

Havre des Pas Village Scheme Study: Steering Group Meeting No 3

6pm 25th September 2018

1.0 Introduction

This briefing note sets out an update on the work undertaken to date as part of the Village Improvement Study and follows on from the Interim Update issued July 27th 2018.

As a reminder it should be noted that the overriding study objectives, as developed and agreed by the Steering Group at the outset of this study are:

- Reduce significantly the volume of traffic passing through the area, particularly on Havre des Pas and Green Street
- Redefine Havre des Pas as a residential 'village area' while also making it a more attractive destination for people to visit

The attendees at the Stakeholder Workshop held in July was generally supportive of the interventions presented for consideration, including the potential for making Havre des Pas and Green Street one way only. Since the workshop was held the traffic study report has been completed and issued to Growth Housing and Environment (GHE, formerly DfI) for consideration. Discussions have been on going between the study team and GHE over the results of the traffic study to agree the highway measures that might be taken forward for community consultation.

In his written response dated 21st September 2018 (attached as **Annex 1**) however, the Minister for Infrastructure has confirmed that he would not support full time closure (or the introduction of a permanent one-way restriction) of either Havre des Pas or Green Street due to the consequent traffic impact on surrounding roads and streets. The Minister has however confirmed that he would however be supportive of other targeted traffic restriction measures and public realm improvements to help achieve the objectives of the study.

In light of the comments received from the Minister, it is important therefore that the Steering Group now considers the consequences of the Ministers views, reviews the potential ways forward for the study and agrees the schemes to be developed further for community consultation. This will therefore be the key objectives of the Steering Group Meeting, to be held at 6pm on Tuesday 25th September 2018.

2.0 Key Stakeholder Workshop

A key stakeholder workshop was held at the Ommaroo Hotel on Thursday 5th July and was attended by 15 key stakeholders. The Workshop was facilitated by [REDACTED] [REDACTED] and [REDACTED] of WSP and the attached interim update dated 27th July summarises the key outcomes from the workshop (**Annex 2**).

The workshop outlined and discussed the main issues for improvement in the Havre des Pas area and the potential solutions to the issues identified. Results of the detailed traffic assessment undertaken by WSP were used to guide discussions, as were the key study objectives, as the assessment confirmed that significant road closures, i.e. full or one-way closures, would have very large adverse impact on congestion and travel times.

The key issues raised and discussed were focused on the following areas:

1. There is a need for regeneration of the area, both within the public and private areas:
2. There is a need to identify Havre des Pas as a place
3. The lack of visitor parking discourages visitors:
4. The area is too dominated by through traffic:
5. Better facilities for routes for pedestrians and cyclists required:
6. Antisocial behaviour

The key solutions raised and discussed were focused on the following items:

1. Full Road Closures
2. One-way Options
3. Increased Parking
4. Introduce weight restriction/reduction of goods traffic
5. Introduce 20-mph speed limit
6. Sustainable Transport
7. Improve Public amenity

3.0 Traffic Assessment Summary

A detailed traffic assessment has been undertaken and was supported by a data collection exercise which confirmed the dominant direction of travel is westbound, toward town in the morning and eastbound, from town in the evening.

Traffic counts on Havre des Pas show that almost 950 vehicles travel westbound and almost 400 vehicles travel eastbound in the morning. With over 950 vehicles eastbound and 400 vehicles westbound in the evening; showing a clear dominant flow to town in the morning and from town in the evening.

While traffic counts on La Route du Fort show that almost 700 vehicles travel westbound and over 650 vehicles travel eastbound in the morning. With over 900 vehicles eastbound and almost 700 vehicles westbound in the evening.

The combined traffic counts on La Route du Fort and Havre des Pas show the two parallel routes accommodate a large number of vehicles travelling westbound in the morning (almost 1,650 vehicles) and eastbound in the evening (almost 1,850 vehicles). Both routes currently experience heavy congestion and slow travel times as a result with average speeds less than 6 mph on La Route du Fort. There are limited alternative routes for east-west travel.

The Jersey traffic model was used to assess the main improvements options, which are detailed below:

- 20-mph zone across the Havre des Pas village area
- Full closure of Havre des Pas (between Green St & St Clements, except for access)
- Full closure of Havre des Pas and Green Street
- One way only on Green St Northbound
- One way only on Havre des Pas Westbound

- One way only on both Green St Northbound and Havre des Pas Westbound
- HGV ban on Havre des Pas/Green St
- Travel demand management - reduction in short distance through trips assuming transfer to walking, cycling, bus

The traffic assessment concluded that a full or partial closure of Havre des Pas, which would significantly reduce the road space for vehicles to travel, would result in very large increases in congestion and travel times on the parallel routes such as La Route du Fort.

For example, with the one-way closure of Havre des Pas and Green Street travel times would increase by 65% in the evening peak hour and result in average speeds below <4 mph on La Route du Fort. Local air quality is also likely to significantly decrease as a result of increased congestion.

A non-technical summary of the traffic study has been prepared and is attached as **Annex 3**. The full report is available on request to Steering Group members.

4.0 Possible Ways Forward

While the assessment has shown full or partial closures of Havre des Pas would have traffic impacts on parallel routes which are not deemed acceptable by the Minister for Infrastructure, there remain a number of options which will provide benefits to the area without having such a significant impact. It is suggested that these could be group to develop a package of deliverable improvements to the Havre des Pas area.

A package of improvements could include the following:

- 20-mph zone across the Havre des Pas village area
- Entrance treatments to enforce the 20-mph zone and create a village feel
- HGV ban on Havre des Pas and Green Street (except for access) to reduce large vehicles travelling through the area, reducing the associate impacts of noise, vibration and safety these vehicles can have on the local area.
- Junction alternations at the Green Street roundabout to remove the left slip lane in to the tunnel from Green Street south to discourage use of the Havre des Pas and Green Street westbound route
- Installation of additional pedestrian crossings (raised tables) on Havre des Pas to improve connectivity to and from the beach. Conversion of the existing crossings to raised tables.
- Promotion of sustainable mode initiatives to further encourage people out of their cars and on to their feet, cycles or a bus.
- Business engagement to encourage a flexible working environment to enable people to work remotely and working hours that would help people avoid peak traffic periods.

While permanent full or partial closures are not considered by the Minister to be viable due to the significant traffic impacts, it is suggested that temporary closure of Havre des Pas (between Green St & St Clements, except for access) could be undertaken during selected Sundays and weekday evenings to enable local events.



Figure 1 – Potential improvements package that may be supported by the Minister for Infrastructure

The package would reduce vehicle speeds, discourage use of the area as a rat-run, remove large goods vehicles and associated noise and vibration, and improve accessibility for pedestrians and cyclists encouraging modal shift.

The package would make the area a more attractive place to visit and spend time and could become a catalyst for further investment and regeneration of the wider Havre des Pas area, without significant adverse impacts to the wider population.

5.0 Next Steps

Following the detailed discussions held between the Parish of St Helier and SoJ Growth Housing and Environment and the Minister's response, it is clear that due to the very large increases in congestion and travel times on surrounding streets, a permanent full or partial closure or one-way closure on Havre des Pas would not be supported by Growth Housing and Environment.

The next steps therefore are to agree the improvement proposals to be developed further and taken forward to a wider community consultation. It is very important that any improvement proposals taken forward from this stage for community consultation are deliverable and achievable and will be supported by the highway authority, i.e. States of Jersey Growth Housing and Environment. As a result, it is proposed that a broader package of improvement options is taken forward as outlined in the previous section. It is proposed that these options and package are discussed during the next steering group meeting.

We look forward to discussing the next steps with you at the meeting



Parish of St Helier



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- Annex 1 Letter from Minister of Infrastructure to Connetable A S Crowcroft 21st September 20918
- Annex 2 Interim Update dated 27th July 2018
- Annex 3 Traffic Study Non-Technical Summary

*Annex 1 Letter from Minister of Infrastructure to Connetable A S
Crowcroft 21st September 2018*

21 September 2018

Connetable A S Crowcroft
PO Box 50
Town Hall
St Helier
JE4 8PA

Our ref: [REDACTED] 35/3/1

Dear Connétable

I am writing to you in relation to the current *Havre des Pas Village Study: Transport Study* which is being undertaken for the Parish under the guidance of the steering group that you chair.

We note there has been a lot of good work undertaken to date including a comprehensive assessment of the existing traffic conditions and community engagement regarding what residents would like the future of Havre des Pas to look like.

You will appreciate that the Minister for Infrastructure, has to balance the outcomes of any proposals that result from the study with the needs of local community, the wider transport network, the environment and the economy.

We have informally received the traffic study undertaken by WSP and analysed its findings. Looking at the potential forecasted impact that any full-time road closure would have in Havre des Pas or Green Street on the wider economy and community, we would not be able to support such a scheme. The volume of congestion displaced onto the wider network and the increases in journey times would be detrimental to the Island.

One example of such an impact in the report, is that on average the time taken to travel along Route du Fort in the PM peak would increase by 154% and this is an unacceptable amount of delay. This level of disruption on people's lives is too great. It is recognised that people are likely to modify their journeys to accommodate any changes to the network, however the severity in this instance is beyond what could reasonably be achieved.

Whilst it would be unacceptable to close Havre des Pas to vehicular traffic during working hours, there may be some considerable benefits to be gained by implementing targeted measures that will improve the area for residents, visitors and businesses alike. Specifically, we can see the advantages in further developing proposals for the following improvements:

- Improved pedestrian crossing facilities
- A 20mph speed limit through Havre des Pas
- Junction priority improvements (for sustainable modes)
- Public realm enhancements

- Potential restrictions to HGV traffic
- Off peak closures to through traffic (Access Only Evenings and Sundays)

We do appreciate the Havre des Pas has a unique character and has not been prioritised for investment in recent times. We feel that the work undertaken to date has been valuable and will provide a catalyst for enabling a more focussed outcomes which deliver for Havre des Pas.

Yours sincerely



Deputy Kevin Lewis
Minister for Infrastructure

email: k.lewis@gov.je
www.gov.je

Annex 2 Interim Update dated 27th July 2018

Havre des Pas Village Scheme Study

Interim Update 27th July 2018

1.0 Introduction

1.1 We are pleased to set out below a brief update on the progress Village Improvement Study.

2.0 Stakeholders Workshop

2.1 The Stakeholder Workshop was held at the Ommaroo Hotel on Thursday 5th July and was attended by 15 key stakeholders:

- [REDACTED] (Parish Procureur)
- [REDACTED] (Steering Group member)
- [REDACTED] (Steering Group member)
- Judith Martin (Deputy – Steering Group member)
- Scott Wickenden (Deputy – Steering Group member)
- [REDACTED] (Planning)
- Tristen Dodd (DfI)
- [REDACTED] (Liberty Bus)
- [REDACTED] (Visit Jersey)
- [REDACTED] (Representing Andium Homes)
- [REDACTED] (Roads Committee member)
- [REDACTED] (Roads Committee member)
- [REDACTED] (Jersey Heritage)
- [REDACTED] (Parish of St Helier)
- [REDACTED] (Parish of St Helier)

The Workshop was facilitated by [REDACTED] of WSP and the key issues arising from the workshop are summarised in the following paragraphs.

2.2 As part of the Workshop, two group sessions were held to explore:

- Session 1 - what stakeholders considered were the main issue for improvement in the Havre des Pas area, and
- Session 2 - What stakeholders felt were possible solutions to the issues identified.

2.3 From Session 1 the key issues identified by Stakeholders at the workshop can be reasonably summarised as follows:

1. *There is a need for regeneration of the area, both within the public and private areas:*
 - *there is nothing for children or young people*
 - *local shops/restaurants are poor/tired*
 2. *There is a need to identify Havre des Pas as a place – what does it offer, what do we want it to be?*
 - *We don't appreciate the heritage value of this area of St Helier: Historic waterfront area*
 - *Maybe a European Quarter coastal look?*
 - *What is the 'feel' of the area – unclear at present*
 - *The beach is the main asset of the area at present*
 3. *The lack of visitor parking discourages visitors:*
 - *More parking needed*
 - *A need for loading/unloading areas to services businesses without causing disruption*
 4. *The area is too dominated by through traffic:*
 - *There is a real issue on Green street with two-way traffic and buses being able to pass*
 5. *Better facilities for routes for pedestrians and cyclists required:*
 - *Poor conditions for cyclists*
 - *Better pedestrian priority would be more welcoming for visitors*
 - *Need to promote better linkages/movement for pedestrians and cyclists in and out of town*
 - *Footpaths are too narrow in places*
 - *No 'wayfinding' for visitors*
 - *Unnatural walk and cycle mix*
 -
 6. *Antisocial behaviour*
 - *Some areas provide 'pockets' for antisocial behaviour.*
- 2.4 Group Session 2 discussed possible solutions to the issues identified and the following key issues were raised:
1. *Full Road Closures*
 - *Not a good idea!*
 - *Bad for residents and buses*
 - *Not realistic*
 2. *One-way Options*
 - *Would encourage rat-runs through other residential streets*
 - *Likely to benefit residents generally*
 - *Will increase tailbacks on green street and surrounding roads*
 - *Review alternative strategy through town*

- *Driver confusion likely if 'tidal' system introduced*
- *Potential impact on school if routes changed*
- *Potential for significant public realm and pedestrian benefits*

3. Increased Parking

- *Review parking policy for residents, tourists and visitors – commuters are currently renting resident spaces*
- *Provide unloading bays to prevent blocking-up*
- *Provide more parking for visitors*

4. Introduce weight restriction/reduction of goods traffic

- *Benefits from reduced noise from HGVs*
- *Explore traffic data to assess impacts from la Collette expansion*

5. Introduce 20mph speed limit

- *Good idea – happening anyway!*

6. Sustainable Transport

- *Promote car sharing facilities*
- *Introduce hopper-bus to the HdP area*
- *Consider carefully impact on existing bus-routes of all proposals*
- *Provide designated cycle route links to town*
- *Improve pedestrian links and footways to promote walking*

7. Improve Public amenity

- *Make beach and the Lido the areas main destination*
- *Improve the public open spaces*
- *Promote La Collette Gardens – address access issues across main road*
- *Integrate opportunity provided by La Collette development (Petanque pitch, amphitheatre?)*

2.5 All attendees were also invited to complete and submit a feedback form to help capture individual attendee's views. To date feedback forms have been received from only three attendees. Key points made on the returned feedback forms may be summarised as:

- *Traffic management may not be the 'magic fix' for the area*
- *Improvements must be looked at from the perspective of who the improvements are intended to serve:*
 - *If the objective is to encourage more people to the area they need somewhere to go – what is the destination?*
 - *How do we assess benefits to residents versus benefits to visitors and businesses?*

- *The Planning department is revising the Island Plan – this is a prime opportunity to look at the area from a masterplanning perspective: the use classes; the heritage offer; the public realm; open spaces, urban density and value etc.*
 - *It would be good to make Green St one way, but you must think about the disadvantage this will have on the infirm living there who rely on the Route 1 bus service outbound. The only alternative to provide a service close to La Collette flats would be to reroute the Route 1 along Commercial Buildings and over Mount Bingham, which Liberty Bus would not do as it would add significant journey time. Additionally, the corner on Mount Bingham is difficult at the best of times.*
 - *To attract more people to HDP, the promenade and the Lido area should be utilised better. Both are already wide enough to accommodate stalls and a walkway. As well as being off the road. If a fortnightly afternoon/evening event was run utilising these areas, the adjacent roads could temporarily be shut off, with no permanent impact on the road users. This would bring people into the area on the day of the event and subsequently attract them to revisit at other times.*
 - *The workshop has certainly focused on the traffic implications – but this needs to be broader than a two-dimensional approach in relation to the local impact on volumes/delays to journeys. There is scope, to review this from a holistic point of view.*
 - *If we go down the route of pedestrianisation – but focus alone shouldn't be on the waterfront. The study needs to consider how the surrounding area benefits from the development/investment.*
 - *Look beyond the traffic delays and educate and inspire to change a car reliant culture. There are many examples around the world that have addressed such challenges to enhance the wellbeing of the destination.*
- 2.6 The above is a quick summary of the key results of the workshop. Sufficient time has now passed since the workshop to assume that no further written feedback response is likely to be received and so preparation of the formal report on the workshop can now commence for issue to the steering group by 3rd August 2018

3.0 Traffic and Transportation Assessment

- 3.1 Since the workshop was held the traffic and transportation analysis of the impacts of the proposed highway interventions has been completed and a draft issued to the Parish of St Helier and the Transportation team of the Department for Infrastructure. The next steps are for POSH and DfI to review the results of the analysis and discuss in detail the implications of the proposals on Havre des pas, the wider road network, public transport and facilities for walking and cycling. An initial meeting between DfI and the Parish is due to be held on Tuesday 31st July.

4.0 Next Steps

4.1 The next steps are to agree the improvement proposals to be developed further and taken forward to a wider community consultation, currently programmed to take place in September. It is however very important that we ensure that we are confident any improvement proposals taken forward for community consultation can be realistically delivered and to do this we must have the support of the highway authority, i.e. The Department for Infrastructure. Following the completion of the analysis of traffic and transportation implications of the proposals there is now a period of discussion and negotiation with DfI to refine and define those measures that impact on the highway network and to reach broad agreement on the options to be taken forward for further development and consultation. It is anticipated that this will progress through August in time for a September consultation. Once further discussions have been held with DfI the outcome of these will be reviewed and discussed with the Steering Group prior to developing the options for consultation.



Parish of St Helier



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Annex 3 Traffic Study Non-Technical Summary

SUMMARY NOTE: HAVRE DES PAS VILLAGE STUDY - TRANSPORT

OVERVIEW

This note has been prepared as a summary of the high-level assessment work undertaken in support of the emerging Havre des Pas Village study improvement proposals developed by WSP for the Parish of St Helier. It focuses on the development, testing and assessment of options for reducing traffic volumes through the Havre des Pas village area.

OBJECTIVES

The development of improvement options was guided by the following study objectives:

- Reduce significantly the volume of traffic passing through the area, particularly on Havre des Pas & Green Street
- Redefine Havre des Pas as a residential 'village area' while making it a more attractive destination to visit

OPTION DEVELOPMENT

A wide range of options were developed for dialogue and testing. These included those suggested by WSP and the steering group. The long list of options provided for testing is shown below:

- Do Minimum – Base Model + 20 mph scheme on Green St, Havre des Pas, St Clements and local roads
- Option A – Full closure of Havre des Pas between Green St and St Clements except for access
- Option B – Full closure of Havre des Pas between Green St and St Clements except for access and Green Street between La Route du Fort and Havre des Pas
- Option C – One way only on Green St Northbound
- Option D – One way only on Havre des Pas Westbound
- Option E – Option C + Option D
- Option F – HGV ban on Havre des Pas/Green St + Option A (Full closure)
- Option G – HGV ban on Havre des Pas/Green St + Option E (one-way on Havre des Pas and Green St)
- Option H – Option G with either 10%, 25% or 100% reduction in short distance through trips

TESTING OF OPTIONS

Full details of the option testing and assessment are reported in the Transport Study report produced by WSP. In summary, testing of options was undertaken using the strategic Jersey transport Model (VISUM) to simulate the impacts of each option. Technical outputs summarised included morning and evening peak traffic volume, delay and journey time.

The results can be used as a preliminary means to test the options and enable comparisons of the relative performance of each option against the Do Minimum (existing) scenario and each other. This enabled the relative performance of options to be assessed. It should be noted that this high-level approach has limitations but is considered suitable for this early stage of option development.

The best performing options, in terms of traffic impact, from the assessment are:

- 1 Option C – One way only on Green St Northbound
- 2 Option H – Option G with 25% reduction in short distance through trips
- 3 Option H – Option G with 10% reduction in short distance through trips
- 4 Option G – HGV ban on Havre des Pas/Green St + Option E (one-way on Havre des Pas and Green St)
- 5 Option D – One way only on Havre des Pas Westbound

All of these top performing options are shown to have significant adverse impacts on current traffic movements, resulting in severe congestion and delay to vehicular traffic and increase journey times.

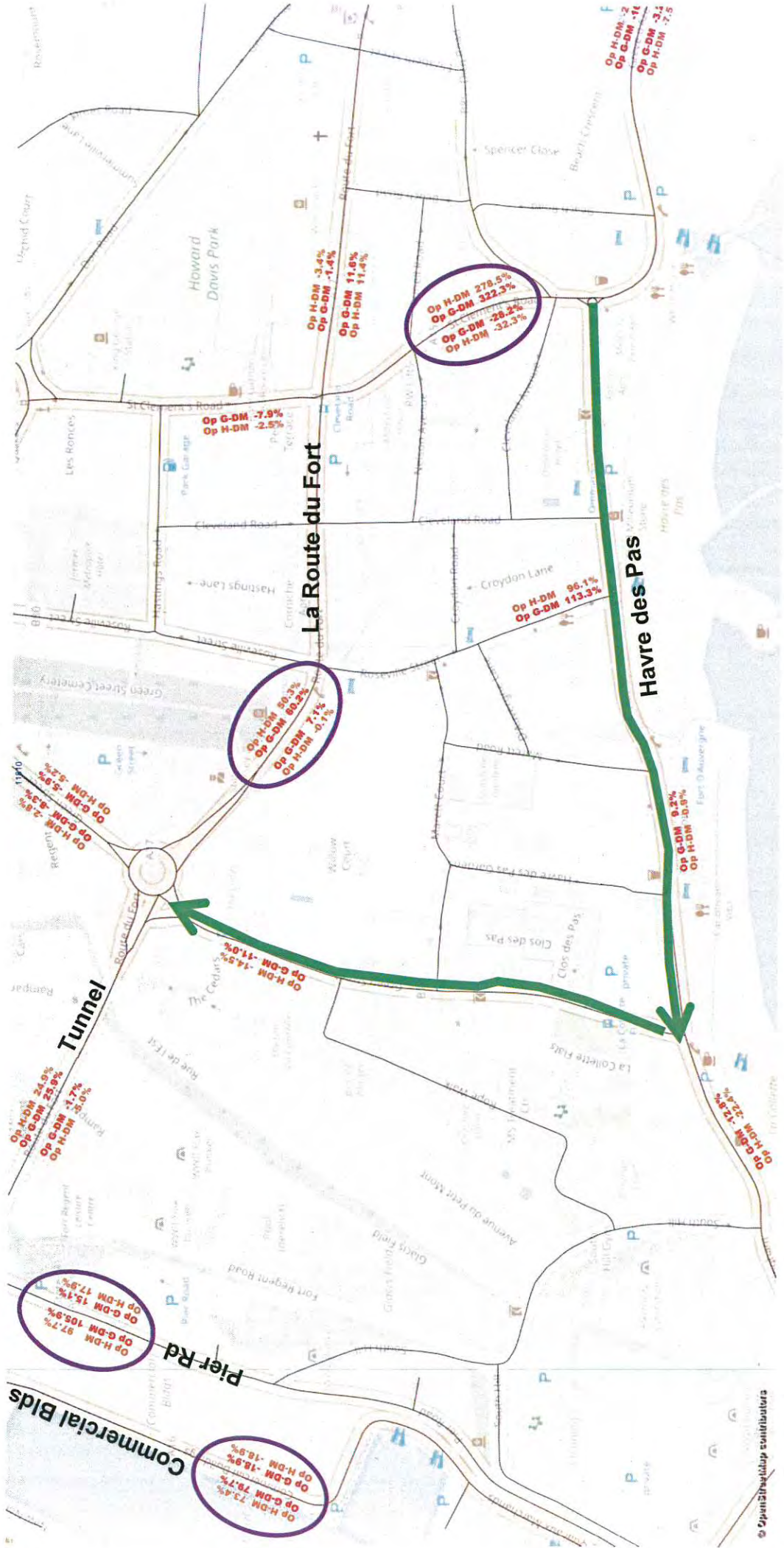
Option deliverability is considered a potential limitation, for example, Option H requires a 10% or 25% reduction in vehicular traffic through the Havre des Pas area with people either transferring to sustainable modes or choosing not to travel at all. It is also noted that not all options (Option C and D) fully address the study objectives.

OPTION RESULTS

Options G and H are considered the only two options which would meet the objectives and be acceptable to the steering group, however they would have a significant adverse traffic impact. The following figures present a summary of traffic flow and journey time changes in the study area for the AM & PM peaks for Option G and H (10% reduction).

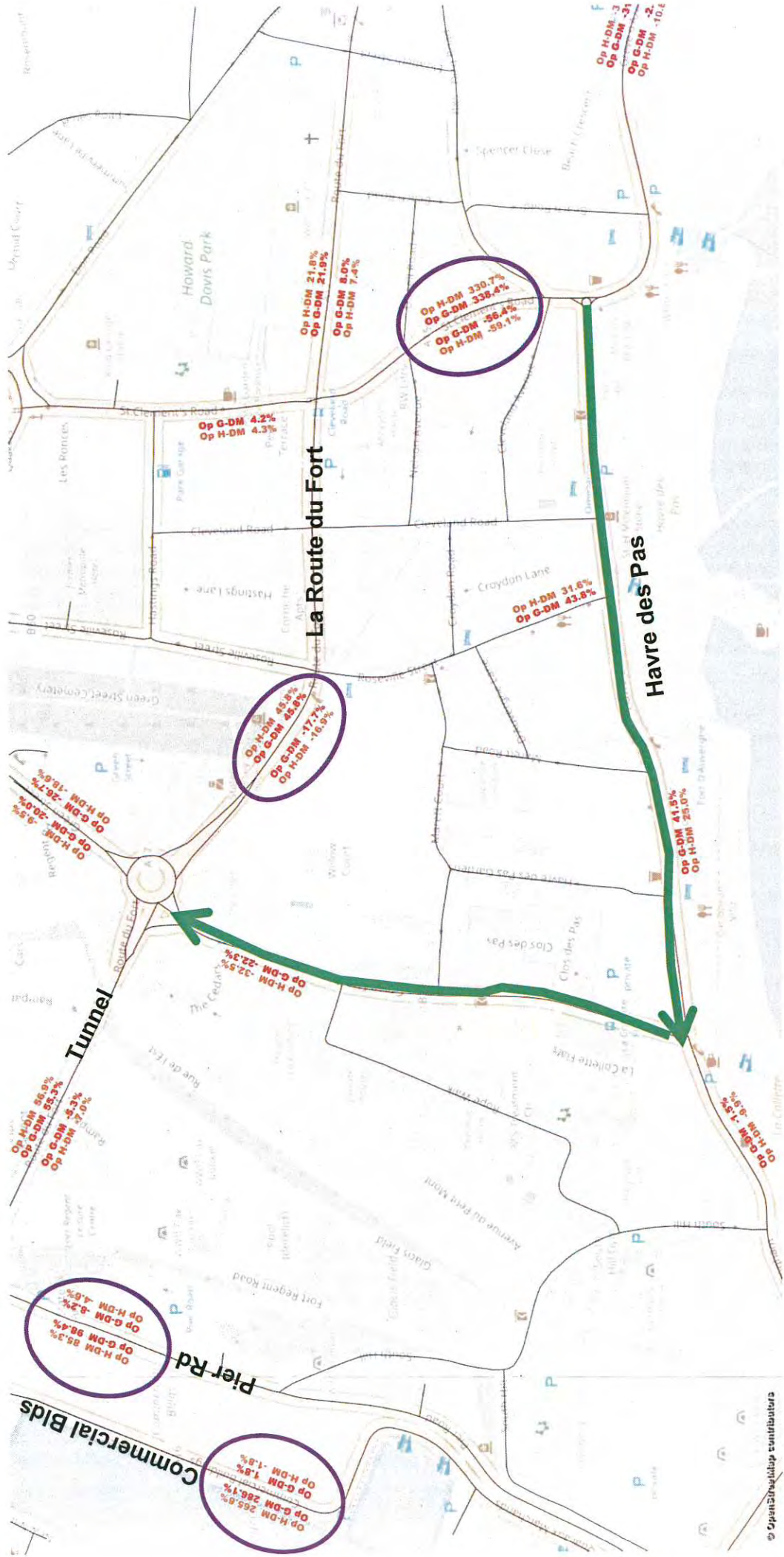
Traffic flow percentage difference - AM Peak hour

29/08/2018





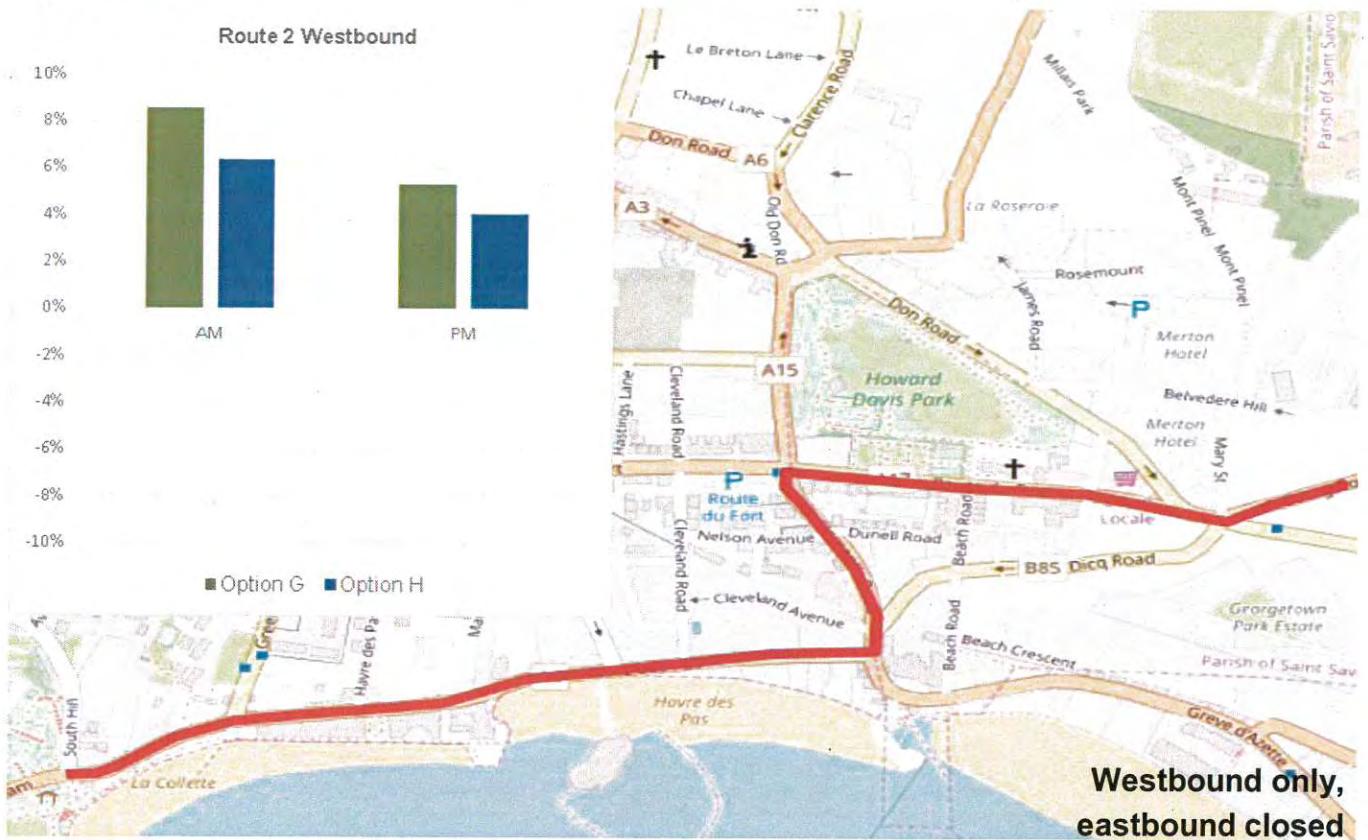
Traffic flow percentage difference - PM Peak hour



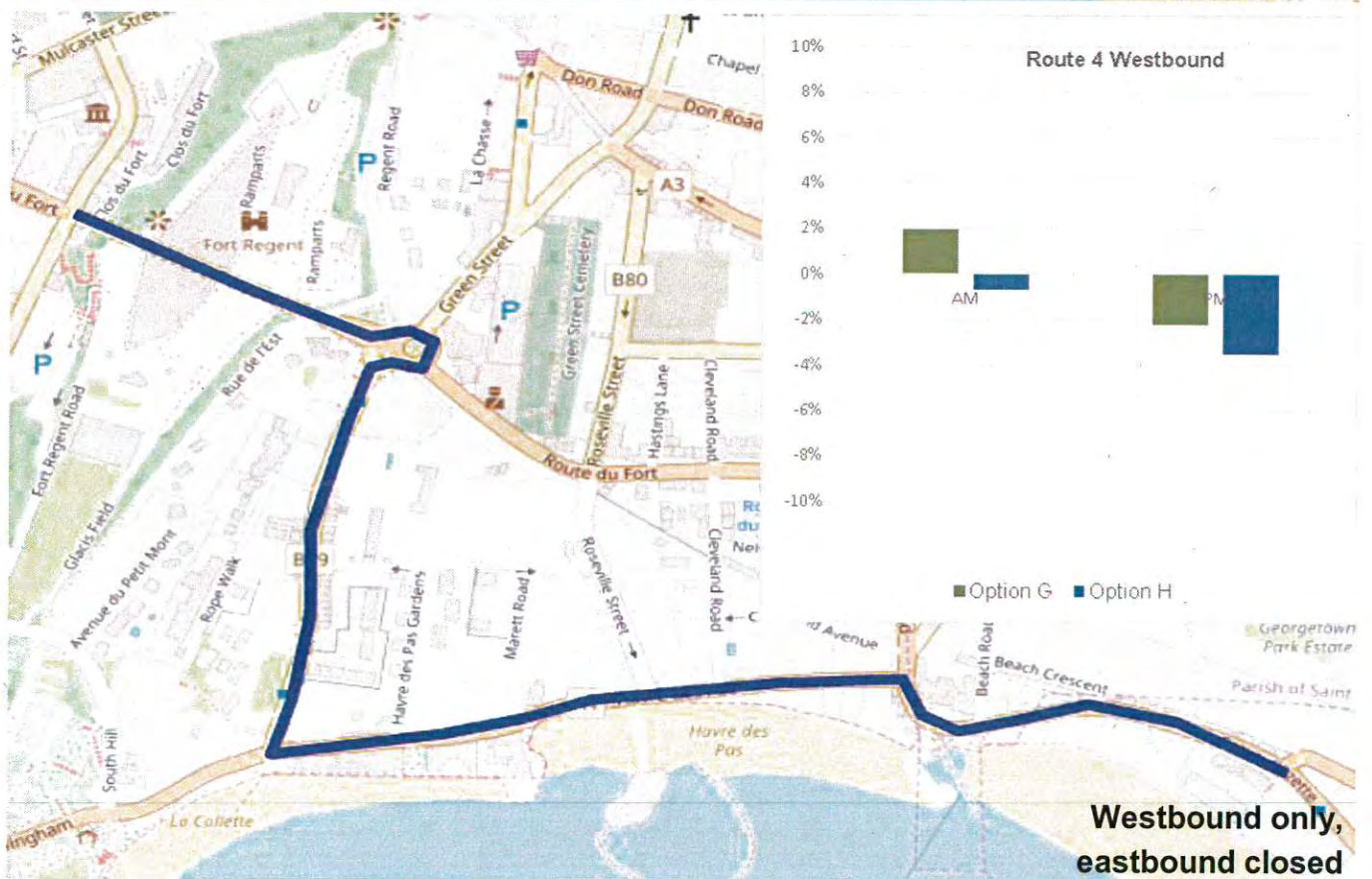
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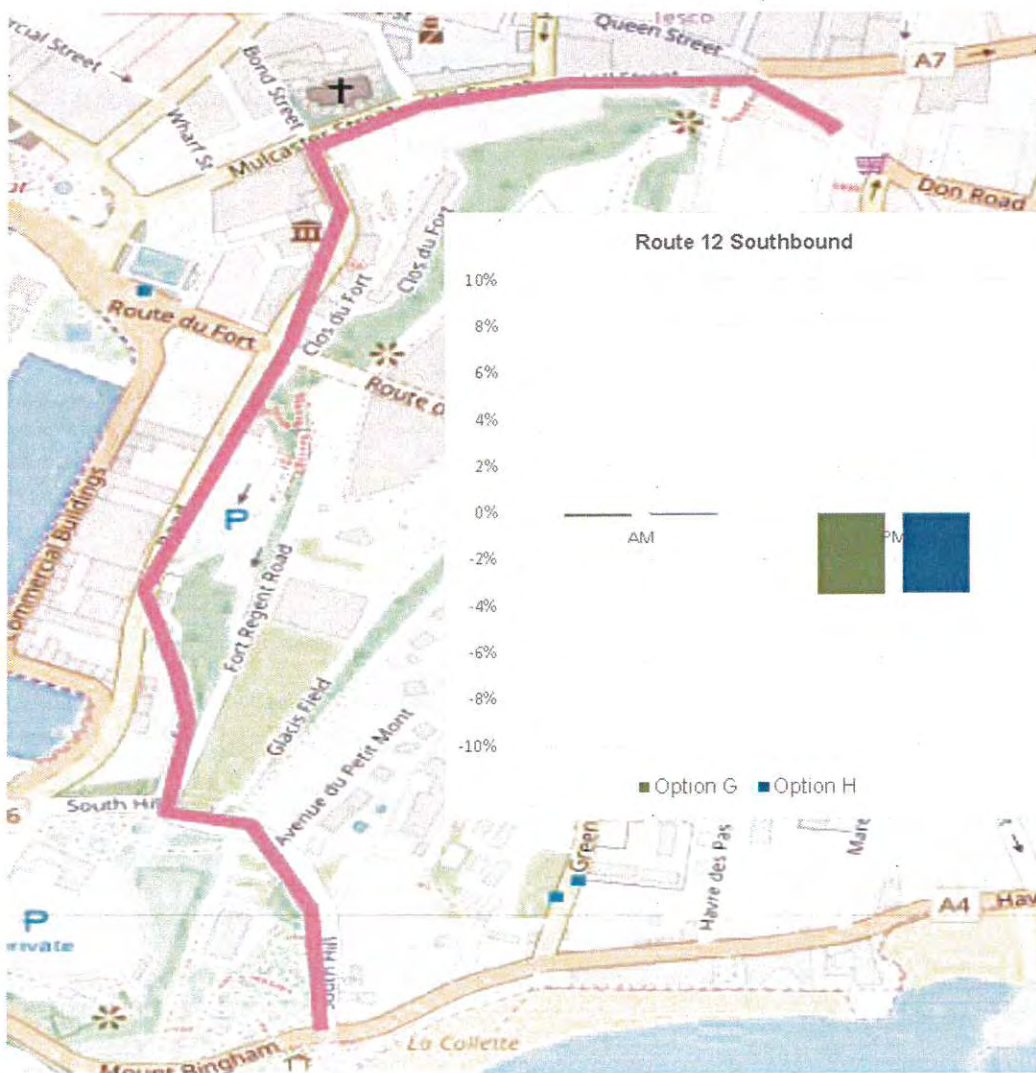
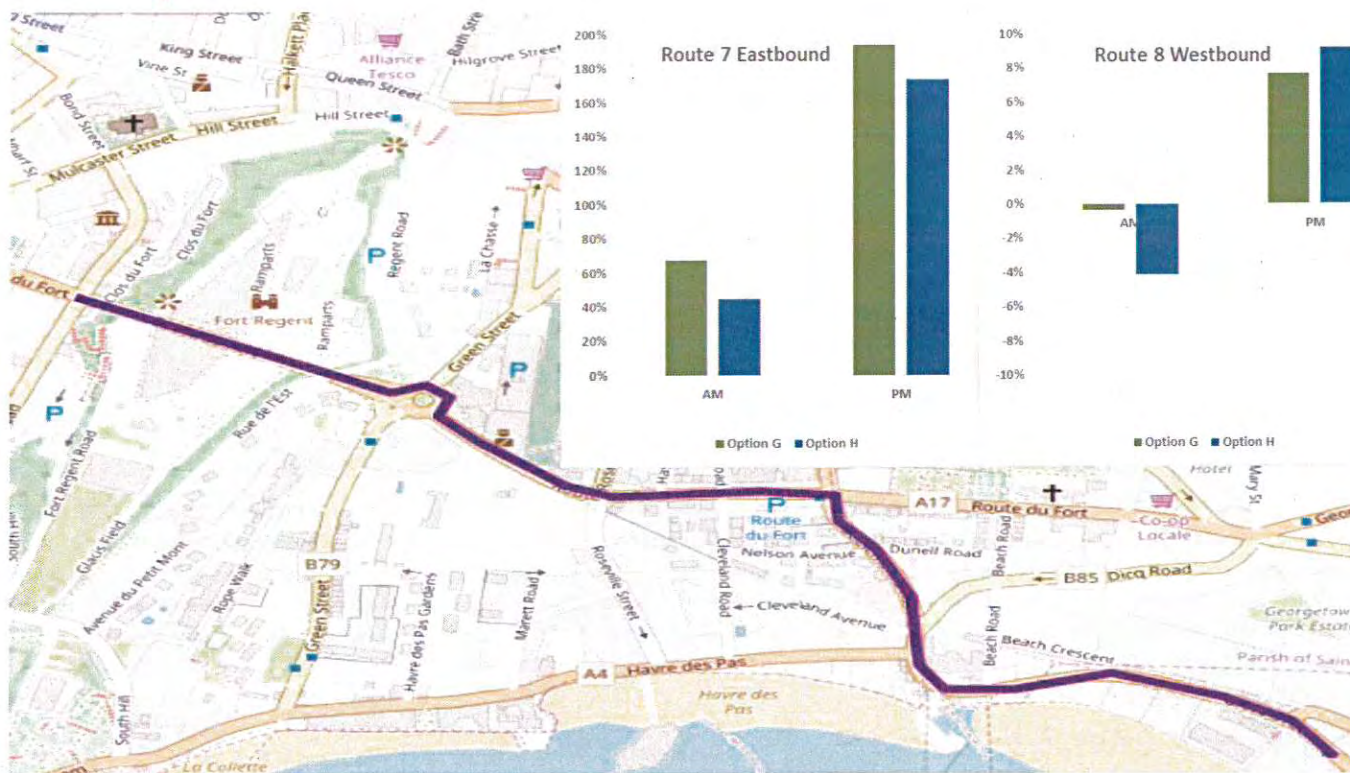
Journey times

Route 2 Westbound



Route 4 Westbound



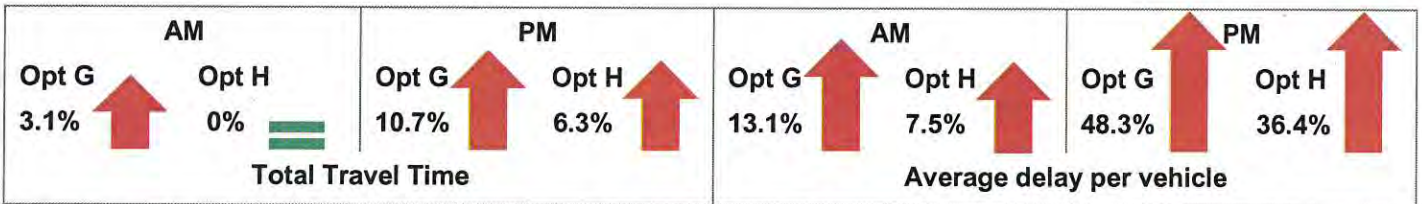




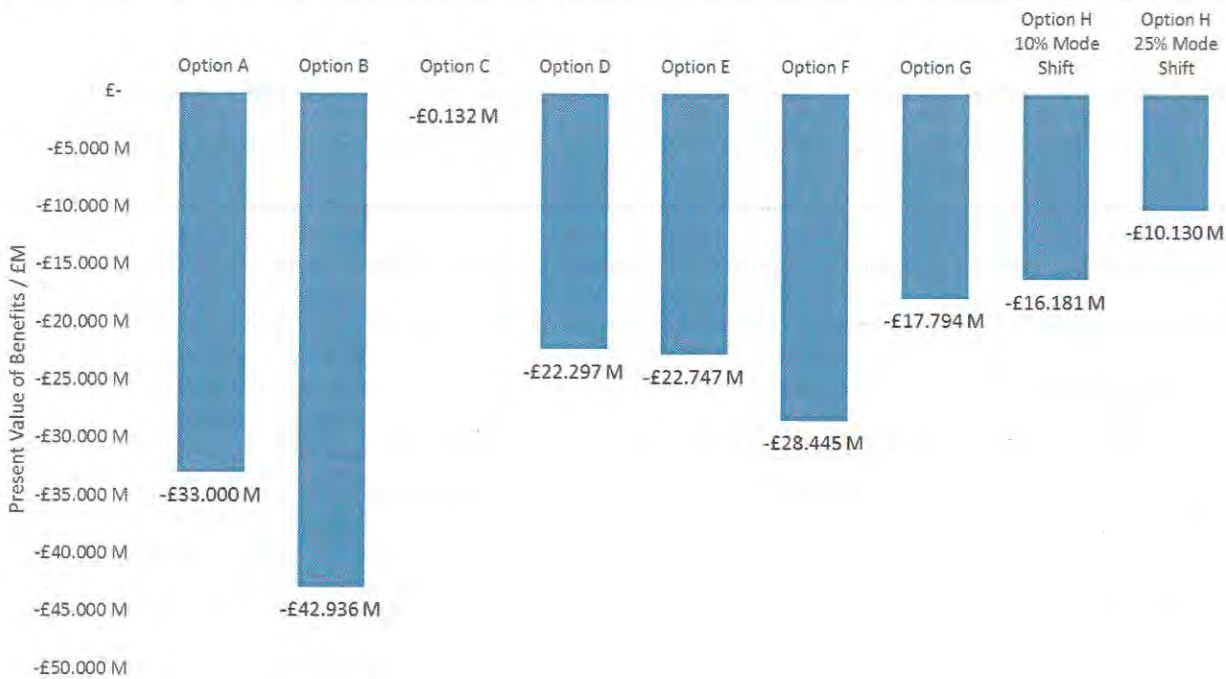
The traffic flow and journey time results clearly show the significant impact Options G and H are likely to have on the Havre des Pas area. This is despite Option H incorporating a 10% reduction in traffic levels through Havre des Pas. For example, the figures show the La Route du La Liberation to Greve D'Azette via La Route du Fort route (Route 7) would increase journey times by almost 70% in the morning and 200% in the evening. This is due to the eastbound Havre des Pas route closure, forcing all vehicles to use La Route du Fort which is already operating at capacity. In addition to the increase in traffic flow La Route du Fort due to the closures of Havre des Pas and Green Street the flow diagrams show significant increases in traffic flows on Commercial buildings and Pier Road, especially northbound in the evening and on St Clements Road southbound in both the morning and evening.

OVERALL SCHEME COMPARISON

Following the options assessment, results for overall network performance (total travel time and average delay) are summarised below showing the significant increases in both Options G and H. These values indicate the negative overall impact of the options on traffic performance.



Monetary values in terms of performance have then been calculated for each option using the Cost-Benefit Analysis approach endorsed by the published UK Department of Transport (DfT) Transport Analysis Guidance. This approach applies a cost to the changes in travel in terms of travel time and in terms of total distance travelled.



Comparison of economic benefits for all proposed options (60-year horizon)

The economic benefit graph shows that Options A and B with full closure of Havre des Pas have the biggest adverse impact in terms of benefits, whereas Option C (one-way closure of Green St) has the smallest adverse impact.

CONCLUSION

In conclusion, all options have a negative impact on traffic congestion and delay, resulting in a disbenefit in transport economic terms. The high-level transport economic assessment has assessed the economic impacts in terms of changes to vehicle distance travelled and travel time only for the AM and PM peak hour.

It should also be noted that no account has been taken for safety, wider economic, and social-economic impacts which could introduce some positive benefits to the scheme. It is considered unlikely that these potential benefits would outweigh the significant transport disbenefits and result in an overall benefit.