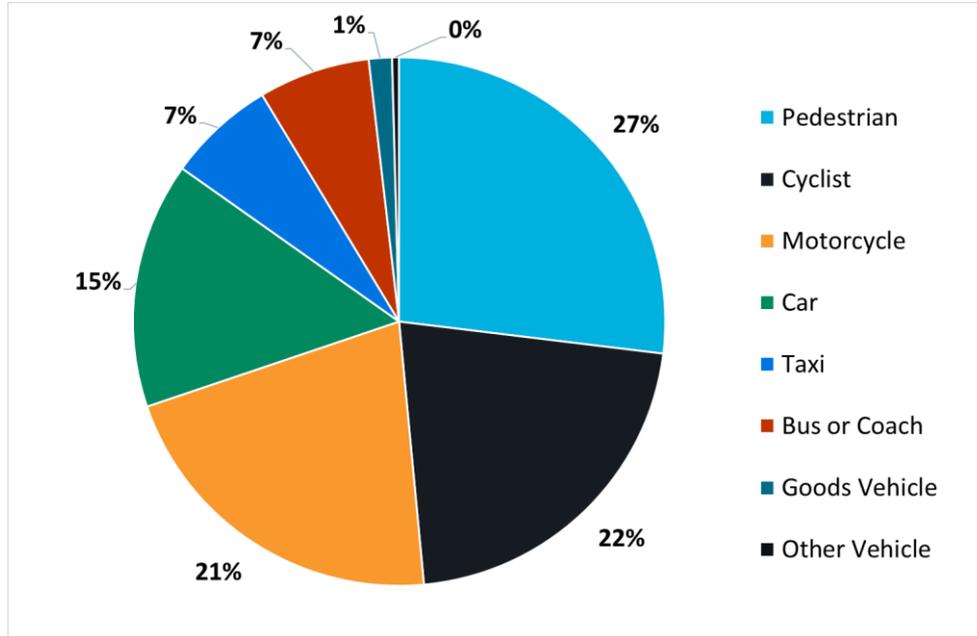
Figure 3.5: Casualty Severity in Westminster



Source: STATS19 2016-2019

3.16 Figure 3.6 below shows the casualty split by mode of transport. It can be seen that casualties using active modes (Pedestrians and Cyclists) accounted for 49% of all casualties involved in collisions, followed by motorcycle casualties. Car occupant casualties accounted for 15% of total casualties.

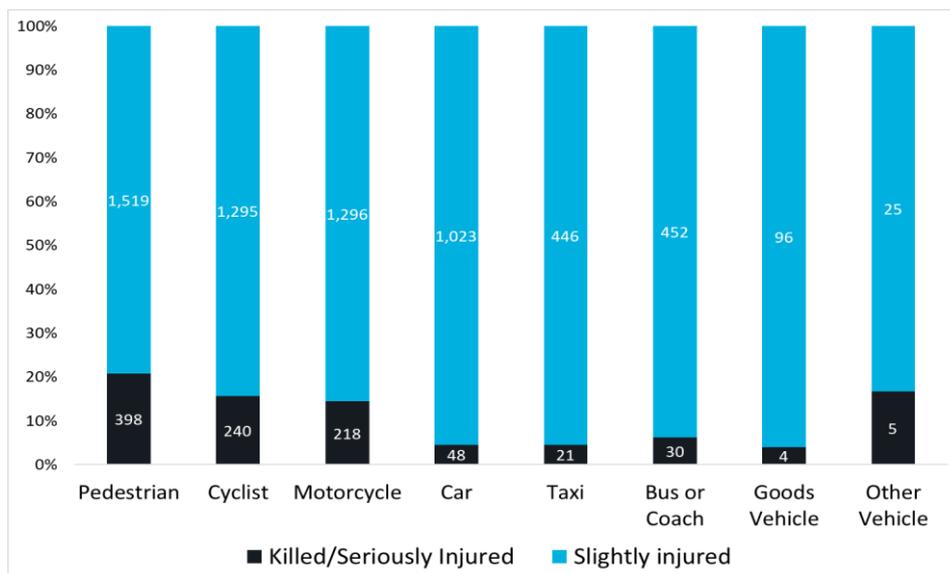
Figure 3.6: Casualty breakdown by Mode of Transport in Westminster



Source: STATS19 2016-2019

3.17 Figure 3.7 shows the proportion of Killed or Seriously Injured (KSI) and Slightly Injured casualties, split by the mode of transport. KSIs account for 14% of all casualties involved in collisions from 2016-2019 in Westminster. Based on this, KSIs for pedestrians are much higher than the average at 21%.

Figure 3.7: Killed or Seriously Injured and Slightly Injured by Mode of Transport in Westminster (proportional breakdown)

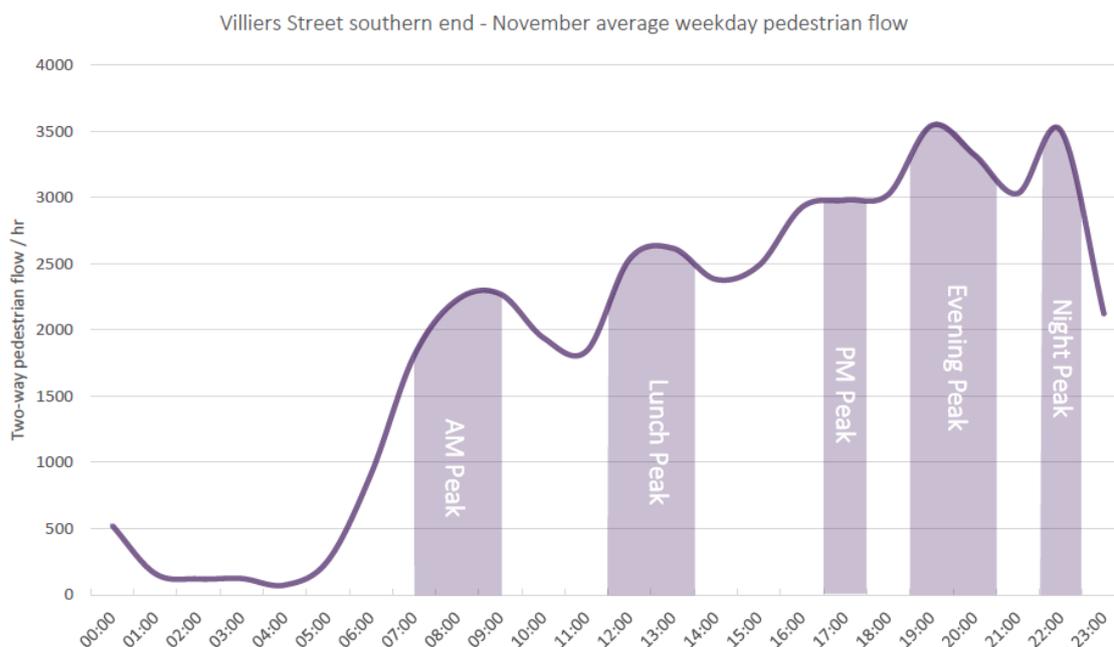


Source: STATS19 2016-2019

Traffic and Pedestrian Counts

- 3.18 Analysis has been undertaken on behalf of Westminster City Council by NRP⁵ to understand the impact of the scheme on traffic (including pedestrian movement) and transport as a result of the schemes implementation. This analysis, has revealed that large numbers of pedestrians move through the Street between 5am and 11pm, as shown in Figure 3.8, which shows data from a typical daily flow in November 2019. The figure shows that in any given hour up to approximately 3500 pedestrian users will pass through Villiers street.

Figure 3.8: Pedestrian Flow Daily Profile (weekday)



Source: Villiers Street Traffic Study: Figure 2 Pedestrian flow daily profile – weekday

- 3.19 By contrast, in a given weekday (based on data from 2015⁶) only 468 vehicles use Villiers Street, assuming these vehicles are inactive between 11pm and 6am this is the equivalent of just under 30 vehicles an hour. In the context of the timed closures, it is expected that those vehicles which require access for the delivery of goods and services (162 of 468 vehicles – just over one third) will adapt their delivery pattern to the accessible periods. The remaining 306 vehicles would either have to adhere to the same window or re-route their journey accordingly.
- 3.20 On balance, while closures will result in limited access for some individuals, this disadvantage does not outweigh the need for security and the potential advantages that pedestrians, who by far represent the main user type, stand to gain from public realm improvements and pedestrianisation.

⁵ Villiers Street Traffic Study, Westminster City Council (April 2020)

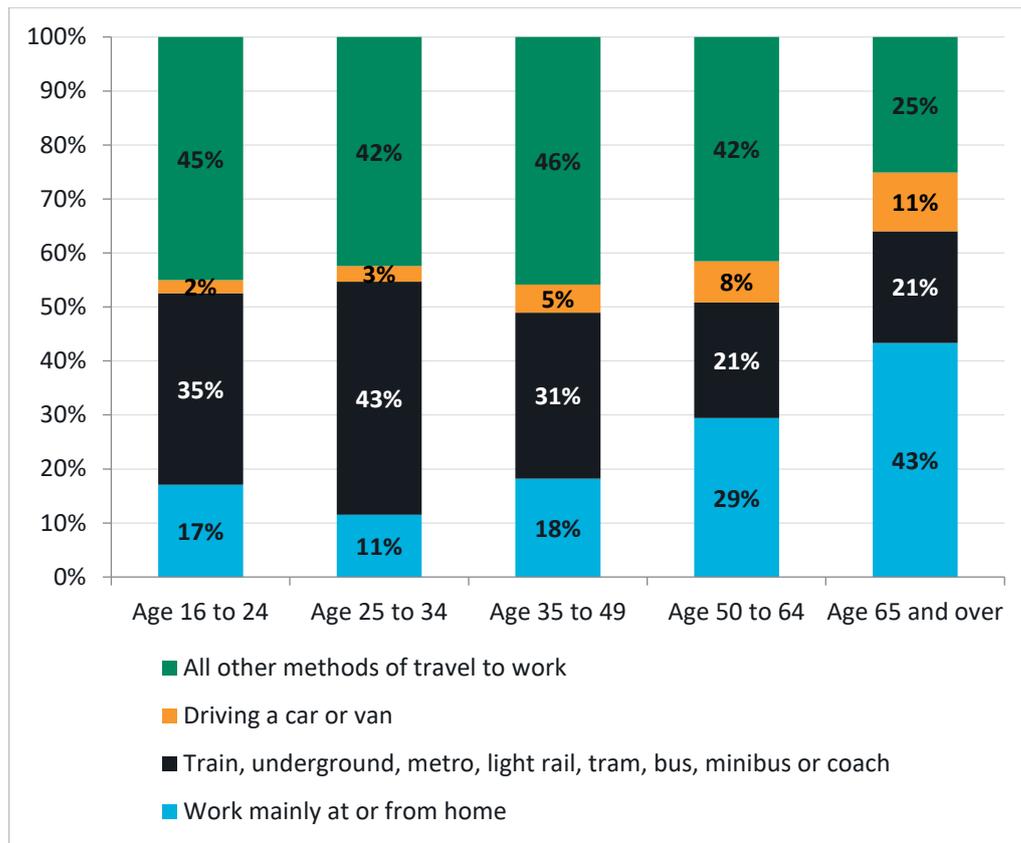
⁶ Provided via Email by WSP based on analysis conducted by NRP.

4 Age

Baseline equalities data

- 4.1 Based on 2011 Census data, the Villiers Street area has approximately 5,762 residents, 57% of these being male and 43% of these being female. 57% of residents are between 25 and 59 years of age. Those aged over 60 represent 15% of the residential population.
- 4.2 When looking at Census data focused on the workday population in the Villiers Street area, 84% fall between the ages of 25 and 59. Those aged between 16 and 24 only make up 9% of the workday population. It can also be noted that as age increases past 25-29, there is a steady decline in the proportion of the workday population within each 4-year age category. For example, the age categories of 60-64 and 65-69 represent 3.6% and 1.3% of the workday population respectively, while those aged between 25-29 and 35-39 represent 17% and 13% of the population respectively.
- 4.3 Figure 4.1 shows Census data for each age category in the Villiers Street area, illustrating that for each category between 21%-43% of the resident population relies on public transport to travel to work. The lowest percentage of people driving a car or van falls within the 16-24 age category (2%) and steadily increases as age increases. A disproportionately high percentage of those aged 65 and over rely on driving a car or van (11%) to travel to work. Generally, as age increases, reliance on driving a car or van to travel to work increases.

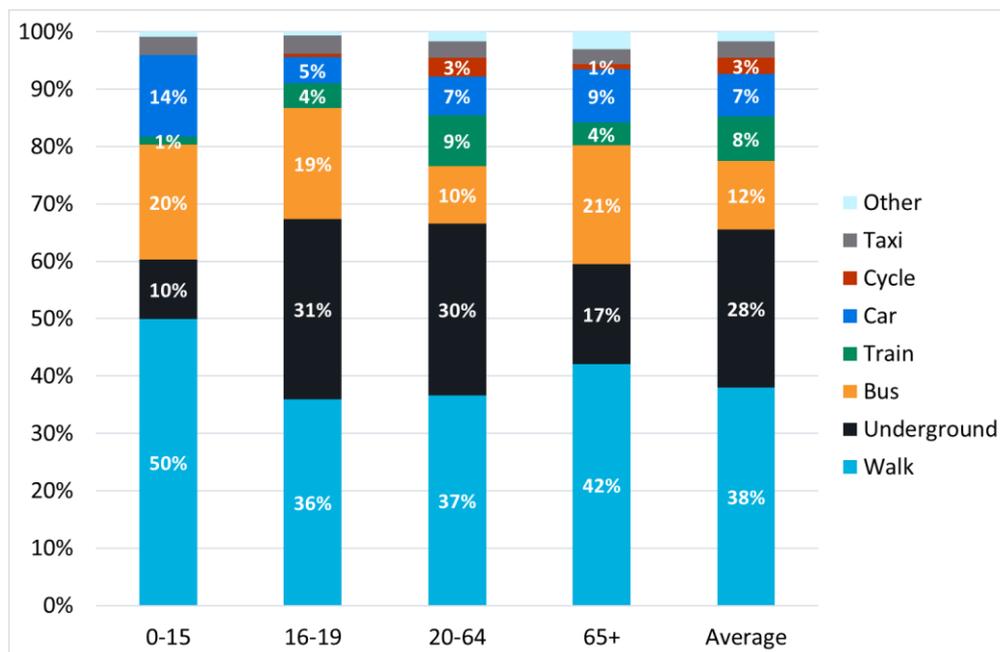
Figure 4.1: Villiers Street Mode of Transport to work by Age category



Source: Census 2011

- 4.4 Across all of Westminster, the highest proportion of cyclists (6%) are within the 25-29, 30-34 and 35-39 age categories. Cycling as a mode share decreases with age, falling to 2% by the age of 60 onwards. On the other hand, the proportion of people who walk to work is the lowest in younger age categories, such as 16-19 (2%) and 20-24 (1%) and increases with age, reaching 7% for the 60-64 age group.
- 4.5 LTDS (2016/17, 2017/18 and 2018/19) analysis for trips made for all purposes ending in Westminster is shown by mode share in Figure 4.2.

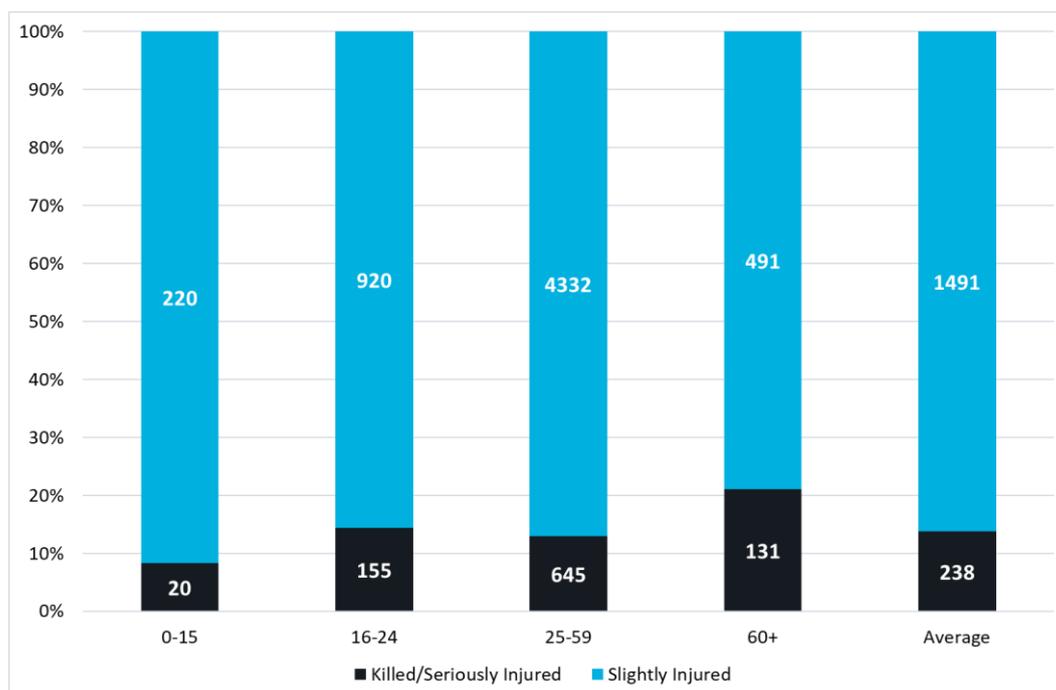
Figure 4.2: Mode split by Age for trips ending in Westminster



Source: LTDS (2016/17, 2017/18 and 2018/19)

- 4.6 Those aged 65+ have a high mode split of walking and bus compared to the baseline, with little cycling and slightly higher car use. Similarly, those aged 0 to 15 have a higher mode split of walking and bus compared to the average, with a greater use of cars for trips that end in Westminster (noting that this category contains car passengers as well as drivers). Those aged 16 to 19 show a lower proportion of car use, and a slightly higher proportion of Underground and bus use.
- 4.7 The proportion of KSI and Slightly Injured casualties per age category is shown in Figure 4.3 below. On average across all age groups, KSIs account for 16% of all casualties involved in collisions from 2016-2019 in Westminster. Based on this, KSIs are higher than average for those age 60+ (27%) and those aged 16-24 (17%). As such, this indicates that these age groups are disproportionately more likely to suffer more severe consequences if they are a casualty in a collision.

Figure 4.3: Killed or Seriously Injured and Slightly Injured by Age in Westminster (proportional breakdown)



Source: STATS19 2016-2019

Impact on equalities

- Improvements for pedestrians will benefit both older and younger people who use public transport, as they are likely to walk to/from the nearest public transport stop, this scheme will specifically improve pedestrian access to Charing Cross Station and Embankment Underground Station.
- The proposed measures are likely to improve conditions for pedestrians, by reducing conflicts with motorised vehicles and allocating more space to pedestrians. This will disproportionately benefit those aged 65+, as 42% of trips made by this age group are on foot. Older people are more likely to suffer from slight mobility impairments due to aging, which do not fall under the disability PCG. This can include slower movement and reaction time, and some may use mobility aids for walking. Additional space for walking is likely to be particularly beneficial for those who find it difficult to negotiate narrow and crowded footways. As such, improvements for pedestrians will disproportionately benefit this age group.
- The scheme will improve walking and cycling infrastructure and is likely to improve conflict between different road users on the whole. This will create a safer environment, particularly for older people who are more likely to be pedestrians.
- However, 'shared' spaces between cyclists and pedestrians may result in collisions and conflict. This will be particularly relevant along the timed pedestrian zone along Villiers Street where pedestrians and cyclists will use the same thoroughfare. This will disproportionately impact those aged 65+, who are more likely to have slower movement and reaction time, particularly as members in this age group are disproportionately more likely to be seriously injured if involved in a collision in Westminster.
- Plans to include an additional seating area will provide rest points for individuals as they carry out their journeys.

- The timed closure of Villiers Street may cause issues with access to services and housing within the scheme area, this was also noted in several comments in the consultation report⁷. However, the scheme area is relatively small and access will still be available between 5am and 11am each day, on balance the security implications and public realm enhancements outweigh the limited property access impacts.

Recommended actions

- Ensure that cyclists adopt 'polite' behaviour through any 'shared' space between cyclists and pedestrians to minimise conflict. This may require ongoing monitoring and refinement of the scheme if necessary.
- Ensure clear communication of planned closure time and available alternatives, to those who may currently access their services and housing in the area by motorised vehicle.

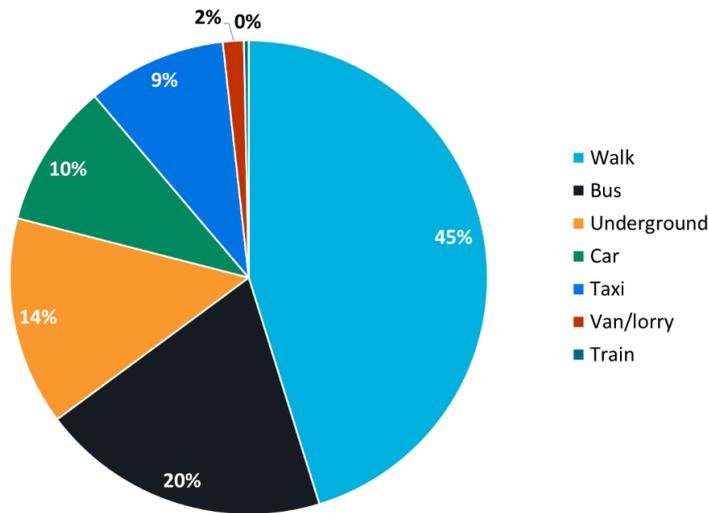
⁷ Villiers Street Engagement Report, Westminster City Council (December 2020)

5 Disability

- 5.1 In the Villiers Street area, Census 2011 data shows that 89% of residents feel they have no limitations to their activities – this is higher than both in England and Wales (82%), and lower than in Greater London (86%). 11% of the residential population stated that they were limited by a long-term health problem or disability.
- 5.2 Focusing solely on cyclists who have a disability, the Wheels for Wellbeing annual survey⁸ shows that 72% of disabled cyclists use their bike as a mobility aid, and 75% found cycling easier than walking. Survey results also show that 24% of disabled cyclists bike for work or to commute to work and many found that cycling improves their mental and physical health. Inaccessible cycle infrastructure was found to be the biggest barrier to cycling.
- 5.3 LTDS (2016/17, 2017/18 and 2018/19) analysis shows that 3.1% of trips made into Westminster are made by someone who has a mental or physical disability affecting travel (including old age). The mode split for trips made by people with a physical or mental disability is shown in Figure 5.1. When comparing to the LTDS mode split of trips made by all people, car use for those with disabilities is greater (10% compared to 7%), bus use is greater (20% compared to 12%) and walking is significantly higher (45% compared to 38%). It should be noted that this data is based on a small sample (3.1% of sample size for trips ending in the Westminster), therefore results should be taken as indicative only. It is important to note that various physical and mental disabilities can lead to travel limitations.

⁸ Wheels for Wellbeing Annual Survey 2018: <https://wheelsforwellbeing.org.uk/wp-content/uploads/2019/04/Survey-report-final.pdf>

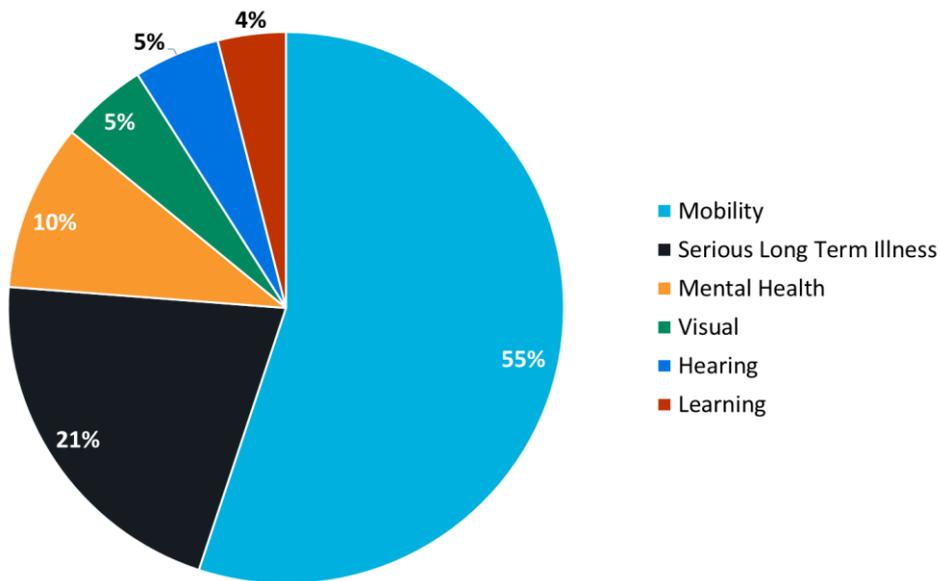
Figure 5.1: Mode split by people with a physical or mental disability



Source: LTDS (2016/17, 2017/18 and 2018/19)

5.4 Disability types stated by those who have a disability affecting daily travel (including old age) is shown in Figure 5.2 below. Mobility impairment represents the highest proportion (55%) followed by impairment due to serious long-term illness (21%). Again, it should be noted that this data is based on a small sample (only 3.1% of sample size for trips ending in the Westminster), therefore results should be taken as general.

Figure 5.2: Disability types stated by those with a disability affecting travel



Source: LTDS (2016/17, 2017/18 and 2018/19)

Impact on equalities

- This scheme is likely to negatively affect a portion of those with mobility impairments who may find it more difficult to walk and may therefore prefer the use of door-to-door transport services, this was noted in several comments in the consultation report. However, the scheme area is relatively small and access will still be available between 5am and 11am each day, on balance the security implications and public realm enhancements outweigh the limited property access impacts.
- People with learning disabilities are likely to be disproportionately negatively affected by the implementation of the new road system and planned closures as they are more likely to rely on learnt routines for travel or travel time. This can be mitigated by clearly highlighting changes to the road network far in advance of implementation.
- The scheme will improve and add walking and cycling infrastructure, resulting in more space for pedestrians and less conflict with motorised vehicles. This will create a safer environment to navigate for those with disabilities.
- This scheme is aimed at improving conditions for all pedestrians and cyclists, therefore this will benefit those with disabilities who use the street, particularly those with mobility impairments that require mobility aids as more space will be created.
- Cycle infrastructure will benefit disabled cyclists and could potentially encourage people with disabilities to try cycling if their disability allows.
- It has been noted that on Villiers Street east side the design drawings indicate bollards and a tonal contrast in paving between 'footway' and 'carriageway' with no level difference across surfaces. This demarcation of space may be confusing for those who are visually impaired.
- There are several instances where tactile warning paving is not present, this may cause issues for those with visual impairments:
 - missing from the steps up to Charing Cross Station (opposite L'Ulvio)
 - missing from the steps down to Underground station
 - missing from the steps down to Watergate Walk (assuming this is a public right of way)

Recommended actions

-
- Ensure that cyclists adopt 'polite' behaviour through any 'shared' space between cyclists and pedestrians to minimise conflict. This may require ongoing monitoring and refinement of the scheme if necessary.
- Ensure that facilities for cyclists are designed to accommodate adapted cycles.
- Ensure that the design of measures is legible and navigable for those with sensory impairments, for example through the use of appropriate visual and tactile cues. This includes re-assessing the WCC tactile paving policy to bring this in-line with DfT National Standards.
- Consider ensuring that tonal contrasts between types of surface (including bollards) are maximised to assist those with visual impairments.

The bollard colour would ideally have more of a tonal contrast to the paving, similar colours may be difficult to differentiate for those with visual impairments.

- Ensure closure timings and changes to the road network, along with alternative access locations for motorised vehicles are clearly communicated far in advance of implementation.

6 Pregnancy / maternity

- 6.1 The birth rate in Westminster was 8.9 births per 1000 people in 2016, approximately 22% below the national average that year of 10.8. Therefore, there are statistically less likely to be pregnant and maternal people who reside in Westminster. However, this represents only the residents of Westminster, and not the 737,000 people who commute to work in Westminster, principally a working population. A proportion of this workforce will be pregnant and/or have infants or small children at any point in time.
- 6.2 Considering that the residential population of the Villiers Street area is relatively small, it is unlikely that there will be a significant number of pregnant women and parents with infants and/or small children residing in the area at any given time. Though pregnant women or parents with infants and/or young children that travel in and out of the Villiers Street area for work or leisure purposes may be higher.

Impact on equalities

- The majority of journeys in the Westminster involve walking, either because they are completely walked or through a walking leg to access a public transport stop. The scheme will improve walking for pedestrians, by creating more pedestrianised space throughout the scheme area. This will reduce the potential for conflict with motorised vehicles and is likely to disproportionately benefit those travelling with prams, who may find it difficult to negotiate crowded and narrow footways. It will also benefit those walking with small children, enabling them to walk side-by-side more easily.
- This scheme is likely to negatively affect a small portion of those who are pregnant and parents with infants and/or young children who may find it more difficult to walk and may therefore prefer the use of door-to-door transport services. However, the scheme area is relatively small and access will still be available between 5am and 11am each day, on balance the security implications and public realm enhancements outweigh the limited property access impacts. In addition, the scheme design will improve the quality of walking routes along Villiers street and into the surrounding areas.
- The scheme will improve walking and cycling infrastructure and is likely to reduce conflict between different road users on the whole. This will create a safer environment, particularly for pregnant and parents with infants and/or young children.
- However, 'shared' spaces between cyclists and pedestrians may result in collisions and conflict. This will be particularly relevant along Villiers Street where it appears pedestrians and cyclists will use the same thoroughfare. This will disproportionately affect pregnant women and small children who may be less able to quickly react to incoming cyclists.
- Significant public realm improvements, such as seating areas, will help users by providing well-located places to take a break on their journeys.

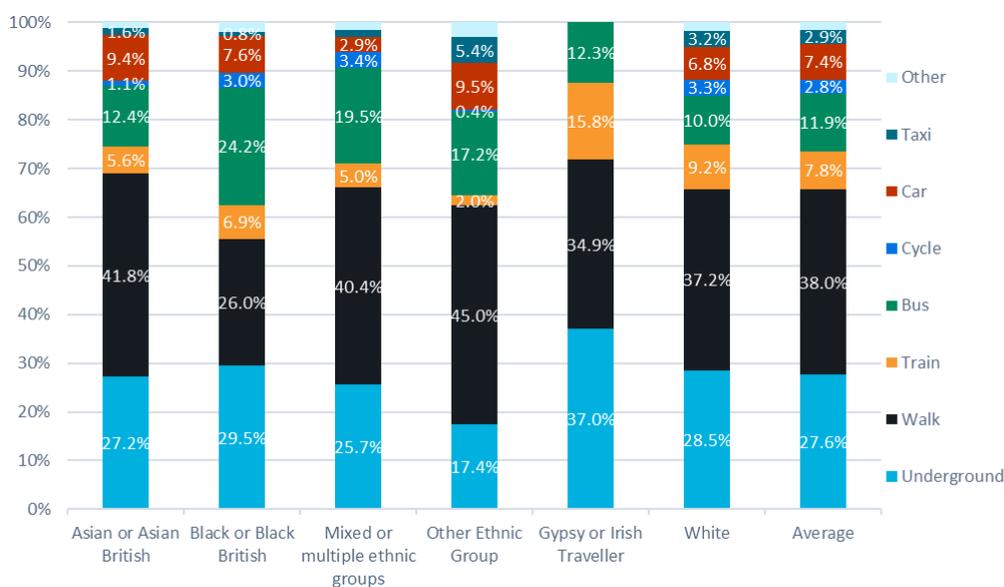
Recommended actions

- Ensure that cyclists adopt 'polite' behaviour through any 'shared' space between cyclists and pedestrians to minimise conflict.
- Ensure closure timings and changes to the road network, along with alternative access locations for motorised vehicles are clearly communicated far in advance of implementation.

7 Race

- 7.1 Based on Census 2011 data, 71% of the Villiers Street residential population is 'White', which is higher than the proportion for the whole of Westminster, recorded at 62%, but less than the figure for England and Wales which is 86%. There is a higher 'Chinese' population proportion (8%) in the Villiers Street area when compared to Westminster where the respective proportion is 3%. The 'Black' population is 3%, which is lower than both Westminster at 8%, and England/Wales at 4%. Additionally, there is a greater Villiers Street area 'Mixed' population (4%) compared to England/Wales (2%).
- 7.2 TfL data, for Greater London, shows that bus use among Black, Asian or Ethnic Minorities (BAME) Londoners is higher at 65% compared with 56% of white Londoners who use the bus at least once per week. Black Londoners using the bus at least once per week is significantly higher at 73%⁹.
- 7.3 Mode split by ethnicity¹⁰, based on LTDS (2016/17, 2017/18 and 2018/19) analysis is shown in Figure 7.1 for trips ending in Westminster.

Figure 7.1: Mode split by Ethnicity



Source: LTDS (2016/17, 2017/18 and 2018/19)

- 7.4 Based on average travel modes to Westminster from the LTDS data, Asian or Asian British individuals are more likely to drive (11%) than other ethnicities. Mixed or Multiple Ethnic

⁹ <http://content.tfl.gov.uk/travel-in-london-understanding-our-diverse-communities-2019.pdf>

¹⁰ Note Gypsy and Irish traveller data is only an average of 2018/19.

Groups and Black or Black British individuals are more likely to cycle than other groups (3%), although the low percentages mean that this figure may not be reliable. Asian or Asian British groups, Mixed or multiple ethnic groups and Other Ethnic Groups are more likely to walk (43%) than average. Additionally, Other Ethnic groups are disproportionately more likely than the average to take taxis to Westminster. However, it is important to note that the sample size of LTDS data is small and that, even though the data has been averaged over 3 years, the results should be used cautiously.

Impact on equalities

- The proposed measures are likely to improve conditions for pedestrians, by reducing conflicts with motorised vehicles and, during large parts of the day, allocate more space to pedestrians. This will disproportionately benefit ethnic groups who are more likely to walk (Asian or Asian British groups, Mixed or multiple ethnic groups and Other Ethnic Groups), as well as Black and Black British and Gypsy or Irish Traveller individuals, who are more likely to use public transport (as every public transport journey starts or ends on foot).
- Improved cycle infrastructure is likely to disproportionately benefit Mixed or Multiple Ethnic Groups and Black or Black British individuals. It will also encourage more cycling by ethnic groups that are currently less likely to cycle.
- Significant public realm improvements, such as additional seating areas will help users by providing well-located places to take a break on their journeys. This will disproportionately benefit ethnic groups who are more likely to walk (Asian or Asian British groups, Mixed or multiple ethnic groups and Other Ethnic Groups).
- On balance, the scheme does not appear to present any negative inequalities on the basis of race.

Recommended actions

- Nil.

8 Conclusions

- 8.1 On balance, the scheme is likely to have a positive impact on reducing inequalities. This is especially the case given travel patterns to Westminster and the Villiers Street area (with the largest proportion of trips made by walking and public transport), and is supported by the fact that the vast majority of the 'traffic' using the street is made up of pedestrians (who outnumber motorised vehicles by around two orders of magnitude).
- 8.2 The measures contained in the scheme, which is focussed around providing security and pedestrian improvements and enhancing the public realm, will primarily increase space for pedestrians. This will not only benefit those making trips entirely on foot but will also benefit the large share of trips made by public transport, given the likely need to access public transport stops by walking. This will disproportionately benefit those groups who are more reliant on walking (such as the 65+ age group), as well as those who may find narrow and cluttered footways particularly difficult to negotiate (such as disabled people or people walking with prams). There will also be improvements for cycling with the removal of vehicular traffic from Villiers Street during closure times, which reduces the likelihood of conflict between road users. This will create a safer and more accessible environment for cyclists and pedestrians. In light of this, the scheme has the potential to encourage more people to walk and cycle, particularly if any infrastructure is designed to cater for all types of cycles (such as adapted cycles).
- 8.3 However, concerns have been raised over a potential conflict area between cyclists and pedestrians along Villiers Street. Mitigating the conflict throughout the area is critical for not only for those that may find it disproportionately difficult to negotiate such conflicts, but for all users.
- 8.4 Similar to the above, there will be some negative impacts for users who are reliant on door-to-door transport due to the closure of Villiers Street which may increase journey times or make journeys infeasible during closure periods. However, the street will remain accessible from John Adam Street and Embankment Place, which mean the maximum increase of walking distance is likely to be no more than 85m. On balance this potentially negative impact on equalities is likely to be outweighed by the positive impacts on equalities noted above. We have also been advised that achieving the security objectives of the scheme requires the implementation of a timed closure to motorised vehicles, and that the hours of operation of this closure have been considered in light of data on the usage of the street and consultation feedback.
- 8.5 A number of potential design issues have been raised through this report, where possible the recommendations noted throughout this report should be applied to the ongoing design process to minimise any potential impacts of the scheme.

Control Information

Prepared by

Steer
28-32 Upper Ground
London SE1 9PD
+44 20 7910 5000
www.steergroup.com

Prepared for

Westminster City Council
City Hall
64 Victoria Street
London, SW1E 6QP

Steer project/proposal number

24050301

Client contract/project number

Author/originator

Jonny Mells

Reviewer/approver

David Sutanto

Other contributors

Adam Scanlon, Stewart Kelly

Distribution

Client:
WCC

Steer: Project team

Version control/issue number: Final Version

Date 13/04/2021
