

JERSEY'S SUSTAINABLE TRANSPORT POLICY

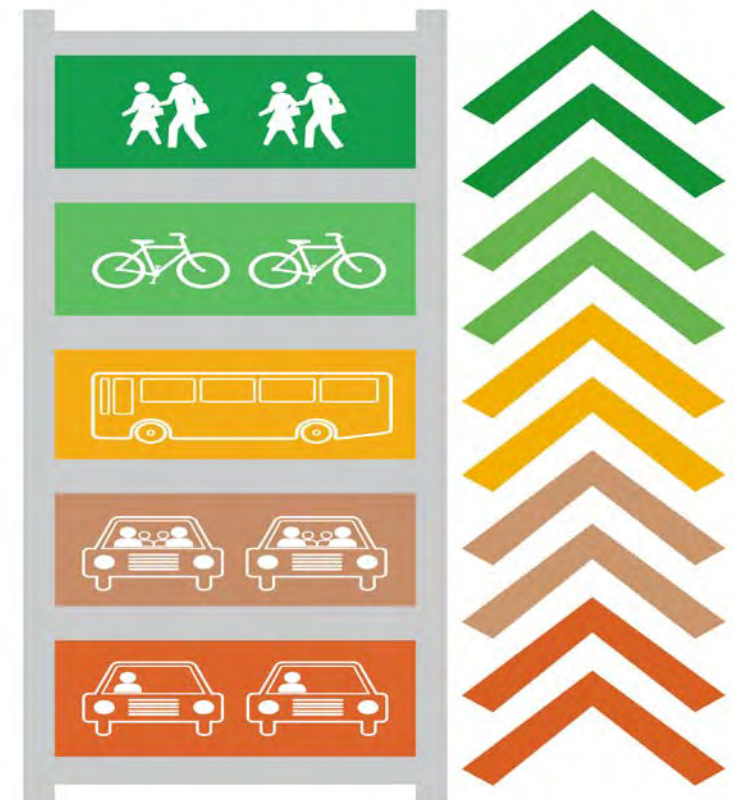
2 July 2010

31 January 2011

NB. Proposition P104/2010 by the Minister for Transport and Technical Services asking the States to support the proposed policy, was approved by the States, subject to amendments, on December 1st 2010, see additional appendix G for details.



Making Greener Travel Choices



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Foreword



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The way we travel in Jersey, just as in the rest of the developed world, has changed so much in the last hundred years, and it will continue to change in the years to come. This policy seeks to steer Jersey on the right path for the future, to provide for the change that will ultimately lead to an improved quality of life that we can all enjoy, and within a budget we can afford. This is a long term policy with several medium term targets.

Transport is important to all of us. Perhaps this is why there was such a good response to our consultation exercise. It was good to see there was so much alignment with our own thinking, and I believe the public will be pleased with our proposals.

What will Jersey look like under this policy? Well, there will be less traffic, because people will be choosing to travel less in cars, particularly on their own, so there will be less pollution and congestion. There will be an improved bus service which will be better used. More people will be cycling and walking and benefiting from a healthier lifestyle.

This is not a revolutionary policy but it is achievable, it will require change and we need the support of the public to make it happen. The States must encourage and help this change to happen and we must put in place improved services and facilities to accommodate the change. We have put together outline plans for investment, for the next five years, based on local research and experience from elsewhere.

It will be a challenge, but Jersey has responded well in the past to calls for change and I have no reason to believe this will be any different. We are not asking people to give up their cars, merely to use them less. We are not telling people to travel less either, just to choose a more sustainable form of transport, if they can, when they can.

This is a policy for a better Jersey, we can make it happen.

A handwritten signature in blue ink that reads "Jackson".

Connétable Mike Jackson
Minister for Transport and Technical Services

Making Greener Travel Choices



Walking

Non-polluting
Non-congesting
Great health benefits

Cycling

Non-polluting
Non-congesting
Great health benefits

Travelling by bus

Less polluting than equivalent number of cars
Less congesting than equivalent number of cars
Marginal health benefits

Car sharing

Less polluting than single occupancy cars
Less congestion than with single occupancy cars

Single occupancy cars

Polluting
Congesting

The need for a Sustainable Transport Policy

One of the key priorities of the States as set out in the Strategic Plan, 2009 – 2014, is to:

“Protect and enhance our natural and built environment”

The Strategic Plan states that we must:

- implement a range of measures to reduce pollution and traffic;
- develop a sustainable internal transport infrastructure; and
- persuade people out of cars by providing practical alternatives such as improved bus services, cycle tracks and footpaths.

We need to change the way we travel about our island in order to:

- **reduce congestion;**
- **reduce local air and noise pollution;**
- **reduce our greenhouse gas emissions;**
- **increase our levels of physical activity;**
- **protect and improve the built environment;**
- **reduce the number of road injuries;**
- **provide access for everyone; and**
- **reduce oil dependency.**



The benefits

Not only will this policy deliver a better quality of life in our Island but it will also result in real financial benefits through reductions in congestion, pollution, road injuries and health problems caused by low levels of physical activity. It will also provide savings through a reduction in the space given over to

car parking. The potential value of these savings is outlined in Chapter 8.

The combination of these benefits is expected to be considerably in excess of the cost to fund the policy, which is therefore a sound investment for the future of our Island.

Consultation and research

In developing this policy we have consulted with the public, businesses, the Parishes, other States departments and other interested parties. We have undertaken research into the potential for people to change their travel habits, we have carried out a comprehensive review of the bus service and we have employed Sustrans, the UK's leading sustainable transport charity, to advise on best practice in the UK and internationally.

The public consultation response was encouraging, with over 1300 questionnaires returned via the internet or as paper copies, and 43 letters or emails submitted. An analysis of the public's views is provided in Appendix D and has been very useful in formulating this policy. A significant majority considered that congestion was too high, and perhaps most importantly, that they would be willing to consider using a more sustainable means of transport than their car. 75% of respondents agreed that the problem of traffic congestion should be solved by reducing the numbers of motor vehicles on our roads rather than by building new roads. A significant level of support for improved public transport, walking and cycling facilities was evident.

Several States departments have been involved in the development of this policy and have interdependent strategies. The key areas are: -

Health for Life Strategy - Health and Social Services Department (HSS)

Exercise through travel is key to addressing increasing levels of obesity.

Air Quality Strategy - Planning and Environment Department (P&E) Air quality will be improved by reducing the amount of road traffic and by increasing the proportion of vehicles with lower or zero levels of emissions.

Energy Policy - P&E The current draft Energy White Paper proposes a target of reducing road fuel demand by 20% by 2030.

Our vision is:

To provide travel choices for Jersey that reduce reliance on the private car, provide access for all and protect and improve our quality of life.

TARGETS

To reduce peak hour traffic levels to and from St Helier by at least 15% by 2015

Sub-targets for travel to and from work:

100% increase in bus travel
100% increase in cycling
20% increase in walking
20% increase in school bus use
100% increase in cycling to school

The Island Plan - P&E Both the current Island Plan and the draft 2011 Island Plan recognise the importance of a sustainable transport policy to the quality of our environment.

Vision and targets

As well as providing measures in the policy that will bring about a cultural change in public behaviour leading to a reduction in car use, the policy needs to enable everyone, not just car users, to travel safely and conveniently. 12% of households in Jersey do not have access to a car (JASS 2008).

During the school holidays, traffic levels drop in the morning peak hour by about 15%. This produces at least a 50% reduction in congestion and enables the remaining traffic to complete its journeys far quicker and with far less pollution.

The main target of this policy is to **reduce peak hour traffic levels by at least 15% by 2015.**

Reducing peak hour commuter and school traffic in and out of St Helier is a key target area, but the policy aims to reduce car dependence island-wide and cause a significant shift towards more sustainable forms of transport **at all times**. Although the peak hour target will be measured against a target date of 2015, this policy sets a longer term strategy which will continue to further reduce the Island's car dependence and improve and protect the quality of our environment for future generations.

Research has been carried out to establish the potential for people to change their travel habits and that has helped us understand the relative attractiveness of alternatives to the private car and to set realistic sub-targets which will contribute to the 15% reduction.

Nearly 12,000 people travel into St Helier by car during the morning rush hour so a 15% reduction equates to 1,800 people making a different choice. A doubling of peak hour bus users (from 900 to 1,800 between 8am and 9am) is equivalent to a 7.5% reduction in car traffic and provides half of our target. To achieve our 15% target we must also encourage a significant increase in walking and cycling. The sub-target increases are therefore at least:

- **100% increase in travel to work by bus**
- **100% increase in cycling to work**
- **20% increase in walking to work**

- **20% increase in school bus use**
- **100% increase in cycling to school**

A summary of how we can expect our 15% target to be achieved and what we will do to achieve it is given in table 1 below.

Table 1

Targets for peak hours by 2015 (trips into St Helier)	contribution to the 15% target	What we will do to encourage it
Increase bus users by 100%	7 – 8%	Improved bus service and marketing, awareness campaigns, travel plans and parking charge increases
Increase cyclists by 100%	2-3%	Improved cycle network, awareness campaigns, travel plans and parking charge increases
Increase walking by 20%	2-3%	Improved pedestrian network, awareness campaigns, travel plans and parking charge increases
Increase car sharing	1-2%	Awareness campaigns, travel plans and parking charge increases
Increase use of motorcycles	1%	Improved motor cycle parking, safety training and parking charge increases

In addition to reducing the number of motor vehicle trips on our roads encouragement must also be given to the use of cars which are less polluting. This is essential to support the aims of the forthcoming Air Quality Strategy and Energy Policy.

The significant reductions in road accident injury rates during the 70s, 80s and 90s have not continued into this decade. About 400 injuries occur on our roads each year, approximately 35 of them serious or fatal, and quite apart from the individuals that are personally affected, the annual cost to the community of road traffic collisions is estimated to be over £18 million.

A target of this policy is therefore to re-establish a reducing trend in injury rates towards a ‘vision zero’

target of no deaths or serious injuries on Jersey's roads.

In order to meet our targets we need to improve our public transport, cycling and walking facilities and increase the cost of public parking. We will need to provide incentives for environmentally friendly vehicles, and most of all we will have to change peoples' attitude to travel so that they make better choices.

Our proposals to achieve these changes in our travel choices are covered in 5 topics:

- Improving Public Transport
- Parking
- An Appropriate Road Network
- Smarter Travel Choices
- Vehicle Choices

Improving public transport

Buses



A thorough review of the bus service has identified that efficiencies can be made to the current service to provide significantly improved capacity and coverage and TTS is working with the current operator to ensure that the growth in bus use of recent years continues.

The current main and school bus contracts expire at the end of 2012 when a new contract for an integrated main and school bus service will be introduced by competitive tender. The new contract will include specified network improvements with flexibility for additional growth, incentives for the operator to encourage growth and meet performance targets, appropriate low emissions vehicles, an option for smart card ticketing, integration between school and main service and the ability to meet the proposed 20% increase in school pupil use.

The school bus service requires further review to ensure that it meets the needs of pupils and parents. 51% of parents in the 2008 Jersey Annual Social Survey (JASS) identified that they would make greater use of school buses given an improved service. The potential for increased school bus use, including its provision for older primary school children needs assessment. It can then be built into the

new contract arrangements for implementation in 2013.

Potential improvements for a more attractive and efficient bus service include a high frequency southern route between the airport and Gorey, a regular timetable to optimise rural routes with more early morning and late evening services as well as an island-wide Sunday service. It is proposed to replace the summer Island Explorer with an all year round circular route so that bus users do not have to travel via St Helier for every trip and to provide connection hubs where it meets the radial routes. A town hopper service is also proposed. Improved standards for bus stops such as more shelters and real time information will be provided. Better branding of routes, marketing and improved livery of vehicles will also be a future requirement.

The bus timetable currently provides a very limited service for the 'night time economy' with no buses leaving St Helier after midnight. The potential for a premium fare late night bus service will be considered in order to assist that economy, to disperse crowds and reduce antisocial behaviour.

Taxis

Taxis play an important and flexible role in providing a public transport system. If the public are to be encouraged to reduce their dependency on private cars, there will be more occasions when a taxicab is the most suitable means of transport. Potential changes to bring about a better service would be based on one class of signed taxicab with each cab able to access ranks and linked to an operator using GPS to track vehicle location. The vehicles would function under one organisation and the public would have one number to call. TTS will develop proposals to provide a simplified system and ensure its full implementation by 2015.

Light rail/trams

An investigation into the potential for a light rail or tram system following the line of the old railway to the west of the Island, has reconfirmed the conclusion of earlier studies. All the towns and cities where similar systems have been assessed have a much greater population base to justify the set up, disruption and running costs. In Jersey such a system is not justified. It would only cater for a limited area in the south west of the island and compete with the bus service to that area. It would cost many millions to introduce and to run, and adversely affect existing walking and cycling routes along Victoria Avenue and the railway walk.



Parking

The availability and cost of parking is fundamental to the use of the private car. The aim of this policy is to persuade people out of their cars, therefore the demand for parking spaces, both public and private, will reduce and significant benefits could be achieved through realising the development value of land currently given over to car parking.

TTS provide approximately 4,000 off street parking spaces in the town area, but there are about 7,000 private non residential parking spaces. Planning policy presumes against the provision of private surface car parks in order to encourage better use of the sites. A reduction in the number of private car parks in and around the town centre will be consistent with the aims of this policy.

This policy recognises that convenient and adequate shopper parking is essential to support the town's retail activities. Although we aim to make the alternatives more attractive for all trip purposes, it is anticipated that the greatest reductions in private car use will arise from reductions in commuter and school car trips. Reductions in commuter parking demand will free up public parking space for shopper parking.

The cost of parking is fundamental to the relative attractiveness of other travel choices. Bus fares will have to increase by inflation and in order to encourage more sustainable transport choices, it is proposed that the parking charges will have to increase above the rate of inflation, though the success of other proposals in this policy will be assessed before the level is determined.

TTS operates a half price parking scheme for low emissions vehicles and the numbers of vehicles eligible for that scheme will increase through improving technology. A scheme for charging points in car parks for electric cars will be developed with the support of the Jersey Electricity Company. Improving technology will provide opportunities to replace scratch cards with better charging systems which will be more convenient for users and enable incentives such as to encourage nearest car park use or the use of lower emissions vehicles.

In summary this policy proposes to increase the quantity of short stay (shopper) off-street public parking in St Helier, but to limit or reduce the quantity of long stay (commuter) public and private parking in St Helier. Parking costs will need to increase but with discounts for low emissions vehicles.

Bicycle and motor bike parking provision will be increased and enhanced.

An appropriate road network

The diagram on the cover of this policy document symbolises that priority will be given to the more sustainable modes of transport. Future road improvements will provide improved facilities for walking, cycling and public transport. They will also address road safety. Our policy will increase the number of more vulnerable road users and it is essential that we invest more in making our roads safer.

In the town centre, more space will be provided for pedestrians rather than for the motor car. The EDAW St Helier Redevelopment and Regeneration strategy proposed several town centre roads for pedestrianisation. TTS has studied the impact of those proposals and concluded that with current volumes of traffic the disadvantages of congestion and pollution on the remaining network would be too great, should all the proposals be adopted. Of EDAW's suggested schemes, the pedestrianisation of Halkett Place (south of Waterloo Street) is considered to be where the benefits are most likely to outweigh the disadvantages. It is in the heart of the shopping centre and has a high pedestrian use. It is important that the vitality of the central market is preserved and development of such a scheme will be dependent upon adequate access for servicing, deliveries and shopper parking. Detrimental impact elsewhere would be reduced through reductions in traffic volumes resulting from this policy.

Better pedestrian space can also be provided through 'shared space' schemes and traffic calming, so that walking, cycling, shopping and driving cars are more integrated and safe. This concept has been applied in Charing Cross and York Street and will be developed elsewhere.



It is important to encourage sustainable transport choices not just in our town but island-wide and TTS will work with the parishes to identify local village improvements to encourage walking, cycling and public transport.

TTS will work with P&E to ensure that new developments, where appropriate, provide physical or financial contributions for pedestrians, cyclists and public transport users.

The provision of more on- and off-road cycling routes is important to the encouragement of cycling and to aid cycle safety. Work is underway for the provision of an eastern cycle route and other opportunities to expand the Island's cycle network will be developed.

Travel choices

In combination with improvements to our bus service and our walking and cycling infrastructure, we need to invest in promoting sustainable transport so that people are aware of the improvements and of the benefits of less car use. TTS will work with HSS and P&E to organise public awareness campaigns so that people understand that they can have a healthier life style and make savings by making better travel choices.

The States is the largest employer in our Island and can lead by example. We propose that all States departments should have a travel plan in place by 2015. A workplace travel plan is a package of measures to encourage staff to choose alternatives to single occupant car use to, from and at work. It should be bespoke to the site but might include setting up a resourced and monitored car sharing scheme, providing cycle parking, facilities for changing and showering, incentives for alternatives to car use, up to date public transport information and prioritising available parking spaces to car sharers.



School travel plans will also be introduced at all schools by 2015. With 43 schools, 13,000 pupils and 1,900 staff the potential to impact on our high levels of traffic through effective school travel plans is significant. A few schools have commenced travel plans following the ECO-ACTIVE pilot school travel plans project sponsored by HSBC. This policy proposes to resource further investment to enable a comprehensive take-up island wide.

Large developments are required to have travel plans through the planning process. As more developments become subject to this process the impact should increase. TTS will work with P&E to ensure that the process is properly resourced.

Vehicle choices

Currently 78% of people travelling into St Helier, in the rush hour, do so by car. Although this policy will reduce that proportion, the private car can be expected to remain the preferred option for many people who live outside walking distance of their destination, at least in the foreseeable future. We have international obligations to reduce our emissions and it is therefore essential to not just reduce the numbers of car trips, but to encourage the use of more environmentally 'friendly' cars i.e. the most fuel efficient and lowest polluting cars. Jersey is better suited, with its short distances and low speed

limit, to the use of less powerful, less polluting and more economical vehicles than in the UK or on the continent.

TTS is encouraging the use of low emissions vehicles through its half price parking scheme. We will also take a proactive role in identifying low or zero emissions personal transport and ensure that legislation encourages their use, providing that safety is not compromised.

Motorbikes are the most commonly used low emissions vehicle and should be encouraged, though their users are vulnerable in road accidents. TTS will review and develop training schemes for motorcyclists as well as awareness by other road users in order to promote safe motorcycling.

The introduction of Vehicle Emissions Duty (VED) will provide an incentive to opt for a lower emissions vehicle when purchasing a new vehicle. This may be less effective for the commercial fleet as vehicles have to be purchased that are capable of carrying high payloads and are unlikely to fall within the VED low emissions bands. TTS proposes to monitor the impact with regard to commercial vehicles and consider whether mechanisms to incentivise fleet replacement could be necessary.

We also propose to monitor trends, and develop for future consideration, the costs and benefits of requirements for all road motor vehicles over a certain age, to be tested regularly for emissions and road worthiness.

Evidence from Driver and Vehicle Standards department's (DVS) road checks show that vans and trucks produce a disproportionately high percentage of defects. We will introduce commercial vehicle operator licences that require operators to have their commercial vehicles regularly tested for emissions and road worthiness, and to have adequate parking arrangements.

Funding and costs

The States has approved the introduction of vehicle emissions duty from September 2010. The duty is expected to raise £2 million per annum to fund environmental initiatives of which £500,000 per annum is to be allocated to sustainable transport. That funding will enable significant improvements to be made to bus services and to walking and cycling infrastructure along with appropriate marketing to encourage more sustainable travel habits. The application of funding needs to be flexible as final costs become clear, particularly for bus service improvements, as the long term costs will not be

known until tenders are received for the new contract commencing in 2013. Using current contract costs and assuming that savings in the new contract will be made through efficiencies, it is predicted that approximately £350,000 per annum will be required to provide bus service improvements, leaving £100,000 per annum for infrastructure improvements such as footpaths and cycle facilities and £50,000 for supporting the soft measures such as travel plans and awareness campaigns.

In combination with some increase to public parking and other measures which do not require specific resourcing, we believe that the level of funding proposed will be sufficient to make a significant change to travel behaviour in Jersey. Monitoring of traffic levels, travel choices and parking occupancy will be carried out to show that we are on track to meet our targets by 2015.

1.1 The need for a Sustainable Transport Policy

One of the key priorities of the States as set out in the Strategic Plan, 2009 – 2014, is to:

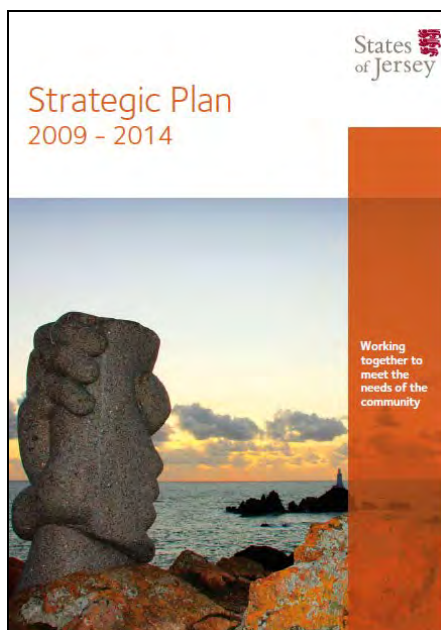
“Protect and enhance our natural and built environment”

The Strategic Plan states that to achieve this we must implement a range of measures to reduce pollution and traffic, develop a sustainable internal transport infrastructure and persuade people out of cars by providing practical alternatives such as improved bus services, cycle tracks and footpaths.

But why must we do this? Cars are convenient, comfortable and have brought great independence and freedom of travel. Unfortunately as the numbers of cars on the roads have increased the price we all have to pay has become apparent.

High car use leads to increases in congestion, local air and noise pollution, global carbon emissions, and road injuries. The need to provide for the motor car puts pressure on our environment and its use also results in less physical activity and, consequently, a less fit and healthy society. The issues are:

- **congestion** – a negative impact on the local economy and our quality of life. It also significantly increases the amount of pollution a vehicle emits for a given length of journey.
- **local air and noise pollution** – motor vehicles create air and noise pollution which can be damaging to our health and quality of life.
- **global greenhouse gas emissions** – almost a quarter of Jersey’s greenhouse gas emissions, contributing to global climate change, come from road traffic.
- **reduced physical activity** – the dominance of the motor car for travel has contributed to a reduction in physical activity, which in turn leads to health issues such as obesity, cardio vascular



disease and mental health problems. The Health and Social Services Department consider exercise through daily travel as key to addressing this problem.

- **the built environment** – the need to provide for high numbers of motor vehicles creates high demand for road space and parking space and makes many areas unwelcoming except by car.
- **road injuries** – typically 400 road injuries occur on Jersey's roads every year of which approximately 35 are serious.
- **access for everyone** – 12% of households in Jersey do not have a car, but still need to travel safely and conveniently.
- **oil dependency** – oil supplies are unsustainable, prices are rising and supplies are falling.

These are recognised issues not just in Jersey but throughout the developed world. Jersey's population is expected to grow (the Strategic Plan sets a limit of 100,000) so unless we embrace more sustainable ways of travelling, such issues can only get worse.

This policy is not about stopping people using their cars, but about encouraging and enabling the alternatives to be the better option for some people, some of the time. We also propose to encourage the use of cars which are less polluting.

Although Jersey currently has very high levels of car ownership and use, it has a temperate climate, distances are short and speeds are low. The potential to embrace a more sustainable approach to our travel habits is excellent, and being self governing, we have an opportunity not just to follow international best practice, but to lead it.

Some investment will be needed to make the alternatives to the private car more attractive and to encourage people to choose them more often, but the benefits will far outweigh the costs. Real savings will be made through reductions in congestion, road injuries, health problems caused by low levels of physical activity, as well as the space provided for parking, particularly in the town area.

1.2 Development of the policy

In developing this policy we have:

- consulted with the public
- consulted with businesses
- consulted with the Parishes
- consulted with other States departments
- consulted with specific interested parties
- undertaken research
- subjected our policy to peer review

1.3 Consultation

For our policy to succeed we need to encourage people to change their behaviour. It was therefore very important that we consult with the public to find out their opinions. We issued a consultation document and an accompanying questionnaire which covered the range of policy issues but also allowed people the opportunity to comment or suggest anything that wasn't specifically covered by the questions.

The response was excellent, with 1,336 questionnaires returned via the internet or as paper copies, and 43 letters or emails were submitted. In addition, we held a public meeting where approximately 30 members of the public attended. An analysis of the public's views is provided in Appendix D and has been very useful in formulating this policy.

In summary, a significant majority agreed that traffic congestion was unacceptable and a 15% reduction in rush hour traffic was a realistic target, that buses should be subsidised and improved by the States, that congestion should be eased by reducing the numbers of cars rather than building new roads and that pedestrianised areas in town should be extended. The largest majority (91%) was for more off-road cycle routes and footpaths. Most importantly, 68% said they would consider using a more sustainable transport means than their car on a daily basis and only 7% said they would never consider doing so. A significant level of support for improved public transport, walking and cycling facilities was also evident.

As it could be argued that car owners might take a different view to non car owners it is worthy of mention that 88% of respondents owned/drove a car, 12 % did not. This proportion is consistent with the proportion

of all Island households who own/don't own a car according to the 2008 Jersey Annual Social Survey (JASS).

Several States Departments have been involved in the development of this policy and have related strategies. The key areas are:

Health for Life Strategy (Health and Social Services Department)

This aims to make our society healthier on the basis that prevention is better than cure. Exercise through travel is key to addressing increasing levels of obesity and other diseases and their implications for the good health of the population.

Air Quality Strategy (Planning and Environment Department)

Air quality will be improved by reducing the amount of road traffic and by increasing the proportion of vehicles with lower or zero levels of emissions. Jersey is a signatory to several international agreements on air quality (see Chapter 7) and has an obligation to reduce and prevent air pollution. Addressing traffic emissions will be an essential part of the strategy.

Energy Policy (Planning and Environment Department)

The current dependence on fossil fuels for transport in Jersey is unsustainable. This is a policy under development but reductions in road traffic and increases in the proportion of less fossil fuel dependent vehicles will be an essential element. The current draft Energy White Paper proposes a target of reducing road fuel demand by 20% by 2030.

The Island Plan (Planning and Environment Department)

Both the current Island Plan and the draft 2011 Island Plan recognise the importance of a sustainable transport policy to the quality of our environment and quality of life. The new draft Island Plan sets the following objectives;

“to reduce the need to travel through the integration of planning and travel and transport strategies which serve to minimise travel and traffic generation”

and....

“to influence travel demand and choices of travel mode by achieving development forms and patterns which enable and encourage a range of alternatives and which positively enables and promotes walking, cycling and public transport as a more sustainable mode of travel than the private car”.

The North St Helier Masterplan considers traffic and parking to be a significant issue.

1.4 Research

Some local research was undertaken to establish what would persuade people to change their travelling habits away from car use and what they would be likely to change to. This has given us a better idea of what we need to do to enable change to happen. Interviews with commuters at car parks in St Helier, combined with observed Jersey travel patterns and standard UK Department for Transport travel mode change parameters were used to produce a mathematical model to identify the potential for people in Jersey to change their mode of travel from car to bus, walking, cycling or motor cycle. A summary report is provided in Appendix C. The conclusion of that work is that the targets in this policy are achievable, with an appropriate range of measures to make the alternatives to car use relatively more attractive. This is discussed further in Chapter 2.

Sustrans, the UK's leading Sustainable Transport charity has been employed to advise on best practice in the UK and internationally. Comment from Sustrans is provided in Appendix A.

Public transport consultants AECOM/TAS has also been employed to carry out a thorough review of the Island's bus service.

2 Vision and targets

Our vision is:

To provide travel choices for Jersey that reduce reliance on the private car, provide access for all and protect and improve our quality of life.

2.1 Vision

Transport is central to our economy and important to our quality of life. People need to make journeys for work, shopping or social activities, but we can improve the quality of life in Jersey through making better travel choices, whenever possible.

The States is already committed to delivering a more sustainable transport system and the Strategic Plan requires this Sustainable Transport Policy to deliver reduced pollution and traffic, a sustainable internal transport infrastructure and practical alternatives to car travel to persuade people out of their cars, such as improved bus services, cycle routes and footpaths.

However, as well as providing measures in the policy that will bring about a cultural change in public behaviour leading to a reduction in car use, the policy needs to enable everyone, not just car users, to travel safely and conveniently. 12% of households in Jersey do not have access to a car (JASS 2008).

2.2 Reducing traffic congestion

Congestion has a negative impact on our economy and quality of life. During the school holidays, rush hour traffic congestion all but disappears, although this significant difference is caused by a drop in traffic on our roads of only 15% (see Appendix E). Traffic modelling calculates that when flows reduce by 15%, delays reduce by over 50%. A specific target of the policy is therefore to achieve at least a 15% reduction in term time peak hour traffic levels by 2015 (base year 2010). This will prove more difficult if the population increases. The Strategic Plan sets a limit of 100,000 however population forecasts predict that the increase will be due to an increase in the numbers of people of retirement age, rather than the working population or those of school age. This would therefore suggest that whilst there may be growth in the demand for travel this would be predominantly at off peak times, rather than an increase in commuter and school related trips at peak times.

This need not mean that 15% of the public give up using their cars, but rather that everyone reduces their

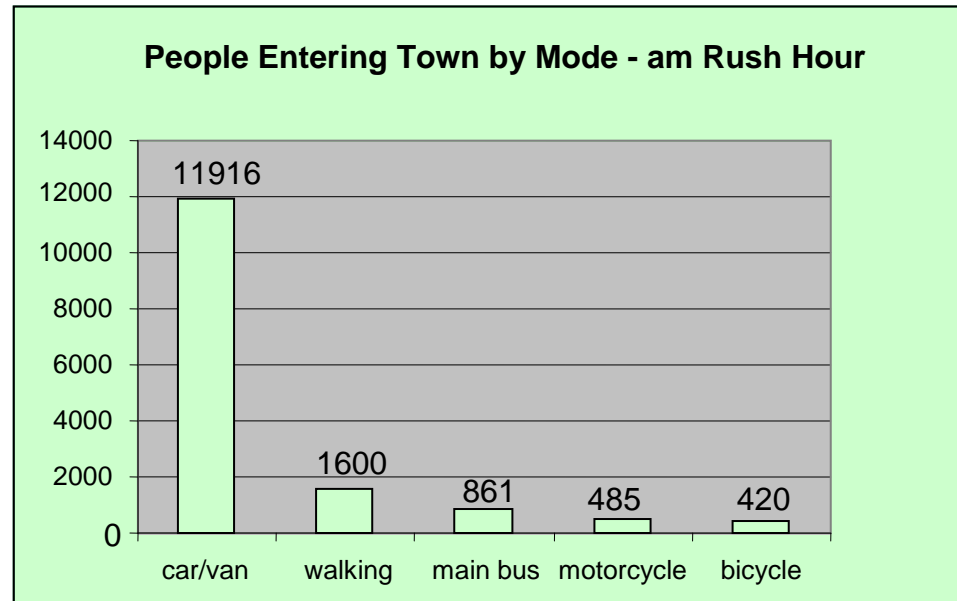
TARGET

To reduce peak hour traffic levels to and from St Helier by at least 15% by 2015

individual car use by 15%, or typically about once a week.

There are many alternatives to private car use, particularly in Jersey, where journeys are likely to be over a relatively short distance. These alternatives need to be made more attractive to encourage people to walk, cycle or take the bus, more often. In our Island, the proportion of people choosing to travel by car is high as can be seen in Figure 1.

Figure 1.



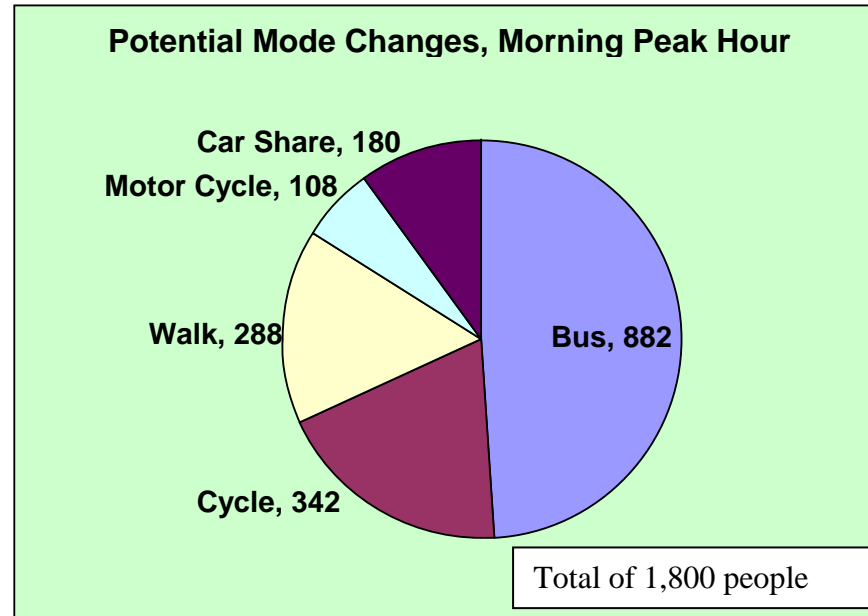
source TTS ring road survey June 2009

Typically 12,000 people currently travel into St Helier each morning during the rush hour in 8,800 cars or vans, so a 15% reduction amounts to 1,800 people opting for one of the alternatives. Our research has shown that significant reductions are likely to come from a combination of measures and result in increases in all modes of alternative travel.

Using the data collected from our car park interviews, half of those previously travelling by car are predicted to transfer to buses, the remaining half are predicted to change to walking, cycling, motor cycling

and car sharing. The predicted increases by mode are shown in Figure 2.

Figure 2



TARGETS

Travelling into St Helier at peak times by 2015: -

- Increase bus users by at least 100%**
- Increase cyclists by at least 100%**
- Increase walking by at least 20%**

The biggest shift would be to bus use. The increase of almost 900 people using buses to commute into St Helier in the morning rush hour represents a doubling in the number of peak hour bus users.

The car park interviews identified that cycling would be the second most popular alternative to the private car and that an increase of 342 cyclists, 80% more than currently cycle, could result. Encouraging cycling will be a key focus of this policy and, with a range of measures to improve both the attractiveness of cycling and the awareness of its benefits, we therefore propose to set a higher target of at least a 100% increase.

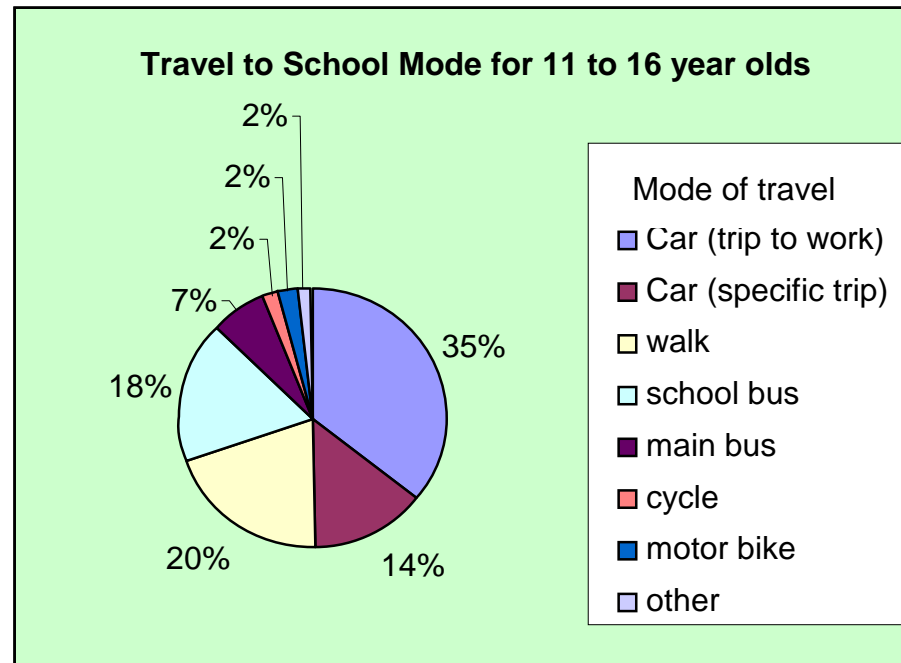
The percentage increase in people walking into St Helier is predicted from the interviews to be more modest, 288 additional people walking or an almost 18% increase. It is likely that many people who live within walking distance of their destination already choose to walk, hence the more modest increase. Nevertheless, JASS (2007) identified that 36% of car trips are less than 2 miles, so there is obvious

potential for some increase and a 20% increase is considered realistic.

The figures above have been developed from surveys of commuter traffic parking in St Helier and do not therefore take account of school traffic.

As mentioned earlier, traffic levels increase in the morning rush hour by approximately 15% during school term times. JASS (2008) identified that approximately one half (49%) of secondary school children travel to school by car (Figure 3). Two thirds of those trips are part of a parent's journey to work. The other third, about 700, are specific trips to take a child to secondary school.

Figure 3



51% of parents in the JASS research identified that they would make greater use of school buses given an

TARGET

Increase school bus use
by at least 20% by 2015

improved service. As these figures included parents of primary school age, who would be less receptive to the use of school buses, the percentage for secondary age alone will be much higher. Given the significant number of specific trips to school and the willingness of a majority of parents to make more use of school buses, a target increase from the current 1,000 pupils using school buses to at least 1,200 is proposed.

The proportion of children cycling to school has reduced from 12% in 1989 to just 2% in 2008, which is comparable to the UK national average. The benefits of exercise to school pupils, as part of daily travel, are well established. This policy will reverse the decline in cycling but in order to do so must address parents' concerns, whether real or perceived, with regard to road safety. The policy target is to at least double the number of children cycling to school.

TARGET

Increase the number of
children cycling to school
by at least 100% by 2015

The proportion of primary school children (5 to 10 yrs) travelling by car is much higher at 73%, of which 31% are a specific journey to school, however the potential for these children to walk or cycle is more limited because very young pupils cannot do this safely on their own. Nevertheless some children in the later stages of primary school may be able to travel independently and may therefore be able to adopt more sustainable choices, or their parents may choose to walk or cycle with them.

The figures above relate to the morning rush hour when commuters and school traffic combine to create the worst traffic conditions. We propose a specific target of 15% reduction in traffic during school term time rush hours, but this policy aims to reduce Jersey's car dependence generally and cause a significant shift towards sustainable forms of travel **at all times**. Although the peak hour target will be measured against a target date of 2015, this policy sets a longer term strategy which will continue to further reduce the Island's car dependence and improve and protect the quality of our environment for future generations.

2.3 How can the targets be achieved?

Research has been carried out to determine if a 15% reduction in peak hour traffic is realistic and what would be needed to achieve it.

In order to encourage more people to walk, cycle or use a bus, we need to make them more attractive options, and change the public's perception that the car is the best way to travel.

Measures proposed in this policy have been assessed using local data and attitude surveys, as well as

15% reduction target achieved by:		
	Initiative	Yielding reduction of
1	Bus service improvements	2-4%
2	Walking and cycling infrastructure	2-3%
3	Travel plans and awareness	3-5%
4	Increased parking charges	2-3%
5	Bus priority	2-3%
	Total	11-18%

research into the effectiveness of international best practice. The following is a summary of the initiatives proposed and their expected contribution to the 15% target.

1. Bus service improvements - improvements to the quality of the bus service, such as the frequency and comprehensiveness of the service, branding livery and types of vehicle, more and better bus shelters and electronic 'next bus' real time information will encourage use. Measures such as these on their own are estimated to have the potential to grow bus patronage by over 30% which would reduce traffic levels by at least 2% (see Appendix C Mode change study summary).

2. Walking and cycling infrastructure improvements - improvements to the quality of facilities for sustainable modes of travel are known to have some effect on mode choice, but are difficult to quantify. Better footpaths, crossings, cycle routes, cycle stands, lockers and showers at work, for example, can encourage people to walk or cycle. Drawing on experience from other towns, a significant improvement in facilities for walkers and cyclists is estimated to potentially reduce traffic levels by 2 to 3%.

3. Work place and school travel plans, public awareness campaigns - travel plans will be used at all States departments, all schools and large new developments through Planning Requirements. Travel plans are a package of measures to encourage less car use tailored to each site (see section 6.3) Evidence in the UK shows that work place travel plans have reduced car trips by a wide range of 3 to 35%. Similarly school travel plans when embraced by the schools have produced reductions in car trips by between 13 and 21%. The impact of general public awareness campaigns is difficult to quantify as they have usually been combined with other measures but are considered an important part of the package to encourage better choices. A combination of these measures is estimated to potentially reduce overall traffic at peak times by 3 to 5%.

4. Increase the cost of parking - the impact of the cost of public parking has been tested and an increase of £1 in the cost of a commuter's daily parking is predicted to reduce traffic levels by 2.7%. As public parking charges were increased by 50p above inflation in 2010, this would indicate that a further 50p increase would be necessary during the 5 year period of this policy (6p per hour), though the success of other measures will be assessed before an increase is finalised.

5. Bus priority schemes – these are schemes that give advantages to buses over other traffic through the provision of bus lanes and priority at traffic signal junctions. This enables the bus service to move more quickly and regularly. It is a powerful method of improving its attractiveness. Local research showed

that if 50% of bus services could save 12 minutes journey time, then peak hour bus use would increase by 42%, resulting in a 3% reduction in traffic levels. Options to provide priority to buses are discussed in Section 3.1.5.

In practice all these measures are interdependent upon each other and would be less likely to have the predicted impact if applied in isolation. Travel plans and awareness campaigns will be more effective if the public can be informed of new services, such as better bus services and walking and cycling infrastructure which has been put in place.

Some towns and cities around the world have considered it necessary to introduce more radical options, such as congestion charging, as recently introduced in inner London, or limiting car ownership as in Singapore.

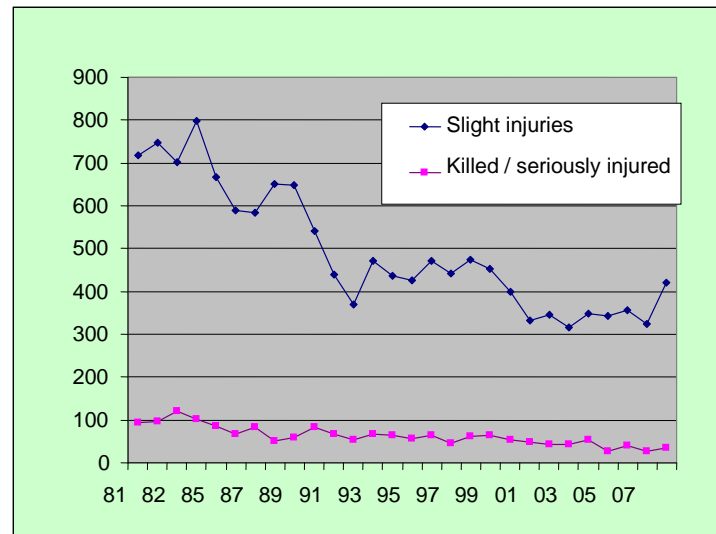
The balance between supply and demand is very different between Jersey and a large city such as London, or even Singapore, which has roughly 8 times more people per land area than Jersey. Neither of these techniques are felt to be appropriate or justified for the Island at present, particularly given the research indicating that the measures within this policy can deliver the targets. It is also noted that 68% of respondents to the consultation were opposed to a congestion charge and only 23% were in support.

2.4 Road safety

The initiatives we are proposing will result in more pedestrians, cyclists and motorcyclists on Jersey's roads, but these road users are more vulnerable. We must therefore invest more in road safety, particular for those road users, through a combination of better engineering (better pavements, crossings, footpaths and cycle tracks), enforcement and education.

There has been only limited investment in improving road safety in recent years. Projects that have been undertaken include the Airport Cycle Route, St Martin's 'Safer Routes to School' project and a number of town centre pedestrian improvement and traffic calming schemes. The significant reductions in road accident injury rates during the 70s, 80s and 90s have not continued into this decade. About 400 injuries occur on our roads each year and quite apart from the individuals that are personally affected, the annual cost to the community of road traffic injuries is estimated to be over £18 million (using UK Department for Transport standard values for road traffic injury costs). The potential benefit in investing in road safety is therefore not just morally justified, but clearly a sound financial investment.

Figure 4.



In Sweden, a 'Vision Zero' approach has been taken, whereby a target has been set of no deaths or serious injuries through road collisions. It would be unrealistic to expect to reduce the number of serious injuries, typically about 35 per year, to zero within the next 5 years, though this should be the long term aspiration. The UK set a target of 40% reduction in serious or fatal road injuries and 10% for slight injuries, from 2000 to 2010. Statistics issued for 2008 from UK police records indicate that those reductions have been achieved, though there is considerable concern that the actual number may be much higher due to a high number of unreported cases. Nevertheless, the evidence suggests that whilst the UK accident rate has fallen significantly throughout the last decade, the rate in Jersey has seen a more modest change.

TARGET

Re-establish a reducing trend in injury rates towards a 'vision zero' target of no death or serious injuries on Jersey's roads.

TTS can take the lead on road engineering, by providing safer road layouts, appropriate speed limits, improved pedestrian facilities and traffic calming measures. Education and enforcement also have a crucial role to play. We propose the formation of a task group to identify the causes and trends for road accidents in Jersey, identify appropriate specific targets and implement prioritised road safety measures. The group would be tasked with ensuring a reducing trend in injury rates is re-established towards a 'vision zero' target of no deaths or serious injuries on our roads.

3 Improving public transport

Jersey is served by a comprehensive bus and taxi service. There is also a small number of coach companies, which principally serve the tourism industry.

Railway lines served the south of the island from 1870 until 1936, when the increasing popularity and flexibility of motor cars and buses led to their demise. Although the route through to Gorey in the east has been mostly redeveloped, the majority of the route to the west between St Helier and Corbiere is still in existence and in the ownership of the States. This has led to suggestions that a modern version of the old railway line could be reinstated. The possibility has been investigated in detail and the conclusions are that it is unviable as explained in Section 3.3 below.

The focus of improvements to public transport in Jersey in the foreseeable future will therefore be centred on the bus service, though if the public are to be encouraged to reduce their dependence on private cars, it should be recognised that the bus service has practical limitations and there will be occasions when a taxi is the most suitable transport.

3.1 The bus service

3.1.1 Background.

Following a period of consolidation amongst bus companies, the Jersey Motor Transport Company, which began operations in 1923, was the sole provider of bus services in Jersey by the 1970s. By this time, after many years of growth supported by Jersey's flourishing tourism industry, the numbers of tourists began declining and the resident population's car ownership rates increased. These two factors led to significant reductions in demand for bus services and consequent reductions in the level of provision. By the late 1990s, the operator no longer felt able to run its network on a commercial basis, as it had done until then, and the States recognised that in order to halt the continuing decline in bus use and to continue to provide a comprehensive network for the Island, a subsidised service would need to be established.

The main service was put out to competitive tender on the principal basis of lowest cost and Connex

won the contract to run it from 2002 to 2009. The school bus service and 'Island Explorer' summer leisure network of bus services were tendered as a combined contract in 2007 and this was also won by Connex. Both contracts with Connex were subsequently extended until the end of 2012 when a new contract for a combined integrated service will be awarded by competitive tender.

3. 1. 2 The current bus service

The States currently pays the current operator approximately £7 million per annum to run the main, schools and Island Explorer services, and receives the fare income of approximately £3 million. The total subsidy for the services is therefore £4 million. Without States support, fares would rise considerably, and operators would only run profitable routes. The service would become less attractive to the public, causing a significant shift towards private car use with resultant increases in traffic congestion, road injuries and pollution. States support for the bus service therefore not only directly benefits those who use it, but indirectly, our entire population.

74% of respondents to the public consultation agreed that the bus service should continue to be subsidised by the tax payer, 86% agreed that the States should invest in improved bus services, and 80% agreed that the school bus service should continue to be subsidised by the tax payer.

A key target of this policy is to double peak-hour bus ridership and to increase school bus usage by 20%.

In order to achieve these targets, improvements to the bus service will have to be made. These improvements will be incorporated into the new 2013 contract but the current contract arrangements will also need to be amended, to account for current and expected growth and to provide a better transition to the new contract.

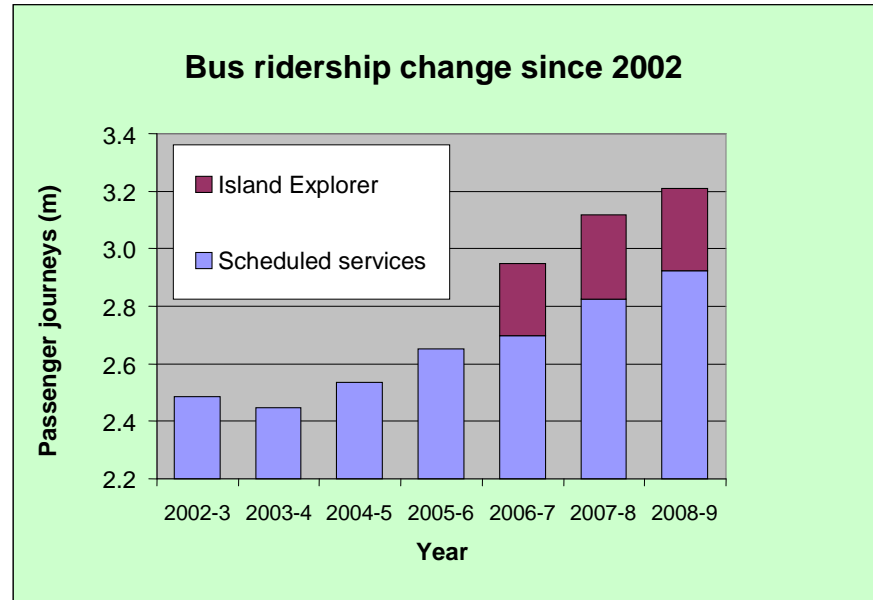
Ridership on the main service has been increasing as indicated in Figure 5, with 3.2 million bus trips being recorded in 2009.

TARGETS

Increase peak hour bus ridership by at least 100% by 2015

Increase school bus usage by at least 20% by 2015

Figure 5



The current contracts, however, were not established with such ambitious growth targets in mind. In order to assess the potential for further growth within the current contracts and to ensure that the growth targets can be met when the new contract commences in 2013, a full review of the current service has been carried out with the assistance of specialist public transport consultants, AECOM/TAS.

3. 1. 3 Review of existing service

The main conclusions of the review were:

- Jersey has a comprehensive main bus service that is enhanced during the summer months to accommodate tourism demands. However, whilst the numbers of tourists has declined and the number of residents has grown, the service has adapted little to provide for the changing demand;



- Jersey provides a comprehensive school bus service carrying 1,000 school pupils in the morning and 1,400 in the afternoon (16 and 22% respectively of the secondary school population);
- public perception of the bus service is relatively good, (JASS 2006). Across a variety of questions 60 to 80% of bus users were satisfied with the service. The satisfaction levels recorded compare well with UK mainland experience;
- although a small majority of the public considered that fares were too high, they are comparable with networks in Europe where high levels of subsidy are provided, and low when compared with UK bus operations which are run largely as commercial profit making enterprises;
- the level of subsidy (the main bus service subsidy was £29 per annum per head of population in 2008) represents reasonable value for money when compared with similar public transport operations, and in particular is similar to the level of subsidy in Guernsey;
- the corridors along the south of the Island have the greatest frequency and use, but some of these parishes actually have fewer bus services per head of population than the northerly rural parishes;
- a more efficient network, providing most of the target doubling of peak hour bus use, could be provided with no increase in operational costs;
- following the award of the school bus contract to Connex in 2007 some integration has occurred between the main service and school service, but this has been limited by different vehicle specifications and driver contracts. Potential exists to make efficiencies and provide for increased patronage at minimal cost with a fully integrated service in the future contract; and
- although the bus service is marketed well to tourists, there is no marketing targeted at the resident population. The economic and environmental benefits of using public transport need to be marketed and made more attractive to the resident population.

3. 1. 4 Proposed network improvements

The review identified the following potential revisions to the main bus network in order to make the operation more efficient and to encourage and provide for increased patronage.

- **A new high frequency 7 day a week southern route**
The route to run between the Airport, Red Houses, St Aubin, Liberation Station, La Rocque and Gorey. The service will run at a 10 minute frequency during the peaks offering a 'turn up and go' service and allowing for travel beyond St Helier.
- **A regular timetable to rationalise and increase coverage**
Services to be scheduled to provide a more regular timetable, improving convenience of use. Additional early morning and early evening services will be provided, where necessary, to extend the period of coverage, particularly in the rural areas that currently receive a limited service.
- **Improved Sunday winter service to rural area.**
During the winter period there are currently no bus services to the north of the Airport or West of Durrell. An all year round island-wide Sunday service will be developed.
- **All year round island circular service**
The current Island Explorer will be replaced with an all year round circular route with vehicles circulating both clockwise and anticlockwise enabling passengers to travel across the north of the Island without travelling via St Helier.
- **A town hopper service**
A service to link Liberation Station with areas such as the hospital, Elizabeth Harbour, the central market and other key town destinations. The service will be low cost or possibly no charge at all as many users will be pensioners and therefore travel free in any case, and the reductions in boarding time and administration would partly compensate for lost revenue. Some income could be gained through sponsorship and advertising. Vehicles would ideally be low or zero emissions, subject to availability.
- **Connection hubs linking the circular service with radial routes**
Located in populated areas where the circular service meets the radial routes, safe and attractive

waiting areas will be provided with high quality shelters, electronic real time 'next bus' information and bicycle storage.

- **Improved standards for bus stops**

Improvements to bus stops will be made including shelters and timetable information. In rural areas where no safe waiting area is provided, consideration will be given to building out from the existing road edge to provide a bus boarding area with seating and shelter.

3. 1. 5 Bus priority

The assessment of the potential for people in Jersey to change from car to bus use has confirmed that it is beneficial to reduce bus journey times. Vehicle detection systems can be incorporated into traffic signals so that buses are detected and green signals extended to reduce their delays. In Europe it has become common practice to allocate road space to bus lanes so that buses can pass by other traffic. Obviously space for bus lanes is limited in Jersey, and on many roads, provision of a bus lane would render a road one way for all other traffic.

Further work needs to be carried out to identify realistic options for bus priority and to accurately assess the costs and benefits of such schemes. The effectiveness of more readily achievable improvements to the bus service need to be monitored before the necessity can be determined.

3. 1. 6 Park and ride

As part of the review, an assessment for the potential and appropriateness of park and ride schemes was carried out. Several towns in the UK have provided large car parking areas outside of the town with bespoke high frequency bus services. Such schemes depend upon the availability of large areas of low value land for surface car parking and very limited and expensive parking in the town centre. Low value land is not readily available in Jersey and land use is strictly controlled. It is not considered that a bespoke park and ride scheme is appropriate. However, anecdotally, it is understood that some people already drive a short distance to park in existing car parks and catch the bus from there into St Helier. This should be encouraged, assuming that the use of these car parks in this way does not restrict its main use in providing for the local community.

3. 1. 7 Demand responsive transport (DRT)

DRT is used in rural areas where scheduled bus services have low patronage and consequently high passenger costs. Members of the public must book their journey in advance and a minibus will provide a door-to-door or stop-to-stop service at an arranged time to tie in with other users. Experience elsewhere suggests that providing such a service becomes cost effective when the cost of a scheduled bus service exceeds £8 per passenger. None of our current routes have an estimated cost of over £5 per passenger and rather than withdraw routes to rural areas in favour of DRT, it is proposed to strengthen them. The potential however for DRT will be kept under review.

3. 1. 8 School buses

Connex currently has the contract with the States of Jersey to provide school bus services and the Island Explorer summer tourist service. Historically some of the buses used for the school service have also been used for the Island Explorer service. It was therefore considered likely to produce good value to continue this arrangement, when the services were put out to competitive tender in 2007.

TARGET

Increase school bus usage by at least 20% by 2015

The two combined services are provided at an annual cost of £1.4 million. The school bus component represents approximately half of the value of that contract. As students are only charged 60p per trip compared to £1.10 or £1.60 for an adult fare, the States pays proportionately more per passenger for the service. 16% of secondary school pupils currently use the service each morning and 22% use it to return home. Although the subsidy per passenger is much higher than for the main service, the benefits in encouraging children to use public transport and to travel independently and sustainably are significant.

One half of secondary school children travel by car and one third of those travelling in cars are making a specific trip to school. 51% of parents (of both secondary and primary school children) in JASS (2006) identified that they would make greater use of the school bus service if it were to be improved. Most of these 51% are, however, likely to be parents of secondary school children, as buses are less attractive for younger children travelling on their own. There is clear potential for more children to use the service and meet the target 20% increase.

There are inefficiencies and duplications between main routes and school services. Some services commence as early as 7.10am and take well over an hour to reach the school. A detailed review with

current travel demand data will be carried out. This needs to be completed in time to enable a revised and improved school bus network to be incorporated in the new contract in 2013.

3. 1. 9 The fleet



The quality of the bus fleet is a key factor in the public's assessment of the attractiveness of public transport. The current 'one size fits all' approach results in full or nearly full buses on the southern corridor but large under used vehicles negotiating narrow roads in rural areas. A more flexible approach may enable better performance to be achieved. The Jersey bus fleet is currently manufactured to meet our vehicle size requirements, in particular the requirement of 2.3m width, compared to 2.5m in the UK. However there may be scope to allow larger vehicles to use certain roads such as the route 15 between St Helier and the airport, and this has been the subject of a trial using a double decker bus. Although unsuitable for some of Jersey's smaller roads they would be able to provide increased capacity and an improved riding experience along the south western corridor. Conversely smaller vehicles may be more suitable for certain rural routes and have lower operating costs.

Many other issues need to be considered when selecting suitable vehicles. A balance needs to be struck between the numbers and spacing of seats, luggage, wheel chair and push chair room. The potential to be able to accept bicycles on buses also merits consideration.

Hybrid buses, which are currently being trialled in London, have both a diesel and electric engine and produce much lower levels of local pollutants, carbon emissions and noise. They are currently considerably more expensive than a conventionally powered bus, but costs will reduce if they become common place in large cities such as London. Although unlikely to be viable in Jersey at present, they may become so, particularly when savings in fuel costs for the life of the vehicle are considered.

TTS is working with the current operator to investigate what improvements to the fleet can be made in the short term and will ensure that the most appropriate vehicles are utilised as part of the new contract in 2013.

3. 1. 10 Fares and ticketing

Bus fares were simplified in 2007 from four bands to two, as part of an attempt to increase the attractiveness of the services. In January 2010 (for the first time since 2004), the level of fares was

increased by 10p to £1.10 and £1.60. School bus fares were also increased by 10p to 60p, for the first time since 2002.

The review concluded that fares offer good value, particularly when compared with the majority of UK mainland bus operations which are operated as commercial profit making enterprises. Fare income from the main service is currently about half the contract cost so without a subsidy, fares would be double their current level assuming that patronage stayed the same. The current contract incorporates the annual cost of living increases and, disregarding any income from growth in passenger numbers, fares will need to be regularly increased by the cost of living to avoid the cost of the subsidy increasing. It is important to minimise the boarding time, therefore fares must be kept simple and price rises would need to be staggered to avoid inconvenient fares which would increase boarding times.

The balance between the cost of bus and car travel is influential in people's travel choice. Public parking charges were increased in 2010 by 14% to 66p per unit. The cost for 9 hours parking for a daily commuter is therefore £5.94 in St Helier or a monthly season ticket costs £107.46. The cost of the longest return journey by bus is £3.20 and a monthly commuter pass is £50.40. If the running costs of a car are included it can be seen that bus travel offers better value for commuters unless the car has several occupants. In order to encourage more sustainable transport modes this differential must be maintained or increased. Parking cost is discussed in Chapter 4.

There are a number of ticketing options currently available including weekly, monthly and annual passes. The viability of a Jersey smart card system will be assessed, similar to the London Oyster card. Improved payment systems will be developed as they can reduce boarding times, integrate with other systems and improve the convenience of payment.

3.1.11 Night-time economy

The bus service currently provides a limited service for the 'night-time economy' with only the route 1 to Gorey and route 15 to Les Quennevais providing a service out of St Helier at pub closing times. No services leave St Helier after midnight. The taxi service struggles to cope with the accumulation of people needing transport at club closing times late into the night. A late night bus service with an appropriate premium on fares would assist in the quick and efficient dispersal of crowds in St Helier, particularly at weekends and thereby assist in reducing antisocial behaviour. The potential for such a service will be investigated.

3. 1. 12 Implementation of improvements

TTS and Connex have worked together to introduce improvements, particularly to peak hour capacity including the use of some returning school buses from Les Quennevais and Le Rocquier Schools in the morning peak time. Further capacity improvements were introduced in February 2010 to coincide with the increase in parking charges, in anticipation that more people might use the bus service.

The target of this policy is to at least double peak hour bus use by 2015 and progress is already being made towards achieving this target. TTS will work with Connex to identify which elements of the proposed improvements can be implemented prior to the new contract. As the current operator is contracted to run a specified service, revisions may well incur a cost, although this will be mitigated by increased fare revenue. The full capacity increases and more significant changes are unlikely to be achieved until the new contract is in force.

The AECOM/TAS review identified that the network changes described above in 3.1.4 could be implemented within the current fleet size and with no increase in operational cost. Those network changes provide 650 additional seats into St Helier in the morning peak and nearly 400 out in the evening peak (less additional seats required in the evening because there are currently 300 more seats than in the morning). This met the requirements of the review brief, however subsequent research has led to the target being increased to at least a doubling of bus passengers in the morning peak. The new contract will therefore have a requirement to accommodate growth to meet this policy's target.

3. 1. 13 The new contract

The experience gained from the first competitive tender and operator contract for the main bus service in Jersey will inform the process for the new contract and enable a more efficient service to be provided. Although the review identified that improvements can be made in the efficiency of the current operation, it is inevitable that the new contract will continue to require significant States subsidy if fares are to be competitive and use of the service is to be encouraged.

The new contract will integrate the main, summer (Island Explorer) and school services and needs to ensure that the target increases in bus use from this policy can be met. Appropriate incentives and penalties will need to be incorporated into the contract to ensure that the operator meets performance criteria.

We will determine the best means of procuring a good comprehensive and affordable bus service for the Island and, in particular, how best to provide incentives for the operator to grow the service. Because the States receive all fare revenue and the contract is run for a fixed price, the States hold the risk. The new contract could allow the operator to keep the revenue and therefore also have the risk. The operator may however add a premium in the tender price to cover that risk and there is no guarantee that this would produce better value for money for the public. A further option would be to share the revenue thereby providing a significant incentive to the operator but a shared risk for both parties.

The public own Liberation Station and the maintenance depot at La Collette. It may be cost effective for the States to also procure a vehicle fleet and enable potential operators to tender for the cost of operating the service without the complications of fleet specification. Jersey has smaller roads and consequently the legal requirements for width and length of vehicles is smaller than the UK and the continent. Therefore, it is likely that special vehicles will be required, which may involve associated premiums and longer timescales for purchase.

3.2 The taxi service

There are currently three principal classes of taxicab in Jersey namely:

- controlled (rank) taxicabs, which have their tariffs controlled, and are the only taxicabs allowed to wait at ranks (except at the harbour and airport). They can be hailed and should be in radio communication with each other to deal with demand. There are currently 140 controlled licences, 136 of whom are owner/drivers;
- restricted (private hire) taxicabs, which obtain most of their work from taxicab companies that operate 'depots'. They can be booked or hailed but cannot pick up from the ranks except at the airport and harbour when no controlled taxicabs are waiting. Restricted taxicab tariffs are not controlled but each company operates a published fare structure which tends to be more expensive than the rank cabs. Restricted taxicab owner/drivers pay a 'depot rent' to cover the cost of control infrastructure. There are currently 165 restricted cab licences, 115 of which are owner/drivers and 50 are company operated licences; and
- limousines, which can only operate on bookings, and payment is 'on account'. There are 35 limousine licences.

The system has changed little in decades and with advances in technology and an expectation of

increased demand, modernisation is overdue. It is estimated there are well over one million taxi journeys made each year.

The public consultation for this policy identified that 57% of respondents agreed that TTS should look at ways to develop a more efficient and integrated taxi service, 26% disagreed, and 17% had no opinion. Of the 180 written comments relating to taxis, 128 considered that taxi fares are too expensive. Other comments have indicated that demand is not met on occasions and that the image of the service is poor.

Potential changes to bring about a better service could include:

- one class of signed taxicab with each taxicab able to access ranks and linked to an operator using GPS to track vehicle location;
- one set of tariffs with a booking fee;
- functioning under a single umbrella organisation with one telephone number;
- embracing technology (CCTV, computer dispatch systems, GPS, etc) to improve the service and provide data to inform decision making; and
- defining the 'ambassador' role of the driver, and improving adherence to the code of conduct.

A more detailed analysis is required with factual evidence to assess the issues, the implications of these proposals and the justification for change. TTS will gather that evidence and develop proposals by 2012, to enable the taxi service to provide a simplified system which meets the future growing needs of the public, and ensure its full implementation by 2015.

3.3 Light rail/tram systems

An investigation into the potential for a light rail or tram system following the line of the old railway to the west of the Island was assessed and considered unviable in 1995. This was summarised in the consultation document for this policy, nevertheless a small majority of the public (41% for, 40% against)

thought that a tram system should be introduced. A fresh review has been carried out to gauge whether advances in technology now offer a viable option. In fact, the review reconfirmed the original conclusion.

All the towns and cities where similar systems have been assessed, have a much greater population base to justify the disruption, land take, visual intrusion, capital and running costs.

Although there are a considerable variety of such systems around the world they can be summarised into three main technologies:

- light rail transit (modern trams);
- ultra light rail transit; and
- bus rapid transit

Light Rail Transit (LRT) would be the most attractive to the public but is also the most expensive system. The vehicles operate in a range of environments, from pedestrianised streets, shared traffic to segregated rights of way. The trams run on conventional steel rails on a dedicated track, each vehicle accommodating between 100 and 400 people. Vehicles are normally powered by overhead electric wires, though there are also rare examples of diesel powered trams. Trams typically can carry between 5,000 and 8,000 passengers per hour per direction. In French towns a typical figure of 40,000 passengers per day is used as the minimum value to justify a tramway. By comparison the bus route 15 which the tram route would effectively replicate carries fewer than 2,800 passengers per day and 200 in one direction in the peak hour.

Ultra Light Rapid Transit (ULRT) is a more recent technology promoted as a lower cost alternative to LRT. They use smaller, lighter vehicles carrying about 60 people, running on lower cost rail infrastructure without the requirement for overhead electric wires. There are few examples, however. The primary example in the UK is the Parry People Mover (Stourbridge) which uses slow speed flywheels to store kinetic energy between passenger pick up points. An LPG engine provides auxiliary power in conjunction with batteries to maintain speed over longer distances.

Bus Rapid Transit (BRT) usually uses modified standard buses designed to combine as much as possible of the permanence, comfort and journey time of light rail with the flexibility of buses. Dedicated infrastructure does not have to extend along the entire route and installation costs are therefore much

less, but the attractiveness of the system is also reduced. Systems are either unguided or guided. Unguided systems use segregated rights of way in the form of normal roads with bus only access. Guided systems use a kerb side guide or central rail allowing conventional buses fitted with small guide wheels to be automatically steered along the route. BRT usually provides for between 2,000 and 4,000 passengers per hour, though much smaller applications are known.

The review assumed a catchment area for the system of 10 minutes walking distance of the service and using typical transport behavioural change percentages from other case studies, predicted that between 390 and 460 people could be expected to use the system in the morning peak hour, but 80% of those would have transferred from buses rather than from car (the predictions are consistent with other mode change predictions discussed in section 2.3). The resulting traffic reduction approaching St Helier from the west would be 3%.

The capital cost of a LRT system is estimated at £130 million, ULRT £85 million and BRT £30 million. The attractiveness and therefore potential for patronage with the lower cost options is likely to be less than in the figures above. Operating costs based on UK 2009 figures are typically £2.5 million per annum for a LRT and £1.75 million for ULRT, though with specialist maintenance systems not being available locally these costs are likely to be considerably higher in Jersey.

Regardless of which system was adopted, the principle is that it would make use of the old railway line to avoid traffic congestion on the road network. The route of the old railway is now well established as a walking and cycling route. It would not be possible for a tram or guided bus to use that route at a reasonable and competitive speed without segregation from other users and in many areas west of St Aubin, this would involve the loss of the area for walkers and cyclists. In the morning peak hour over 200 cyclists use the cycle track from the west to travel into St Helier. This is a much higher number than the predicted transfer from car use to tram and to remove that excellent facility would be counterproductive to the aims of the Sustainable Transport Policy.

Parallel to Victoria Avenue, where there is more space, the pedestrian footway and the cycle track could be maintained with some intrusion into the car parking areas. Because of the constrained space and predicted usage, the system would be single track, requiring passing loops at regular intervals. The track would require fencing along its entire length to maintain safety of pedestrians accessing the promenade and beach.

The section from Bel Royal to St Helier would not be convenient for residents living on or near La Route de St Aubin, who would be better served by continuation of, and improvements to, existing bus services.

At St Aubin, developments have occurred adjacent to the old railway route and a tram system would have to divert onto the road in both directions before returning to the original railway line. This would require traffic signal control.

Where trams penetrate town centres they use the same road space as other traffic but servicing of premises must be restricted to areas clear of the track. This is not possible in St Helier because of the narrowness of our streets and a tram system would therefore be constrained to providing access into the Esplanade area where a terminus would be required.

A connection to the airport would be desirable and is a component of the above patronage predictions, but there is no old railway line to it and significant land acquisition would be necessary.

In conclusion, the complications are many, the costs high and the benefits low. A rapid transit system is not considered justified because:

- although requiring major capital expenditure and ongoing revenue costs for the general public to meet, it would only cater for a small area of our population predominantly in St Brelade;
- a bus service would still be required to run along a similar route to serve those areas of St Brelade it didn't reach;
- it would not be able to reach the centre of St Helier;
- it would only potentially reduce traffic flows along the south western route by about 3%, the majority of users transferring from buses rather than cars; and
- it would adversely affect existing and well-used walking and cycling routes, negating some if not all of the potential car use reduction.

3.4 Recommendations – Public Transport

1. The provision of additional capacity to meet the policy target of at least doubling peak hour bus passengers by 2015.
2. The introduction of a more attractive and efficient main bus service with potential improvements to include:
 - a high frequency southern route between the airport and Gorey;
 - a regular timetable to optimise rural routes and improve peak hour frequency;
 - improved Sunday and evening services;
 - all year round circular service to link communities outside of St Helier;
 - a town hopper service;
 - connection hubs with appropriate shelters and facilities;
 - improved standards for bus stops;
 - encouragement in the use of existing out of town car parks for park and ride; and
 - branding of routes, marketing and improved livery of vehicles.
3. The new contract for bus services in 2013 to include the specified network improvements with flexibility for additional growth, incentives for the operator to encourage growth and meet performance targets, appropriate low emissions vehicles, an option for smart card ticketing, integration between school and main service and ability to meet the proposed 20% increase in school pupil use.
4. A full needs-based review to be carried out to assess school pupil travel patterns, potential for increased school bus patronage and integration with the main service, with the aim of increasing use by at least 20% by 2015.
5. Proposals for bus priority to be progressed where possible, and subject to the effectiveness of the above measures, including vehicle detection at signalled junctions.
6. Consider proposals for a premium fare late night bus service.
7. Improvements introduced to the taxi service by 2015 to provide a simplified system based on what the public need.

4 Parking

4.1 Supply

The availability and cost of parking is fundamental to the use of the private car. The aim of this policy is to persuade people out of their cars, therefore the demand for parking spaces, both public and private, will reduce and significant benefits could be achieved through realising the development value of land currently given over to car parking.

This policy recognises, however, that convenient and adequate shopper parking is essential to support the town's retail activities. Although we aim to make the alternatives more attractive for all trip purposes, it is anticipated that the greatest reductions in private car use will arise from reductions in commuter and school car trips. Reductions in commuter parking demand will free up public parking space for shopper parking.

57% of respondents to the consultation agreed that the number of commuter parking spaces (public and private) in St Helier should not be increased (37% disagreed). Conversely 55% of respondents agreed that the number of short stay shopper spaces in St Helier should be increased (38% disagreed).

TTS currently provides about 3,200 long stay commuter and 850 short stay (3 hour limit) parking spaces in the town area. By comparison, there are about 7,000 private non residential spaces (this includes areas such as the harbours and hospital). Only 39% of car users who work in town, park in a public car park (JASS 2008). The proportion using public car parks when shopping is much higher at 82%.

Figure 6

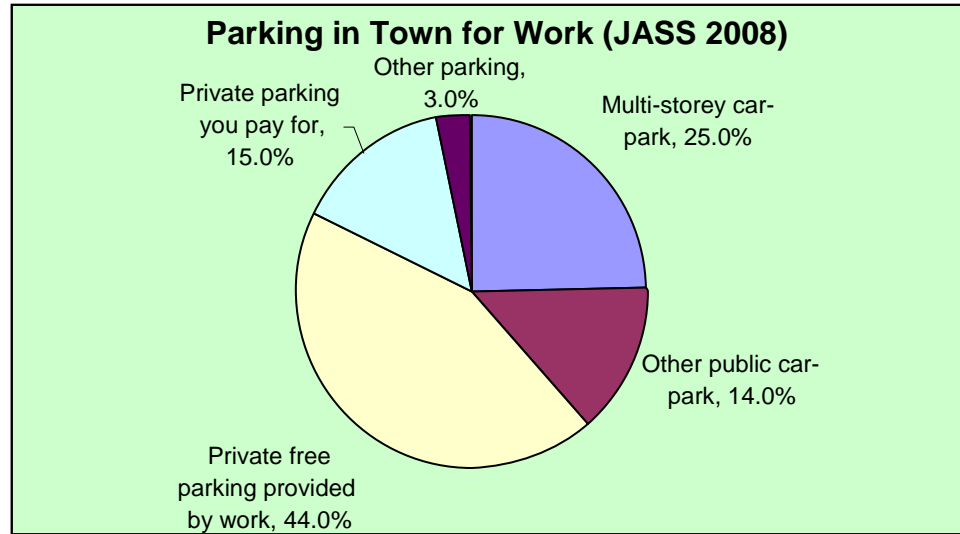
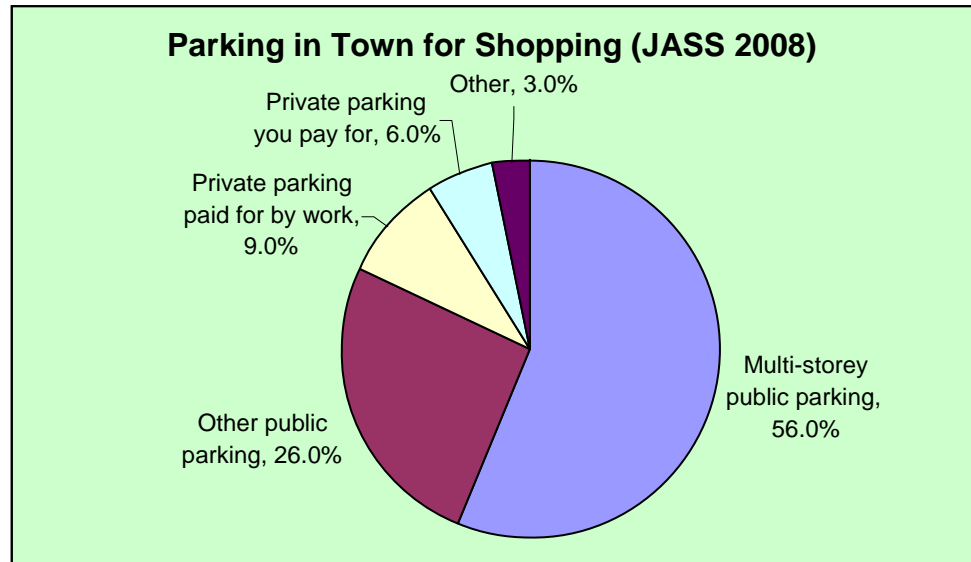


Figure 7



The majority of the town long stay car parks become full by approximately 9am each working day, except Pier Road which typically has about 200 spare spaces. The town short stay (3 hour limit) car parks also typically have some spare capacity on week days, mostly at Sand Street (200 spaces) though Minden Place will normally have about 20 spaces free, except during the weeks approaching Christmas. On Saturdays, Minden Place is usually full, but all other car parks have spare capacity.

A key target of this policy is to reduce traffic entering St Helier in the morning peak hour by 15%, or 1,300 motor vehicles. Assuming that the majority of reductions come from people who park in town and that other reductions would occur outside of the rush hour, it is estimated that there would be up to 2,000 less vehicles per day parked in the town area. Although more vehicles park privately than in public car parks, people who have to pay for their parking will be more likely to be receptive to travelling by other modes. The number of vehicles parked in town public car parks is therefore expected to reduce by between 1000 and 1300 vehicles.

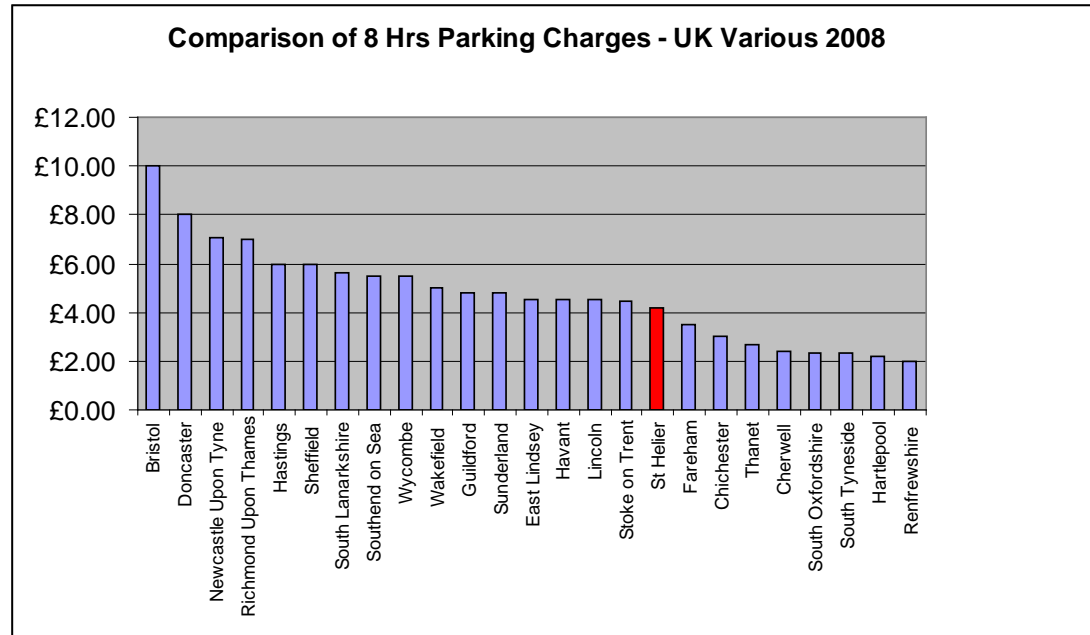
There are numerous small, mostly private, surface parking areas in the town area which could be developed for better uses. The draft Island Plan proposes to encourage redevelopment on such sites for uses other than car parking and not to give planning permission for the development of new private non residential car parks with public access. In the long term there will, therefore, be a reduction in private car parking availability. Should that reduction exceed the reduction in overall parking demand resultant from this policy, there could be a need to provide increased numbers of public parking spaces, though this is not envisaged during the next 5 years.

4.2 Cost

The cost of parking is a significant component to the cost of car use and is therefore influential to people's travel choices. Although there are more private than public parking spaces, the cost of public parking will influence the rates set for private parking.

Public parking charges were relatively inexpensive compared with many UK towns (see figure 8), though less so since the increase in early 2010 of 14% to 66p per hour (£5.28 for an 8 hour day or £107 for a monthly season ticket). When added to the cost of running a car, this is significantly more expensive for a single occupant car user than the return bus fare of £2.20 or £3.20.

Figure 8



As discussed in section 3.1.10 the cost of bus fares will need to be increased by the cost of living and in order to protect and improve the differential cost between private car use and other travel modes it is proposed that the cost of parking is increased above the rate of inflation. Our research suggests that a second increase above inflation would need to be applied by 2015, though this would not be done until proposed improvements to bus frequency and capacity have been implemented. The effectiveness of other measures within this policy will be monitored before the need to increase parking costs or the appropriate increase is determined. Advance notice would be given of proposed increases above inflation.

4.3 Private non residential parking

Increasing the cost of public parking may result in private parking becoming more valuable. This would be counter productive to the desire to encourage development at private non residential car parks and may lead to the need to introduce a tax or levy system on private parking in the town area in order to provide an

incentive for land owners to redevelop. This is not expected to be necessary during the first 5 years of this policy. The supply and demand for private non residential parking needs to be monitored. Should it become necessary in the future, such a system would produce a potentially significant income stream to support sustainable transport initiatives. The suggestion of a tax or levy system for private commuter parking was supported by 41% of respondents to the consultation, with 52% against.

4. 4 Payment mechanisms and enforcement

A preliminary review has been carried out on the payment mechanism on-street and in public car parks. Although scratch cards are one of the simplest means of charging on-street, advances in technology will provide more efficient off-street systems that will enable the charging structure to influence the public's parking choices. Barrier charging mechanisms are difficult to introduce at the existing multi-storey car parks, because to avoid frustrating delays for the public, two barriers would be needed to cope with peak movements or when one barrier was faulty. They are therefore more likely to be viable at new car park structures which would be designed appropriately. Pay on exit, including the use of debit cards, would enable motorists to pay for the actual time parked, not have to worry about predicting length of stay on arrival or fear of a fine if they are late returning. Automatic number plate recognition systems, and in car electronic meter systems also offer opportunities to introduce a fairer system, enabling motorists to pay for the time parked, and not risk receiving fines. At the same time the car park administration can improve income, reduce staffing costs and introduce charging system flexibility in support of sustainable transport initiatives. This might include pricing incentives to encourage the public to park at their nearest car park rather than making trips across town.

The traffic model for Jersey has identified that significant numbers of vehicles travel across town to the car park closest to their destination. Congestion, particularly through the Fort Regent tunnel could be reduced by encouraging commuters from the West to use Patriotic Street and the Esplanade car parks and those from the east to use Green Street. A number plate recognition system would facilitate a pricing discount scheme to encourage this.

A trial number plate recognition scheme will be introduced at one of the multi-storey car parks during 2011 and assessed for its suitability at all large public car parks.

Although the technology is developing for improved car park charging systems, on-street charging systems

have yet to offer an ideal alternative to scratch cards, most requiring on-street machinery which in Jersey's narrow streets would be unwelcome. It is therefore anticipated that scratch cards will need to remain for on-street use, at least for the immediate future.

The current off-street system depends upon a fining system for offences. Revisions to the charging mechanism should reduce the likelihood of offences and the need to issue fines. Currently an offence in an off-street car park attracts a fine of £60 (£40 if paid within 3 days). On street offences in St Helier however attract a fine of £30 or £50 depending on the particular offence. It is clearly inequitable that an offence on a public road would result in a fine of £30, but £60 if the same offence was committed in a car park. A minor parking infraction in a car park can attract a relatively high penalty in relation to the gravity of the offence. TTS will liaise with the Connétables to ensure a more equitable fining system is in place.

4.5 Encouragement of low emissions vehicles

Improved technology can also enable parking advantages to be provided for more environmentally friendly vehicles. Respondents to the public consultation identified support for doing so, 60% in favour, 35% against. A simple version of this has already been introduced through the TTS 'eco permit' scheme offering a 50% discount on parking card charges for low emissions vehicles (all vehicles with emissions under 100gms CO₂/km, or hybrid vehicles under 120gms CO₂/km). Although the proportion of eligible vehicles is low (in January 2010 only 49 permits had been issued) technological advances will enable a much higher proportion of private cars to qualify, and it is envisaged that other vehicles would then have to pay an increased rate to compensate for the loss of income.

Electric vehicles are obviously eligible having zero emissions at street level and it is proposed that charging points and reserved spaces in advantageous positions will be provided in public car parks to further encourage their use, as they become more commonly available. The Jersey Electricity Company has indicated a willingness to sponsor associated costs of installation and maintenance. Availability of electric cars is currently very limited, although several major manufacturers expect to offer competitive models in 2011.

4.6 Town Park development and the North St Helier Masterplan.

A town park is to be constructed on land which is currently used for public car parking (Gas Place car park)



and private parking (Talman Site) between the Gas Company Premises and Bath Street. Creation of the park will involve the removal of 389 public parking and 230 private parking spaces. The loss of the private parking spaces is consistent both with this policy and the North St Helier Masterplan and no alternative private non residential parking is considered necessary in the vicinity. In fact, the overall stock of private parking in the town area will not reduce in the immediate future as although the Talman site will be lost to parking, a new 240 space multi storey car park will open in Kensington Place during 2010. Although not consistent with this policy, that car park will have good access from the busiest part of the ring road and will provide parking in the Esplanade area which has seen the most recent office development.

The lost 389 public parking spaces will require replacement, at least in part. An adequate amount of parking for the north east part of the town area will still be required, for residents and short stay visitors to businesses in that area. However, eventually the traffic reductions resulting from this policy will mean an overall reduction in demand for parking in town. Gas Place is also the only St Helier public car park which allows parking for commercial vehicles over 15 feet in length and replacement parking for this will be required though not necessarily in that immediate area.

Gas Place car park is full during the day with mostly (90%) commuter (long stay) users and it is also approximately half full overnight. This policy supports the removal of the car park subject to adequate residential and short stay replacement parking in the north east area of the town.

Minden Place car park (243 spaces) is the most popular of the town car parks, but has an inefficient layout and its location brings high levels of traffic into congested town centre roads. It is expected to reach the end of its serviceable life within 10 years. It should continue to be used in the meantime but appropriate replacement shopper parking provided in the vicinity to replace it by that time.

Snow Hill has been identified as a suitable location to increase the level of shopper parking spaces to the south east of the town centre, however a number of difficulties need to be considered. The car park has a difficult vehicular access as there is limited visibility and separation from other approaches onto Green Street roundabout. High headroom is required to provide access by large vehicles to the cavern and town sewer tunnels, and any proposals should be mindful of its current use as a popular pedestrian and cycle route, as well as proposals to provide improved pedestrian access to Fort Regent.

Nevertheless it may be possible to construct a low cost single deck extension to Snow Hill, providing

important shoppers' parking for the east town centre. The outcome of the North St Helier Masterplan will be informative in assessing the justification for this.

4.7 The Esplanade area

The recent and proposed developments on the Waterfront are a mix of residential, retail, tourism and offices. Proposals for the Esplanade Square site, were due to commence in 2009, but were deferred by a decision of the States. The proposals, currently subject of a Planning Application, include 620,000 square feet of office space and underground car parking for 1,420 cars, to replace the existing 520 public parking spaces and add 900 private spaces for a mix of residential, commercial and commuter use. The current proposals include burying La Route de la Liberation and providing direct access to the underground parking, so providing an excellent connection to the road network. This scale of development and associated parking provision would however significantly increase demand on the road network, particularly due to the proportion of spaces available to commuters and would not be consistent with the aims of this policy. Increased commuter parking should be countered by a reduction in private non residential parking provision elsewhere in the town area, as discussed above, through the planning control process for private developments. Should the proposals be subject to any significant change, the traffic aspects would require reassessment under the direction of this policy.

The possibility of extending Patriotic Street car park has been considered in the past, particularly given its importance in supporting the general hospital. The car park was designed to be able to accommodate extra floors. However with the imminent opening of a 240 space private car park in Kensington Place, and the reductions in commuter car parking demand anticipated through the measures of this policy, it is not now considered necessary for the States to extend this car park. In the long term, this could be reviewed if losses of private non residential spaces exceeded the reductions in demand for commuter parking resultant from this policy.

4.8 Bicycle parking

Chapter 2 identifies that a target of this policy is to increase cycling by at least 100%. In recent years both the Parish of St Helier and TTS have had a programme of installing cycle stands in the St Helier town area. These existing cycle facilities are often over subscribed, particularly during the summer months. More cycle stands are also needed at other destinations outside of the town area. The programme of improving



the provision of cycle parking facilities will continue and will include covered areas and locations covered by CCTV to improve security. The increase in the number of cycle stands needs to match growth trends.

4. 9 Motorcycle parking

The demand for parking motorcycles exceeds capacity. The use of motorcycles with small engines is environmentally preferable to single occupant cars and should therefore be encouraged. The proportion of space given over to motorcycle parking will be increased. Developments in electric vehicle technology will be followed and if appropriate, electric charging points for motorbikes will be provided in car parks. Additional on-street space will be provided, either in areas where other vehicles would not have enough room to park, or by conversion of a proportion of existing car parking spaces where appropriate. Where on-street parking is provided, a proportion should be designated for motor cycles.

4. 10 On-Street Parking

The demand in the town centre for parking on-street constantly exceeds the supply. Many private car users prefer to park close to their destination rather than use a more distant off-road car park, even though there is usually spare capacity to do so. Priority will be given to unloading and service vehicles as well as disabled badge holders. Improved pedestrian space will enhance the quality of the town centre and help maintain its vitality. Recent improvements to the public realm have necessitated the removal of some on-street parking spaces. Although improving the attractiveness of the area and providing better pedestrian space some traders have considered the loss of parking to be harmful to their business. The Sand Street shoppers' car park normally has spare spaces, however, the two other shoppers' car parks at Minden Place and Snow Hill are frequently full, though with a fast turn over.

In the shorter term, it is accepted that current levels of on-street parking will be maintained but that it should have a higher charge than at an off-street car park. Some central town spaces are limited to 20 minutes so have an effective rate of £1.98 per hour which is three times higher than the off-street car parks, but the majority of on-street spaces in the town central area have a 1 hour limit and are therefore charged at the same rate of 66p (or one unit) per hour. Motorists should be encouraged to use off-street parking rather than on-street, but be able to find an on street space without circulating repeatedly if they need to park nearby for example to carry purchases to their vehicle. It is therefore proposed that a more rational charging system would be that all town centre on-street spaces are charged at 66p per half hour

(or one unit per half hour) doing away with the current 20 minute and one hour limits. This should be part of a review of the hierarchy of parking in the town area, so that rational and enforceable restrictions are applied to balance the needs of the various users such as cyclists, motorcyclists, disabled badge holders, residents, delivery vehicles, tradesmen and shoppers. Introduction of a town hopper service (section 3.1.4) may reduce the demand for central town on street parking by encouraging motorists to park at an edge of town car park and access the town centre by bus.

4. 11 Disabled parking

Parking for the disabled must be as convenient as possible and meet recognised standards. On-street parking should where possible be provided rather than off-street as it will generally be closer to the user's destination. Availability of disabled spaces needs to be reviewed. Anecdotal evidence suggests that there is some abuse of the current system. The introduction of charges for disabled spaces would reduce the numbers of abusers to the benefit of those in real need. Whilst it is appropriate to enable disabled persons to park closer to their destination, it is not logical that the parking provided should also be free. Disability is no guide to income. The well off should pay, and the less well off should receive appropriate financial support. This would most appropriately be through the low income support system. Consultation will be carried out to assess whether existing disabled badge holders would support the introduction of charges in order to reduce abuse of the system.

4. 12 Commercial parking on and off-street

It is important for commercial activities to be carried out efficiently. Tradesmen need to be able to deliver goods and go about their business without undue hindrance. Although our roads are often busy with competing demands for space, particularly in the town area, parking control officers offer day to day management which can enable our deliveries to be made at sensible times and locations whilst ensuring that traffic flows are not unnecessarily hindered at peak times.

Off-road overnight parking for commercial vehicles may also be necessary as there are currently few legal options for businesses without adequate off road private parking facilities. Future provision could be designed into new off-street car parks. Gas Place car park is currently the only St Helier off-street car park where commercial vehicles over 15 feet in length may be parked, and is therefore popular particularly for overnight commercial parking. Replacement commercial parking will need to be found when Gas Place is

developed for the town park, with appropriate charges.

4. 13 Recommendations - parking
1. Increase the quantity of short stay (shopper) off street public parking in St Helier.
2. Limit or reduce the quantity of long stay (commuter) public and private parking in St Helier to match the changes in car use brought about by the sustainable transport policy.
3. Increase the cost of off-street parking above inflation by 2015 to enhance pricing incentives for sustainable travel modes.
4. Continue to provide discounted parking prices for low or zero emissions vehicles and increase cost of parking for other vehicles as the number of low emissions vehicles become significant.
5. Provide spaces and charging points for electric vehicles in public car parks, as those vehicles become commonly available.
6. Develop pricing incentives for nearest car park use and reduction of across town trips.
7. Introduce improved charging systems through modern technology and an equitable and proportionate fines system for on and off street offences. Introduce a trial automatic number plate recognition system during 2011.
8. Provide replacement parking for spaces lost due to the development of the town park at Gas Place, with an overall increase in shopper spaces and decrease in commuter spaces.
9. Maintain Minden Place Car Park to the end of its current expected serviceable life (2019) and identify appropriate replacement shopper parking in the vicinity for that time.
10. Develop proposals for a single deck extension to Snow Hill car park for shoppers parking (subject to discussion with ESC regarding access to Fort Regent and the outcome of the North St Helier Masterplan).
11. Increase and improve the number of bicycle parking facilities both in the town area and other destinations.

throughout the Island.
12. Increase and improve motorcycle parking provision on-street and at off-street public car parks.
13. Revise town centre on-street parking charges, to increase time limit on 20 minute zones and decrease time limit on 1 hour zones, to a standard 30 minutes throughout.
14. Undertake a comprehensive parking review into the hierarchy of waiting and loading restrictions to enable appropriate and enforceable levels of parking, loading, servicing and access including overnight parking for commercial vehicles.
15. Ensure an adequate supply of disabled parking and consult on the introduction of appropriate charges.

5 An appropriate road network

There are a number of areas in the Island where there is a concentration of traffic exceeding the road capacity, causing congestion and delay. During the policy consultation 66.5% of respondents agreed that current levels of road congestion are unacceptable.

Due to land constraints, road construction solutions to these bottlenecks will be difficult and expensive to achieve, particularly in the town area. This policy aims to address the issue of traffic demand exceeding network capacity, by reducing demand, rather than by increasing capacity. Improved capacity at particular locations is likely to encourage private car use and therefore lead to increased congestion elsewhere. The congestion at Beaumont for example acts to discourage car travel and therefore has a beneficial effect elsewhere.

During the policy consultation, 75% of respondents agreed that congestion should be eased by reducing the number of vehicles rather than building new or larger roads.

Future road improvements should, therefore, generally provide improved facilities for walking cycling and public transport, and address road safety, particularly for pedestrians, rather than simply providing traffic capacity. In the town, proposals to extend the pedestrian priority shopping centre and reduce through town trips on roads such as Halkett Place, will be developed. Assessments will be carried out to identify if there are two way roads in the town area which should become one way to enable pavement widening. The assessments must take account of the disadvantages of displaced traffic on other roads.

5.1. Providing for pedestrians and cyclists

Encouraging people to walk and cycle by incorporating these modes of travel into everyday journeys, instead of always using a car, will not only reduce the number of vehicles on our roads, but improve our health. The importance of gaining exercise through regular walking and cycling is clearly recognised by the Health and Social Services Department. The Medical Officer of Health considers this issue as key to addressing the growing problem of obesity and other fitness related diseases and recommends in her forthcoming 2010 report that Jersey sets ambitious targets for walking and cycling

and ensures they are met.

The Planning Department in its Draft Island Plan proposes a hierarchy of movement for the public realm. This proposed hierarchy of provision in ascending order of importance is identified as:

- pedestrians
- mobility impaired
- cyclists
- public transport users
- powered two wheelers
- commercial vehicles
- car borne shoppers and visitors
- car borne commuters



Clearly the application of this hierarchy will require reasonable interpretation, but its acknowledgement will ensure that a more sustainable approach is taken to future land use and transport related decisions.

There are a number of infrastructure changes that can help people get about on foot, some simple some more complex and that change fundamentally, the approach to traffic management. These include:

- create roadside footpaths and crossing facilities;
- build off road footpaths that connect facilities;
- widen pavements;
- provide pedestrian refuge islands;
- create 'shared space' environments in the town centre and other suitable locations; and
- pedestrianisation.

90.8% of respondents to the policy consultation agreed that the number of off-road footpaths and cycle routes should be increased.

In 2009 and 2010 the States of Jersey allocated a £500,000 budget to TTS to implement initiatives to

help sustainable transport such as buses, walking and cycling. Using part of that funding, TTS is currently delivering a series of engineering schemes such as pedestrian refuge islands, road side footpaths and off road walking routes.

Although it is important that the authorities provide improvements to the public realm for pedestrians, cyclists and bus users, contributions can also be sought from developments through the planning process by the levy of Planning Obligation agreements. These may include physical provisions or financial contributions to nearby related schemes.

5. 2. Recent traffic and transport studies

TTS has carried out a number of studies into various traffic management and network change proposals for the roads in St Helier and the western corridor from Beaumont to town. These studies have included an investigation into a number of pedestrianisation schemes proposed by the EDAW St Helier Development and Regeneration Strategy, as well as proposals coming from the North St Helier Masterplan. Other more localised proposals such as making Midvale Road and a section of New St Johns Road one way to enable pavement widening have also been assessed. It has become clear from this testing that the St Helier road network is finely balanced with little scope for re-allocating road space from vehicles to pedestrians, without displacing traffic onto other areas such as the ring road and Havre des Pas, which though important through routes are also predominantly residential. It is important therefore that re-allocation of road space is accompanied by a reduction in the numbers of cars commuting into and circulating around St Helier, as proposed in this policy.

5. 3 Beaumont Hill/Route de la Haule junction

TTS has carried out a study into a number of road improvement options for the Beaumont area, including options that tested new roads and additional road space for bus lanes. An improvement to the junction of Beaumont Hill/La Route de la Haule in isolation would be ineffective as La Route de la Haule between Beaumont and Bel Royal has no spare capacity to accept additional traffic. Traffic capacity schemes would therefore need to provide a new road either through Goose Green Marsh or along the sea front. No matter how many extra vehicles could be accommodated through the Beaumont area by constructing new roads there is a limit to the number of vehicles which could get through the three junctions along Victoria Avenue and indeed the roads beyond, and ultimately, the car parks in St Helier. Improvements to car capacity in that area would inevitable encourage more car

use. It is concluded that any road improvements in the Beaumont area should be aimed at improving public transport and other sustainable transport modes, rather than providing for more cars to pass through the area. This approach was supported by a strong majority in the policy consultation with 67% of respondents in agreement and only 24% disagreeing.

Options to provide a bus lane through the area have been considered and shown to offer significant benefit by allowing buses to avoid congestion, so improving the regularity and frequency of the service. This would make bus use more attractive in comparison to car use and encourage the use of public transport. It would, however, be difficult and costly to implement and it is concluded that the effectiveness of more readily achievable improvements to the bus service need to be monitored before the necessity of such a scheme can be determined.

The intention of this policy would not be to oppose appropriate development 'west of Beaumont' simply because Route de la Haule and the filter in turn junction cannot take more car traffic. St Peter and St Brelade have well developed services including a leisure centre, churches, supermarkets, schools, cycle routes and good bus services all providing the potential to encourage sustainable travel.

5. 4 Town centre pedestrian priority

The Planning Department commissioned consultants EDAW to review the St Helier road network and permeability for all modes of transport as part of the St Helier Redevelopment and Regeneration Strategy. EDAW proposed a number of pedestrian priority schemes which would prohibit through traffic from roads such as Halkett Place, York Street, Broad Street, Colomberie, Hill Street and Weighbridge Place. Using the traffic model TTS has assessed these schemes and concluded that with current traffic flows the increase in traffic delays would be excessive should all the proposals be implemented. Whilst this policy would support further town centre pedestrianisation, the number of vehicles travelling through and around St Helier will need to be reduced if these pedestrian priority schemes are not to have a negative impact on congestion and the quality of life on and around nearby roads.

Of EDAW's suggested schemes, the pedestrianisation of Halkett Place (south of Waterloo Street) is considered to be where the benefits are most likely to outweigh the disadvantages. It is in the heart of the shopping centre and has a high pedestrian use. It is important that the vitality of the central market is preserved and development of such a scheme will depend upon adequate access for

servicing, deliveries and shopper parking.

An alternative to prohibiting motor vehicles from certain roads altogether is known as 'shared space'. This concept is becoming increasingly central to the development of public spaces in the UK and Europe and is manifested in such exciting projects in London as Exhibition Row and Kensington High Street, and the former Ashford, Kent ring road, where a three lane highway has been replaced with shared space squares at the junctions and reduced lanes on the links.

Shared space is an urban design concept aimed at allowing different users to move through public spaces without the usual separation methods. It encourages traffic engineers, urban planners and experts from other fields to consult with users of public space when planning and designing streets and squares in both built and non-built environments.



Shared space removes the traditional segregation of motor vehicles, pedestrians and other road users. Conventional road priority management systems and devices such as kerbs, lines, signs and signals are replaced with an integrated, people-oriented understanding of public space, such that walking, cycling, shopping and driving cars become integrated activities.

The principle of shared space has been applied in New Cut, part of Broad Street and York Street. The potential for this approach to be applied elsewhere will be explored.

5.5 Village treatments

Many short trips are made by car when better pedestrian facilities would encourage those trips to be made on foot. TTS will work with the parish authorities to identify where there is a need to provide better links between parish facilities, using a combination of green lanes, off-road shared routes for walkers and cyclists, road side footpaths and traffic calming.

5.6 Green lanes

The green lane network principles of providing pedestrians, cyclists and equestrians equal access and priority as motor vehicles, are similar to those of shared space, but tailored to the country setting. The Island's existing green lanes are an excellent resource for walkers, cyclists, tourists, and equestrians. However, the original concept of providing priority to non car users with full connectivity between

destinations has not been fully achieved. The green lane network requires review to ensure connectivity and clarity of use. It is anticipated that the Connétables would take the lead in this review.

5.7 Off-road cycle routes

The provision of separate cycling facilities enabling cyclists to travel, at least for part of their journey, away from motorised traffic, is important to the promotion of safe and convenient cycling.

The south west of Jersey benefits from an excellent off road cycle route and the rural northern parishes have a network of country lanes which enable cyclists to choose routes away from the busier roads. The south east of the Island however has a relatively high population density but little to offer cyclists. Plans to provide an eastern cycle route are being developed, as discussed below in section 5.7.2. Other off-road facilities elsewhere will be progressed as opportunities arise, particularly through development proposals which can be required through the planning process to contribute either physically or financially.

Development proposals for the Esplanade Quarter include improvements to cycle routes through that area. The Energy from Waste Plant at La Collette will provide a cycle route through La Collette, which will be combined with the use of La Collette promenade for cyclists. Long term redevelopment plans for the harbours areas may provide an opportunity to connect existing or proposed cycle routes to and from the west and east with the ultimate aspiration to provide a cycle route from Corbiere and the Airport through to Gorey Pier.

5.7.1 The western cycle route

The off road western shared cycle and walking route from the Waterfront to Corbiere with a branch to the airport and to St Peter's Village, has proven to be an excellent resource, not only for the people living along its length who use parts of it, but also for the 250 to 300 commuter cyclists passing through West Park towards town, between 7.30am and 9am on working days during the summer.

Large parts of this route have been formed from unbound hoggin, which is susceptible to deterioration in wet weather. TTS is currently carrying out trials to determine whether an aesthetically acceptable surface can be provided using bound materials.



Although the cycle route along Victoria Avenue is popular, anecdotal evidence would suggest that there are safety issues which require review. If off-road cycle routes are to be an attractive and competitive alternative to car use, they must be safe and user friendly, and whilst new facilities are to be pursued, it is equally important to adequately maintain the existing ones.

5. 7. 2 Eastern shared cycle route and walking route

The States of Jersey has allocated £500,000 from the TTS Car Park Trading Fund to start a cycle route in the east. This initial funding will be enough to provide a cycle route connecting Gorey Village with Grouville School, and investigate options for a route between Grouville School, Le Rocquier School and on through Le Squez into St Helier. Initial studies have demonstrated that there are over 9,000 people who live within 200m of the line of the former Eastern Railway Route and might benefit from a shared cycle and walking route which followed this alignment. The draft Island Plan has identified a corridor, in which new developments of five or more homes and employment related uses over 250sqm, would be required to contribute to the route, either through the provision of a section of cycle path or to make a financial contribution to it.

5. 8 On-road cycle provision/priority

Although off road cycle routes will be provided where possible, inevitably the majority of our cyclists will need to share our roads with motor traffic for part, if not all of their journeys. Throughout Europe, road space is given over to cyclists by demarcating a strip of the road against the kerbside using a coloured road surfacing reserved for the exclusive use of cyclists. For this to be a safe and workable option significant lengths of wide road are required. There are very few places on Jersey's roads where the required road space is available.

In parts of the UK, cycle lanes have also been marked on roads where there is insufficient room to mark a full width segregated bicycle lane in addition to a full width vehicle lane. Motorists may enter the space if it is safe to do so. The intention of cycle lanes marked in this way, is to clearly allocate priority to cyclists. In certain heavily developed areas of Jersey, it is impossible to provide off road cycle routes and allocate road space to both cycles and vehicles. On-road cycle lanes like this may be the only option in these areas. The installation of such lanes will need to be accompanied by education and awareness campaigns for drivers, to ensure that drivers respect cyclists in these locations.

Advanced stop lines can be installed at traffic signal stop lines to allow cyclists to have priority over motorists when starting off from traffic signals. Advanced stop lines are usually installed in combination with cycle lanes. Research and trials are ongoing in parts of the UK to determine whether advanced stop lines without feeder lanes can be safely provided. We will monitor this research and assess the relevance of the outcomes with the intention of providing advance lines, if it is safe to do so.

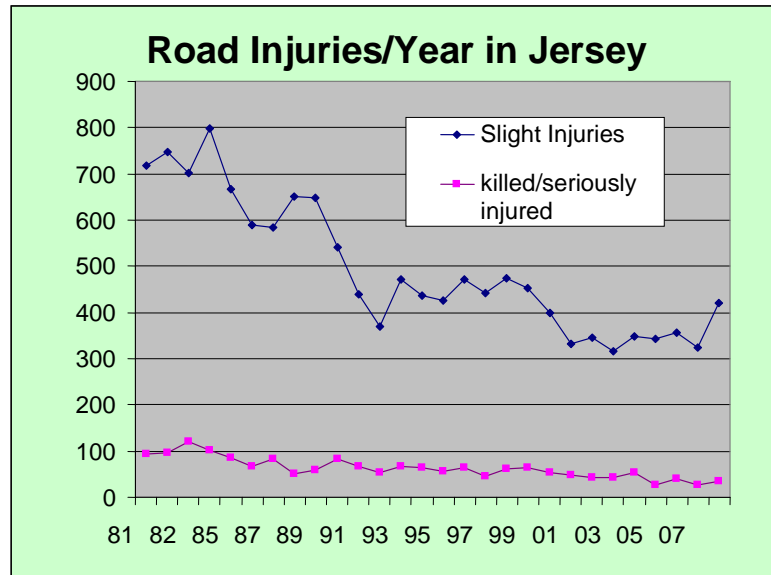
5.9 Road safety

TARGET

Re-establish a reducing trend in injury rates towards a 'vision zero' target of no death or serious injuries on Jersey's roads.

This Policy's initiatives will result in more pedestrians, cyclists and motorcyclists on Jersey's roads, but these road users are more vulnerable in accidents. Accordingly, road safety will need to be improved with a combination of better engineering, enforcement and education. Little investment has been made into improving road safety in recent years, and the significant reductions in road accident injury rates during the 70s 80s and 90s has not continued into this decade as shown in figure 9. About 400 injuries occur on our roads each year and the cost to the community of all road traffic collisions is estimated to be over £18 million per annum. This policy proposes to re-establish a reducing trend in injury rates towards a 'vision zero' target of no deaths or serious injuries on our roads.

Figure 9



TTS can take the lead on road engineering, providing safer road layouts, appropriate speed limits, improved pedestrian facilities and traffic calming. Education and enforcement also have a crucial role to play. TTS proposes to form a task group consisting of representatives of the States of Jersey and Honorary Police, DVS, TTS, Health and Social Services as well as the Road Safety Officer. This group would use the police's road traffic collision data to analyse the cause of accidents, monitor trends and implement prioritised and cost effective road safety measures. This group would advise on appropriate short term targets and their achievability, though as stated in section 2.4 the long term target will be a 'vision zero' of no deaths or serious injuries on our roads.

Improvements in the design of cars as a result of the European New Car Assessment Programme (NCAP) as well as consumer pressure, have resulted in cars becoming safer for their occupants. However, these improvements do little for cyclists and pedestrians, as shown by the dearth of cars that have good pedestrian rating under the NCAP scheme. As we will be encouraging more walking and cycling, not least for the health benefits this will bring to the community, we must ensure that this is not accompanied by a corresponding increase in accidents. We will have to invest in ensuring cyclists and pedestrians are also safer. This may include education and awareness schemes to break

down the barriers between cyclists and motorists and cyclists and pedestrians. It is comforting to note that evidence across Europe shows that with regard to cyclists' safety, the countries with the highest cycling rates have the lowest cyclist injury rates.

The States of Jersey already has a Safe Routes to School working group, which includes representatives of the Health and Social Services and Environment Departments' Education and Awareness sections, the Education Dept, the Road Safety Officer and TTS. This group will be expanded and also provide a focus for providing information to professionals such as architects, planning consultants and developers, as well as their client organisations, to help them implement a built environment that can help people to walk and cycle. A group such as this also provides a focus for feedback for prioritising the provision of infrastructure for pedestrians and cyclists where it relates to school travel.

5. 10 Recommendations – road network

1. Develop proposals for the pedestrianisation of Halkett Place (south of Waterloo street), subject to adequate arrangements for servicing, deliveries and shoppers parking for the markets and north town centre as well as progress towards the traffic reduction targets within this policy.
2. Develop shared space schemes, traffic calming, cycle network routes and improved pedestrian facilities in the town area.
3. TTS will work with the parishes to identify local village improvements to encourage walking cycling and public transport.
4. TTS will work with the Planning Department to ensure that new developments, where appropriate, provide physical or financial contributions for pedestrians, cyclists and public transport users.
5. Progress the implementation of an eastern off road cycling and walking route and other routes as opportunities arise.

6. Investigate options for on road cycle facilities, including advance stop lines and kerbside cycle lanes.
7. TTS will form and lead a task group to ensure that road injuries are reduced through a combination of education, enforcement and engineering and to re-establish a declining accident rate towards a 'vision zero' target.

Significant improvements to our traffic problems can be made simply by the public making better choices. As explained earlier, during the school holidays, rush hour traffic congestion all but disappears, although this significant difference is caused by a drop in traffic on our roads of only 15%.

If everyone reduced their individual car use by 15%, or once a week, we would have rush hour traffic conditions similar to school holiday times, all year round, and car users could use their cars in less congested conditions for the other four days of the working week.

6.1 Public awareness campaigns

We need to be aware of the consequences of our travel choices, the alternatives that are sustainable and healthier options and how they can contribute to making our Island a better place to live in. Jersey is a signatory to a number of multi-lateral environmental agreements (international conventions) signifying to the global community that Jersey takes its environmental responsibilities seriously (see section 7.2). We can all play our part by choosing to make more environmentally conscious decisions regarding our travel habits. However, more needs to be done locally to encourage the type of change we are looking for.

Promoting the use of public transport by raising awareness of existing and improved services will be vital to achieving our increased patronage targets. A key focus will also be raising the awareness of the benefits of walking and cycling as they are health improving physical activities which counteract our sedentary lifestyles that lead to chronic health problems.

The Health and Social Services Department (HSS) considers obesity to be an increasingly serious problem in Jersey and gaining regular physical activity through one's daily travel routine, to be integral to addressing this issue. The 2007 JASS identified that 36% of car trips are less than 2 miles, which is a reasonable distance to walk and often quicker to cycle. Regular active travel such as walking or cycling has many physiological and psychological benefits for the individual. Even walking to and from bus stops has health benefits, compared to car journeys, which are often door to door.

TTS will work with HSS and P& E to organise campaigns to further raise public awareness and help people



understand and choose, the alternatives. These will be a combination of posters, leaflets, press articles, radio and television advertising and events such as car free days. A high proportion (76%) of respondents to the consultation agreed that such campaigns should be carried out, only 20% disagreed.

6.2 Promoting Cycling

This policy aims to encourage a move away from the dominance of the motor car to more sustainable travel options. Walking can be encouraged for shorter trips and public transport will become the preferred option for many, but the encouragement of cycling is also fundamental to achieving a more sustainable future, and provides all the benefits desired in this policy.

Bicycles are particularly suited for use in Jersey as distances are short, speeds of motor traffic are relatively low, and our temperate climate means that it is seldom too hot or too cold to cycle. Even the probability of rain is much lower than non cyclists appreciate.

The resistance to cycling in Jersey has centred around the dominance of the motor car and the presence of hills. Modern bikes have light weight components and improved gear ratios which enable hills to be ridden with more ease than once thought possible. For the less fit the improving range of electrically assisted bikes offer a solution.

The dominance of the motor car will be reduced by this policy though inevitably cyclists will still have some busy roads to contend with. Chapter 5 discusses our proposals to develop off road cycle routes but they will not be able to provide for all cycle trips. Cyclists have to be made safer and feel safer on all roads. This can be addressed by improving the awareness and acceptance of cycling by other road users, and by providing appropriate training for cyclists. There are many existing routes on quiet roads particularly in the north of the island that cyclists can use which reduce the conflict with motor vehicles and these need to be signed and promoted.



A number of towns in Europe have introduced cycle rental schemes, where for a small charge paid for by bankcard, cycles can be taken from a rack and used to travel across the town, the cycle being left at another rack close to the users' destination. These systems are popular with tourists and are considered to be useful in promoting the image of cycling generally. The potential for such a scheme in Jersey will be considered.

In conjunction with the infrastructure improvements discussed in Chapter 5, TTS will champion the promotion of safe and convenient cycling, including advertising new and existing routes, as well as training and awareness programmes to make cyclists more welcome and safer on the road network.

6.3 Work place travel plans

A work place travel plan is typically a package of practical measures to encourage staff to choose alternatives to single occupancy car use, and to reduce the need to travel at all for their work. A plan should be tailored to a particular site and include a range of measures which will make a real and positive impact. All new office developments over 2,500m² are required to submit a travel plan. It is important that travel plans are resourced in the long term, to ensure that measures in the plan survive changes in personnel, circumstances, tenants, or ownership of businesses. Realistic targets for reductions in car use should be set and, if not met when part of a planning application, deemed a breach of planning permission.

Potential measures to be included in a travel plan could be:

- setting up a resourced and monitored car sharing scheme;
- providing cycle facilities both onsite and offsite;
- providing facilities for changing and showering;
- negotiating improved bus services;
- offering incentives for alternatives to private car use;
- provision of new transport services where required;
- providing up to date public transport information;
- prioritising available parking spaces to car sharers;
- prioritising parking for special needs groups such as single parents;
- offering attractive flexible working practices;
- offering part subsidies to staff for modal change;
- restricting and/or charging for car parking;
- setting up video/call conferencing facilities to cut business travel;
- publicity campaigns and on going green travel awareness;
- educating employees of the wider benefits of travel other than by car; and
- bicycle “buddy” schemes.

The Island Plan requirement for large developments to have travel plans should see a benefit over time, as more businesses adopt them. States of Jersey departments should lead by example, by developing travel plans for all States employees. TTS will organise a programme to ensure that all States departments have appropriate plans in place by 2015.

A computerised car sharing scheme has been launched for all States employees which allows people to register their journey so that appropriate 'matches' with other staff throughout the States can be identified. This site can also identify 'bike buddies' so staff can cycle to and from work together. It is anticipated that access to this software will be expanded to other private companies in the future.

6.4 School travel plans

A School travel plan sets out practical ways to reduce the number of car trips to the school, to encourage walking and cycling and to improve safety on the school journey (safer routes to school schemes). Jersey has 43 schools with over 13,000 school pupils and nearly 1,900 school staff. A few schools have commenced Travel Plans following the ECO-ACTIVE pilot School Travel Plans project run in partnership with HSBC staff during summer 2009 involving 16 schools. Further encouragement is needed to ensure that all Jersey's schools each have an effective travel plan by 2015. Measures would be tailored to suit each school individually.



The benefits of gaining exercise through travel are particularly relevant to school children. Studies have shown that apart from the obvious health benefits, children learn better and behave better when they are gaining regular exercise. The travel patterns and preferences shaped in childhood can affect travel behaviour as an adult.

A team effort is required with support from the Education, Sport and Culture, Planning and Environment (P&E) and HSS departments and enthusiasm from the individual schools involved. The P&E department employ a part time education and awareness officer who has been able to provide input into the pilot project, but to ensure that all schools adopt a Travel Plan by 2015 additional resource in the form of a part time schools travel coordinator is required.

6.5 Personal travel planning

Personal Travel Planning (PTP) is a process whereby individual households are contacted and offered tailor made information and support to encourage residents to walk, cycle and use public transport more often. Trained personnel offer to make home visits in order to meet members of each household and discuss the merits of sustainable travel choices, relevant to their particular needs. Small incentives may be offered such as a free bus ticket or cycle equipment.

PTP in the UK has succeeded in reducing car use from the home by 10-13% wherever it has operated whilst also increasing levels of walking, cycling and public transport use. It delivers measurable and sustained change by encouraging people to make a few changes to their daily travel choices when and where it suits them best.

For PTP to be successful people must have realistic alternatives to private car use. It is therefore essential that measures such as improved public transport with adequate spare capacity, and an improving walking and cycling infrastructure are in place before such a project is embarked upon. Costs are significant (approximately £40 per household) and it is therefore proposed to monitor the effectiveness of other measures before giving detailed consideration to whether a PTP project in Jersey would be justified.

6.6 Recommendations – smarter travel choices

1. TTS will set up a multi agency task group under the brand ECO-ACTIVE Travel to carry out public awareness campaigns to communicate the benefits of a less car dependent life style.
2. TTS will champion the promotion of safe and convenient cycling.
3. Develop and implement travel plans for all States Departments by 2015 through the ECO-ACTIVE States programme, to be launched mid 2010.
4. Develop and implement school travel plans and safe routes to school schemes at all States schools by 2015.
5. Develop and refine requirements for travel plans for large developments through the planning process in conjunction with the Planning and Environment department.
6. Encourage the use of new car sharing software on the States intranet for States workers and invite other businesses in the Island to use the software in the future.

7 Vehicle choices

Currently 78% of people travelling into St Helier in the rush hour do so by car. Although this policy will reduce that proportion, the private car can be expected to remain the preferred option for many people who live outside walking distance of their destination, at least in the foreseeable future.

7.1 Vehicle emissions

Vehicles powered by fossil fuels produce many common pollutants. Polluted air damages health, particularly affecting the young and the elderly. Good air quality is vital to our long term wellbeing. On a global scale, vehicle emissions contribute to the 'greenhouse effect' which is changing climate patterns around the world. Road transport accounts for a quarter of Jersey's carbon emissions. Emissions of carbon dioxide are calculated annually by the States Statistical Unit. The Health Protection Department screen locally for nitrogen dioxide and air particles, due to their potentially damaging effect on public health. Air Quality will be improved by reducing the amount of road traffic and by increasing the proportion of vehicles with lower levels of emissions.

It is therefore important to encourage the use of more 'environmentally friendly' cars i.e. the most fuel efficient and lowest polluting cars. Jersey is better suited, with its short distances and low speed limit, to the use of less powerful, less polluting and more economical vehicles than in the UK or on the continent.

7.2 International obligations

Although the proportion of air pollution produced by the Island is small compared to the UK, it is still important that Jersey plays its part in reducing global pollution. The States Strategic Plan 2009 – 2014 commits to implementing an Air Quality Strategy which will target reductions in air pollution levels that reflect best practice globally.

Jersey is currently signatory to three multi-lateral environmental agreements as well as a number of associated protocols in relation to air quality:

- United Nations Framework Convention on Climate Change and the Kyoto Protocol to this convention;
- United Nations Vienna Convention for the protection of and Montreal Protocol on substances that deplete the ozone layer; and
- United Nations Geneva Convention on Long Range Trans-Boundary Air Pollution (LRTAP) (1979) and three associated Protocols (Sofia Protocol on nitrogen oxides, Geneva Protocol on volatile organic compounds and Oslo Protocol on further reduction of sulphur).

The aim of the Vienna Convention is to protect man and his environment against air pollution and endeavour to limit and, as far as possible, gradually reduce and prevent air pollution including long-range trans-boundary air pollution. Many of the pollutants covered within the Convention come from transport emissions.

The Air Quality Strategy Green Paper is due out for consultation mid 2010. It will identify transport as one of the main areas of concern for air pollution. Actions around transport to improve air quality incorporated within this document will be referred to within the Air Quality Strategy.

The UK ratified the Kyoto Protocol on 31 May 2002 and it came into force on 3 February 2006. The Kyoto Protocol was extended to Jersey in December 2006. The targets set within the Kyoto Protocol cover emissions of the six main greenhouse gases. In Jersey, a quarter of carbon emissions and two thirds of Nitrous Oxide are caused by road transport. Reducing carbon emissions from vehicles will therefore form a focus within the forthcoming Energy Policy. The current draft Energy White Paper proposes a target of reducing road fuel demand by 20% by 2030. This will be achieved through reductions in traffic resultant from this policy combined with technological advances and the choice of less polluting vehicles.



7.3 Incentives for low emissions vehicles

In 2008, TTS introduced half price parking for low emissions vehicles. The 'Eco permit' is available for vehicles which fall within the UK's lowest emissions band A of 100 gms CO₂/km or hybrid vehicles which fall within the third lowest band C of 120gms CO₂ /km. Hybrid vehicles are more efficient in slow speed, congested conditions and are therefore, an excellent option for Jersey's roads. The half price parking applies on and off-street at any parking area where parking scratch cards are used. Although the take up has been modest, 49 permits issued at the start of 2010, the percentage of vehicles which fall within those bands is increasing rapidly as manufacturers strive to meet international targets for emissions. For a commuter parking regularly in St Helier the saving could be over £700 per annum and is therefore a

significant incentive, when changing a vehicle, to opt for a more environmentally friendly version. Several high quality models now fall within band A. As the number of eligible vehicles increases, the charge for other vehicles will need to be reviewed, to maintain the current level of income from parking charges.

Technological advances may in the future offer several competitive alternatives to the use of fossil fuels. However, in the short term the only viable alternative expected to become widely available is the electric vehicle. The limited power and range of electric vehicles compared to the internal combustion engine is a less significant concern in Jersey. Several major manufacturers expect to offer competitive models by mid 2011 and TTS will provide reserved parking and charging points in public car parks to encourage their use as and when those models are commonly available. The Jersey Electricity Company has indicated a willingness to sponsor associated infrastructure costs.

Other innovative personal transport vehicles may become more attractive and competitive to the public. For example a number of new models of electric bikes have recently emerged on the market. They have to be pedalled, have a maximum speed of 15 m.p.h. and are therefore not classed as a moped requiring a licence, but have an electric motor to take the strain out of steep or long sections of a journey. TTS will take a proactive role in identifying low or zero emissions personal transport and ensure that legislation encourages their use, providing that safety is not compromised.

7.4 Motorcycles

The most commonly used low emissions vehicle is the motorcycle. Its use has been increasing in Jersey, particularly for the smaller engined scooters. As mentioned in Chapter 4 parking space in the town area has been increased for motorcycles and will be increased further. Motorcycles are generally less polluting than cars and occupy less road and parking space. As such they should be encouraged though it is recognised that their users are vulnerable in road accidents. Technological advances have resulted in improved braking systems, tyre specifications and other features leading to safer vehicles. Significant advances have also been made in the range of protective clothing available. The most important factor however with regard to the safety of motorcyclists is rider and driver behaviour.

TTS will review and develop training schemes for motorcyclists as well as awareness by other road users in order to promote safe motorcycling.

7.5 Vehicle emissions duty

The States have approved the introduction of a vehicle emissions duty from September 2010. The income from the duty is expected to raise approximately £2million per annum and is to be used to fund environmental initiatives which reduce waste and energy usage and help the Island meet its international responsibilities. The rates are shown in table 2 below.

Table 2

Proposed rates for Vehicle Emission Duty based on Emissions Data Manufacturer's CO ₂ Emission specifications (g/CO ₂ /km)	Vehicle first registered in Jersey, or first registered outside Jersey one year or less ago	Vehicle first registered outside Jersey more than one but less than 2 years ago	Vehicle first registered outside Jersey more than 2 but less than 3 years ago	Vehicle first registered outside Jersey 3 years or more ago
120g or less	£0	£0	£0	£0
121-150g	£40	£25	£20	£15
151-165g	£120	£80	£60	£50
166-185g	£180	£115	£90	£70
186-225g	£300	£195	£150	£120
226-250g	£600	£390	£300	£240
251-300	£1,000	£650	£500	£400
More than 300g	£1,250	£815	£625	£500

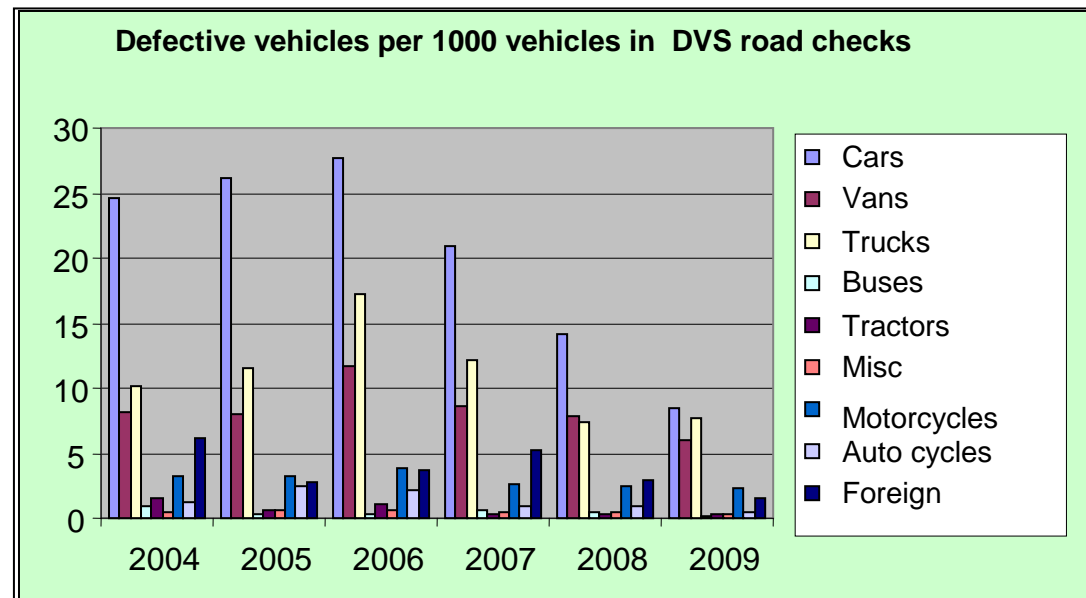
The duty will provide an incentive to opt for a less polluting vehicle and a funding mechanism for the alternatives to private car use to be made more attractive. The impact should be monitored as it could also

provide a disincentive to renew a vehicle. This may be of particular concern for commercial vehicle operators who have to acquire larger vehicles fit for purpose. Whilst for a private car there are a wide range of vehicles available in the lower tax bands this is not true for large commercial vehicles. Incentives such as scrappage schemes may need to be considered to encourage commercial operators to update their fleet to modern less polluting vehicles.

7.6 Road worthiness and emissions testing

40% of vehicles on Jersey's registration system are over 10 years old. Some may no longer be in circulation, because it has not been possible to know the true number of vehicles that remain in circulation, since annual road tax was abolished. Nevertheless, it is apparent that a significant proportion of motor vehicles in Jersey are old and from the results of road checks carried out by Driver and Vehicle Standards (DVS) (see Figure 10), although there would appear to have been a reduction in defective vehicles on our roads since 2006, there is still a significant number in circulation.

Figure 10



Defective vehicles can cause, or be, a contributory factor in the number and severity of road accidents and produce a higher level of pollution in comparison to newer and better maintained vehicles. Only about 1,000 vehicles (1%) are currently subject to annual testing at DVS. These include buses, taxis and oversize trucks. This ensures that the emissions of those vehicles comply with the published levels of emissions, for that vehicle at year of manufacture. There is no requirement in Jersey to ensure that the other 99% of vehicles are operating as efficiently as they should. A regular emissions testing process would require vehicle owners to ensure that their vehicles were serviced in order to run efficiently and therefore reduce emissions.

In addition to emissions testing, a regular road worthiness regime could be introduced to ensure that the quality of all vehicles circulating in Jersey is maintained at a safe and roadworthy level. In the first instance, an emissions testing regime would address one aspect and would be a less onerous requirement to place upon motorists in a time of recession. Before the justification for a form of regular testing can be assessed, further monitoring and investigation needs to take place into the types and severity of defects and whether the apparent trend in the reduction of defects continues. Recognition that there are a number of 'classic' cars in the Island that will not be able to conform to today's standards, would be necessary. The public consultation identified support both for regular emissions testing for all vehicles (64% in favour) and for the introduction of road worthiness testing (65%).

7.7 Commercial vehicle operator licences

Commercial vehicles typically have a much higher mileage and fuel consumption than private vehicles. There is little to prevent a poor operator failing to maintain his vehicles properly in order to reduce costs and undercut his competitors. The number of commercial vehicles found with defects in road checks is disproportionately high, particularly for large vehicles as can be seen in Figure 10. The chart indicates that, whereas the numbers of cars with defects has reduced since 2006, the reduction in vans has been less marked and the numbers of trucks with defects increased between 2008 and 2009. Vans and trucks represented 51% of defective vehicles in 2009 but typically only represent about 12% of all road traffic.

To improve standards, an operators' licensing system for users of commercial vehicles would require businesses to undertake regular evidenced maintenance checks on their vehicles to ensure that they are safe, roadworthy and operating efficiently. The system would require operators to carry out their own checks and to identify suitably qualified persons to oversee maintenance. It would also ensure that

operators had appropriate facilities for maintenance and overnight parking. Operators would provide self assessment and be subject to audit by DVS. It would discourage unprofessional operators, improve public safety and provide fairer competition. Support in the consultation for this proposal was high, with 85% in favour and only 7% against. TTS will develop and implement a licensing system by 2015.

7.8 Recommendations – vehicle choices

1. TTS will take a proactive role in identifying low or zero emissions personal transport and ensure that legislation encourages their use, providing that safety is not compromised.
2. TTS will review and develop training schemes for motorcyclists as well as awareness by other road users in order to promote safe motorcycling.
3. Monitor the impact of VED with regard to commercial vehicles and consider mechanisms to incentivise fleet replacement if necessary.
4. Monitor trends and develop for future consideration the costs and benefits of requirements for all road motor vehicles over a certain age to be tested regularly for emissions and road worthiness.
5. Introduce commercial vehicle operator licences by 2015 that require operators to have their commercial vehicles regularly checked for road worthiness and emissions and to have adequate parking arrangements.

8.1 Benefits of the policy

Investment in a successful sustainable transport policy will bring about real savings through reductions in congestion, pollution, road injuries and health problems caused by low levels of physical activity. It will also provide savings through a reduction in the space given over to car parking.

Total vehicle delay in peak hours during school terms is approximately 400,000 hours per year and has been estimated to have a cost to society of almost £6 million in lost time. Using the TTS traffic model it is estimated that a 15% reduction in traffic demand would halve the amount of delay. A policy which achieves traffic reductions equivalent to school holiday periods would have a very valuable benefit to the community purely in time saved, in addition to other environmental, health and social benefits.

The cost of road traffic injuries (400 per annum) in Jersey is estimated to be over £18 million per annum. Investments in road safety are not just morally right but can be shown to be economically good value.

The Medical Officer of Health considers gaining exercise through travel to be key to addressing Jersey's increasing obesity problem and her forthcoming 2010 Annual report states: -

“Obesity increases the risk of a range of chronic diseases particularly: type 2 diabetes, stroke and coronary heart disease, cancer and arthritis. The NHS costs attributable to overweight and obesity are projected to double to £10 billion per year by 2050. The wider costs to society and business are estimated to reach £50 billion per year. This is £960 per person per year which would equate to an extra cost to the island of around £87 million”

The World Health Organisation provides a 'Health Economic Assessment Tool for Cycling'. The tool enables a calculation to be made of the economic benefit due to reduced mortality as a result of cycling. HSS estimates using that tool, that the current level of cycling in Jersey has a value (through reduced mortality) of £547,000 per annum and that if cycling were to be increased by 100% at peak times as proposed in this policy, and 25% at other times, the additional value would be £247,000 per annum.

The value of land given over to parking is substantial. Private car parking spaces in the town area are known to be valued at over £20,000 per space. The replacement construction cost, ignoring land value, of multi storey car parking is also estimated at over £20,000 per space (and higher if underground). It can clearly be seen that reductions in the numbers of spaces required for parking would bring substantial savings.

There are several other potential benefits such as an improved tourism product and meeting our international commitments to reducing carbon emissions and addressing climate change.

The combination of these benefits is expected to be considerably in excess of the £500,000 per annum allocated to fund the policy, which is therefore a sound investment for the future of our Island.

8.2 Costs

The most significant cost is in subsidising the bus service. Until the new contract is finalised, costs in relation to bus improvements can not be certain. We have looked closely at how much we pay for services at present, how much potential there is to improve the service without any additional cost and how much extra we estimate the improved service will be. This assessment has concluded that we may need an extra £350,000 per annum for improved bus services. With some extra income from developer contributions an expenditure of approximately £100,000 per annum on infrastructure improvements is proposed to enable an ongoing programme of infrastructure improvements and approximately £50,000 a year, at least in the early years, on 'soft measures' such as travel plans and awareness campaigns.

Although potential costs of various improvements to the bus service in the short term can be estimated based on current contracts, the review has shown that significant improvements can be achieved keeping within the current operating costs by significant revisions to the scheduled services, TTS will work with the current operator to implement improvements as appropriate in advance of the new contract. Providing the additional capacity required to meet the target doubling of peak hour passengers as well as capacity increases to meet demand at other times can be expected to increase contract cost. Additional requirements such as a 20% increase in school bus capacity, a town hopper service, the introduction of smart card ticketing and bus real time information may also increase the overall cost and may not be possible until the new contract is tendered, and options within the new contract are costed. Should the new

contract cost and other measures exceed the allocation provided from environmental taxes, it may be necessary to stagger implementation of components of the proposals, so that lower priority provisions such as real time information or smart card ticketing systems would be introduced when budgets permit.

Significantly increased fare income from increased patronage will however offset those increasing costs. A doubling of peak hour bus passengers would for example raise an additional £600,000 per annum.

An indication of the potential expenditure of the various measures and their year of implementation are shown in Table 2 below.

Two large infrastructure proposals are discussed in this policy, an eastern cycle route and a bus lane at Beaumont.

The eastern cycle route has been allocated £500,000 and design and planning work advanced in order to deliver a section south from Gorey towards Grouville School by the end of 2011. Further costs will not be known until the detail of the route has been finalised. An entirely off-road route from Gorey to St Helier would be in the region of £2 million without land acquisition costs. The draft Island Plan contains a proposal to require contributions from large developments along the route either through the provision of a section of the cycle path or to contribute financially, as appropriate. Sections can be completed that provide a beneficial walking and cycling route for part of the route without providing a continuous off road route through to St Helier, though that would be the intention. It will however take several years to complete and may require contributions from the environmental funding allocation, unless entirely funded by developer contributions or accepted as a States capital project.

A bus lane on La Route de la Haule approaching Beaumont has been identified as a significant improvement to the bus service, by enabling buses to avoid congestion eastbound towards that junction. This would give buses an advantage over other traffic and enable them to run to more regular and exacting timetables. Without land acquisition the costs are estimated to be in excess of £2 million. The benefits of this proposal require evaluation after the impacts of more easily achievable proposals have been assessed. The costs of providing the bus lane are not therefore included in table 2 below.

8.3 Funding

8.3.1 Vehicle emissions duty

The States have approved the introduction of a vehicle emissions duty from September 2010. The income from the duty is expected to raise approximately £2million per annum and is to be used to fund environmental initiatives which reduce waste and energy usage and help the Island meet its international responsibilities. It is proposed that £500,000 per annum would be available for sustainable transport initiatives. The success of this policy is **entirely** dependent on the successful implementation and continuation of this funding route as the following do not offer a viable alternative.

8.3.2 TTS budget

TTS subsidises the current bus services (by approximately £4 million in 2009) out of its annual revenue budget. TTS made substantial savings in its annual revenue budget in 2005 as part of the States fundamental spending review and under the further pressure of the comprehensive spending review for 2011 to 2013 would be unable to fund any of the provisions within this policy.

8.3.3. Car park trading account

Income from public car parking has been traditionally ring fenced to provide funding for maintenance and administration of existing car parks and provide funding for new car parks as required (although in 2009 the States diverted £500,000 to fund the first stage of the eastern cycle route). Although car park charges were increased in 2010 by over 10% above inflation and a second similar increase is proposed by 2015, no net increase in income is predicted as the drop in numbers of parked vehicles due to changes in travel mode, will counter the raised cost. Raising the cost of public parking is not therefore a potential funding mechanism for the policy.

8.3.4. Planning obligations

TTS proposes to work with the P&E to produce a sustainable transport contributions system which would encourage developments in the right places and penalise developments in areas where high rates of

private car use would be inevitable. This would provide an income stream to support sustainable transport initiatives. The potential annual income is unknown as it would depend on the level of contribution required and the amount of development from one year to the next. Some income has already been identified from current proposed developments but as future income is unpredictable it has not been included in the costings for the next 5 years.

8.4 Timetable

Although this policy establishes a philosophy for a sustainable approach to transport into the future the aim is to achieve the key target of at least a 15% reduction in peak hour traffic levels by 2015.

The timescale for the proposals are partly dependent on implementation of the bus service contract that will commence in 2013, and also on the final cost of the various measures. In effect the Department has already been acting upon the commitment in the States Strategic Plan to encourage walking, cycling and public transport. Improvements to pedestrian facilities and to the current main bus service are ongoing. Further improvements will continue, though the full bus service proposals will not be introduced until the new bus contract in 2013. Capacity improvements to the bus service will be provided in the interim to ensure that the growth in patronage is catered for with the target of at least doubling peak hour bus use being met by 2015. Awareness campaigns need to be timed to draw attention to improvements in infrastructure such as improved bus frequency and capacity to encourage their use.

The following table 2 provides a potential scenario for expenditure and the year of implementation, though the programme and level of funding will need to be flexible until outturn costs of various measures are known.

Table 2

Possible expenditure scenario						
Year	2011	2012	2013	2014	2015	Long Term
	£	£	£	£	£	£
Buses						
Provide increased capacity, Sunday service, circular route, high frequency southern service	200,000	200,000	100,000	100,000	100,000	100,000
Provide up to 20% increased school bus capacity			100,000	100,000	100,000	100,000
town hopper service			150,000	150,000	150,000	150,000
connection hubs			(100,000 desirable)	(100,000 desirable)	(100,000 desirable)	
Real Time information			(50,000 desirable)			
Smart Card System			(200,000 desirable)			
Improved bus stops and shelters			Provided by developer contributions			
Taxis						
Development of improved taxi service	50,000	40,000				
Parking						
Review of parking Hierarchy		40,000				
Bicycle stands and shelters	15,000	15,000	15,000	15,000	15,000	
Road Network						
Pedestrian improvement/road safety schemes	140,000	130,000	75,000	95,000	75,000	150,000
Travel Choices						
Public Awareness Campaigns	20,000		20,000		20,000	
Travel Plans for Schools and States Departments	40,000	40,000	40,000	40,000	40,000	
Vehicle Choices						
Development of Commercial Operator Licences	35,000	35,000				
Total	500,000	500,000	500,000	500,000	500,000	500,000+ + inflation

Nbs
 Eastern cycle route has £500K funding, further funding will be required as land becomes available
 Desirable expenditure will only be spent if bus contract costs are lower than predicted
 Funding of £500k may be required to reduce in line with comprehensive spending review

8.5 Monitoring

Traffic levels are automatically recorded at 12 major road sites across the island and these are and will continue to be used to monitor overall traffic levels, island wide. The total volume of traffic is affected by many factors such as population changes and economic activity and so to better inform whether this policy is having its required effect, mode of travel surveys will continue to be carried out. This has consisted of TTS staff manually counting types of vehicles and numbers of people entering St Helier during the morning 7.30 to 9A.M. period at 12 sites slightly outside of the ring road. This has previously been carried out in 2004, 2008 and 2009 on a week day in fair weather in the summer school term. This survey will be repeated annually. The results will be published annually on www.gov.je. Further data on people’s travel habits will be collected through the Jersey Annual Social Survey and more comprehensively through the 10 yearly census. The States of Jersey police database will continue to provide road injury data. The full set of performance indicators are given in table 3 below.

Table 3

Performance Indicator	Source	Target
Total Annual Volume of motor Traffic on 12 major routes island wide	TTS permanent automatic counters	Significant reduction
Cars/vans travelling into St Helier 7.30 – 9.00 am	TTS manual counts at 12 sites on edge of ring road	At least 15% reduction
People travelling into St Helier 7.30 – 9.00 am by bicycle	As above	At least 100% increase

People trips into St Helier 7.30 – 9.00 am by motorbike	As above	General increase
People travelling into St Helier 7.30 – 9.00 am by bus	As above	At least 100% increase
People walking into St Helier 7.30 – 9.00 am	As above	At least 20% increase
People trips into St Helier 7.30 – car occupancy rate	As above	General Increase
Annual bus ridership figures	Operator ticket information	Significant increase
Mode of travel to work	JASS	Significant change to walking cycling and buses
Mode of travel to school	JASS	At least 100% increase in cycling and 20% in school bus use
Road traffic accidents, no. killed or seriously injured	SoJ Police database	Significant reduction
Road traffic accidents, no. of slight injuries	SoJ Police database	Significant reduction
Parked Vehicles in public long stay car parks in St Helier	TTS staff checks	Significant reduction
Bicycles parked in St Helier	TTS staff checks	100% increase
Motorcycles parked in St Helier	TTS staff checks	General increase

9 Glossary of abbreviations and terminology

DRT	Demand responsive transport.
Connection hubs	An outlying location where passengers can change from one bus service to another.
HSS	Health and Social services Department.
JASS	Jersey Annual Social Survey.
NCAP	European New Car Assessment Programme.
P&E	Planning and Environment Department.
PTP	Personal Travel Planning - is a process whereby individual households are contacted and offered tailor made information and support to encourage residents to walk, cycle and use public transport more often.
Shared space	Shared space removes the traditional segregation of motor vehicles, pedestrians and other road users.
Traffic modelling	Means by which multiple car journeys through a junction or road network during defined periods of time are simulated, using mathematical formulae to simulate the movement of cars. The affect of physical changes to roads, or changes in the numbers of cars wanting to use the roads, on congestion, journey times and numbers of vehicles likely to use a particular road can be predicted.
Travel mode change parameters	Characteristics that cause the public to change from one form or mode of travel to another.

Travel plans

A travel plan is a set of measures that can help promote sustainable transport within an organisation, with the main aim of reducing travel by single occupancy vehicles.

TTS traffic model

Computer based mathematical representation of the Jersey road network and the vehicles which use it, during defined periods of time.

Turn up and go bus service

A service that is so frequent that a timetable is unnecessary.

Vulnerable road user

Road users such as motor cycle riders, pedal cyclists, pedestrians, moped riders, and horse riders who in the event of a road traffic collision do not have the benefit of a metal box with crumple zones and air bags to protect them, and therefore are more likely to sustain an injury in an accident which is likely to be more serious.

States of Jersey Strategic Plan 2009 – 2014, available on www.gov.je

Health for Life Strategy, currently (as of June 2010) in draft form, expected to be published during 2010 by HSS

Energy White Paper, currently (as of June 2010) in draft form, expected to be published by end of 2010 by P&E

Air Quality Strategy, currently (as of June 2010) in draft form, expected to be published by end of 2010 by P&E

The Jersey Island Plan 2002, available at Planning and building Services

The (Draft) Jersey Island Plan September 2009 subject to public inquiry July 2010

Jersey Annual Social Survey, 2006, 2007, 2008, available on www.gov.je

'Vision Zero' – a review of the Swedish Vision zero concept is provided by the UK's Department for Transport, on www.dft.gov.uk

AECOM/TAS 'Jersey Bus network Review', report produced for TTS

Steer Davies Gleave 'Review of light rail and alternatives' report produced for TTS

TRL 'Parking Bench Marking Initiatives Report 2008', 27 Authorities submitted data including Jersey TTS

EDAW/AECOM 'A strategy for the future development and regeneration of St Helier March 2007', report produced for the States of Jersey (P&E)

Parsons Brinkerhoff 'Sustainable transport plan for Jersey 2010-2014 mode change study', report produced for TTS

Hopkins 'North St Helier Masterplan' report produced for States of Jersey (P&E) (subject to possible amendment by the States July 2010)

Appendix A - Sustrans comment

Connétable Michael Jackson,
Minister for Transport and Technical Services
States of Jersey
States Offices
South Hill
St Helier
Jersey
JE4 8UY

26 May 2010

Dear Minister,

Sustainable Transport Policy in Jersey

Sustrans has had the pleasure of working with Transport and Technical Services and other States of Jersey departments in drawing up this Sustainable Transport Policy. Throughout this process one of the things that excited and interested Sustrans was the strong position that Jersey is in to deliver meaningful changes in the way that people choose to travel. Firstly, and most obviously, there is no through traffic and traffic is largely created by those that experience its effects. Not only that, but the States have shown a clear commitment to reducing the impacts of car borne journeys on the Island and its population. These factors combined with the inevitably relatively short distances that people travel puts Jersey in a strong position to deliver a transport system based on a high share of journeys taken by sustainable means.

Sustrans is pleased to be able to support the vision, aims and (majority of) recommendations of the Sustainable Transport Policy. There are many benefits to a society and population that works within a sustainable transport system; benefits that are environmental, economic, social and which promote health and wellbeing. In providing a clear aim to reduce peak hour traffic by 15% by 2015 the policy demonstrates a commitment towards a shift to sustainable transport modes. This is very much in line with best practice and policy across the UK and Western Europe where a shift to public transport, walking and cycling from the private car has been the focus of transport policy in recent years. This policy has been most successful in Scandinavian countries, Germany

and the Netherlands, and Jersey could in time deliver a transport system to rival many towns and cities in these countries. It should also be noted that Jersey has in some ways taken a clearer position in stating that it aims to reduce car trips by 15% in peak hours, as Sustrans is not aware of any UK example of where an authority has taken such a clear position.

Sustrans is also pleased to see the emphasis on increasing 'active travel' modes of walking (by 20%) and cycling (by 100%) as well as in public transport uptake, as there are clear benefits to a more active lifestyle that improve physical and mental wellbeing, and general quality of life. Furthermore such improvements are excellent value for money, with a recent paper published by Government Office for the South West in the UK showing a typical return on investment of 13 to 1 for walking and cycling schemes.

Of course the real challenge is not in producing a policy, but is in delivering its recommendations, aims and vision. The greatest challenges lay ahead for the States of Jersey and the people of Jersey, in providing opportunities for, and choosing to use sustainable transport modes for at least some of their journeys. If Jersey gets this right, then the benefits will be seen in people choosing to use transport modes other than the car at all times of the day and not just peak times, which is critical to improving the health, wealth and quality of life on Jersey.

Sustrans looks forward to supporting the delivery of the policy.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Adrian Roper', with a stylized flourish at the end.

Adrian Roper
SW Regional Director
adrian.roper@sustrans.org.uk

Appendix B - Dr Rosemary Geller, Medical Officer of Health's comment

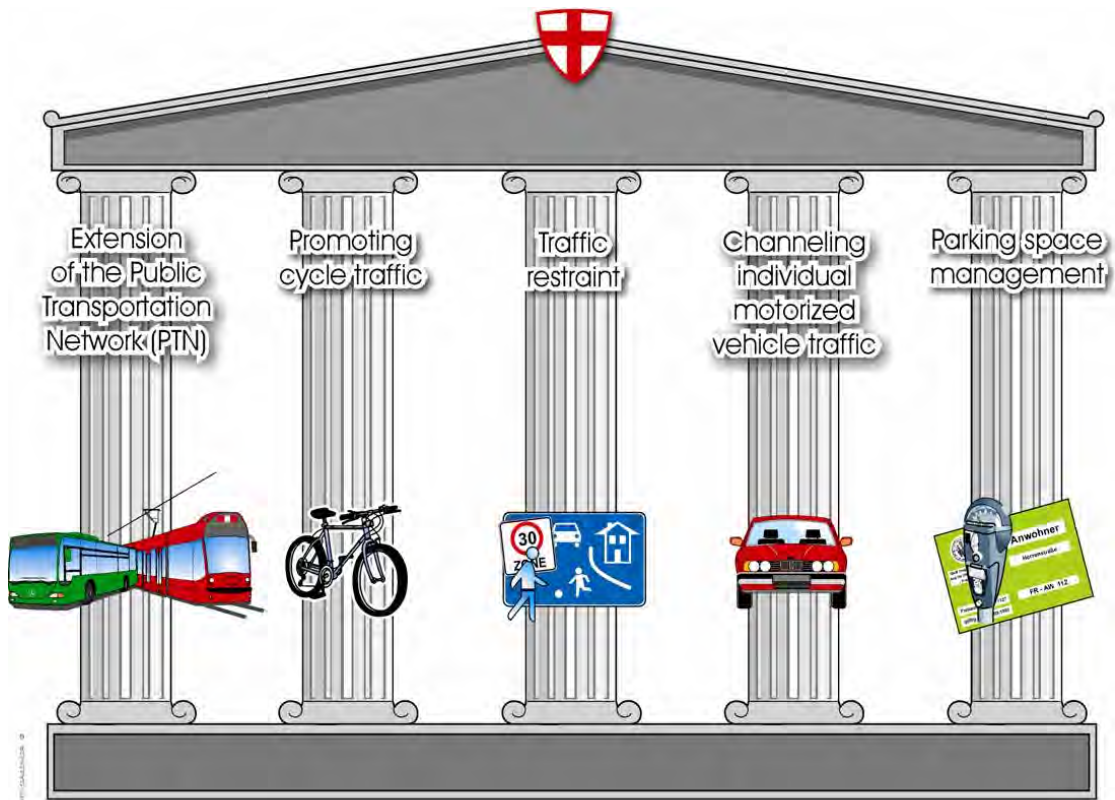
Building active travel into islander's everyday life is key to combating obesity, reducing heart disease and improving mental health

For at least two generations, island planning and transport practice has largely focussed on the car. The unintended consequence of this has been to suppress walking and cycling. This decline in routine, daily exertion has been a significant contributor to the obesity epidemic currently affecting the island. By prioritising people over vehicles, this trend could be reversed and in so doing reclaim a better quality of life, where children can play safely and adults can reach their full health potential.

We are facing a set of world challenges such as global climate change, rapidly rising oil prices and concerns, therefore, about the security of the island's future energy supply. By leading a reduction in car journeys and encouraging more walking and cycling, the island can make a significant contribution to tackling these challenges and, at the same time, reverse the declining trend in physical activity. This would be good for public health and could save millions of pounds in future healthcare costs.

Freiburg, Germany is one of a number of 'Green Cities' in Europe which has achieved this transformation and I would recommend a visit as seeing is believing that these kind of changes can be achieved. The full pedestrianisation of the historic centre has been followed by a comprehensive and visionary land use/transport strategy based on walking, cycling and public transport (Figure 13).

Figure 13: The five pillars of how Freiburg changed its transport system



Source: Freiburg Study Tour

Appendix C - Mode change study summary

JERSEY TRANSPORT MODEL



SUSTAINABLE TRANSPORT PLAN
FOR JERSEY 2010-2014
MODE CHANGE STUDY

MODE CHANGE STUDY

SUMMARY

1. Scope of Work

- 1.1 The objective of the work was to use the Jersey Transport Model and the output from recent modelling studies to identify and quantify the measures needed to meet the car reduction targets for the Sustainable Transport Plan for Jersey 2010 – 2014. Mode share models were calibrated with available data and validated against TTS St Helier cordon, JASS and 2001 Census data. Using the calibrated models, forecasts were made of the increased use of bus, cycle and motorcycle modes due to bus time improvements and fare changes and parking charge increases.
- 1.2 The transport modelling was backed up by an interview survey of car drivers at private and public car parks to find out the likelihood of changing to bus, cycle or other modes as a result of the bus time improvements, fare changes or parking charge increases. The interviews were structured so that estimates of mode share parameters could be made to compare with the calibrated values from observed behaviour and with standard UK DfT parameter values.
- 1.3 The work has built on the mode share analysis carried out in the recently completed Beaumont Capacity Study Stage 2 in which mode share models were developed. These were extended for the investigations of increased bus use and the cycle and motorcycle models which were island wide. The potential for increased walk trips was also assessed using 2001 Census and JASS data.

2. Choice of Transport Attitude Survey

- 2.1 The aim was to obtain views of car commuters on the extent to which they would change their mode of transport if parking charges increased by a range of amounts. They were also asked about the extent to which they would use buses if various features were improved. The survey was carried out in the morning peak period (0700-0930hrs) at the Patriotic St, Esplanade, Green St, Pier Rd & Gas Place public long stay car parks and at the Talman private car park.
- 2.2 Car commuters' reaction to increased parking charges was strong. Overall 19% of interviewees at public car parks said they would probably change mode if parking charges were increased and 45% said they would definitely change, Table 1. The proportion who said they would definitely change mode increased markedly with the amount of the parking charge increase. Only 16% said they would definitely change if the parking charge was increased by 50p per day but this increased to 77% if the increase was £5 per day. Of the interviewees who said they would change mode 51% would change to bus, 18% to cycle, 15% to walk, 10% would car share and 6% would change to motorcycle/scooter. The limited data for the private Talman car park shows similar trends as for the public car park data.
- 2.3 The question on car commuters' likelihood to use bus to work if there were various improvements also led to a generally positive response. For public car parks 12% of interviewees said they would probably use the bus if there were improvements and 29% said they would definitely use the bus. A more frequent service was the most

important factor linked to a definite change of mode followed by a quicker service and less crowded buses. Cheaper fares was not so important for private car park users.

- 2.4 The reasons for those interviewees not being able to change mode from car were also noted. The need to drop off schoolchildren, 9%, was the most stated reason in public car parks whilst needing the vehicle for work, 8%, was the most stated reason for the Talman private car park. The lack or inadequacy of the bus service was the most stated reason, 8%, for both public and private parking.

Table 1: Mode Change Due to Parking Charge Increase

Parking Charge Increase	Definitely	Probably	No View	Probably Not	Definitely Not	All
Public Car Parks:						
50p	16%	16%	2%	25%	40%	100%
£1	32%	24%	2%	22%	19%	100%
£2	56%	24%	2%	6%	12%	100%
£5	77%	11%	1%	3%	9%	100%
All	45%	19%	2%	14%	20%	100%
Talman Private Car Park:						
£5	22%	59%	0%	15%	4%	100%
£10	63%	30%	0%	7%	0%	100%
All	43%	44%	0%	11%	2%	100%

3. Mode Change Forecasts

- 3.1 Mode share relationships were calibrated for the choice between car and bus, cycle, walk and motorcycle. The relationships represented the characteristic that changes in the relative journey cost and time lead to switching between car and other modes. For the changes between car and bus, the calibrated mode share parameters for the western corridor data and attitude survey data was averaged for use in forecasting. As strong relationships were calibrated from the attitude survey data for all modes it was considered appropriate to use the calibrated parameters from the attitude survey data for the non-bus modes in the forecasting.
- 3.2 Having established and calibrated mode share relationships, likely mode changes were forecast for:
- Bus mode share changes with reduced bus times, improved bus quality and marketing, and increased parking charges;
 - Cycle, walk and motorcycle mode share changes with improved facilities and marketing, and increased parking charges.
- 3.3 The mode change forecasts were applied to person travel data on the St Helier cordon collected by TTS every year. This involved counting the number of vehicles and persons on the inbound radial roads in the AM peak period for walk, cycle, motorcycle, car, commercial vehicles and bus. The car mode data was split into trips to public car parks, trips to private and other parking and through trips using 2008 JASS survey data. Overall, almost 79% of persons travel by car, 9% walk, 6% travel by bus and 3% each by cycle and motorcycle. Car through trips account for 25% of

all person trips. 25% of person trips are to public car parking and 33% to private parking.

3.4 The assumptions for the mode change options were:

- For private parking, both paid and not paid by employer, the additional parking charges were assumed to be one half of the additional public parking charges and would influence only one half of those with private parking paid by employers;
- Transfer to walk would affect the 36% of cordon crossing walk trips of less than 2 miles;
- For trips to St Helier bus priority measures represented by a 12 minute decrease in journey time for one half of bus services and travellers;
- For trips through St Helier the provision of a new through bus service (existing services 1 and 15) represented by a 12 minute decrease in journey time for one half of bus services and travellers between the south coast areas east and west of St Helier;
- For trips to and through St Helier the improvement in quality of non-car modes represented by a 10 minute decrease in mode constant model parameter for one half of motorcycle, cycle, walk and bus journeys, reflecting that the improvements in image, changing facilities, new buses, real time bus information etc. would influence one half of users;
- For trips to and through St Helier workplace and school travel plans and travel awareness campaigns to reduce total traffic by 4% and is represented by a 4.0 minute decrease in mode constant.

3.5 The mode change forecasts for the St Helier cordon, Table 2, shows potential reductions in total traffic of 1.1% to 11.4% for the range of public parking charge increases, 3.0% for bus travel time reductions, 4.4% for non-car mode quality improvements and 4% for travel plan and awareness campaigns to reduce car trips.

3.6 These results show that there is the potential for significant car reduction by improving the quality of non car modes and persuading people to use them. This can be achieved through tangible improvement measures such as the introduction of high quality, limited stop buses with bus priority measures, extending bus services through St Helier and the improvement of cycle changing facilities, cycle parking and cycle lanes and priorities. The 10 minute reduction in mode constant is the level that is often used to represent the introduction of a high quality bus service in the UK, for example in Ashford in Kent and Daventry in Northamptonshire, and represents a realistic level of the expected change in Jersey, being 20% of the 50 minute bus mode constant for existing bus services.

3.7 The UK DfT's Smarter Choices – Changing the Way We Travel, 2004 report identified a number of transport policy initiatives, often described as 'soft' measures, that seek to give better information and opportunities on non-car travel choices:

- Workplace and school travel plans;
- Personalised travel planning, travel awareness campaigns;
- Public transport information and marketing;

- Car clubs and car sharing schemes;
 - Teleworking, teleconferencing and home shopping.
- 3.8 Travel plans and public awareness campaigns can help to persuade people to consider and use non car modes. Workplace travel plans are required for redevelopment applications with a target car generation reduction of 15% compared with present use. Travel plans for schools and States offices are being introduced with target car generation reductions of 15% for States departments and secondary schools and 5% for primary schools. In total it is estimated that a 2.9% reduction in traffic over a 5 year period could be achieved with travel plans. An additional 1% reduction could be achieved through travel awareness campaigns. In total a 4% reduction in total traffic to St Helier in the morning peak period is regarded as achievable and is equivalent to a 4.0 minute decrease in mode constant for non-car modes.
- 3.9 Other 'soft' measures will also significantly reduce car trips. The 'Smarter Choices' study found that a reduction in urban traffic of about 21% in the peak period and 13% in the off-peak could be achieved with all the measures. These have not been quantified but represent further car reduction measures that could be introduced.
- 3.10 Public parking charge increases and bus travel time improvements would in combination provide significant reductions in car travel. A £2 per day increase in parking charge and a 12 minute reduction in bus travel time for half of bus users would decrease car travel by 9.6%. There would be a 14.4% reduction if the parking charge increase was £5 per day.
- 3.11 The transport plan mode change targets include a 100% increase for bus and cycle and a 20% increase for walk. A £2 per day increase in public car parking charges would increase bus passengers by 39%, cyclists by 28% and pedestrians and motorcyclists each by 9%. A £5 per day parking charge increase would double bus use, increase cyclists by 69%, pedestrians by 9% and motorcyclists by 9%. A 12 minute saving in bus travel time for half of bus users would increase bus use by 47%.
- 3.12 There is also an overall target of a 15% reduction in peak traffic and this and other transport plan mode change targets could be achieved by:
- £2 per day increase in public car parking charges (4.6% reduction on St Helier cordon);
 - Bus priority improvements to decrease travel time (3.0% reduction on St Helier cordon);
 - Introduction of high quality bus services, and improvements in image, quality and facilities for non car modes (4.4% reduction on St Helier cordon);
 - Travel plans and public awareness campaigns (4.0% reduction on St Helier cordon).



Table 2: Forecast St Helier Cordon Mode Proportions

Mode	Sub Mode	Inbound Persons 0730-0900 hrs							
		2006/9	Increased Parking Charge / Day				Bus Time Savings *	High Quality Services / Facilities **	Travel Plans & Awareness Campaigns ***
			50p	£1	£2	£5			
All	Overall Reduction	-	1.1%	2.3%	4.6%	11.4%	3.0%	4.4%	4.0%
Commercial Vehicles	Total	2,457 (11.6%)	2,457 (11.6%)	2,457 (11.6%)	2,457 (11.6%)	2,457 (11.6%)	2,457 (11.6%)	2,457 (11.6%)	2,457 (11.6%)
Car	Total	14,700 (69.7%)	14,504 (68.8%)	14,307 (67.8%)	13,912 (65.9%)	12,739 (60.4%)	14,192 (67.3%)	13,948 (66.1%)	14,014 (66.4%)
Car	Public Car Parks	3,889 (18.4%)	3,764 (17.8%)	3,637 (17.2%)	3,380 (16.0%)	2,616 (12.4%)	3,720 (17.6%)	3,676 (17.4%)	3,720 (17.6%)
Car	Private Paid For	4,587 (21.7%)	4,554 (21.6%)	4,520 (21.4%)	4,452 (21.1%)	4,246 (20.1%)	4,503 (21.3%)	4,422 (21.0%)	4,370 (20.7%)
Car	Private Pay Self	1,496 (7.1%)	1,459 (6.9%)	1,423 (6.7%)	1,351 (6.4%)	1,149 (5.4%)	1,380 (6.5%)	1,377 (6.5%)	1,398 (6.6%)
Car	Through Traffic	4,728 (22.4%)	4,728 (22.4%)	4,728 (22.4%)	4,728 (22.4%)	4,728 (22.4%)	4,589 (21.8%)	4,474 (21.2%)	4,526 (21.5%)
Motorcycle	Total	653 (3.1%)	669 (3.2%)	684 (3.2%)	710 (3.4%)	758 (3.6%)	653 (3.1%)	736 (3.5%)	741 (3.5%)
Cycle	Total	598 (2.8%)	640 (3.0%)	681 (3.2%)	764 (3.6%)	1,008 (4.8%)	598 (2.8%)	755 (3.6%)	742 (3.5%)
Walk	Total	1,599 (7.6%)	1,635 (7.7%)	1,671 (7.9%)	1,742 (8.3%)	1,943 (9.2%)	1,599 (7.6%)	1,738 (8.2%)	1,728 (8.2%)
Bus	Total	1,090 (5.2%)	1,192 (5.7%)	1,297 (6.1%)	1,512 (7.2%)	2,192 (10.4%)	1,598 (7.6%)	1,462 (6.9%)	1,416 (6.7%)
All Modes		21,097	21,097	21,097	21,097	21,097	21,097	21,097	21,097

Notes: * For trips to St Helier bus priority measures represented by a 12 minute decrease in journey time for one half of bus services and for trips through St Helier the provision of a new through bus service (existing services 1 and 15) represented by a 12 minute decrease in journey time for one half of travellers between the south coast areas east and west of St Helier.

** For trips to and through St Helier the improvement in quality of non-car modes represented by a 10 minute decrease in mode constant model parameter for one half of motorcycle, cycle, walk and bus journeys, reflecting that the improvements in image, changing facilities, new buses, real time bus information etc. would influence one half of users.

*** For trips to and through St Helier a 4% reduction in total trips through workplace and school travel plans & travel awareness campaigns.

Transport and Technical Services

Summary of Responses

1st March 2010

GREEN PAPER ON SUSTAINABLE TRANSPORT POLICY

SUMMARY OF CONSULTATION DETAILS

The States Strategic Plan 2009 – 2014 makes a commitment to develop a sustainable internal transport infrastructure and accordingly requires the Minister for Transport and Technical Services to produce a Sustainable Transport Policy.

As a first stage in the development of that policy the Minister published a green paper entitled “Sustainable Transport Policy – Consultation Document” on 29 September 2009 with a consultation period until 30 November (subsequently extended to 18 December to enable coverage in the December Jersey Consumer Council Newsletter).

The States Strategic Plan commits to “persuade people out of cars by providing practical alternatives such as improved bus services, cycle tracks and footpaths”.

The consultation was designed to assess the public’s view on how this could best be achieved. The Green paper included a questionnaire in which the public were invited to agree/disagree with potential proposals. An opportunity to comment was also provided with each section of the report. The report and questionnaire were available on the internet and in paper form at Parish Halls and Cyril le Marquand House. The consultation was advertised in the local media and a public meeting was held on 19 November at the Town Hall.

OVERVIEW OF CONSULTATION RESPONSES

1,336 questionnaires were returned via the internet, 43 letters or emails were submitted and approximately 30 members of the public attended the public meeting. The results of the tick box section of the questionnaire are attached at appendix A. As it could be argued that car owners might take a different view to non car owners it is worthy of mention that 88% of respondents owned/drove a car, 12 % did not. This proportion was consistent with the proportion of all Island households who owned/drove a car according to the 2008 Jersey Annual Social Survey.

In summary, a significant majority agreed that a 15% reduction in rush hour traffic was a realistic target, that traffic congestion was unacceptable, that buses should be subsidised and improved by the States, that congestion should be eased by reducing the numbers of cars rather than building new roads and that pedestrianised areas in town should be extended. The largest majority “vote” (91%) was for more off-road cycle routes and footpaths.

The public’s view on parking policy was less clear cut. A small majority agreed that the number of commuter parking spaces in town should not be increased but that there should be more shopper spaces. A small majority disagreed that the cost of long stay parking in town should be increased, or that a tax or levy should be introduced for private parking spaces.

The suggestion of introducing a commercial operators' licence to control the use of commercial vehicles had a very high (85%) level of support. A large majority of respondents also supported the introduction of regular road worthiness and emissions testing for all road vehicles.

A large majority of respondents opposed the introduction of a congestion charge.

The suggestion of a tram system had a similar number in favour as against.

The individual written comments are too numerous to summarise comprehensively in this document where a brief overview is provided, but an analysis is available for viewing at TTS Offices, South Hill. The comments showed a high level of interest in public transport. The comments have been recorded as a total of 4,484 suggestions/opinions. The bus service was the issue of most interest drawing 2,002 comments. By contrast 415 comments related to cycling and 377 to parking.

With regard to buses, a high number of comments (668) related to a desire for more frequent buses with a better coverage of times and areas. 135 people commented that the buses should be cheaper. 39 people commented in support of a town hopper service and 122 in favour of park and ride. 77 comments supported bike racks on buses. 36 comments asked for better bus shelters. 62 respondents thought school buses should be mandatory for pupils.

The 415 comments regarding cycling were almost all in support of encouraging it, with the need for more cycle routes (226) and cycle parking (44) the strongest themes.

Comments on parking were very diverse. 53 comments were in favour of increasing the cost of public parking and 40 against. 29 comments supported more parking space, only 12 suggested there should be less.

Other themes with significant numbers of comments were: -

- introduction of trams/monorail (132),
- cheaper taxis (128).
- more motorcycle parking (79)
- increased taxation for large cars (63)
- more and better footpaths (44),
- encouraging car sharing (39)

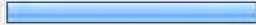

MINISTER'S RESPONSE TO CONSULTATION






The Minister would like to thank everyone who has taken the trouble to participate in the consultation.

In addition to consultation with the general public the Minister has met with several key stakeholder groups. Sustrans, the UK's leading sustainable transport body have been employed to advise on best practice in the UK and internationally. Public Transport consultants have been employed to carry out a thorough review of the Island's bus service. The Minister will draw on all these areas of input before production of a white paper with firm proposals for a Sustainable Transport Policy for Jersey.



APPENDIX A

Sustainable Transport Policy

1. Are you		
	Response Percent	Response Count
Male 	52.1%	686
Female 	47.9%	630
<i>answered question</i>		1,316
<i>skipped question</i>		20


2. How old are you?		
	Response Percent	Response Count
Under 18 	3.9%	52
18 – 30 	16.0%	211
31 – 50 	50.0%	659
51 – 60 	18.0%	237
Over 60 	12.1%	160
<i>answered question</i>		1,319
<i>skipped question</i>		17

3. Which parish do you live in?		Response Count
		1,299
<i>answered question</i>		1,299
<i>skipped question</i>		37

4. Do you own and drive a car?		
		Response Percent Response Count
Yes		87.8% 1,147
No		12.2% 160
		<i>answered question</i> 1,307
		<i>skipped question</i> 29

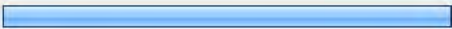

5. In the reporting of the results of this consultation, are you willing to allow Transport and Technical Services to quote your comments?		
		Response Percent Response Count
No		6.5% 85
Yes, anonymously		69.9% 915
Yes, attributed to me		23.6% 309
		<i>answered question</i> 1,309
		<i>skipped question</i> 27

6. Your name and contact details (optional)		
		Response Count
		468
<i>answered question</i>		468
<i>skipped question</i>		868




5. In the reporting of the results of this consultation, are you willing to allow Transport and Technical Services to quote your comments?			
		Response Percent	Response Count
No		6.5%	85
Yes, anonymously		69.9%	915
Yes, attributed to me		23.6%	309
<i>answered question</i>			1,309
<i>skipped question</i>			27




6. Your name and contact details (optional)		
		Response Count
		468
<i>answered question</i>		468
<i>skipped question</i>		868

7. Are you willing to allow your consultation responses to be made available to the Scrutiny Office, if requested by them? For more information about the role of Scrutiny, see the website www.scrutiny.gov.je



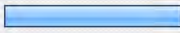
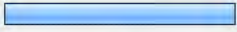

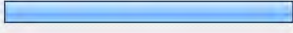

		Response Percent	Response Count
Yes		91.5%	1,190
No		8.5%	110
<i>answered question</i>			1,300
<i>skipped question</i>			36

8. Do you think current levels of congestion are unacceptable? (please tick one box)


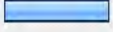
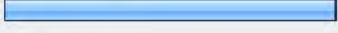

		Response Percent	Response Count
Yes		66.5%	838
No		28.4%	358
Don't know		5.1%	64
<i>answered question</i>			1,260
<i>skipped question</i>			76

9. Is the target of a 15% reduction in rush hour traffic levels during term time realistic? (please tick one box)			Response Percent	Response Count
Too low			26.7%	331
About right			59.5%	738
Too high			13.8%	171
			<i>answered question</i>	1,240
			<i>skipped question</i>	96

10. Would you consider any of these alternative modes of travel? (please tick one or more boxes)

	Response Percent	Response Count
Cycling 	39.2%	495
Motorcycling 	16.8%	212
Walking 	35.8%	452
Using the bus 	46.6%	588
Car sharing 	21.9%	277
I already do one of the above 	58.8%	743
No, none of these 	8.9%	113
	<i>answered question</i>	1,263
	<i>skipped question</i>	73

11. I would consider using at least one of the above modes of travel (please tick one box)

	Response Percent	Response Count
Less than once a week 	4.6%	57
Once a week 	20.6%	252
Daily 	67.5%	828
Never 	7.3%	89
	<i>answered question</i>	1,226
	<i>skipped question</i>	110

12. How do you think the alternative modes of travel could be improved?		Response Count
		1,027
	<i>answered question</i>	1,027
	<i>skipped question</i>	309

13. How much do you agree or disagree with the following statements? (please tick one box per question)						
	Strongly agree	Agree	Disagree	Strongly disagree	Don't know	Response Count
The bus service should continue to be subsidised by the tax payer	31.6% (384)	42.6% (518)	11.2% (136)	7.8% (95)	6.9% (84)	1,217
The States should invest in improved bus services	50.0% (607)	36.2% (439)	6.7% (81)	3.4% (41)	3.8% (46)	1,214
The school bus service should continue to be subsidised by the tax payer	35.2% (426)	44.5% (539)	9.8% (118)	4.7% (57)	5.8% (70)	1,210
A tram system should be introduced	17.1% (206)	23.5% (282)	19.4% (233)	20.5% (246)	19.6% (235)	1,202
TTS should look at ways to develop a more efficient and integrated taxi service	20.9% (251)	36.3% (437)	17.8% (214)	8.1% (98)	16.9% (203)	1,203
						<i>answered question</i>
						1,226
						<i>skipped question</i>
						110

14. Are there any other comments you'd like to make about public transport?		Response Count
		729
	<i>answered question</i>	729
	<i>skipped question</i>	607

15. How much do you agree or disagree with the following statements? (please tick one box per question)						
	Strongly agree	Agree	Disagree	Strongly disagree	Don't know	Response Count
The number of commuter parking spaces (public and private) in St Helier should not be increased	23.1% (276)	33.6% (402)	22.6% (271)	14.5% (173)	6.3% (75)	1,197
The number of short stay (shopper) parking spaces in St Helier should be increased	17.3% (207)	37.6% (451)	31.6% (379)	6.3% (76)	7.3% (87)	1,200
A tax or levy system should be introduced for private (commuter) parking to discourage car use and provide an income for sustainable transport initiatives	17.1% (205)	23.6% (282)	26.1% (312)	26.3% (314)	6.9% (83)	1,196
The cost of public long stay (commuter) parking should be increased to encourage less car use	18.4% (220)	23.7% (283)	29.6% (353)	23.8% (284)	4.5% (54)	1,194
When going to town by car, people should be encouraged through pricing incentives to park at their nearest town car park	14.5% (172)	38.5% (457)	20.4% (242)	9.7% (115)	16.9% (200)	1,186
				<i>answered question</i>		1,208
				<i>skipped question</i>		128

16. Are there any other comments you would like to make about parking?	
	Response Count
	622
<i>answered question</i>	622
<i>skipped question</i>	714

17. How much do you agree or disagree with the following statements? (please tick one box per question)						
	Strongly agree	Agree	Disagree	Strongly disagree	Don't know	Response Count
Congestion should be eased by reducing the number of motor vehicles, rather than building new or larger roads	40.2% (473)	35.1% (413)	14.4% (170)	6.5% (77)	3.8% (45)	1,178
Pedestrian priority areas should be extended in St Helier	28.5% (336)	36.0% (425)	23.5% (277)	6.8% (80)	5.2% (61)	1,179
Road improvements at Beaumont should be aimed at improving public transport and other sustainable modes of transport rather than private cars	29.4% (345)	37.2% (436)	17.1% (200)	7.2% (84)	9.2% (108)	1,173
The number of off-road footpaths and cycle routes should be increased	49.7% (586)	41.1% (484)	5.2% (61)	1.6% (19)	2.5% (29)	1,179
Jersey should introduce congestion charging	10.5% (123)	12.3% (145)	28.3% (333)	39.3% (462)	9.6% (113)	1,176
					<i>answered question</i>	1,187
					<i>skipped question</i>	149

18. Are there any other comments you would like to make about our road system or road safety?	
	Response Count
	522
	<i>answered question</i>
	522
	<i>skipped question</i>
	814

19. How much do you agree or disagree with the following statements? (please tick one box per question)						
	Strongly agree	Agree	Disagree	Strongly disagree	Don't know	Response Count
Campaigns should be carried out to encourage people to use their cars less	31.2% (366)	45.2% (530)	14.0% (164)	5.7% (67)	3.9% (46)	1,173
Commuters should be encouraged to leave their cars at home once a week	32.4% (379)	38.3% (448)	15.8% (185)	7.1% (83)	6.3% (74)	1,169
	<i>answered question</i>					1,178
	<i>skipped question</i>					158

20. Are there any other travel options you would like TTS to investigate?	
	Response Count
	482
	<i>answered question</i>
	482
	<i>skipped question</i>
	854

21. How much do you agree or disagree with the following statements? (please tick one box per question)						
	Strongly agree	Agree	Disagree	Strongly disagree	Don't know	Response Count
Environmentally friendly vehicles should be given parking advantages (e.g. more convenient spaces or pay less)	23.5% (274)	36.2% (422)	24.5% (286)	10.4% (121)	5.4% (63)	1,166
A regular emissions test should be introduced for all road vehicles	24.2% (282)	40.0% (466)	20.4% (238)	8.8% (103)	6.5% (76)	1,165
A regular road worthiness test should be introduced for all road vehicles	25.5% (297)	39.6% (461)	18.9% (220)	9.7% (113)	6.2% (72)	1,163
A commercial operator's licence should be introduced to ensure that commercial vehicles are maintained properly, safely and with appropriate facilities for housing and maintenance	45.4% (528)	39.4% (458)	5.2% (60)	2.2% (26)	7.8% (91)	1,163
	<i>answered question</i>					1,177
	<i>skipped question</i>					159

22. Do you have any comments you'd like to make about vehicle choices?	
	Response Count
	481
	<i>answered question</i> 481
	<i>skipped question</i> 855

23. Are there any other comments you would like to make about our proposals and options or have you suggestions of your own you would like us to look into?

		Response Count
		654
	<i>answered question</i>	654
	<i>skipped question</i>	682

Appendix E - Traffic volumes with and without schools

Station Name: ROUTE DES ISSUES													
Description: AT MELBOURNE													
City: ST JOHN													
Peak Hour 08:00 - 09:00													
Averaged													
		Quarter Term				Half Term				Summer Holiday			
		West	East			West	East			West	East		
May	15 Mon	185	324	(Bank Hol)	29 Mon	168	218	Jul	31 Mon	172	231		
	16 Tue	191	328		30 Tue	163	226		Aug	1 Tue	153	221	
	17 Wed	195	327		31 Wed	187	228			2 Wed	152	220	
	18 Thur	184	312		Jun	1 Thur	150			218	3 Thur	153	214
	19 Fri	189	300			2 Fri	172			201	4 Fri	170	214
TOTAL		944	1591			840	1091			800	1100		
		2535				1931				1900			
Percentage		100%	100%			89%	69%			85%	69%		
		100%				76%				75%			

Station Name: BEAUMONT											
Description: AT CAR PARK											
City: ST PETER											
Peak Hour 08:00 - 09:00											
La Route de la Haule Averaged											
		Quarter Term				Half Term				Summer Holiday	
		West	East			West	East			West	East
May	15 Mon	1027	1202	(Bank Hol)	29 Mon	1003	1124	Jul	31 Mon	999	1164
	16 Tue	1066	1188		30 Tue	1042	1128		Aug	1 Tue	982

	17 Wed	1032	1194		31 Wed	1060	1110		2 Wed	997	1170
	18 Thur	1044	1201	Jun	1 Thur	945	1124		3 Thur	959	1146
	19 Fri	985	1181		2 Fri	963	1135		4 Fri	1032	1147
TOTAL		5154	5966			5013	5621			4969	5813
		11120				10634				10782	
Percentage		100%	100%			97%	94%			96%	97%
		100%				96%				97%	

Station Name: ST LAWRENCE											
Description: AT SCHOOL											
City: ST LAWRENCE											
Averaged											
Peak Hour 08:00 - 09:00											
		Quarter Term				Half Term				Summer Holiday	
		South	North			South	North			South	North
May	15 Mon	286	303	(Bank Hol)	29 Mon	301	180	Jul	31 Mon	309	201
	16 Tue	327	287	May	30 Tue	294	151	Aug	1 Tue	315	201
	17 Wed	307	286		31 Wed	312	193		2 Wed	299	211
	18 Thur	300	304	Jun	1 Thur	317	197		3 Thur	321	179
	19 Fri	300	296		2 Fri	282	180		4 Fri	302	175
TOTAL		1520	1476			1506	901			1546	967
		2996				2408				2513	
Percentage		100%	100%			99%	61%			102%	66%
		100%				80%				84%	

Station Name: ST PETER'S VALLEY											
Description: TESSON MILL											
City: ST PETER											
Averaged											
Peak Hour 08:00 - 09:00											
		Quarter Term				Half Term				Summer Holiday	
		North	South			North	South			North	South
May	15 Mon	247	671	(Bank Hol)	29 Mon	213	510	Jul	31 Mon	237	569

	16 Tue	288	677	May	30 Tue	206	512	Aug	1 Tue	235	615
	17 Wed	257	662		31 Wed	211	490		2 Wed	235	583
	18 Thur	260	692	Jun	1 Thur	232	530		3 Thur	226	561
	19 Fri	239	678		2 Fri	204	507		4 Fri	231	592
TOTAL		1291	3380			1066	2549			1164	2920
		4671				3615				4084	
Percentage		100%	100%			83%	75%			90%	86%
		100%				77%				87%	

Station Name: TUNNEL											
Description: WEST ENTRANCE TO TUNNEL											
City: ST HELIER											
Peak Hour 08:00 - 09:00											
		Quarter Term				Half Term				Summer Holiday	
		West	East			West	East			West	East
May	15 Mon	1152	1099	(Bank Hol)	29 Mon	1099	1038	Jul	31 Mon	1070	1030
	16 Tue	1038	1112	May	30 Tue	1099	1065	Aug	1 Tue	1052	1025
	17 Wed	1089	1109		31 Wed	1094	1017		2 Wed	1068	1042
	18 Thur	1031	1112	Jun	1 Thur	1085	1036		3 Thur	1059	1067
	19 Fri	1068	1194		2 Fri	1116	1033		4 Fri	1104	1003
TOTAL		5378	5626			5493	5189			5353	5167
		11004				10681				10520	
Percentage		100%	100%			102%	92%			100%	92%
		100%				97%				96%	

Station Name: UNDERPASS											
Description: EAST BOUND											
City: ST HELIER											
Peak Hour 08:00 - 09:00											
		Quarter Term				Half Term				Summer Holiday	
		West	East			West	East			West	East

May	15 Mon	1418	1642	(Bank Hol)	29 Mon	1334	1478	Jul	31 Mon	1403	1628
	16 Tue	1454	1656	May	30 Tue	1373	1489	Aug	1 Tue	1334	1756
	17 Wed	1421	1694		31 Wed	1351	1477		2 Wed	1302	1607
	18 Thur	1411	1770	Jun	1 Thur	1311	1470		3 Thur	1293	1571
	19 Fri	1335	568		2 Fri	1300	1477		4 Fri	1347	1544
TOTAL		7039	7330			6669	7391			6679	8106
		14369				14060				14785	
Percentage		100%	100%			95%	101%			95%	111%
		100%				98%				103%	

Note:		Station Name: LA GREVE D'AZETTE						Averaged			
2005 Data Used		Description: NEAR VICTOR HUGO FLATS									
		City: ST CLEMENT									
Peak Hour 08:00 - 09:00											
		Quarter Term				Half Term				Summer Holiday	
		West	East			West	East			West	East
May	16 Mon	1015	365	(Bank Hol)	30 Mon	836	291	Aug	1 Mon	806	295
	17 Tue	1041	387	May	31 Tue	825	286		2 Tue	663	266
	18 Wed	796	285	Jun	1 Wed	833	271		3 Wed	887	282
	19 Thur	831	265		2 Thur	846	300		4 Thur	823	308
	20 Fri	817	257		3 Fri	840	305		5 Fri	838	285
TOTAL		4500	1559			4180	1453			4017	1436
		6059				5633				5453	
Percentage		100%	100%			93%	93%			89%	92%
		100%				93%				90%	

Note:		Station Name: BAGOT ROAD						Averaged			
2005 Data Used		Description: OPP LA RETRAITE									
		City: ST SAVIOUR									
Peak Hour 08:00 - 09:00											
		Quarter Term				Half Term				Summer Holiday	

		West	East			West	East			West	East
May	16 Mon	724	481	(Bank Hol)	30 Mon	628	490	Aug	1 Mon	645	460
	17 Tue	777	446	May	31 Tue	631	508		2 Tue	658	508
	18 Wed	718	463	Jun	1 Wed	633	501		3 Wed	617	487
	19 Thur	734	475		2 Thur	613	468		4 Thur	616	507
	20 Fri	736	459		3 Fri	634	484		5 Fri	673	468
TOTAL		3689	2324			3139	2451			3209	2430
		6013				5590				5639	
Percentage		100%	100%			85%	105%			87%	105%
		100%				93%				94%	

Station Name: BAGATELLE ROAD
Description: SOUTH ST SAVIOUR'S SCHOOL Averaged
City: ST SAVIOUR

Peak Hour 08:00 - 09:00

		Quarter Term				Half Term				Summer Holiday	
		North	South			North	South			North	South
May	16 Mon	430	691	(Bank Hol)	30 Mon	266	447	Aug	1 Mon	321	518
	17 Tue	428	691	May	31 Tue	271	445		2 Tue	304	490
	18 Wed	461	695	Jun	1 Wed	264	466		3 Wed	323	487
	19 Thur	469	719		2 Thur	259	456		4 Thur	288	520
	20 Fri	442	712		3 Fri	268	420		5 Fri	326	510
TOTAL		2230	3508			1328	2234			1562	2525
		5738				3561				4087	
Percentage		100%	100%			60%	64%			70%	72%
		100%				62%				71%	

Station Name: ST SAVIOUR'S HILL
Description: OUTSIDE GRAINVILLE PLAYING FIELD Averaged
City: ST SAVIOUR

Peak Hour 08:00 - 09:00

		Quarter Term				Half Term				Summer Holiday	
		West	East			West	East			West	East
May	15 Mon	472	535	(Bank Hol)	29 Mon	473	320	Jul	31 Mon	455	336
	16 Tue	497	534	May	30 Tue	474	354	Aug	1 Tue	512	342
	17 Wed	477	571		31 Wed	459	323		2 Wed	497	352
	18 Thur	517	554	Jun	1 Thur	492	310		3 Thur	508	297
	19 Fri	481	530		2 Fri	468	292		4 Fri	489	315
TOTAL		2444	2724			2366	1599			2461	1642
		5168				3965				4103	
Percentage		100%	100%			97%	59%			101%	60%
		100%				77%				79%	

Station Name: TRINITY HILL Description: SOUTH OF ROUTE DU PETIT CLOS City: TRINITY Averaged Peak Hour 08:00 - 09:00											
		Quarter Term				Half Term				Summer Holiday	
		North	South			North	South			North	South
May	16 Mon	117	284	(Bank Hol)	30 Mon	109	200	Aug	1 Mon	102	190
	17 Tue	154	300	May	31 Tue	96	202		2 Tue	117	209
	18 Wed	157	291	Jun	1 Wed	127	223		3 Wed	108	181
	19 Thur	147	288		2 Thur	113	176		4 Thur	100	194
	20 Fri	149	289		3 Fri	100	199		5 Fri	118	192
TOTAL		724	1452			545	1000			545	966
		2176				1545				1511	
Percentage		100%	100%			75%	69%			75%	67%
		100%				71%				69%	

Station Name: GRANDE ROUTE DE ST JEAN Description: MONT A LABBE SCHOOL City: ST JOHN Averaged Peak Hour 08:00 - 09:00											
		Note: 2005 Data Used									

		Quarter Term				Half Term				Summer Holiday	
		North	South			North	South			North	South
May	16 Mon	361	643	(Bank Hol)	30 Mon	312	562	Aug	1 Mon	321	624
	17 Tue	395	665	May	31 Tue	340	559		2 Tue	303	586
	18 Wed	369	682	Jun	1 Wed	319	554		3 Wed	317	615
	19 Thur	368	653		2 Thur	314	560		4 Thur	323	603
	20 Fri	358	658		3 Fri	275	576		5 Fri	287	618
TOTAL		1851	3301			1560	2811			1551	3046
			5152				4371				4597
Percentage		100%	100%			84%	85%			84%	92%
			100%				85%				89%

Across	Island	Percentage					
Totals:							
Total Number of Vehicles	214969			without tunnel and underpass		into town	only
Total Quarter Term	77001	100%		51628		31351	
Total Half Term	67994	88%		43253	0.837772	26498	0.85
Total Summer Holiday	69974	91%		44669	0.865209	27603	0.88
		90%	(10% reduction)		0.85149	(15% reduction)	

In the production of this policy the Minister for TTS, Connétable Mike Jackson and Assistant Minister Kevin Lewis, were supported by the following team of TTS officers;

John Rogers - Chief Officer
Allyson Holmes - Project and Planning Manager
Chris Samson - Director of Municipal Services
David St George – Manager, Transport Policy

Additional support was also provided from other TTS officers with expertise in particular areas.

Consultant support has been provided by AECOM/TAS with regard to a review of the bus service, Steer Davies Gleave with regard to a review of light rail, Parsons Brinckerhoff for the mode change study and Sustrans for peer review and advice on best practice. The key personnel involved were:

Mike Scott - Regional Director, AECOM
Alan O'Brien - Regional Director, AECOM
Elaine Brick – Principal Consultant AECOM
Philip Higgs - Business Development Director, TAS Partnership
Phil Hawkins - Principal Consultant, Steer Davies Gleave
Katherine Evans – Consultant, Steer Davies Gleave
Bob Maclean – Consultant Transport Planner, Parsons Brinckerhoff
Adrian Roper - SW Regional Director, Sustrans

Several States Departments have participated, the officers most directly involved included:

Kevin Pilley (P&E)
Sarah Le Claire (P&E)
Louise Magris (P&E)
Olivia Copsey (P&E)
Dr Rosemary Geller (HSS)
Andrew Heaven (HSS)
Andrew Pritchard (HSS)

Sophie Huelin (HSS)
Gillian Hutchinson (HA)
Ian Skinner (HA)
Peter Horsfall (ESC)
Kevin Le Masney (ED)

The Minister and officers have held a series of meetings with the Environment Scrutiny Panel, the Comité des Connétables, the Chamber of Commerce, the Jersey Motor Trades Federation, Connex, and individual Parish roads committees. Nearly 1400 responses were received during the public consultation, 63 businesses responded to a business questionnaire and approximately 30 people attended a public meeting. The Minister would like to express his grateful thanks to all those who have contributed and helped to formulate this policy.

SUSTAINABLE TRANSPORT POLICY - STATES DEBATE

A Proposition (P104/2010) made by the Minister for Transport and Technical Services asking the States to support the proposed policy was approved by the States, subject to amendments, on December 1 2010. The full Report and Proposition, along with three amendments and an amendment to the second amendment are available on the States Assembly website www.statesassembly.gov.je. All amendments were approved, though proposals within the 2nd amendment to implement a pedestrian priority zone in Halkett Place by 2011, and to increase the funding available for the policy to £1,000,000 per annum, were withdrawn. The effect of the amendments was that an amended proposition was approved as detailed below.

PROPOSITION

(by the Minister for Transport and Technical Services – with approved amendments shown in italics)

The States are asked to decide whether they are of opinion –

to receive Jersey's Sustainable Transport Policy dated 2nd July 2010 as prepared by the Minister for Transport and Technical Services (TTS) and -

- a) to agree that the measures described in the Policy to reduce the Island's reliance on the private car and to encourage walking, cycling and public transport should be applied by the Minister for Transport and Technical Services, *but to acknowledge that for some sections of the Island community, the private car remains the only practical option and to agree that the cost of motoring (including parking) should not be disproportionately increased until a viable alternative method of transport is available to all.*

to bring forward within one year of the adoption of the Policy comprehensive strategies designed to facilitate and encourage walking and cycling;

to carry out a review of the transport requirements of the mobility-impaired or 'disabled drivers', including the administration and operation of the 'Blue Badge scheme', and to report back to the States with recommendations for any changes or improvements;

to implement a scheme to enhance pedestrian safety in Midvale Road by the end of 2012 subject to appropriate consultation;

to research and develop proposals by the end of 2012 to enhance pedestrian levels of service at the following locations –

- (i) the junction of Wellington Hill and the Ring Road;*
- (ii) the junction of Bath Street, Peter Street and Beresford Street;*
- (iii) the junction of Gloucester Street and the Parade;*
- (iv) the pedestrian exit across Little Green Street from the Green Street car park;*
- (v) the Queen's Road roundabout;*

to carry out a review of the proposal for increased shopper car parking at Snow Hill in conjunction with Jersey Property Holdings, subject to availability of funding for feasibility studies, and to bring recommendations to the States by the end of 2012.

to work with States Departments, especially the Harbours Department, to achieve the release of a proportion of the privately leased parking spaces in States' ownership for short-stay shopper parking, and to enable the provision of increased scooter or motorcycle parking;

to request the Minister for TTS to take the necessary steps to provide that any additional revenue in the Car Parking Trading Fund from any above-inflation increases in parking charges will be ring-fenced to fund improvements in the provision of alternatives to the private car, including improvements to encourage walking, cycling and bus travel;

to request the Minister of TTS to bring forward by July 2011 proposals to extend the opening hours of Liberation Station in conjunction with late bus services;

- b) *to approve the objective of reducing peak hour traffic flows into St Helier by 15% by 2015 and to request the Minister to apply appropriate measures including those set out in the Policy to achieve this objective;*
- c) *to request the Minister, in conjunction with the Minister for Home Affairs and the Honorary Police with regard to enforcement, to apply appropriate measures as set out in the Policy to re-establish a reducing trend in road injury rates and to agree an eventual 'vision zero' target of no deaths or serious injuries on Jersey's roads, and to request the Minister to ask the task force to be set up by the Department for Transport and Technical Services to adopt formally within the first year a specific trend target for accident reduction by the end of the policy period, and to inform the States of this target and the rationale behind it;*
- d) *to agree that the Minister applies appropriate measures as set out in the Policy to encourage the use of smaller low emission vehicles;*
- e) *to request the Minister to undertake appropriate monitoring of the impact and effectiveness of the Policy against the goals set out on page 8 of the policy and to publish the results at least annually.*

Minister for Transport and Technical Services