Government of Jersey

Active Travel – Primary Evidence Base

Final Report

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Version Control and Approval

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Introduction

Introduction to Study

The Sustainable Transport Policy and delivery plan documents acknowledge that the Island's transport system has evolved around the car often at the expense of public transport, walking and cycling.

With road transport accounting for 32% of Jersey's greenhouse gas emissions[1], a business-as-usual approach is no longer tenable and in the future public transport and walking and cycling will need to increase their mode share in order to meet the Island's carbon neutrality ambition and journey to net-zero.

To combat this, the Government of Jersey has commissioned a number of Rapid Plans around sustainable transport to identify the policy levers, strategy and interventions required to prioritise developing these areas and to develop a future investment pipeline.

PJA have been appointed to develop the active travel element of the Rapid Plan working in partnership with the Government of Jersey. The other Rapid Plans identified in the Sustainable Transport Plan include:

- Parking Plan
- Bus Service Development Plan; and
- Mobility as a Service (MaaS)

The Active Travel Plan is being undertaken in two stages. The first stage (covered in this report) is the development of a proposed walking and cycling network. The second stage will provide more detailed route audits, scheme identification and the production of concept designs for a number of interventions which will help Jersey reach the policy objectives set out in the Sustainable Transport Policy.

This Active Travel Plan comprises of two key work stages: the development of an Island-wide Active Travel Plan and the identification of a town centre Mobility Plan for St Helier in order to support Jersey's ambitions for mode shift to active travel modes. For the purposes of this project, the below definitions have been used:

- **Active Travel Plan:** The Jersey Active Travel Plan will provide a long-term strategic approach to developing the cycling and walking network across the Island.
- **St Helier Mobility Plan:** this aims to build on the St Helier Public Realm and Movement Strategy to reduce the impact of vehicular through-traffic upon streets in the town centre,

[1] Jersey's greenhouse gas emissions (gov.je)

to create more space for people and enable modal shift to walking, cycling and public transport.

The combined package of measures identified in this document will provide Jersey with a comprehensive approach to improving conditions for walking and cycling both in St Helier and for journeys across the Island. Both documents will be 'live documents' which will need to be updated periodically to reflect land use changes, economic and environmental priorities and emerging funding opportunities.

Report Structure

The report structure presents the findings from each of the individual project strands and concludes at the end with a recommended approach for Stage 2.

Policy Context

This chapter summarises the context for this study with particular focus on the policy framework for Jersey.

Island Plan

The States Assembly adopted the current Island Plan in 2011 which was later revised in 2014[2]. The Island Plan helps ensure Jersey manages development and protects what's special about the Island. The Island Plan review was launched in 2020 with a view of developing a new 10-year Island Plan. However, the impact of the Covid-19 pandemic, including resource being redirected to support the public health response, means that is now longer possible.

Instead, Jersey is currently developing shorter a 'Bridging Plan'[3]. This recognises it is difficult to plan for the long-term future due to uncertainties caused by the pandemic as well as Brexit but that there are issues that need to be addressed in the short term. Therefore, the plan will cover the period up to 2025. Jersey will then make a long-term plan for the following 10 years.

This section reviews the current Island Plan and the draft Bridging Island Plan.

Current Island Plan

Until the Bridging Island Plan is adopted, the Revised 2011 Island Plan provides the planning policy framework for the Island. The Island Plan notes the ambition to create an Eastern Cycle Route network to provide:

- safe facilities, both on and off-road, which link centres of population and community facilities, particularly schools, in the east of the Island with each other and which provides a linear route to St. Helier; and
- a shorter, more direct commuter cycle route, linking Gorey with St. Helier.

The Island Plan notes that a definitive Eastern Cycle Route network has yet to be defined and therefore an area covering the main centres of population and community facilities in the east of the Island, as well as that area of countryside between Gorey and St. Helier, has been identified on the Island Proposals Map in order to provide flexibility and enable the delivery of a comprehensive network of routes in the east of the Island.

The following Island Plan policies and proposals are relevant this this study:

[2] Revised 2011 Island Plan (gov.je)
[3] Draft Bridging Island Plan (gov.je)

Policy TT 3 - Cycle routes

The development of off-road cycle facilities and on-road treatments that support and contribute to the objective of providing a strategic cycle route linking the east of the Island and St Helier and / or which supports or contributes to the development of off-road cycle facilities and on-road treatments that link residential areas with local community facilities anywhere in the Island, will be supported.

Proposal 27 - Island path network

The Minister for Planning and Environment will, in partnership with all other relevant stakeholders, seek to develop a plan for the improvement and expansion of the existing provision of off-road footpaths, bridle paths and cycle routes aiming for Island-wide coverage, and a plan for developing a coherent network (both on-road and along the roadside) for cyclists and walkers across the Island.

Draft Bridging Island Plan

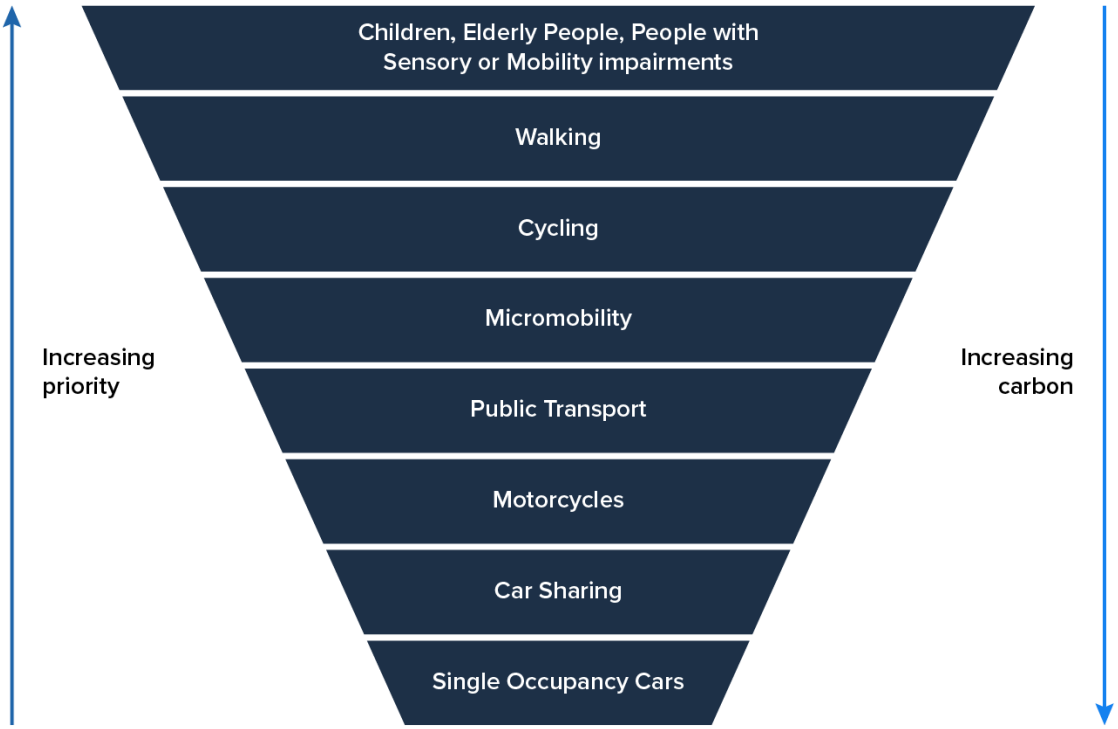
The draft Bridging Island Plan[4] was published for public consultation in spring 2021 with the aim of being adopted by the States Assembly in early 2022. It covers a three-year plan period, 2022-2025, after which a new longer-term plan will be put in place. The shorter plan period is in response to uncertainty caused by the Covid-19 pandemic and Brexit transition which both make it harder to plan for the future. The aim of the Bridging Plan is to bring forward policies to address known challenges such as responding to climate change, improving Jersey's transport systems and improving St Helier, in ways that respond to the post-pandemic world and recovery period.

The plan builds on the Sustainable Transport Policy[5] (STP) adopted in 2020 and incorporates and requires development to respond to the ten principles to guide the development for a sustainable transport system identified in the STP. The plan also supports future improvements to walking, cycling, public transport and active travel networks, and evolutionary reform to parking standards, as these improvements are delivered.

It adopts a mobility hierarchy for Jersey (see Figure 2-1) which prioritises the most vulnerable as a safe systems approach to the design of streets and spaces in order to ensure inclusive design becomes standard development practice.

[4] Draft Bridging Island Plan (gov.je)
[5] Sustainable Transport Policy (gov.je)

Figure 0-1: Jersey mobility hierarchy



The draft Bridging Island Plan supports more active travel and requires new development to make provision for it through design and delivery, including the provision of secure and conveniently located cycle parking facilities. It notes that the STP Active Travel Plan will identify opportunities to create an Island-wide active travel network identifying key routes linking homes to local trip attractors including education, public transport hubs, retail, leisure facilities, workplaces and green spaces, as well as providing better connectivity within St Helier.

The plan also highlights that the creation of an active travel network provides opportunities for investment in placemaking and enable the creation of safe routes to schools. The plan sets out the following proposal:

Proposal – Active travel network

The Minister for the Environment will develop and publish supplementary planning guidance (SPG) for the active travel network (ATN) to determine where development proposals might be required to contribute directly or indirectly to the development of the network. As part of the development of any supplementary planning guidance for the active travel network, the Minister for the Environment will consult the Minister for Infrastructure; the relevant parish(es); stakeholders and members of the public.

In line with the current Island Plan[6], the draft Bridging Island Plan supports the development of an eastern cycle network (see Figure 2-2) similar to the existing successful western cycle route which carries approximately 300 cycle commuters per day. Unlike the western cycle route which makes use of the former railway network, the eastern cycle network will need to use existing infrastructure by allocating space to pedestrians and cyclists.

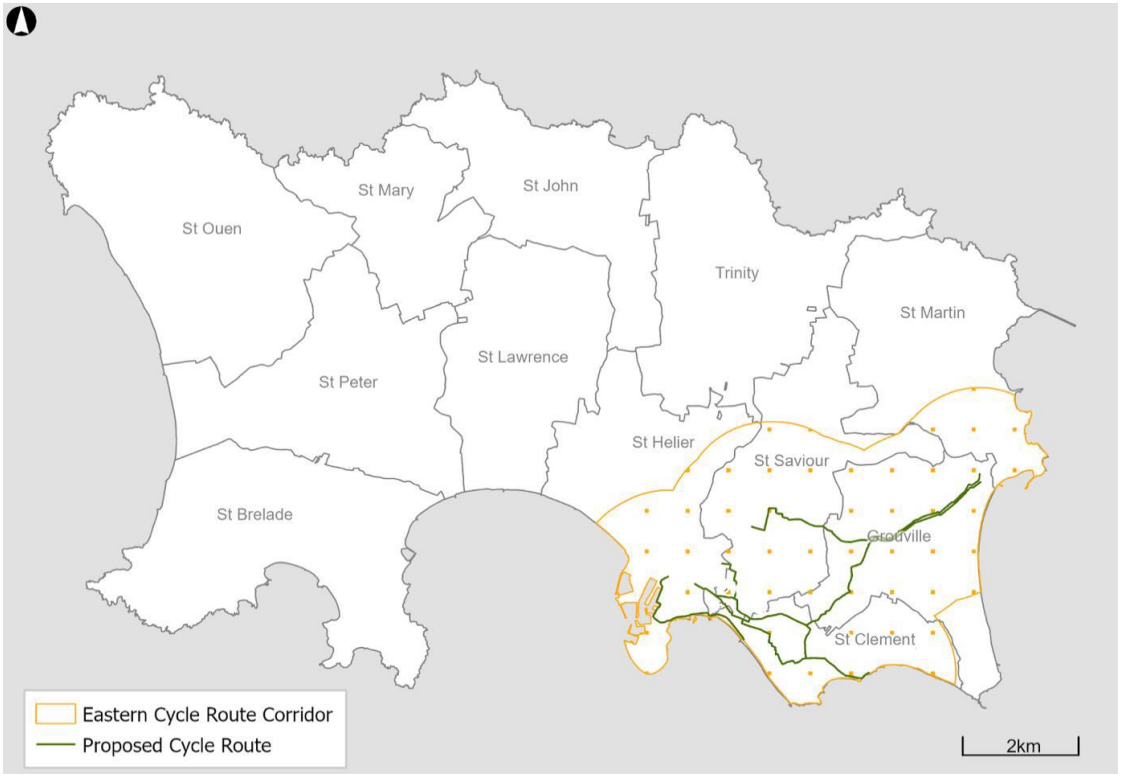


Figure 0-2: Boundary of the proposed eastern cycle network corridor and proposed eastern cycle route network

The plan recognises that the reallocation of road space is required across Jersey in order to reduce the impact of vehicles and to create more space for people as set out in the Sustainable Transport Policy and St Helier Public Realm and Movement Strategy (PRMS). It supports interventions that help reduce the dominance of cars in St Helier including reduced carriageway widths and speeds, footways, crossings, footway buildouts and greening. A Public Realm Works Programme has been established to take the high-level proposals from the PRMS forward with a number of locations listed in the plan.

The plan includes the following policy on active travel:

[6] Revised 2011 Island Plan (gov.je)

Policy TT2 – Active travel

In order to make walking and cycling more attractive, especially for travelling to school and commuting, development proposals must demonstrate that provision for walking and cycling has been prioritised in the design of proposals and will be supported where:

a. it provides accessible, secure and convenient on-site cycle parking for all users located in convenient and prominent locations which meet or exceed adopted cycle parking standards in terms of number, type, quality, security and accessibility to meet all users' needs. In those cases where on-site cycle parking cannot be accommodated to meet the standards, commuted payments will be required to make up any shortfall in provision on-site to fund cycle parking provision off-site; and
b. provision is made, where relevant, for appropriate electric charging infrastructure and facilities including showers, drying facilities, changing rooms and lockers which meet or exceed adopted standards.

Development which would result in the loss, or prevent the use of any part of the existing network for pedestrians and wheelchair users or other rights of way; or cycling; or would compromise accessibility or the safety of users thereon, will not be supported unless alternative routes are provided that are similar or better in quality, safety, convenience and length.

Where required, development proposals will be expected to deliver or contribute to improvements to the strategic and local walking and cycle network, or to enhancements to the public realm, including support for the delivery of the concepts and proposals of the:

a. St Helier Public Realm and Movement Strategy, where they are located within Town;
b. Eastern Cycle Route Network, where they are within 1.5km of planned provision, as defined on the proposals map; or
c. active travel network, to be defined through the provision of supplementary planning guidance.

Development will not be supported where it has the potential to prejudice or adversely affect the implementation of proposals arising from the:

a. St Helier Public Realm and Movement Strategy;
b. Active Travel Plan, including the Eastern Cycle Route Network; and
c. active travel network.

The plan also sets out policies and approaches for improving bus services, managing parking and creating sustainable transport zones. The plan recognises that 13% of households don't own or have access to a car or van rising to 30% of households in St Helier. Although it notes bus usage is growing strongly, it is not seen as a practical or desirable alternative by all, and further investment and development of the Island's bus services is needed to make it more attractive.

The plan identifies the availability and location of parking provision as one of the main influences on personal travel choice on development patterns across the Island. It notes that parking can be an inefficient use of space and that generous parking provision increases traffic flows leading to increased congestion and traffic emissions. The plan identifies that more restrictive parking standards may be used in areas well served by sustainable and active travel modes.

The plan also identifies there is significant variation in accessibility across the Island based on population density, topography and existing transport infrastructure and services with St Helier acting as an Island-wide trip generator. A number of sustainable transport zones (STZ) will be established to provide a framework within which sustainable transport (including cycle parking) and car parking standards will be developed (see Figure 2-3). The nature and scope of the guidance for STZs is expected to evolve as the STP plans (including this Active Travel Plan) are developed.

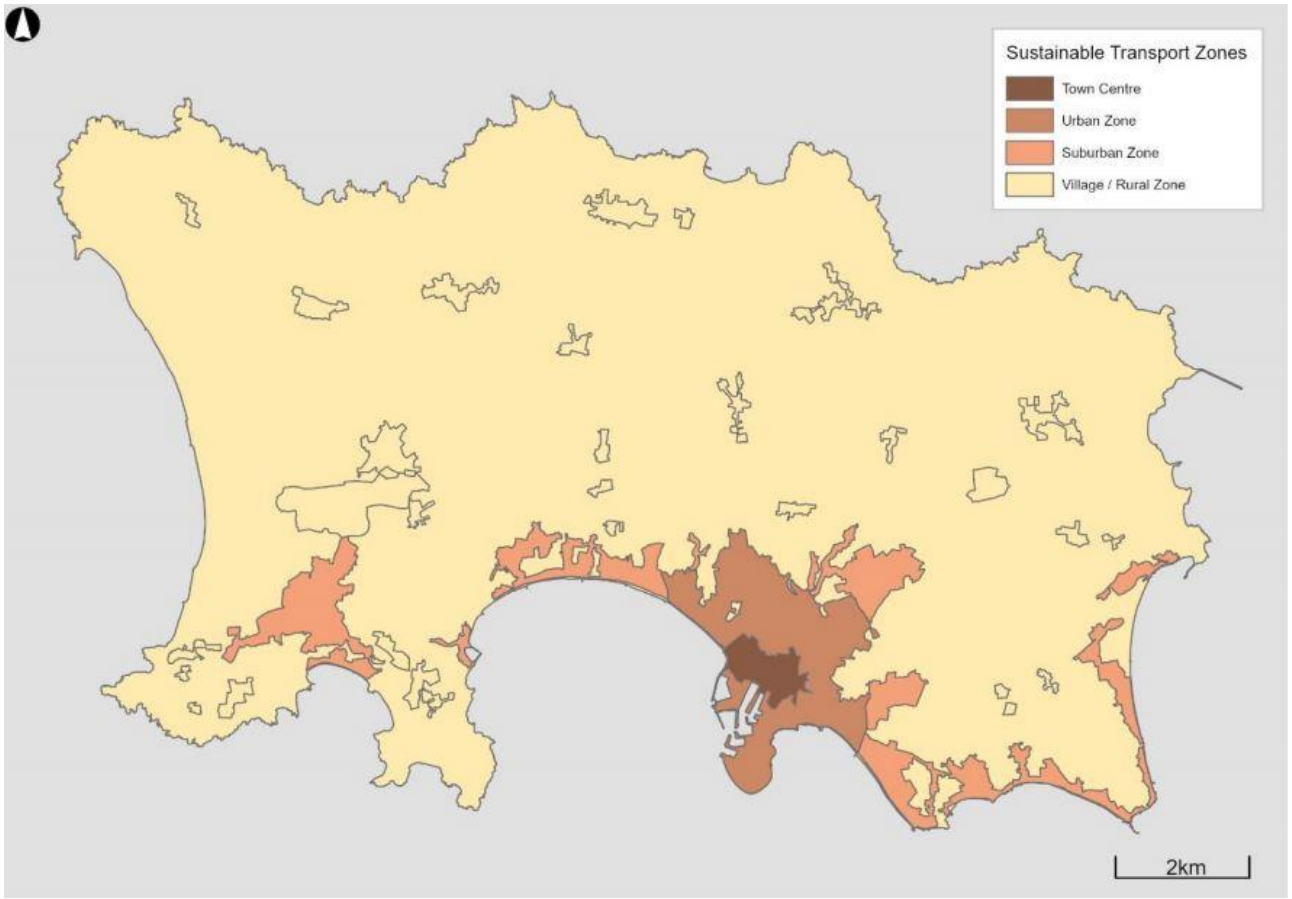


Figure 0-3: Potential sustainable transport zones

The active travel policies and wider transport and development considerations in the draft bridging Island Plan will be taken into account in the development of this Active Travel Plan.

Climate Emergency

In May 2019, the States Assembly voted to declare that, "that there exists a climate emergency likely to have profound effects in Jersey". In February 2020, the Carbon Neutral Strategy[7] was published which set out a people powered approach to developing the long-term strategy to address the climate emergency. The strategy and policies are set out in the Carbon Neutral Roadmap[8] which was published for consultation in December 2021. This ambition is likely to impact every policy, sector and person on the Island and needs a concerted effort by all to deliver.

Carbon Neutral Strategy

Adopted in February 2020, the Carbon Neutral Strategy sets out the strategic and scientific context; presents defining principles; and proposes the next steps for making Jersey carbon neutral. The carbon neutral strategy recognises that transport accounts for around one-third of emissions in Jersey[9].

The strategy also proposes to establish Jersey's first citizens' assembly, to consider the options, and recommend the scale of Jersey's ambition for carbon neutrality and the deadline for meeting it. The citizens' assembly is constituted of a randomly selected group of Islanders who reflect Jersey's demography. It ran until May 2021 and its recommendations have been considered[10] in the development of the policies being brought forward within the Carbon Neutral Roadmap which sets out the pathway to carbon neutrality by 2030 in line with science-based global emissions reduction targets needed to limit global warming to 1.5°C.

Sustainable Transport Policy

The Sustainable Transport Policy[11] (STP) aims to create an entirely sustainable transport system by 2030, requiring a fundamental re-think of how road space is allocated in Jersey to enable modal shift to walking, cycling and public transport. It was published alongside the Carbon Neutral Strategy and looks at all aspects of transport in the Island, including:

- active travel (walking and cycling)
- public transport
- road safety
- parking
- network management (controlling the movement of traffic on the roads)

[7] Carbon Neutral Strategy (gov.je)
[8] Draft Carbon Neutral Roadmap (gov.je)
[9] Jersey's greenhouse gas emissions (gov.je)
[10] Appendix 2 of the Carbon Neutral Strategy (gov.je)
[11] Sustainable Transport Policy (gov.je)

- asset management (maintaining and repairing the roads)
- future technologies (autonomous vehicles)

There are two documents within the Sustainable Transport Policy:

- A Framework for a Sustainable Transport System details how transport provision can be developed to better support the wellbeing of all Islanders over the next decade.

Sustainable Transport Strong Start Delivery Plan 2020 details actions to start to deliver the framework.

Figure 0-4: Jersey's Sustainable Transport Plan documents

Sustainable Travel Plan Survey 2019

A survey was undertaken in 2019 to inform the Sustainable Transport Plan which asked a number of questions about cycling. Road safety, lack of cycle parking, topography and lack of dedicated cycle routes were seen as the key barriers to cycling.

Key findings included:

55% of respondents wanted safer roads for cycling

Over 44% wanted dedicated cycle routes for a part of their journey

Almost 45% think building more cycle paths should be a priority

79% of people think that Jersey will benefit from sustainable travel hubs, with 54% saying there would be big benefits.

Only 8% people said that distance was a barrier to them cycling more

Over 77% of the daily journeys made involved a trip into or through St Helier

More than half of parents of primary school children and almost 80% of parents of secondary school would allow their child to cycle with a responsible adult.

A Framework for a Sustainable Transport System, 2020-2030

The Sustainable Transport Policy[12] was adopted in March 2020. It covers the ten-year period from 2020-2030 and details how transport provision in the Island can be designed to ensure that in the future it better supports the well-being of the people of Jersey.

It explains that decarbonisation will be achieved in part by the modal shift to walking, cycling and public transport which also support the aims of increasing active travel and decreasing congestion.

It sets the vision that:

> "By 2030, our transport system will make our everyday lives better, support businesses, encourage us and our children to be healthier and make our Island greener."

The document notes that previous sustainable transport policies only addressed a small set of issues and that to create a truly sustainable transport system for the whole of the Island, a fundamental re-think is required. This includes how space is allocated, how the transport system is funded and what is expected from it.

It sets out a series of principles to guide the development of a sustainable transport system for Jersey, including the need to:

Recognise that fewer motor vehicle journeys will be good for Jersey

Conform with the Jersey mobility hierarchy

Improve transport options, including parking, for people with mobility impairments

Make walking and cycling more attractive, especially for travelling to school and commuting,

[12] Sustainable Transport Policy (gov.je)

by providing safer routes

Invest in a better bus system that more people want to use and that is accessible to all

Recognise, and price fairly, the social and environmental costs of private vehicle use

Reduce the impact of vehicles on our landscape and create more space for people in St Helier

Create planning systems that reduce the need to travel

Encourage the use of zero emission vehicles to reduce pollution

Work with businesses that rely on road transport to support their efficient and safe use of the road network, their delivery and servicing needs.

The Framework explains that the future transport system for Jersey should include "safe, attractive infrastructure and public transport that making walking, cycling and taking the bus the obvious choices on a small Island".

The Framework's focus is on providing alternatives to car use including measures to enable more active travel such as:

- Starting a programme of traffic-free days on key routes in town;
- Finding new ways for children to travel safely to school, including re-prioritising road space in town; and
- Accelerating work on an Eastern Cycle Route.

Sustainable Transport Strong Start Delivery Plan 2020

The Sustainable Transport Strong Start Delivery Plan[13] details the actions that will be undertaken to start to deliver the framework. This includes a number of measures to improve walking and cycling including a pilot walking bus, Bikeability training and continuing work to deliver the Eastern Cycle Network.

Some of the timescales set out in the plan have been affected by Covid-19 as the Sustainable Transport Policy's delivery teams were redeployed and new ways of working limit the ability to make progress in areas such as working with schools.

The Delivery Plan identifies the need to produce an Active Travel Plan for Jersey.

[13] Sustainable Transport Strong Start Delivery Plan (gov.je)

2020 Active Travel update: The journey towards Jersey becoming an active travel Island[14]

Published in November 2020, the Active Travel update[15] details the work that has been undertaken since the Sustainable Transport Policy[16] (STP) was adopted, noting that Covid-19 impaired the Government's ability to deliver the Sustainable Transport Strong Start Delivery Plan 2020[17], but that work has progressed on transport planning analysis work to inform longer-term delivery plans. It also notes that Covid-19 has seen a significant rise in cycling rates and Jersey is committed to maintain this momentum.

The Active Travel update covers opportunities in five areas of active travel:

- improvements to infrastructure;
- developing education, training and promotion;
- taking advantage of technology to increase the use of digital mobility;
- policy initiatives; and
- events.

The Active Travel update identifies a number of infrastructure initiatives including cycle parking, accessible bikes, safer routes to school and key cycle routes including elements of the proposed Eastern cycle network.

This study will build on this work by identifying an Island-wide cycle network as neighbourhood improvements within Greater St Helier.

St Helier Public Realm and Movement Strategy

Published in April 2021, the purpose of the St Helier Public Realm and Movement Strategy (PMRS) is to provide a strategic framework for the planning, management and development of St[18] Helier's public realm, which is made up of its network of roads and streets.

The development of the strategy is set out in three parts. The final Stage 3 report sets out a clear and co-ordinated framework to identify issues and opportunities; to outline the nature of potential change and to establish an action plan to support the implementation of the PRMS.

The strategy recommends the reprioritisation of streets in favour of safe and efficient travel by walking, cycling and other active modes. The strategy proposes an ambitious approach to the use and management of the public realm in St Helier and sets out how it might be improved for town

[14] https://statesassembly.gov.je/assemblyreports/2020/r.137-2020.pdf
[15] 2020 Active Travel update: The journey towards Jersey becoming an active travel island (gov.je)
[16] Sustainable Transport Policy (gov.je)
[17] Sustainable Transport Strong Start Delivery Plan (gov.je)
[18] Public Realm and Movement Strategy (gov.je)

residents and Islanders as they move in and around it. It outlines four concepts that have been developed to address the key public realm and movement issues and opportunities for St Helier (also see Figure 2-5):

Bridging the Ring Road – Overcoming severance caused by the Ring Road, aiming to improve key points on the Ring Road for pedestrians and cyclists to cross in comfort and safety.

Embedding an Active Network – Establishing a network of streets that will enable more walking and cycling, connecting to key destinations in St Helier.

Growing a Vibrant Core - Recognising the importance of a growing, vibrant core that prioritises pedestrian activity within the cultural and economic heart of St. Helier, whilst enabling the essential servicing and logistics of the town centre.

Creating Liveable Neighbourhoods – Addressing severance and allowing residents to reclaim ownership of the public realm.

The concepts identified in the PRMS will be further developed in this Active Travel Plan.

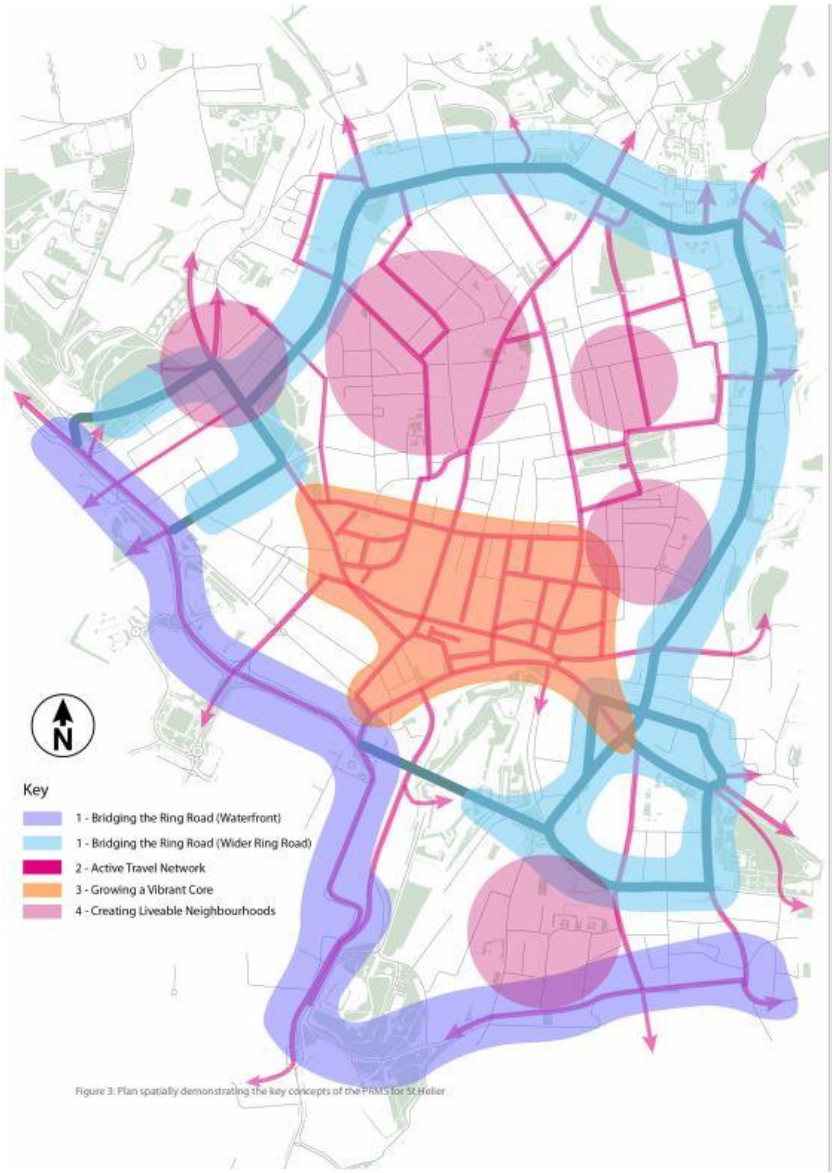


Figure 0-5: St Helier Public Realm and Movement Strategy key concepts plan

Existing cycle network

Jersey has a large existing signed and mapped cycle network consisting of 10 routes, largely focused on tourist and leisure routes promoted by Visit Jersey. This includes a coastal route around the whole of the Island (see Figure 2-6). The network is comprised a mix of segregated cycle paths, shared cycle and pedestrian routes and signposted routes on quieter lanes, including Green Lanes - approximately 67 miles of roads across the Island where vehicle speeds are limited to 15mph and pedestrians, cyclists and horse riders have priority (through the Highway Code) over motor vehicles (see Figure 0-7). However, it is likely that some of the signed cycle routes are not currently suitable for cycling, for example due to lack of safe infrastructure and the volume and speed of traffic.

The most well-established cycle route which is particularly well used by people cycling to work is from the West, along a former railway line and St Aubin's Bay into St Helier. This has recently been enhanced by a mostly segregated cycle route along St Peter's Valley to St Mary.

As noted in the Island Plan[19] and the 2020 Active Travel update[20], delivering the Eastern Cycle Network remains a key ambition with plans to accelerate its delivery with a number of elements recently delivered or under development including the Le Rocquier School field path, Don Road cycle lane and FB Fields sections.

Figure 0-6: Map of Jersey's 10 main cycle tourism routes from Visit Jersey

[19] Revised 2011 Island Plan (gov.je)
[20] 2020 Active Travel update: The journey towards Jersey becoming an active travel island (gov.je)

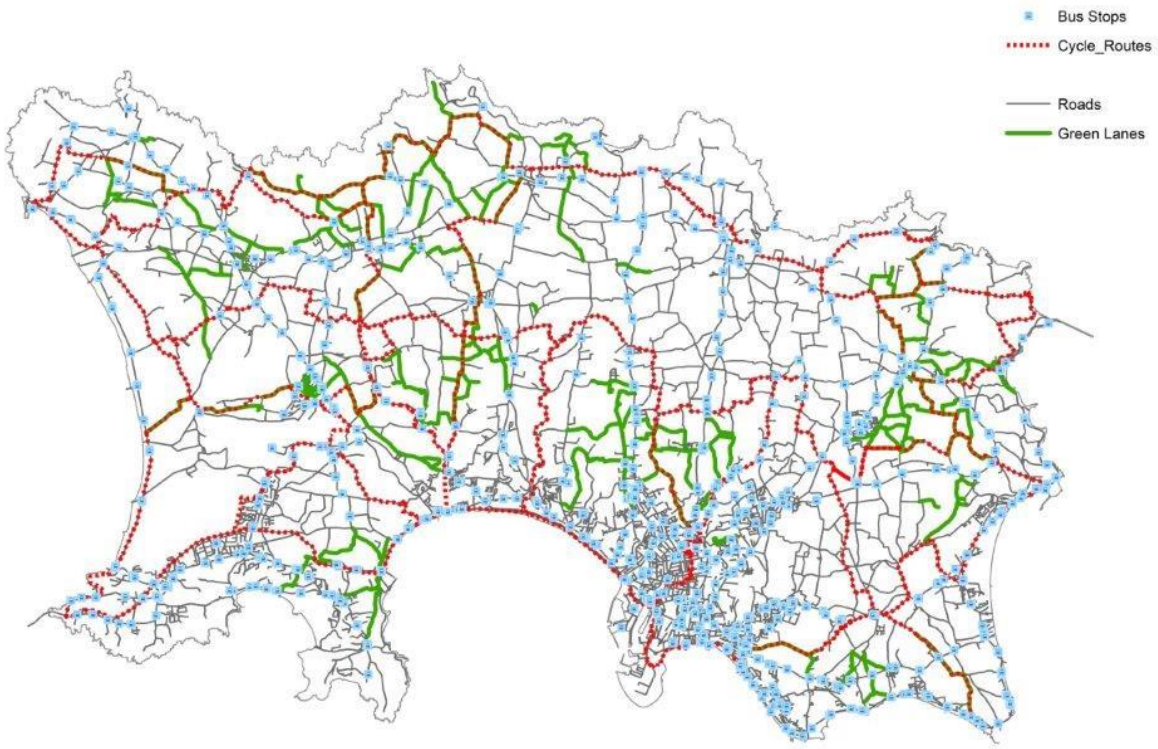


Figure 0-7: Existing network of cycle routes and designated Green Lanes where motor vehicle speeds are limited to 15mph.

Green Lanes and Designated Roads

Jersey's Green Lanes were first introduced in the parish of St Peter in 1994 and now cover 10 of Jersey's 12 parishes (only St Saviour and Trinity have no designated Green Lanes). The Green Lanes have a speed limit of 15mph which are designated under the Road Traffic (Speed Limits) (Jersey) Order 2003[21]. Motorists are advised in the Jersey Highway Code[22] to avoid using them, except for access and sightseeing, with the aim of creating a better environment for pedestrians, cyclists and horse riders. However, only the speed limit is enforceable.

[21] Road Traffic (Speed Limits) (Jersey) Order 2003
[22] Jersey Highway Code (gov.je)

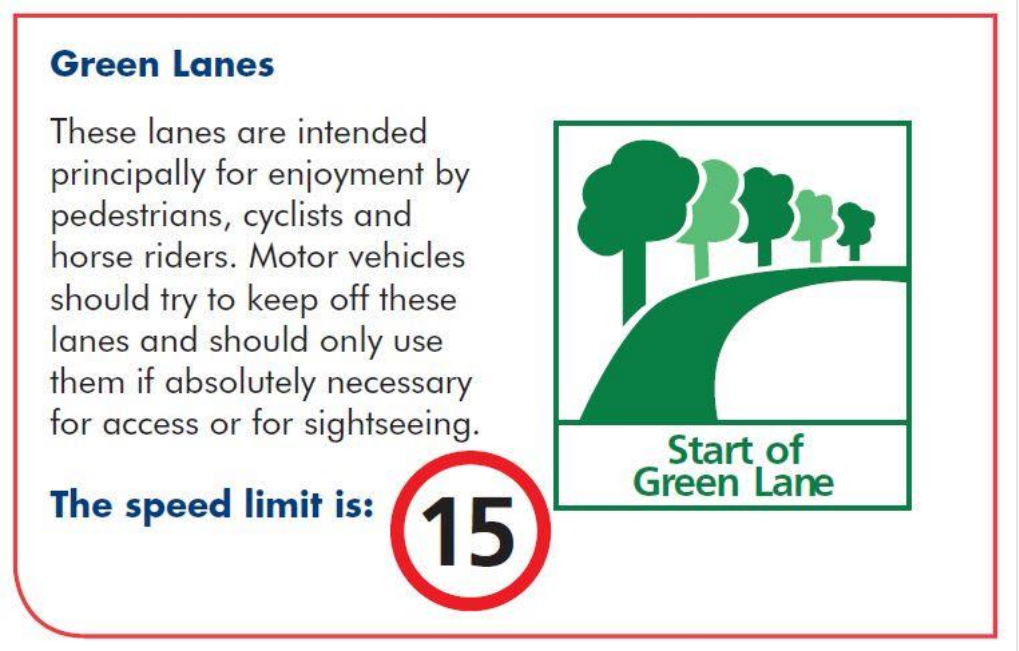


Figure 0-8: Excerpt from the Jersey Highway Code on Green Lanes

There are concerns that some drivers ignore the guidance in the Highway Code as use Green Lanes as short cuts or rat runs, making them less safe and attractive for active modes.

On 15 June 2020 Deputy Ward lodged a proposition (Proposition P.79/2020)[23] to give priority in law to pedestrians, cyclists and horse riders in 'designated roads'. The proposition put forward was:

> (a) that priority should be given in law to pedestrians, cyclists and horse riders in designated roads in the Parishes and that vehicular traffic should only be allowed in such designated roads for essential travel;
>
> (b) to request the Comité des Connétables, to designate roads in Parishes where priority should be given, as requested in paragraph (a) above;
>
> (c) to request the Comité des Connétables, in consultation with the Minister for Infrastructure, to bring forward for approval the necessary changes to legislation to give effect to paragraphs (a) Page - 3 P.79/2020 Amd. and (b) by the first quarter of 2021, if considered practicable by the Comité and the Minister;
>
> (d) to request the Comité des Connétables, in consultation with the Minister for Infrastructure, to update the current road signs and markings for designated roads in order to show that priority is given in the use of designated roads to pedestrians, cyclists and horse riders; and

[23] Improvements to Road Safety (P.5/2021) – Amendment (gov.je)

> (e) to request the Comité des Connétables to undertake a public awareness campaign in conjunction with third parties, as appropriate, regarding the use of designated roads and the priority given to pedestrians, cyclist and horse riders

The proposition was approved, and new legislation is being consulted upon. Work is already underway through the speed limit review and Sustainable Transport Policy[24] to review speed limits on Parish Roads which is likely to inform which roads become 'designated roads'. These could include existing Green Lanes and other rural roads.

However, On 9 July 2020 the Minister for Infrastructure responded to the proposition with a number of concerns regarding practical difficulties with some aspects of the proposition and information about work already underway to improve conditions for active modes. His comments include:

- Widespread access restrictions would be draconian, preventing access for many people including tourists;
- It would be difficult to enforce, particularly if too many properties had exemptions for access;
- The existing 15mph limit and guidance in the Highway Code already acts as a deterrent to drivers;
- Parishes who want a more restrictive ban on vehicles have the option to use a prohibition of motor vehicles except for access restriction or physical measures to prevent all through traffic except walking and cycling which could be used to address rat runs; and
- There is already a process underway to work with the parishes to review and expand their Green Lane network.

The findings of this Active Travel Plan will help identify priority routes to become 'designated roads' or become part of the Green Lane network.

Traffic Management Trials

Two permanent modal filters have been installed in Rue de Maupertuis, St Clement and Chasse Brunet, St Saviour following successful year-long trials. The improvements were delivered through the Safer Routes to School (SRTS) programme in response to concerns about the dangers posed by motor vehicles to children walking and cycling to school.

[24] Sustainable Transport Policy (gov.je)

Figure 0-9: Signage supporting the trial road closure on Rue de Maupertuis, St Clement

In addition, a number of trials are currently underway in St Helier including:

- Hill Street – a year-long pilot scheme to create a contraflow cycle lane in order to improve cycle connectivity across the town centre. The trial is using low cost "light segregation", making it easy to amend the layout if necessary.
- Broad Street – traffic restrictions until the end of 2021 to support the principles of pedestrian priority and through access by cycle.
- Esplanade – the Esplanade bus gate pilot scheme aims to reduce bus journey times and improve reliability. One of the two westbound traffic lanes in front of the Pomme d'Or Hotel has been converted to an eastbound bus only lane (see Figure 2-10).

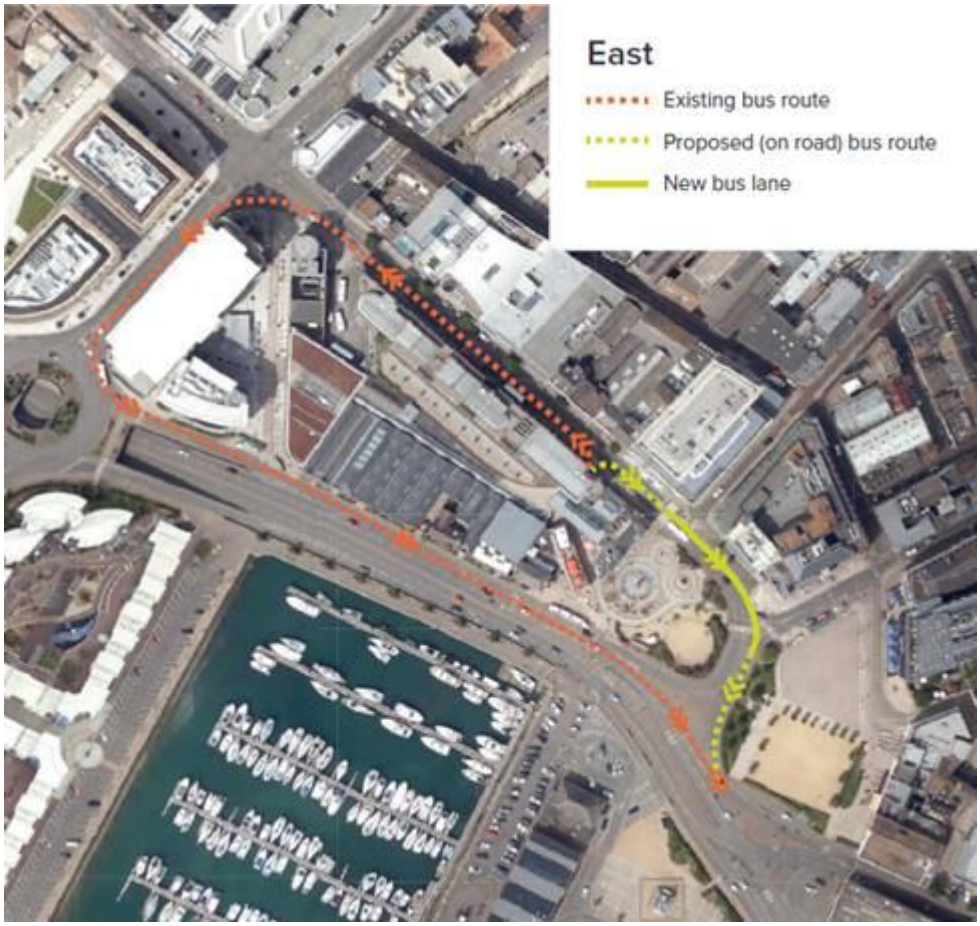


Figure 0-10: Plan of the Esplanade bus gate pilot

Cycling infrastructure proposals

A large number of cycling infrastructure proposals are under development, largely for key routes into St Helier, as detailed in Table 2-1 and Figure 2-11.

Scheme	Scheme detail	Links from / to	Stage
Don Road/ Georgetown Road	Mandatory contraflow cycle lane with light segregation. Advisory with-flow cycle lane Vehicular traffic reduced to one lane	Georgetown junction to Mont Millais and La Colomberie	Out for public consultation
Hill Street Pilot	Contraflow cycle lane with light segregation	Halkett Place to La Motte Street	Implemented on site for 12-month trial
Royal Court Road	Trial out of business hours cycle link along Royal Court Road only (not Royal Square in general)	Conway Street/Broad Street/Church Street to Halkett Place	Ready for on-site consultation posters
La Motte Street	Public realm improvements	Hill Street to St Saviour's Road La Motte Street to Mont Millais (Don Road in short term, potential for Grosvenor Street longer term)	Initial feasibility

Scheme	Scheme detail	Links from / to	Stage
La Blinerie	Modal filter (dependant on visibility improvements for eastbound use on third party land)	St Clement's Inner Road to Victoria Road/ Plat Douet Road	Paused
FB Fields	On site cycle and pedestrian route	Linking Le Squez and other new estates to Plat Douet Road	On hold pending review of use of whole site
South-east St Helier		Linking Havre des Pas with La Colomberie / Mont Millais	Initial viability options, Schematic plan
Fountain Lane	Modal filter	Bagot Road to St Saviour's Schools Cluster	Initial feasibility
Victoria Road / Grassett Park		La Blinerie to Georgetown	On hold until traffic data for review of area signal control (being collected this month)
Bel Royal Cycle Improvements	Improvements and re-alignment of cycle track around Bel Royal Slipway	St Helier to St Brelade	Public consultation complete
Plat Douet Road – Green Road	Potential development obligation for short section of cycleway	La Rocquier to Green Road	On hold until POA realised
Havre des Pas Shoreline		La Collette Gardens to Cleveland Road	Initial feasibility
West Park to St Aubin Cycle Route Improvements	Cycle route improvement programme	St Helier to St Brelade	Design
La Haule walking and cycling improvements	Route improvements by La Haule Slipway to widen route	St Helier to St Brelade	Feasibility

Table 0-1: Cycling infrastructure improvements under development

Figure 0-11: Map of cycling infrastructure improvements under development

Potential improvements, subject to political approval and public consultation, include providing separate space for all modes along Victoria Avenue through West Park which is a key cycle route into St Helier from the west. Proposals include re-routing the cycle route through the park and across the improved pedestrian/cycle crossing on Le Boulevard de la Liberation. The proposals include an 8-metre-wide footway, 4-metre-wide bi-directional cycleway, amendments to the bus route and bus stop, hard and soft landscaping improvements and decluttering (see Figure 2-12). It is likely to be brought forward as part of the emerging Waterfront Masterplan and SW St Helier proposals.

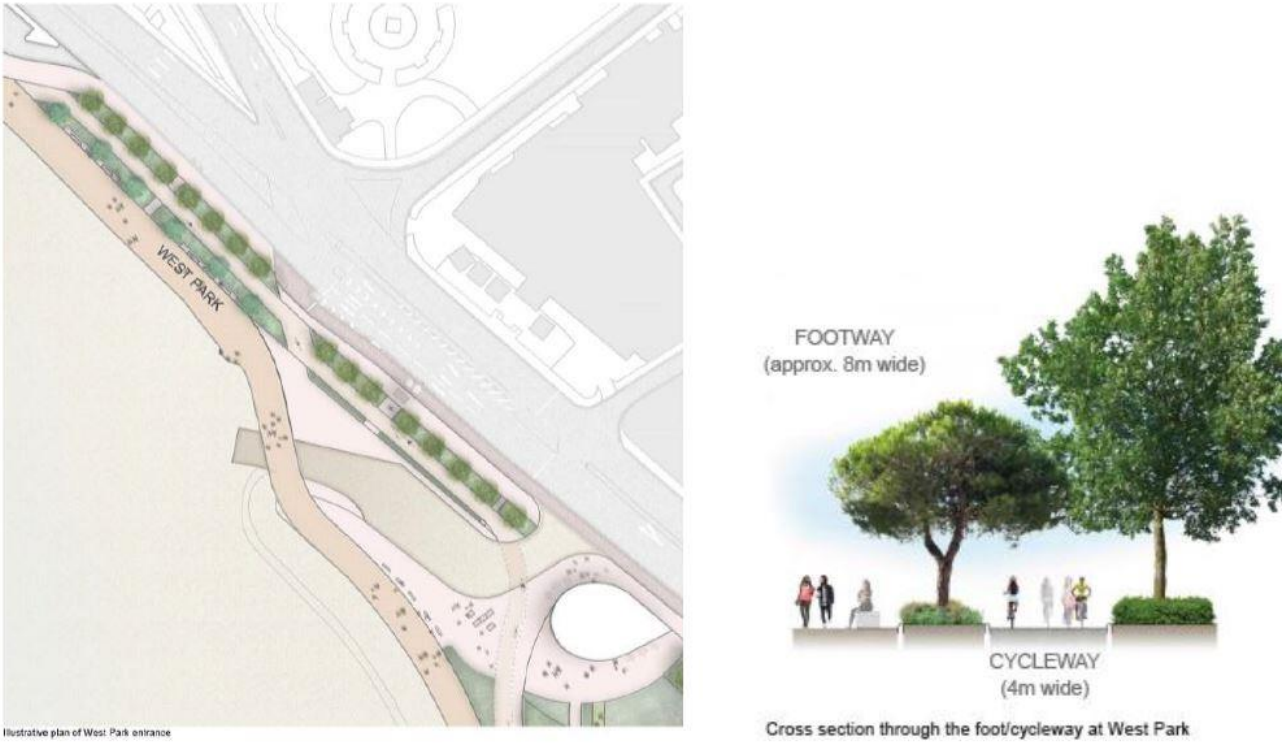


Figure 0-12: Proposal for cycling infrastructure improvements on Victoria Avenue through West Park

Active Travel Plan

Introduction

A number of methodologies were considered for developing a comprehensive Active Travel Plan for Jersey. The Local Cycling and Walking Infrastructure Plan[25] (LCWIP) approach from the UK was selected to develop the Island-wide Active Travel Plan for Jersey as it provides a best practice, data-led approach and is applicable to the development of active travel networks of all types and scales, including the Jersey context. It provides a long-term approach to developing local cycling and walking networks, usually over a 10-year period. The approach provides a strong evidence base for schemes, supporting funding bids and business cases and providing decision-makers with confidence to deliver more controversial schemes that require the loss of car parking or reallocation of road space.

The approach is intended to:

identify priority cycling and walking infrastructure improvements for future investment in the short, medium, and long term.

ensure that consideration is given to cycling and walking within both local planning and transport policies and strategies; and

make the case for future funding for walking and cycling infrastructure.

Process overview

The process of developing an Active Travel Plan is broken down into six steps set out Table 3-1 below. Active Travel Plans should be evidence-led and comprehensive. They should identify a pipeline of investment so that over time, a complete cycling network is delivered at an appropriate geography (see step 1 – determining scope) and that walking and cycling improvements are delivered coherently, within core walking zones (see step 4 – planning for walking). The goal of the network plan should be to grow the use of cycling and walking, which means looking at routes and areas where more people could choose these modes in preference to other means of travel. Therefore, the Active Travel Plan should consider travel demand (i.e., where trips start and finish) regardless of mode, rather than looking just at existing walking and cycling trips.

The scope for the cycling element and walking elements need not be the same, but there can be efficiencies where cycling infrastructure also considers walking and vice-versa and planning them together can avoid one mode compromising the other. Improvements should be prioritised so that the programme can be delivered in a manageable way, potentially tied to long term funding commitments or other key milestones.

[25] Local Cycling and Walking Infrastructure Plans (Gov.UK)

This Jersey Active Travel Plan is focussed on the initial stages of the process including identifying key routes for consideration in the Island's cycling network.

LCWIP stage	Name	Description
1	Determining Scope	Establish the geographical extent of the LCWIP, and arrangements for governing and preparing the plan.
2	Gathering Information	Identify existing patterns of walking and cycling and potential new journeys. Review existing conditions and identify barriers to cycling and walking. Review related transport and land use policies and programmes.
3	Network Planning for Cycling	Identify origin and destination points and cycle flows. Convert flows into a network of routes and determine the type of improvements required.
4	Network Planning for Walking	Identify key trip generators, core walking zones and routes, audit existing provision and determine the type of improvements required.
5	Prioritising Improvements	Prioritise improvements to develop a phased programme for future investment.
6	Integration and Application	Integrate outputs into local planning and transport policies, strategies, and delivery plans.

Figure 0-1: LCWIP stages from DfT technical process guidance

Active Travel Plan Scope

The scope of this study is the whole of the Island of Jersey and consists of the following key tasks:

- Analysis of active travel potential in Jersey;
- Development of a conceptual cycle network and core walking zones;
- Review of recent improvements and existing proposals; and
- Identification of relevant illustrative precedent examples.

Data collection

The focus of the data collection stage of the Active Travel Plan is to set the local context for the development of the walking and cycling networks. Given the importance of St Helier to Jersey's economy, the rural nature of most of the Island and the topographical challenges to cycling, the focus of the network development was understanding where the potential for cycling is highest. Figure 3-1 identifies the key destinations in Jersey, including key settlements, land uses and trip attractors such as town and local centres, schools, health care facilities and employment (full page versions plans are available in Appendix A). The plan illustrates that key destinations are clustered in and around St Helier as well as, to a lesser extent, in the west around the airport and St Brelade. It also highlights the rural nature of the north and the east of the Island. Existing cycle routes and Green Lanes have also been mapped to illustrate how these align with key destinations.

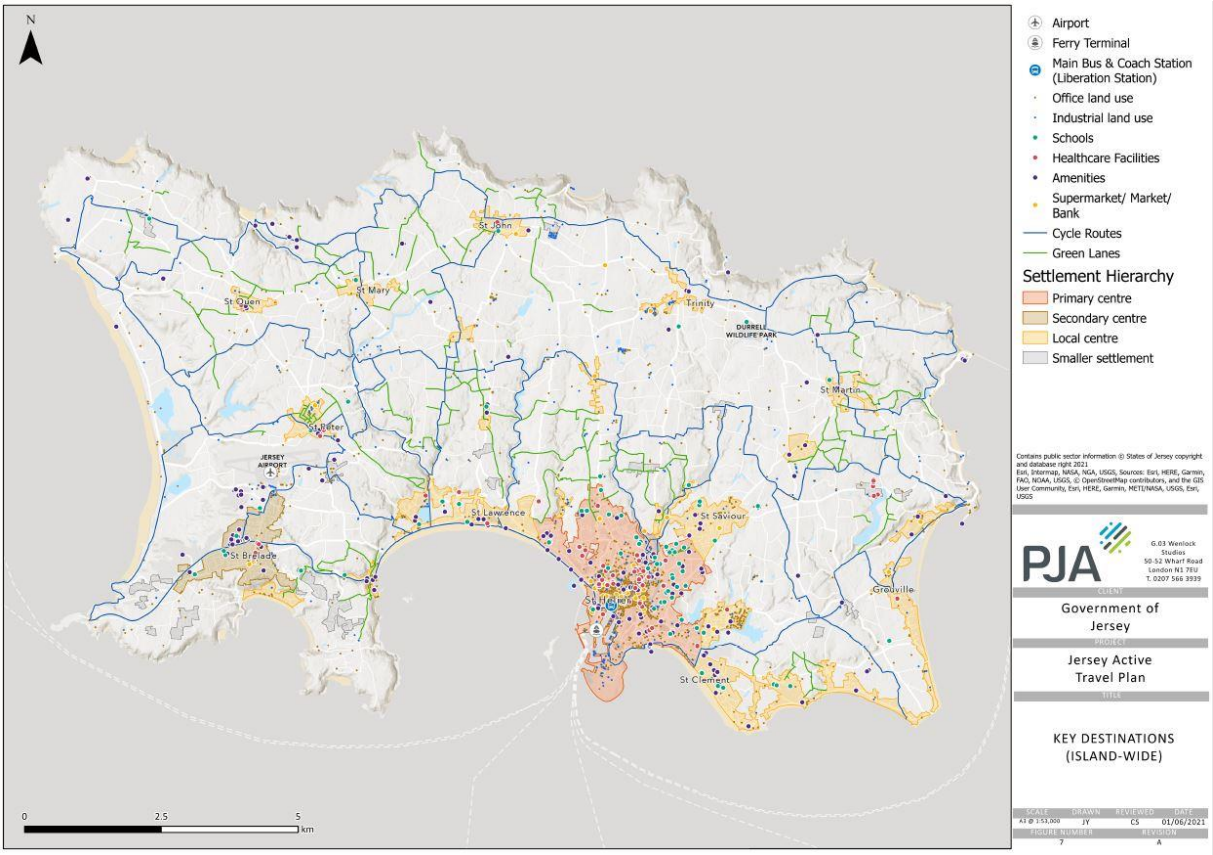


Figure 0-1: Key destinations

Network plan for cycling

Mesh density

Mesh density can be used to analyse the coverage of existing cycle routes in order to help identify where there are gaps. It describes whether the grid of cycle routes is tighter (with more route choice) or looser (less extensive) using a simple analysis of the length of cycle route within each kilometre square. In a joined-up urban cycle network, cyclists should typically not have to travel more than 400m to get between cycle routes of similar quality, but this will decrease in outer suburbs and rural areas where the density of development is lower. In smaller settlements and in rural areas, where origins and destinations are more dispersed, using mesh density is less relevant but can be useful to highlight key gaps in the network.

Jersey has been separated into 1km hexagons which are shaded based on the amount of cycle routes in that area (acknowledging the quality of existing cycle routes is variable). Lighter hexagons have more cycle routes than darker ones. Figure 3-2 illustrates that the mesh density of the cycle routes in Jersey is currently quite low, even in St Helier. In Figure 3-3, the Green Lanes have been

added. The darker green hexagons have the most cycle routes and/or Green Lanes. The analysis demonstrates the Green Lanes' potential to contribute to providing a greater mesh density of routes in Jersey and highlights there are key gaps where there are few existing cycle routes or Green Lanes, such as Trinity, St Brelade and St Saviour.

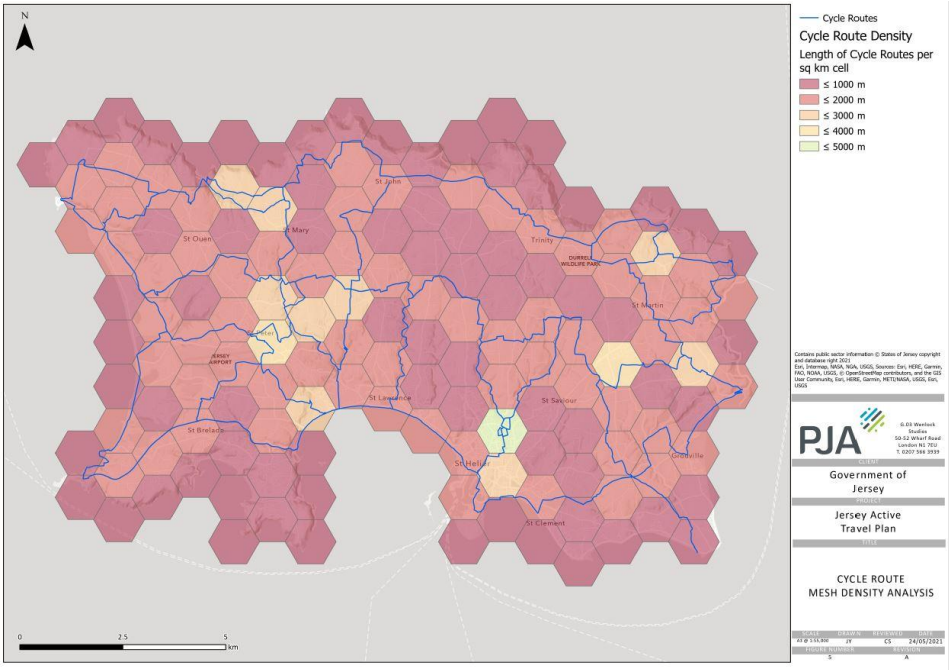


Figure 0-2: Cycle route mesh density analysis

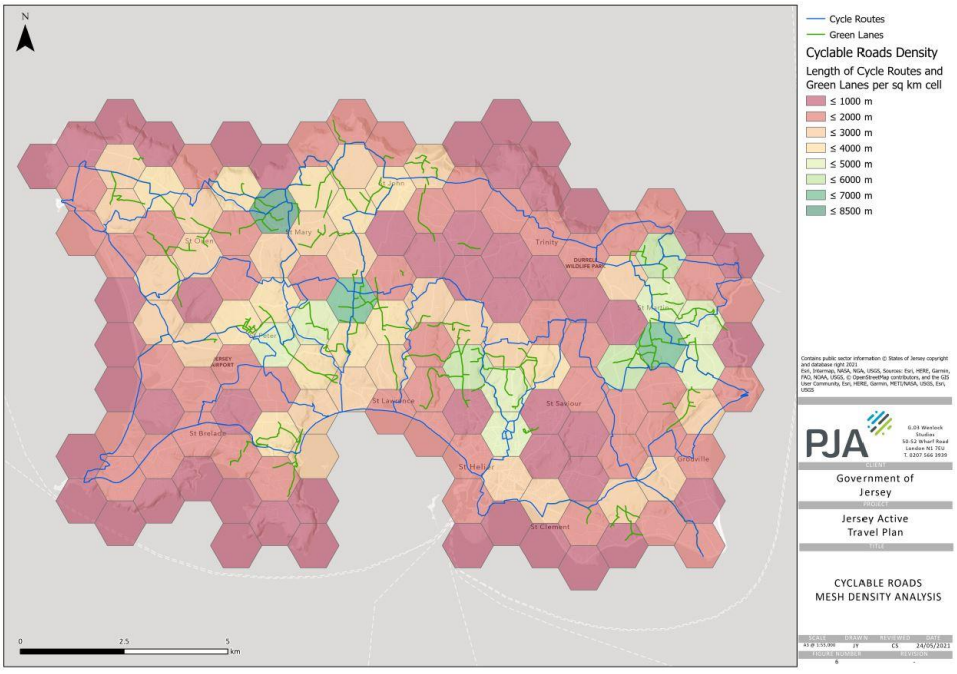


Figure 0-3: Cycle routes and Green Lanes mesh density analysis

Cycling Potential

In England the Propensity to Cycle Tool [26] has been developed to identify where increases in the rates of cycling can be expected through the provision of better infrastructure. It uses census travel to work data and school travel data and looks at trip distances to see where there may be scope for more short journeys to be undertaken by cycling. Unfortunately, the tool is not available for Jersey so other datasets have been analysed to understand the potential for cycling across the Island including:

Desire line clustering

Strava Metro

Anonymised School postcode data

These three datasets have been triangulated to develop the proposed cycling network plan. A summary of each of these steps is provided below.

Desire line clustering

In order to determine the key desire lines for 'everyday' cycling such as such as to work, school and the shops, the spatial relationship between key origin and destinations was analysed.

First, a 0.5km^2 hexagon grid was applied to Jersey and original clusters of 100 or more residential dwellings was identified (Figure 3-4). Second, two classes of destinations were identified (see Figure 3-5):

- Class 1: primary, secondary and local centres; industrial and office land use clusters (see Figures 3-6 and 3-7).
- Class 2: education (primary and second schools, nurseries etc), healthcare facilities (hospitals, GP practices, dentists), banks, community centres, leisure facilities, supermarkets, airport, ferry terminal etc (but excluding bus stops).

[26] Propensity to Cycle Tool

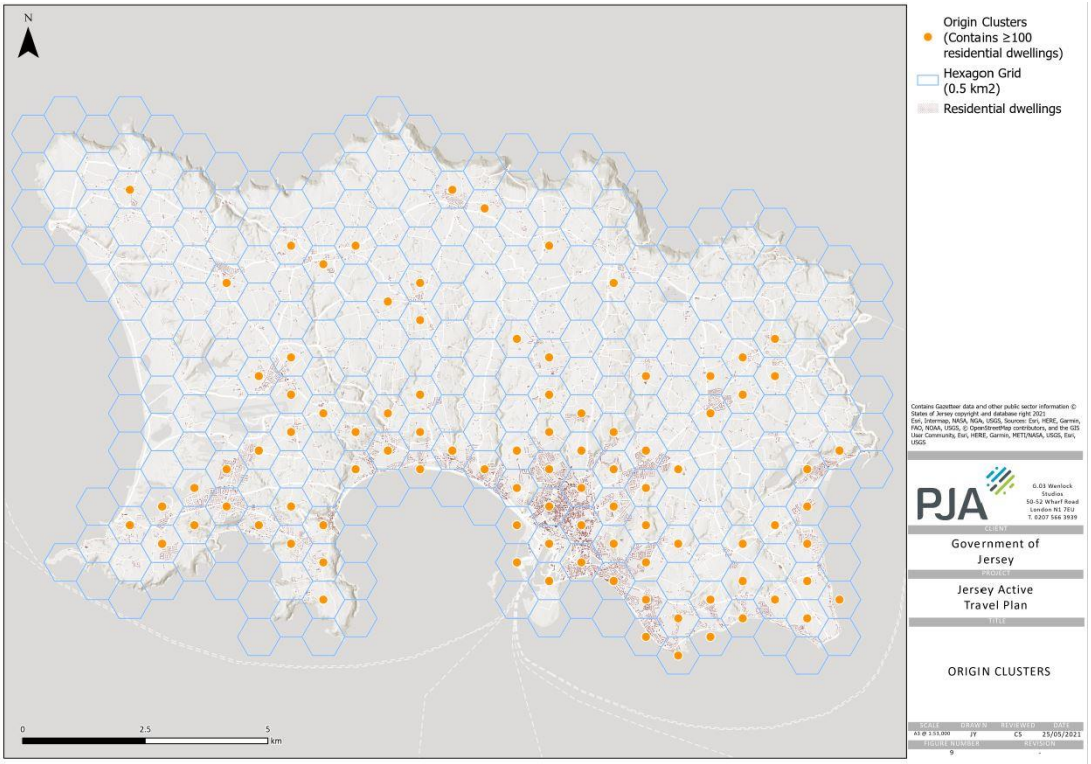


Figure 0-4: Origin clusters

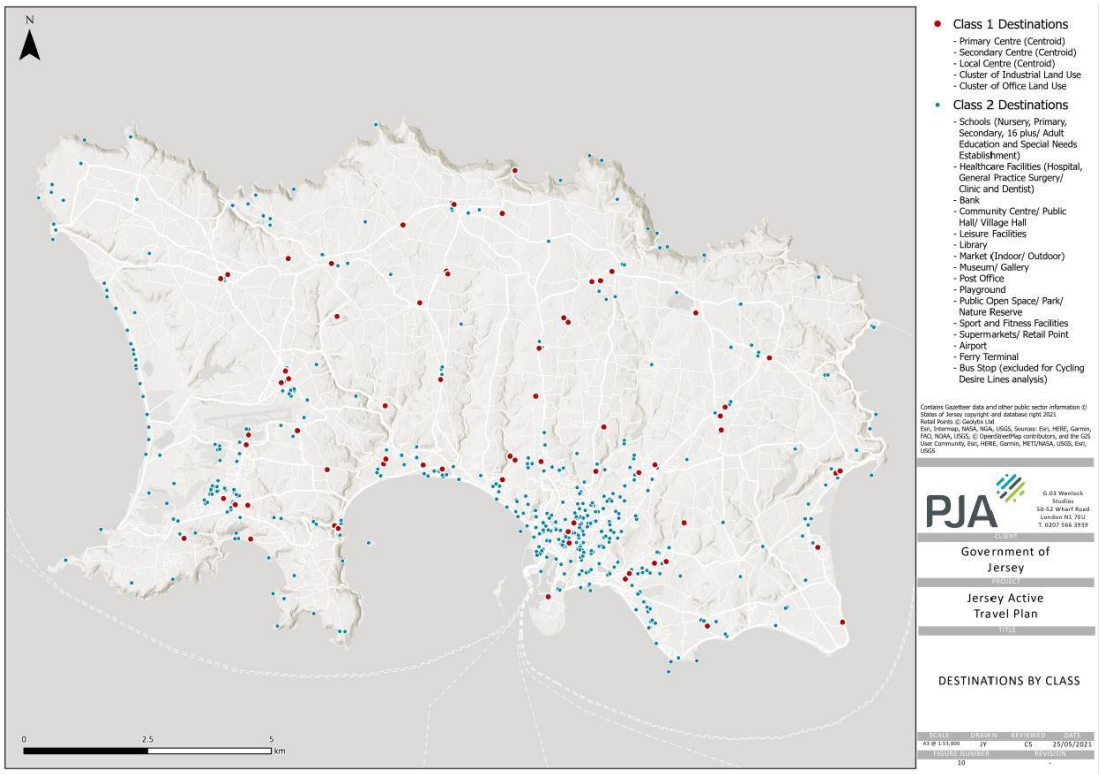


Figure 0-5: Destinations by class

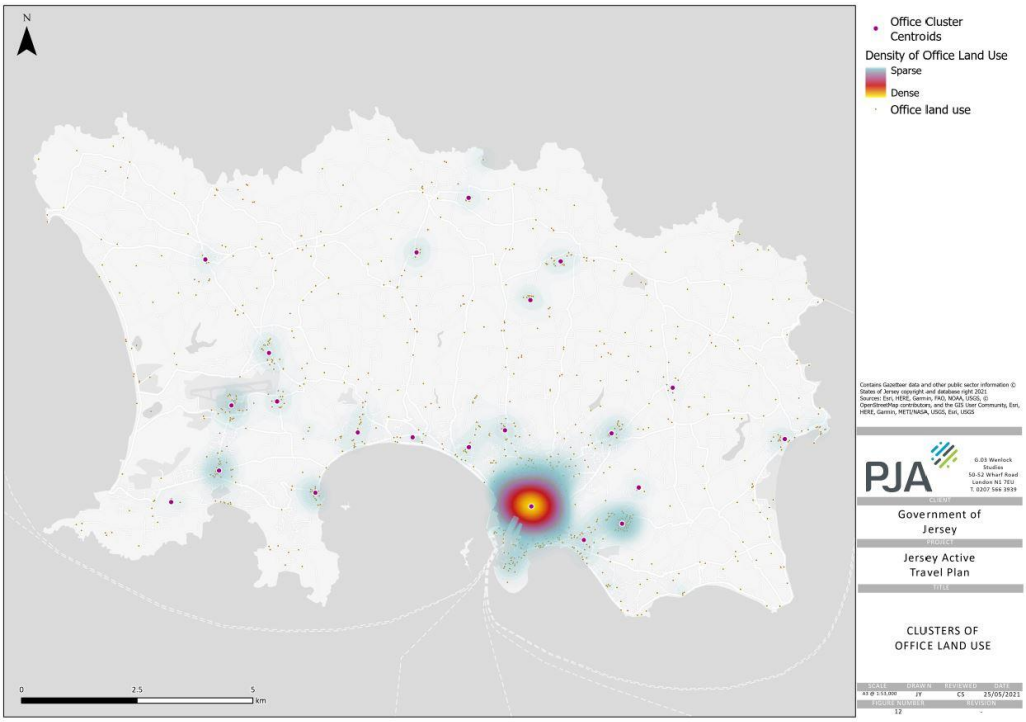


Figure 0-6: Office clusters

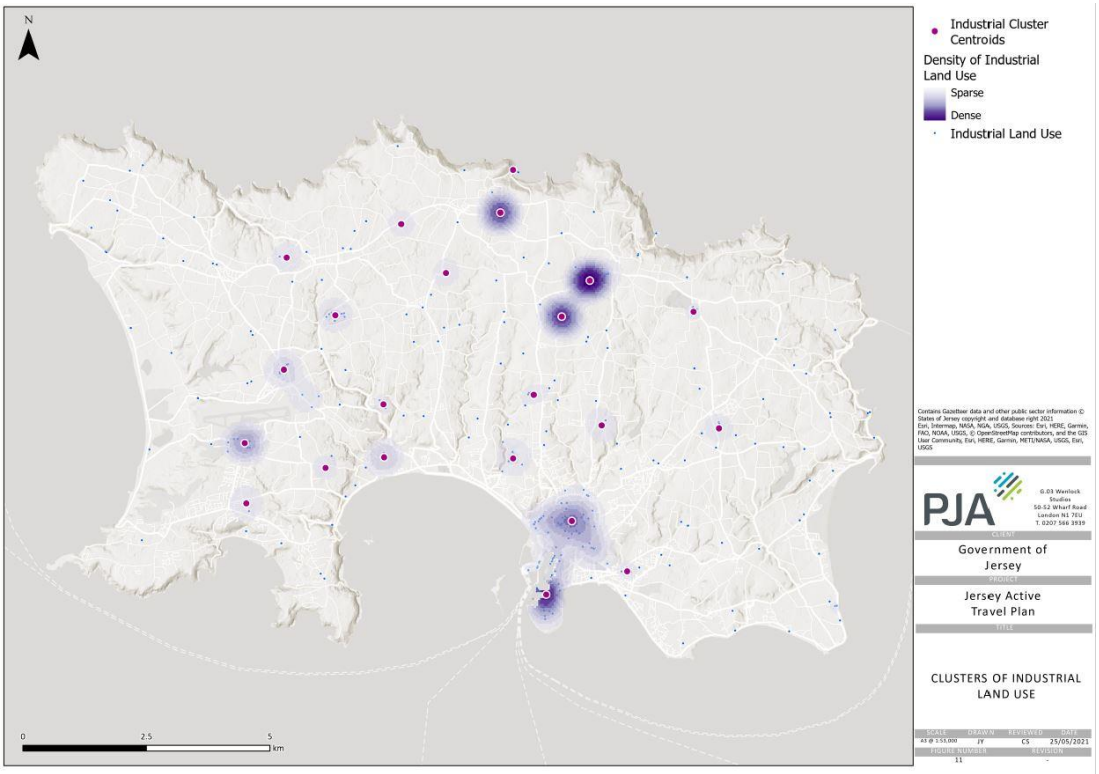


Figure 0-7: Industrial clusters

Origin-Destination desire lines were created from each origin centroid to the nearest Class 2 destination, and to all Class 1 destinations (see Figure 3-8). A “K-means” clustering analysis was used to cluster desire lines together and select the 30 routes with the highest demand for ‘everyday cycling’ (Figure 3-9). The analysis shows that the demand is focused on St Helier and the south of the Island, in line with population densities and employment.

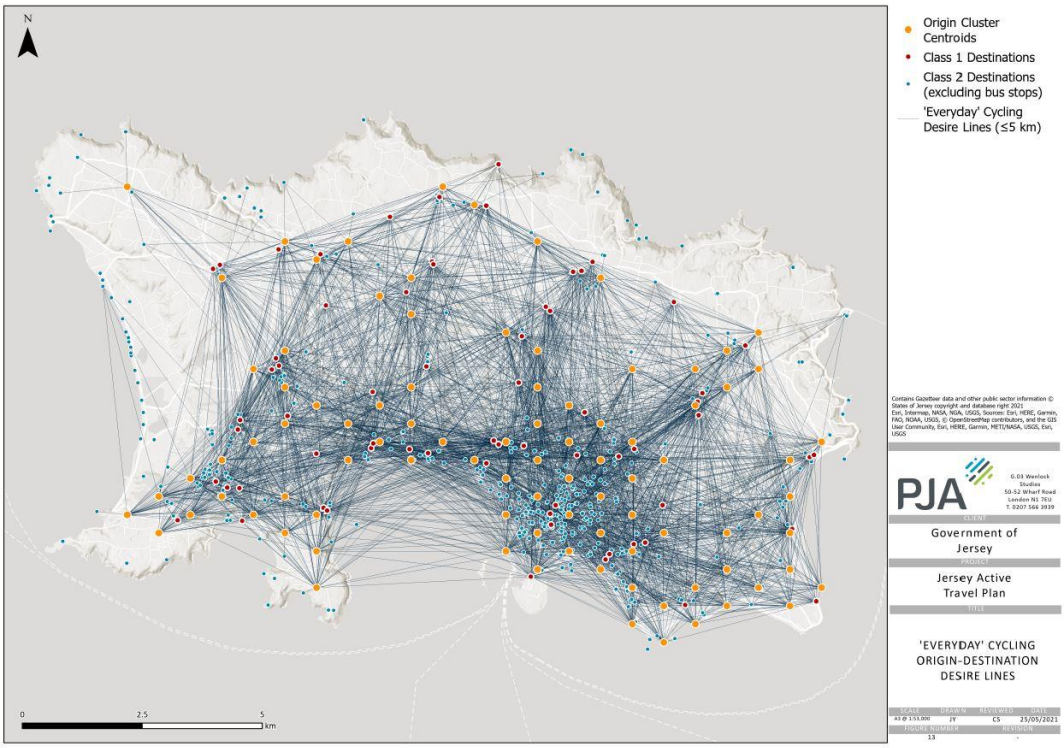


Figure 0-8: ‘Everyday’ cycling origin-destination desire lines

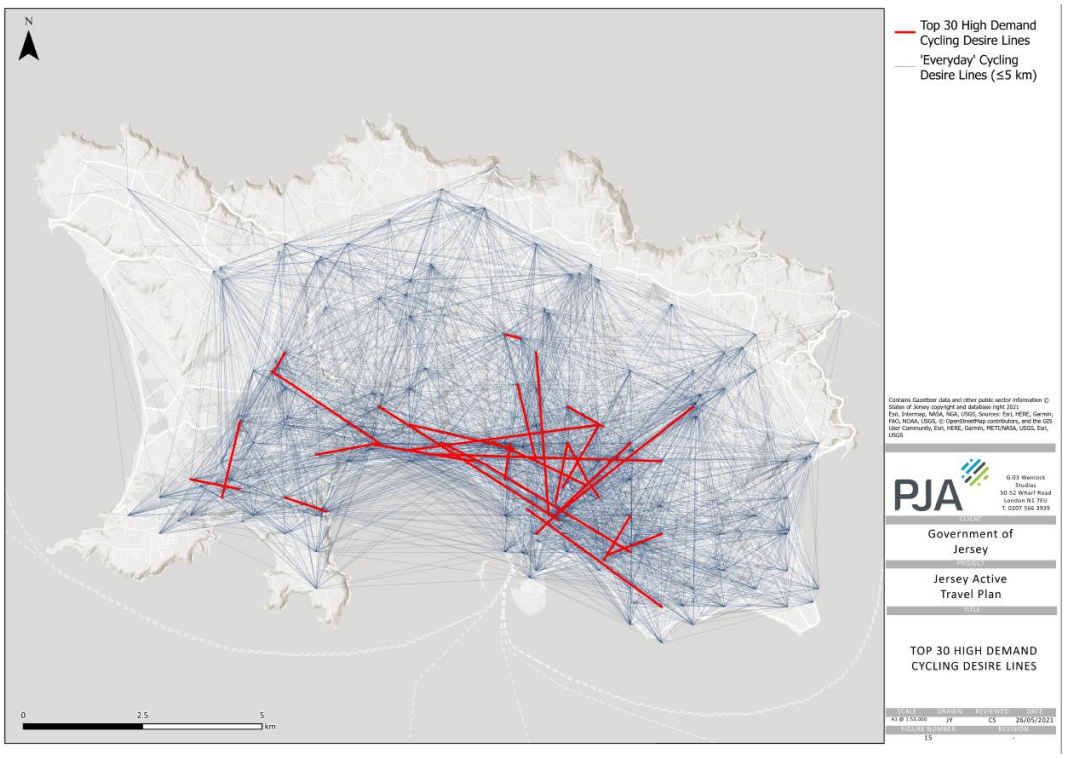


Figure 0-9: Top 30 'everyday' cycling desire lines

The desire lines with highest demand were then applied to the road network to identify a prioritised cycle network for everyday trips (see Figure 3-10). This identifies both existing cycle routes and routes that are not currently classified as cycle routes but where there is likely to be demand for cycling. The key findings are:

- The routes with highest demand are focused around St Helier and the south of the Island where the population and trip attractor densities are highest;
- Routes in the southeast of Jersey generally do not align with existing routes, highlighting the need for new cycling infrastructure in line with the Island Plan which includes the ambition to create an Eastern Cycle Route network; and
- Routes west of St Helier include a significant proportion of existing cycle routes suggesting that filling in gaps and upgrading existing cycling infrastructure such as along Victoria Avenue could be quick wins that provide significant benefits.

It should be noted that existing cycle routes may not be of sufficient quality either because of a lack of cycling infrastructure or because traffic volumes or speeds are too high. Therefore, it is recommended that both routes that are not currently part of the network and existing routes are audited to identify improvements.

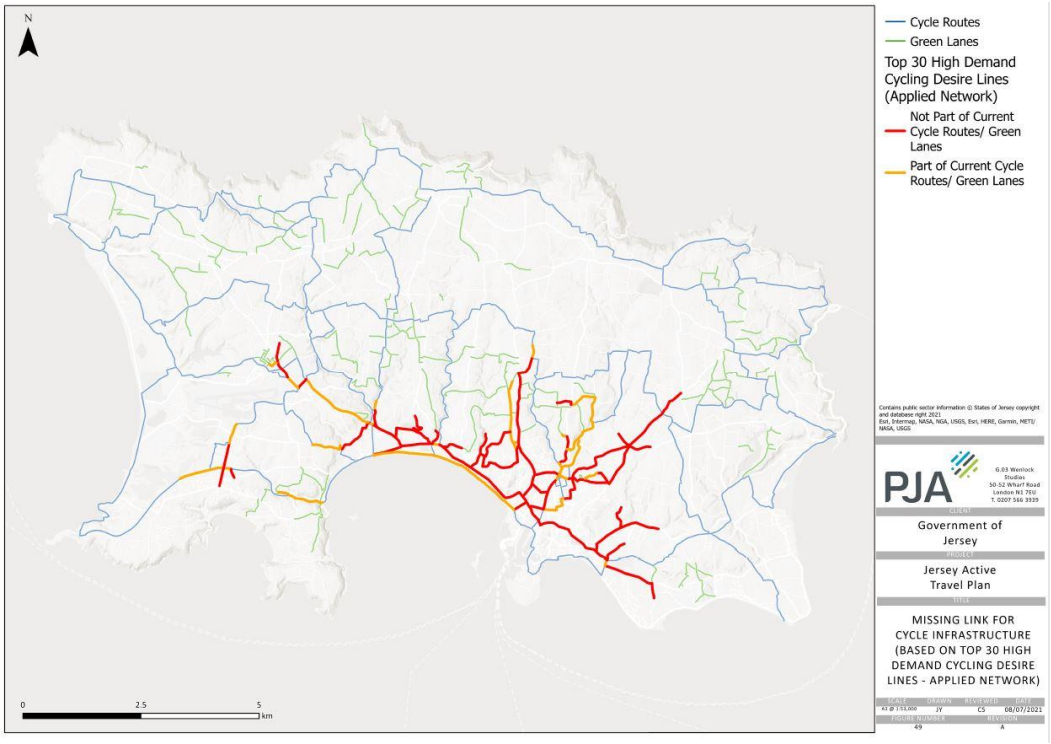


Figure 0-10: Everyday trips applied network

Strava Metro

Strava provide the data collected by individuals using the Strava app to track their rides, runs and walks to local authorities free of charge to help them understand mobility patterns and inform investment in infrastructure. Around 85% of trips are classified as leisure rides meaning the Strava Metro data can help build a wider picture of routes that are currently cycled. This is particularly important in Jersey given the importance of tourism.

By its nature, the dataset has limitations and should not be viewed as comprehensive in terms of the types of journeys being undertaken or the absolute numbers. For example, it only represents people who use Strava and only rides that they choose to record; short cycle trips to the shops are not likely to be recorded. However, it can help build a wider picture of routes that are currently cycled, particularly leisure cycling.

The plans below show the data for May-July 2019 to illustrate typical patterns pre-pandemic and May-July 2020 when cycling rates were highest as the pandemic resulted in quieter roads and people taking up cycling, particularly for leisure (see Figures 3-11 and 3-12).

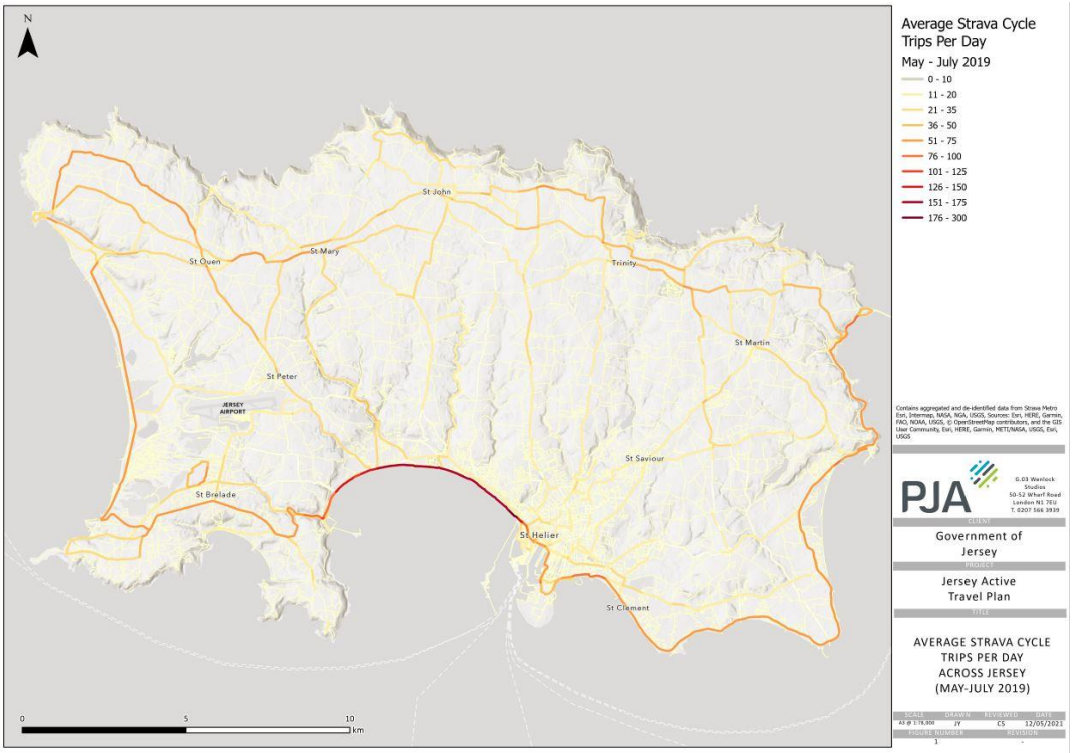


Figure 0-11: Average Strava cycle trips per day across Jersey May-July 2019

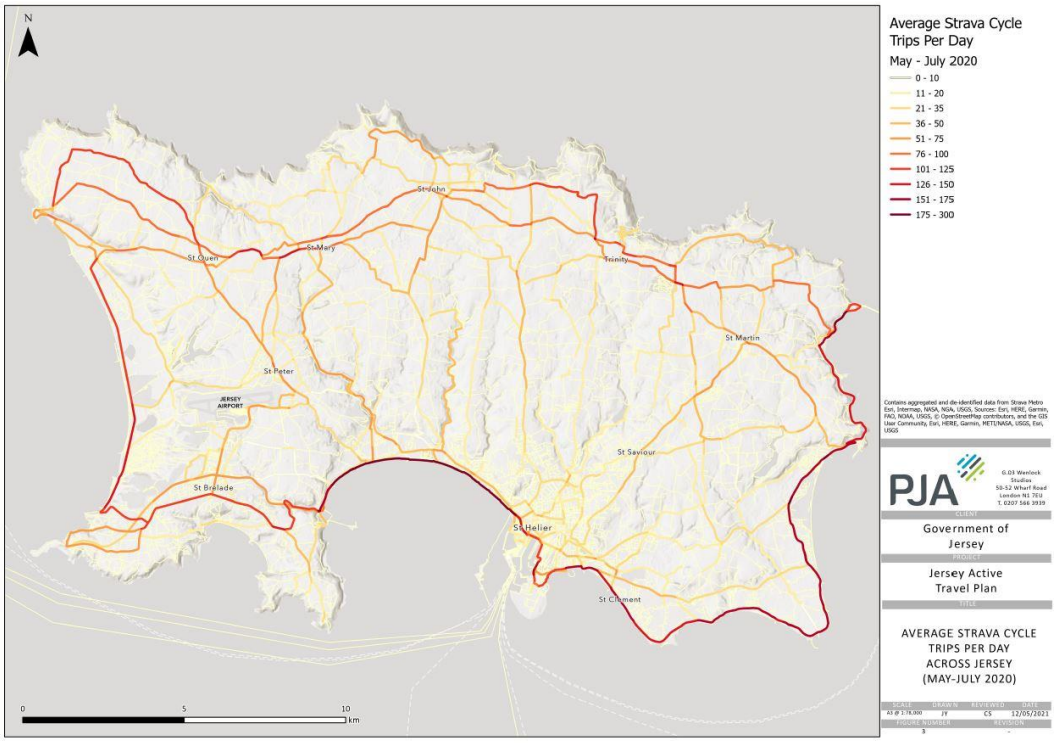


Figure 0-12: Average Strava cycle trips per day across Jersey May-July 2020

The Strava routes with the highest use have been identified in the plan below to identify a prioritised cycle network for leisure cycling trips (see Figure 3-13). This identifies 'missing links', i.e., routes that are not currently classified as cycle routes and existing cycle routes.

Key findings from the Strava data are:

- Overall cycling levels increased significantly between 2019 and 2020, particularly leisure and recreational cycling;
- The busiest cycle route in Jersey is the First Tower Cycle Path which is a protected cycle route along Victoria Avenue/Esplanade west of St Helier with 175-300 cyclists a day;
- Leisure cyclists tend to hug the coastal routes, highlighting the importance of attractiveness for leisure cycling;
- There are a large number of routes used by cyclists using Strava that are not currently part of the cycle network suggesting a mismatch between the cycling network and routes cyclists actually use;
- There is overlap between the 'everyday' and leisure cycle networks in the south of the Island such as along Victoria Avenue.

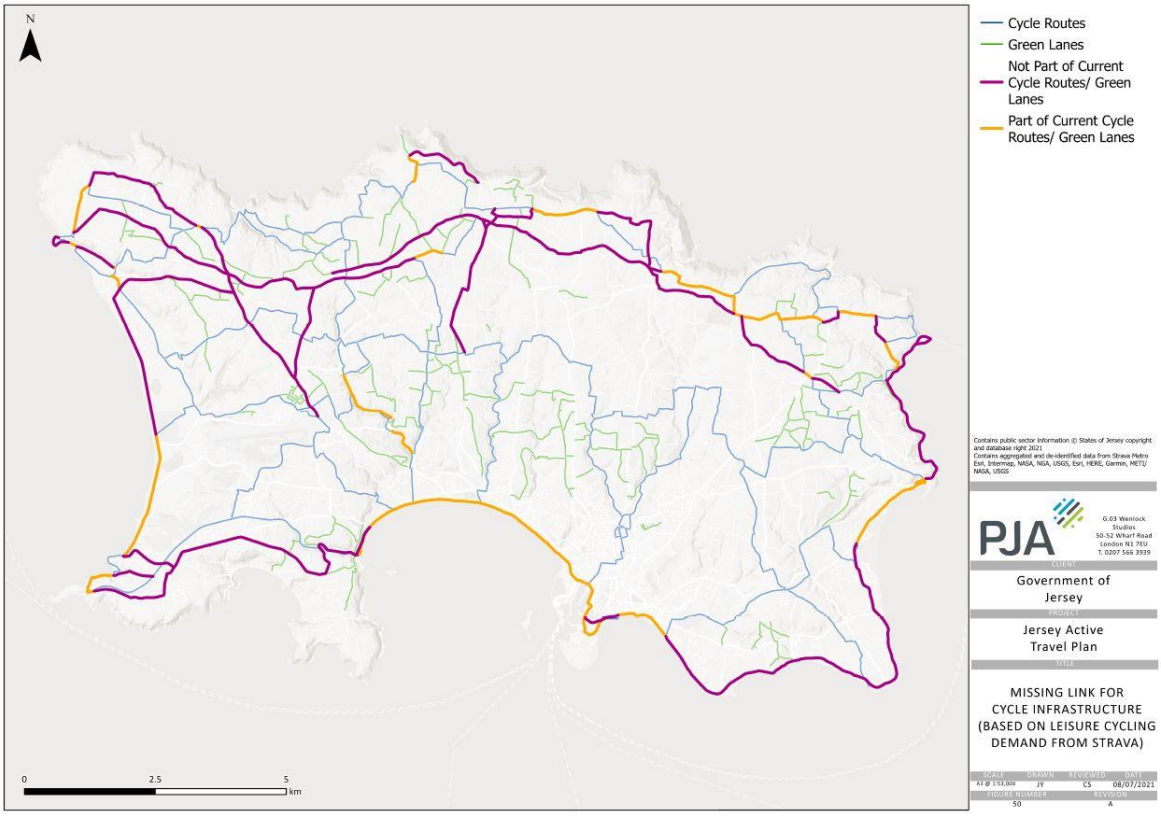


Figure 0-13: Leisure trips applied network

It is important to caveat that cyclists who record their rides on Strava are not necessarily representative of all cyclists and that the routes they choose to cycle on are not necessarily suitable for all abilities. Therefore, it is recommended that both the existing routes and the missing links are audited to identify the best overall network for leisure cycling and the improvements required.

School postcode data

In addition to the desire line clustering which includes education facilities, Island-wide school postcode data for pupils attending primary or secondary school has been analysed. Walking and cycling distances of 1km and 3km were defined respectively. These are more conservative values than normally considered for walking and cycling (1.6km and 5km) as school pupils, particularly younger children, are unlikely to be willing or able to walk or cycle as far as adults.

Based on these values, Island-wide, 66% of primary pupils and 44% of secondary pupils live within cycling distance (3km) of the school they attend. The plans below identify the primary and secondary schools with the highest proportions of pupils living within cycling distance (see Figures 3-14 and 3-15. As a result, these schools have the greatest potential for cycling if safe conditions can be created. These are clustered around St Helier, St Saviour, St Clement and St Brelade.

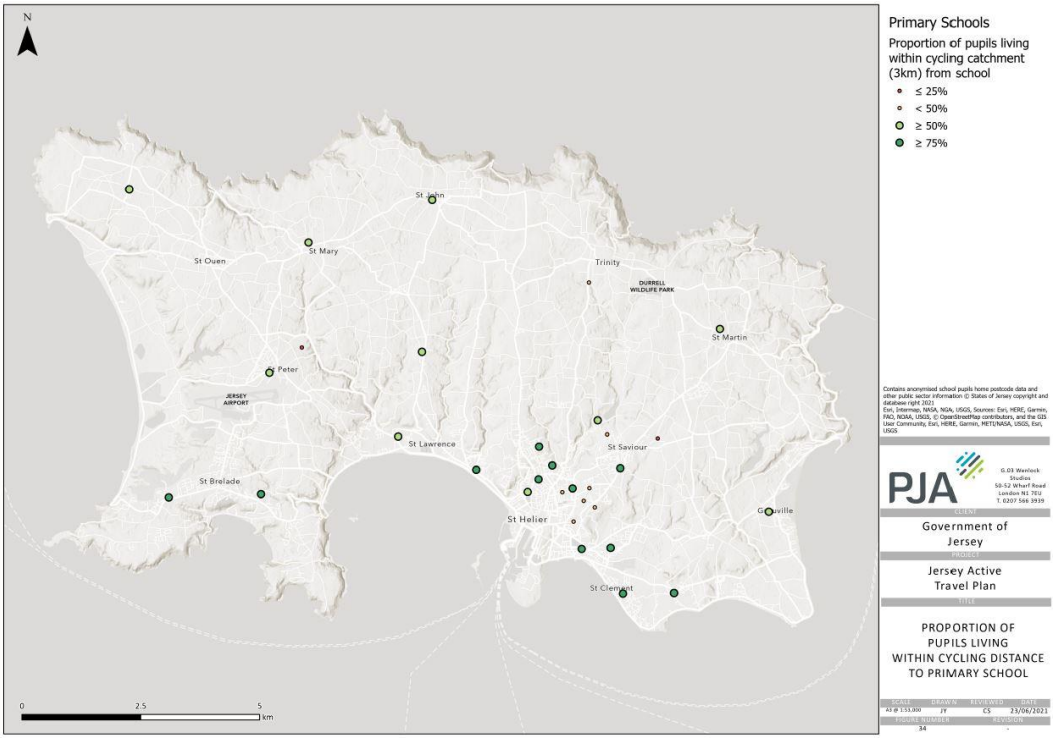


Figure 0-14: Primary schools with a high proportion of pupils living within cycling distance

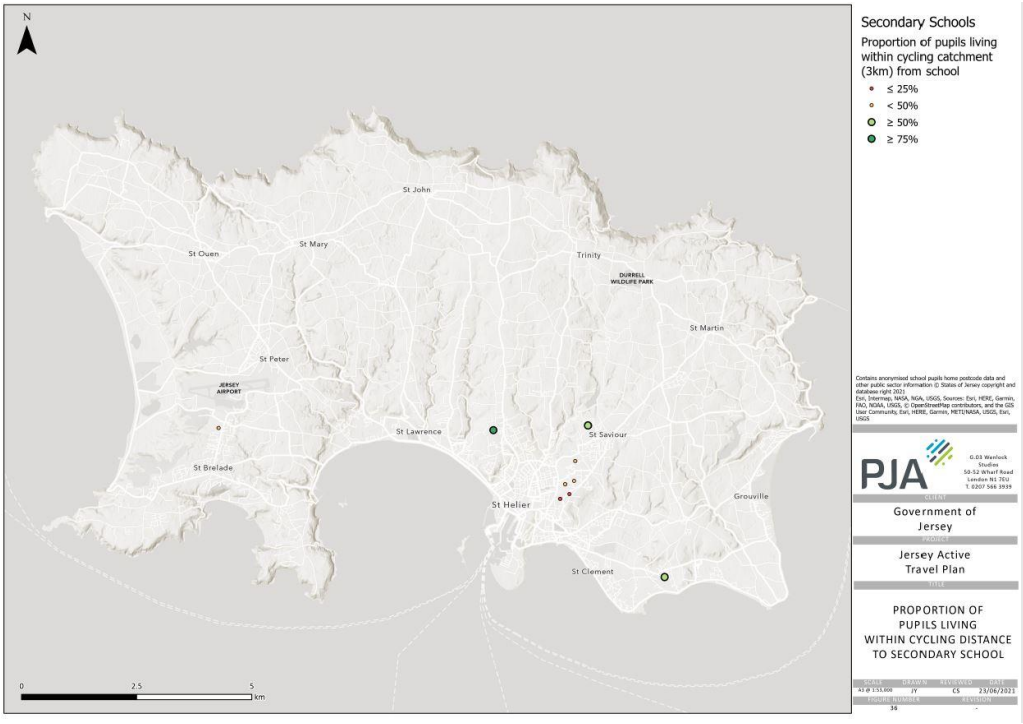


Figure 0-15: Secondary schools with a high proportion of pupils living within cycling distance

Road safety data

Recorded cyclist casualties between 2015 and 2019 have been analysed to identify collision hotspots where there may be particular issues that need to be addressed. Figure 3-16 shows all cyclist casualties while Figure 3-17 shows collisions where cyclists have been killed or seriously injured. Both plans show that collisions are clustered in St Helier where most cycling for everyday trips takes place. The route between St Helier and St Brelade is also highlighted as a collision hotspot despite there being protected cycling infrastructure along this route. This suggests further improvements may be required, for example at junctions or access points. It is recommended that this is reviewed through route audits to identify what improvements can be made.

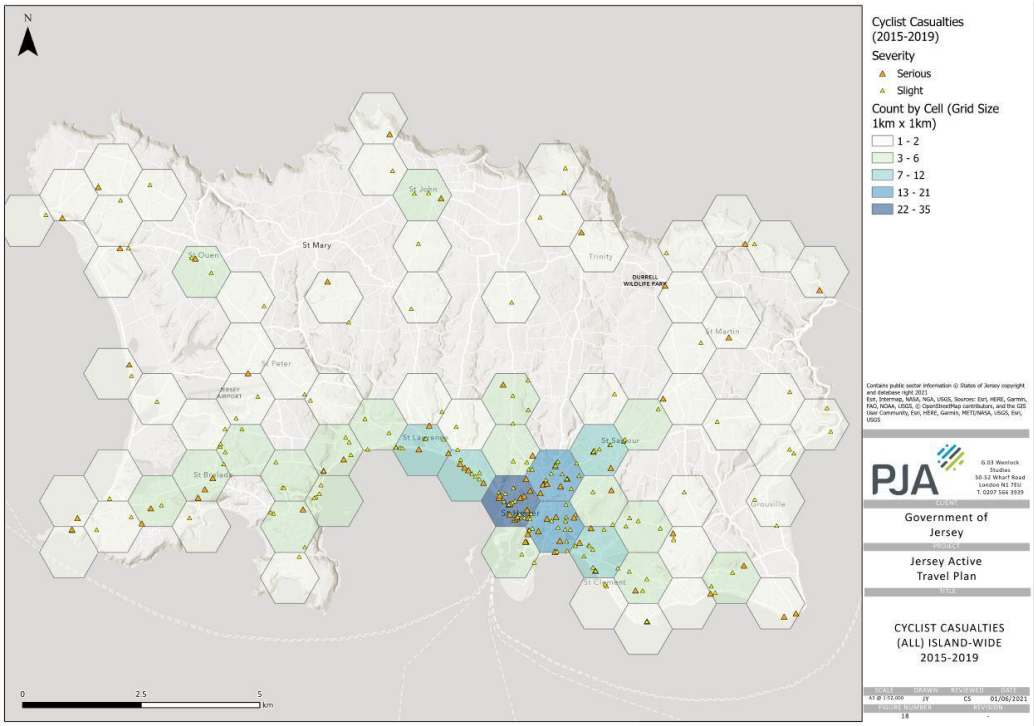


Figure 0-16: All cyclist casualties

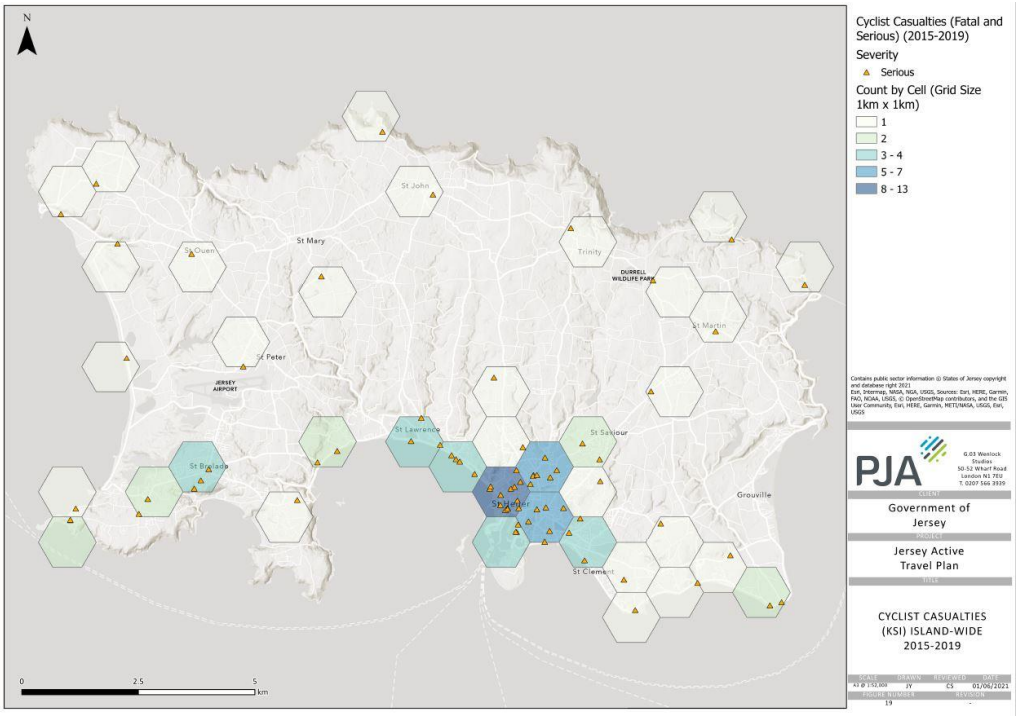


Figure 0-17: Cyclist casualties – KSIs (killed and seriously injured)

Topography

When planning a cycle network, it is important to consider topography as steep gradients require significantly more effort. Cycle routes along existing roads and paths will usually have to follow the existing gradient although there may be opportunities for signed diversions onto alternative routes to avoid the steepest uphill gradients, or to reduce gradients through earthworks where sufficient space is available. Electric cycles (including e-bikes, e-tricycles and e-cargo bikes) are becoming increasingly popular and affordable, enabling cycling for longer journeys or over more challenging hilly terrain.

The plan below illustrates the challenges Jersey's topography poses to cycling, particularly the valleys running north-south on the southern part of the Island meaning there is limited east-west connectivity away from the coast (see Figure 3-18).

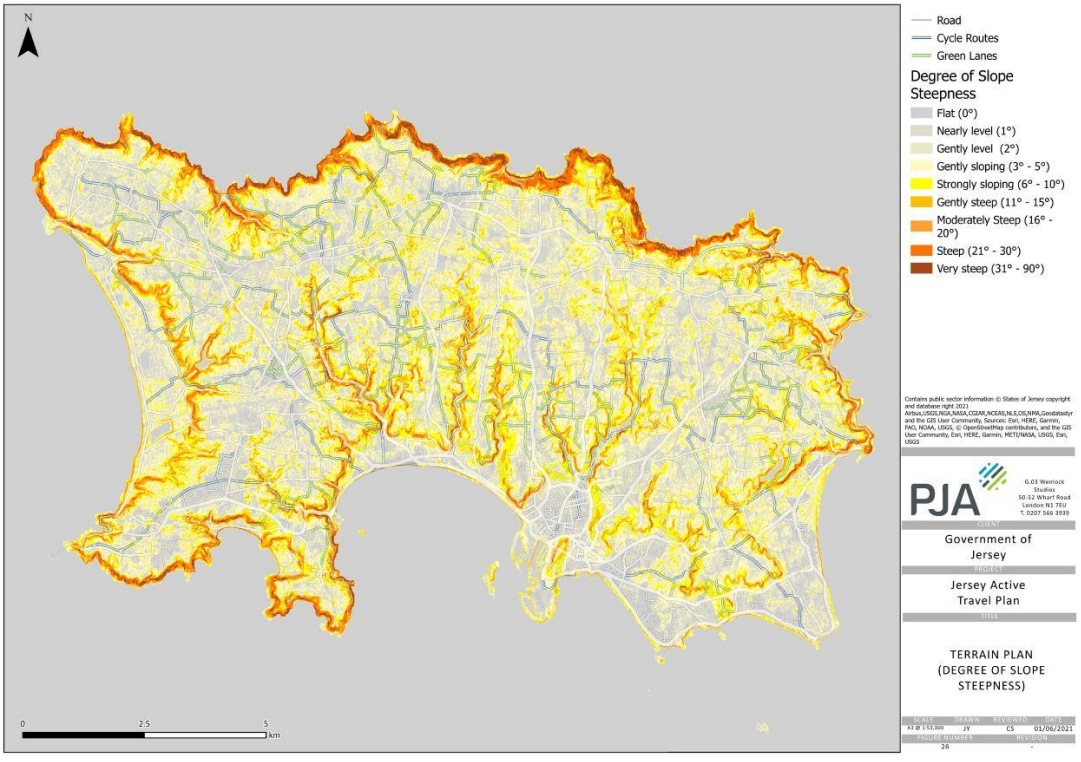


Figure 0-18: Jersey terrain plan

Cycle network plan

The outputs of the 'everyday' and leisure analysis have been combined to produce a prioritised cycle network for Jersey for all trips (see Figure 3-19). This is composed of both existing and new routes. The key findings are:

- Victoria Avenue is important for both 'everyday' and leisure trips making it a clear priority for investment;
- Generally, there is little overlap between the 'everyday' cycling network (focused on St Helier) and the leisure network which largely hugs the coast;
- The analysis supports the Island Plan's promotion of an Eastern Cycle Network and starts to identify key routes to investigate further; and
- The existing network of cycle routes and Green Lanes form a sizeable portion of the prioritised network and should be reviewed along with routes that are not currently part of the cycle network to ensure they are of sufficient quality.

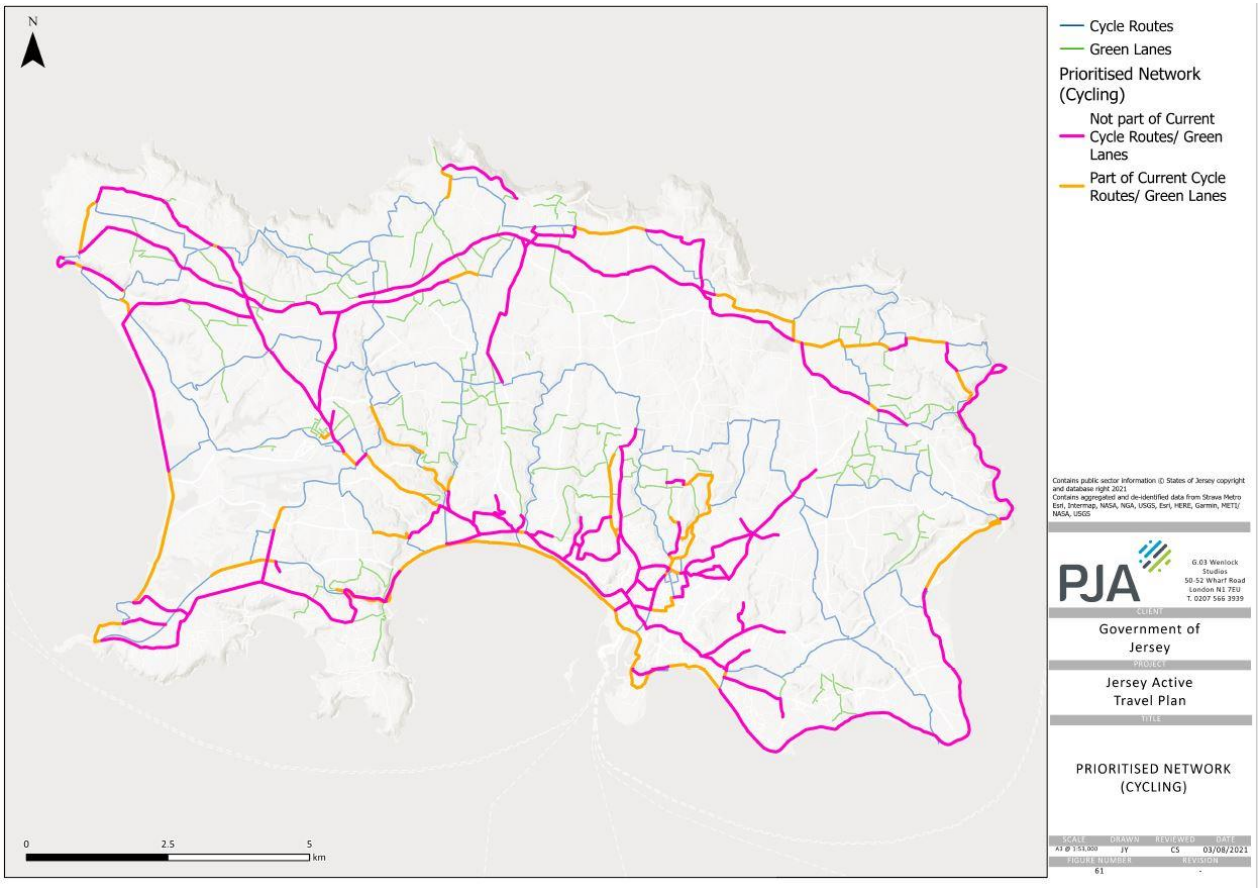


Figure 0-19: Jersey prioritised cycle network

Network plan for walking

The rationale of developing a network plan for walking is to improve and extend the quality and coverage of the existing walking network to enable more people to walk for everyday trips. The

development of the walking network is based upon the identification of 'Core Walking Zones' (CWZ) which represent areas that are expected to contain key walking trip generators and therefore likely to create higher levels of footfall. As well as reviewing walking conditions within the CWZ itself, the site audits review conditions on the key walking routes into the CWZ. This ensures that the wider connectivity and permeability of the CWZs is considered during the network development.

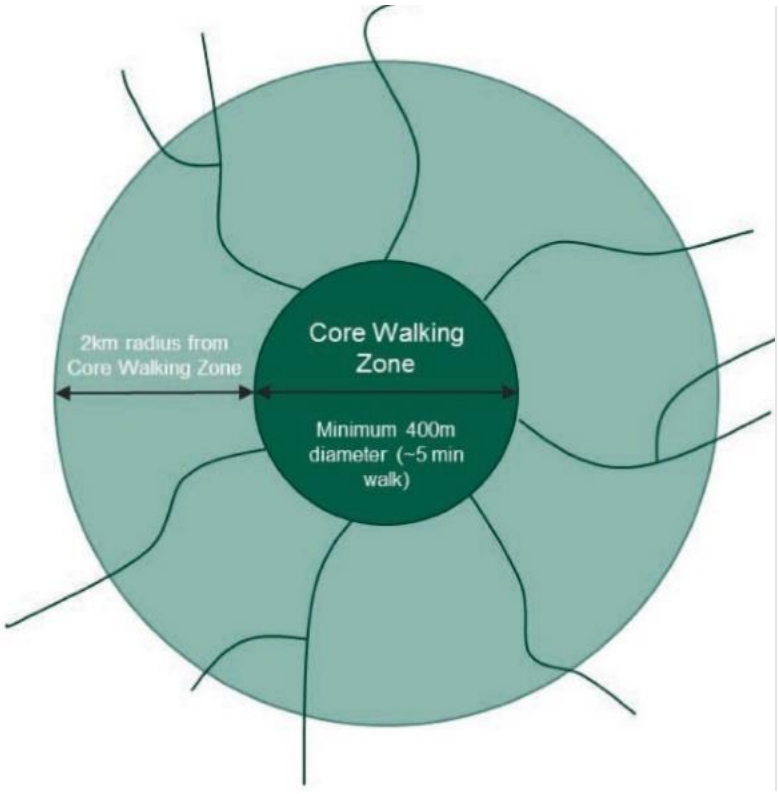


Figure 0-20: Illustration of Core Walking Zones and key walking routes

Core Walking Zone selection

Desire line clustering

The same destinations mapped in the cycling analysis were used to inform the identification of CWZs with the additional of bus stops which were excluded from the cycle network analysis as well as school postcode and road safety data. The proximity and density of destinations were analysed using a Geographic Information System software process call Kernel Density Method, to identify the key walking desire lines and the CWZ boundaries were then drawn based on these clusters of destinations and desire lines (see Figures 3-21 and 3-22).

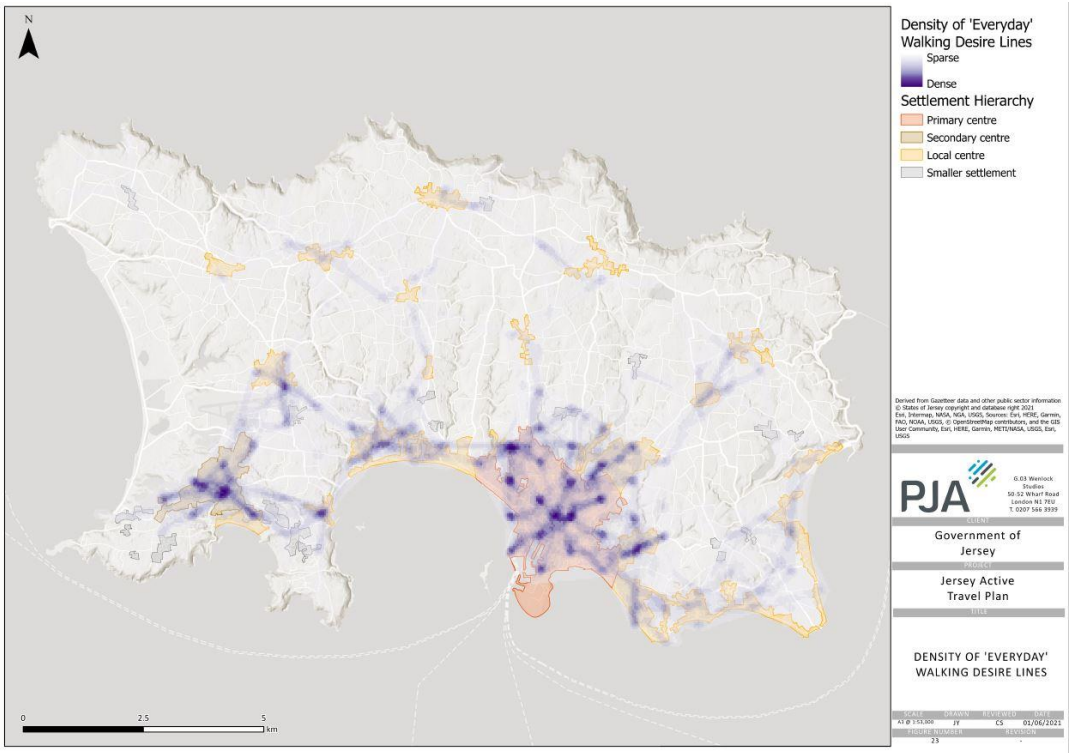


Figure 0-21: Destination clustering analysis to identify draft Core Walking Zones

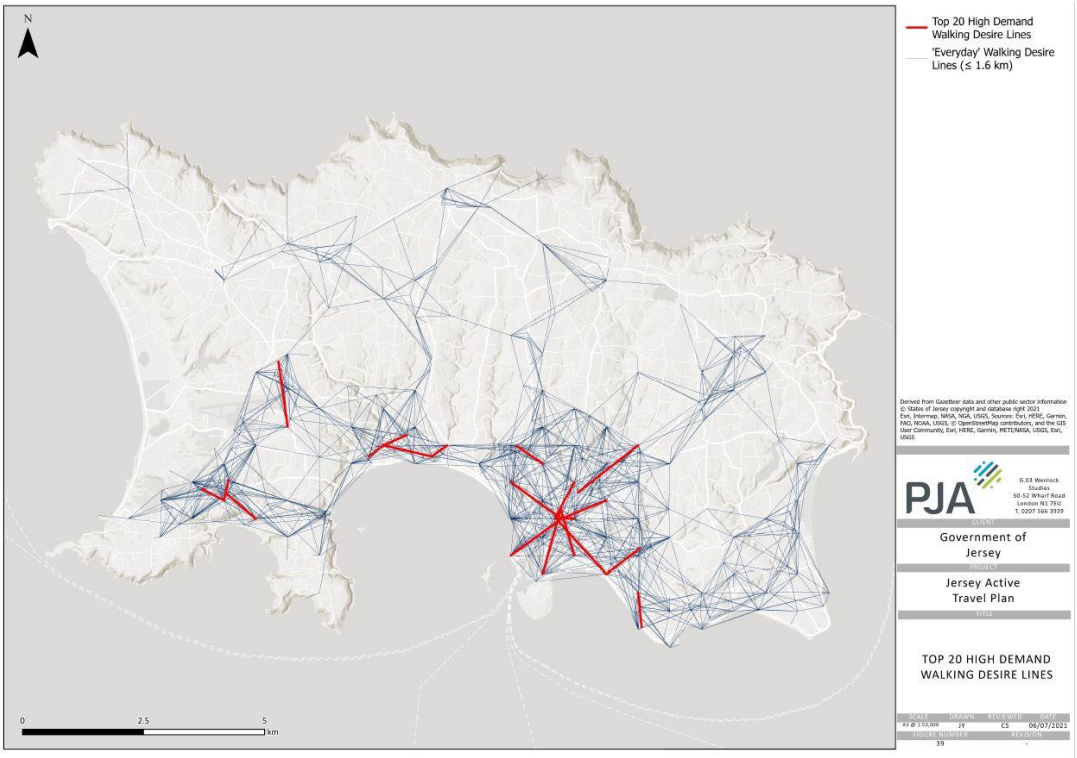


Figure 0-22: Key walking desire lines

School postcode data

In addition, school postcode data for pupils attending primary or secondary school has been analysed. Island-wide, 30% of primary pupils live within 1km of the school they attend. The plan below identifies the primary schools with the highest proportion of pupils (50% or more) living within walking distance, defined as 1km (see Figure 3-23). These are mainly clustered around St Helier indicating the greatest potential for increasing walking levels is in St Helier.

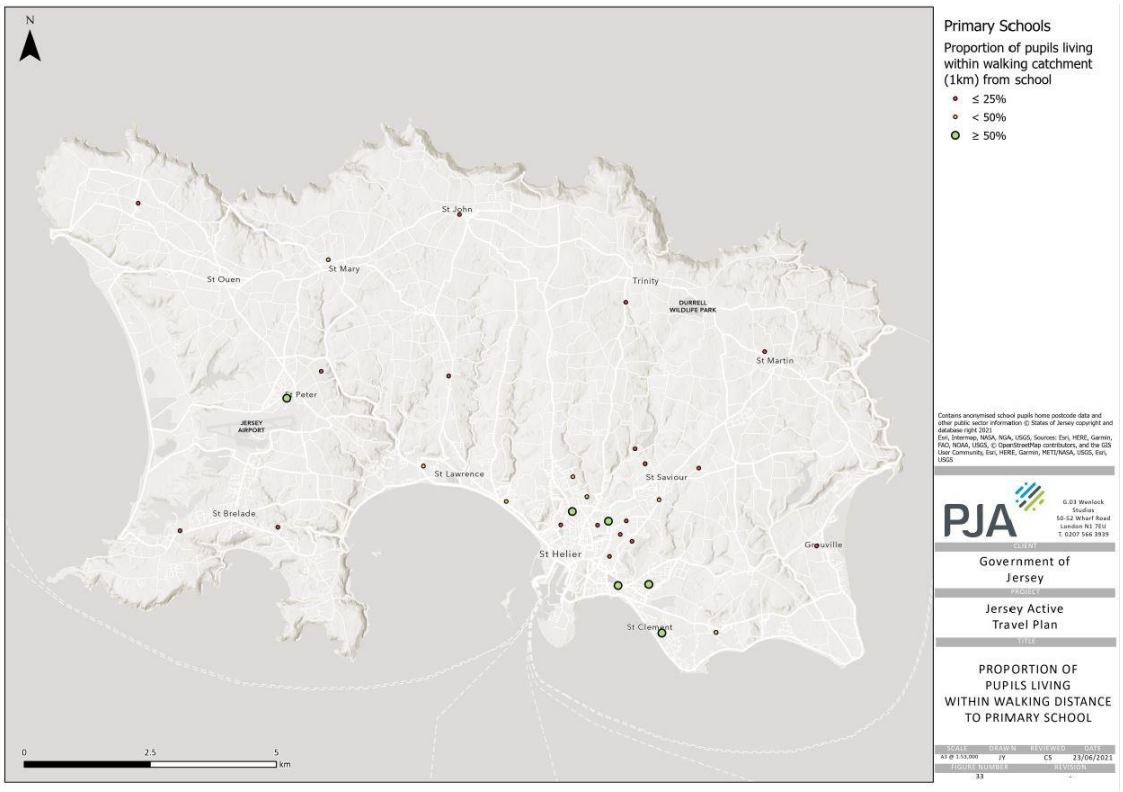


Figure 0-23: Primary schools with a high proportion of pupils living within walking distance

Road safety data

Recorded pedestrian casualties between 2015 and 2019 have been analysed to identify collision hotspots. Figure 3-24 shows all pedestrian casualties while Figure 3-25 shows collisions where pedestrians have been killed or seriously injured. Both plans show that collisions are clustered in St Helier where most walking trips take place. There are also smaller clusters around St Clement, St Brelade, St Lawrence, St Saviour and St Peter which suggests a correlation between pedestrian casualties and areas with the highest potential walking levels.

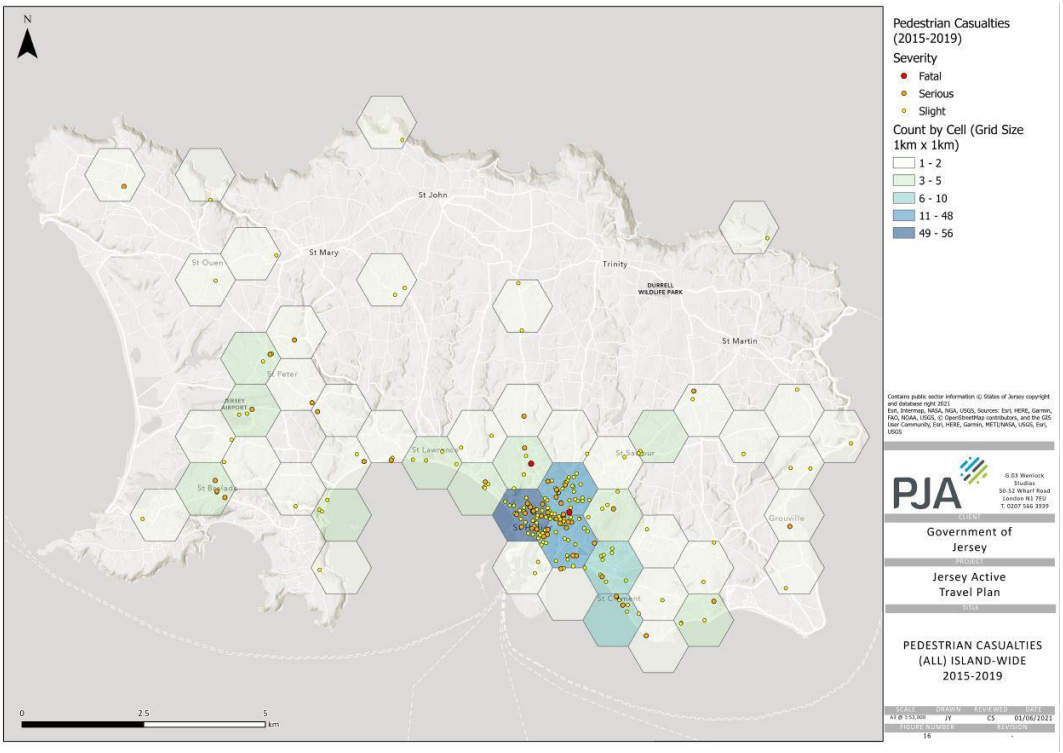


Figure 0-24: All pedestrian casualties

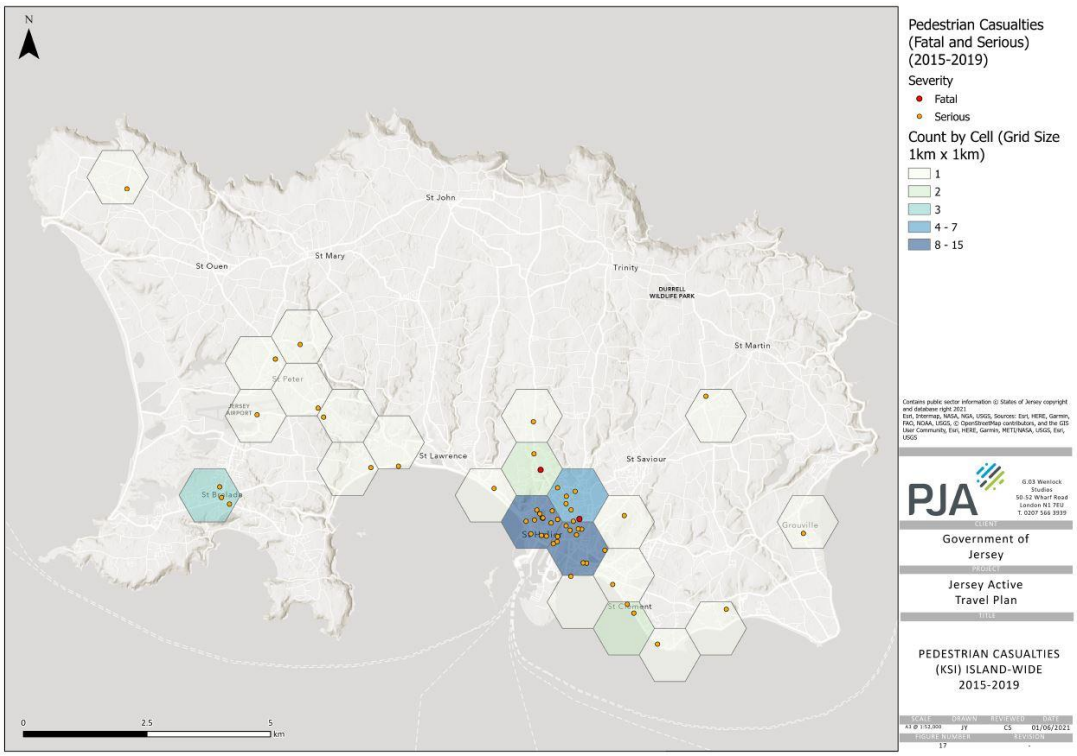


Figure 0-25: Pedestrian casualties (killed and seriously injured)

Based on the above analysis, five CWZs have been identified: St Helier, St Clement, St Brelade, St Peter and St Lawrence (see Figure 3-26).

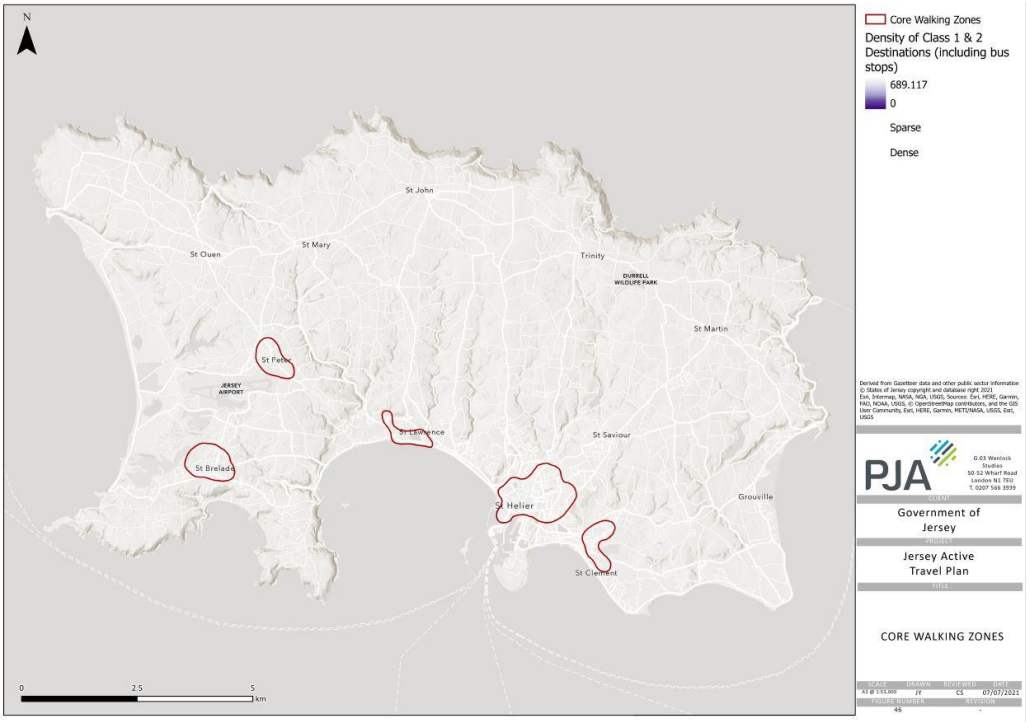


Figure 0-26: Core walking zone boundaries

For each CWZ, key walking routes were then identified using the key walking desire lines, locations of trip attractors, Strava Metro walking and running data and school pupil postcode data (see Figure 3-27).

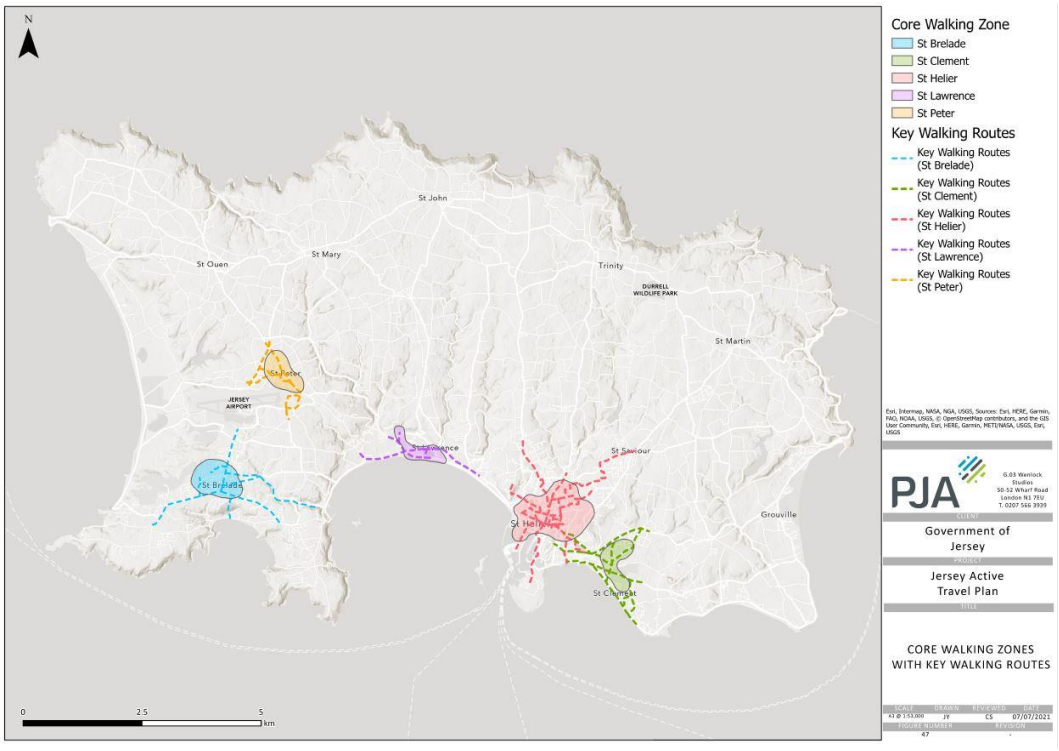


Figure 0-27: Core walking zones and key walking routes

Possible interventions

The cycle network planning identified a prioritised network of cycle routes radiating out of St Helier and leisure cycle routes around the coast. The walking network planning identified five core walking zones and key walking routes across Jersey's larger settlements as well as a larger network within St Helier. There is significant overlap between the prioritised cycling network and the walking network meaning it will be important to ensure proposals benefit both modes. A desktop review of the routes was then undertaken to identify high level potential interventions to be considered for route audit and design solutions. The photos below (see Figure 3-28) illustrate some key characteristics on routes identified as priority cycle routes:

Roads with narrow footways and signage to highlight the need for slow speeds;

Rural lanes with traffic calming such as pinch points and low speed limits;

Rural lanes signed as Green Lanes; and

Limited cycling infrastructure on key routes and where there is space such as the painted cycle path along Victoria Avenue.

Figure 0-28: Examples of existing conditions on priority cycle routes in Jersey

Key typologies identified were:

- Routes on rural roads
- Routes within villages
- Key routes to St Helier

Each of the typologies is considered below with examples of how the routes could be improved.

Routes on rural roads

Jersey's famous Green Lanes form a key element of the cycle network on the Island and are a key draw for tourists. There are approximately 67 miles of Green Lanes in Jersey, comprising approximately 10% of the overall road network. However, anecdotal evidence suggests that, as car ownership has grown and roads on the Island have become more congested, traffic speeds and volumes on the Green Lanes have increased, making them feel less safe and attractive for people walking, cycling and horse riding. There are also many other rural roads in Jersey that are important for leisure cycling where access for motor vehicles is also required, including some A roads.

Legislation is currently under development to enable the creation of 'designated roads' where pedestrians, cyclists and horse riders will have legal priority over motor vehicles, but it is likely this will only apply to a small number of roads. It is recommended that this aligns with the prioritised cycle network and key walking routes where possible to provide maximum benefit. In many cases other approaches will be more appropriate. This section looks at UK and international examples at providing rural cycle networks to explore potential approaches to strengthening the role that Jersey's Green Lanes and other rural roads play in enabling more walking and cycling.

Quiet Lanes

Similar legislation exists in England where local authorities can designate country lanes as Quiet Lanes under the Transport Act 2000[27]. Inspired by Jersey's Green Lanes, Quiet Lanes are minor rural roads or, ideally, networks of minor rural roads appropriate for shared use by walkers, cyclists, horse riders and other vehicles.

Quiet Lane designation is not supported with enforceable restrictions however the intention is that the designation combined with complementary design measures sets a level of expectation for how the lanes should be used. To qualify for Quiet Lane status, a lane must: have less than 1000 vehicles per day and have 85th percentile speeds of less than 35mph. On this basis, Quiet Lanes are typically used in single or narrow carriageway rural environments similar to Jersey's Green Lanes.

[27] http://www.legislation.gov.uk/uksi/2006/2082/pdfs/uksiem_20062082_en.pdf

The examples from Hazel Grove and Byles Green below illustrate typical gateway features which are the design minimum for Quiet Lane designation (see Figures 3-29 and 3-30). Introducing design measures including traffic calming is a key tool in reinforcing the lane's status.

Figure 0-29: Quiet Lanes examples from Hazel Grove, Stockport

Figure 0-30: Quiet Lane from Byles Green, Berkshire

Traffic calming

There are various traffic calming measures that are in keeping with the character of rural lanes such as pinch points, build outs and rumble strips as shown in the examples from Hertfordshire and South Staffordshire in Figure 3-31 below. This approach may be suitable to reinforce speed limits on existing Green Lanes or to improve walking and cycling conditions on rural lanes that are not part of the Green Lane network.

Figure 0-31: Examples of rural traffic calming in Hertfordshire and South Staffordshire

Modal filtering

Reducing the potential for conflict between cyclists and vehicular traffic is a critical consideration in the development of a comfortable cycling network, particularly on narrow rural lanes where there is no scope for providing protected facilities. Much of the proposed cycle network relies on Green Lanes and other rural routes which is based upon the assumption of low volumes of vehicle traffic.

This approach can be further reinforced with carefully located modal filters to prevent through traffic while maintaining permeability for walking, cycling and horse riding. This approach has synergies with the traffic management approach which is being recommended in St Helier.

There are a number of examples of rural modal filters in the UK as well as some recent examples in Jersey.

Beryl Burton cycleway, Knaresborough

The Beryl Burton cycleway is a low-traffic cycle and walking route from Bilton Hall Drive to the Nidd at High Bridge, Knaresborough in North Yorkshire. It was delivered to enable cyclists to avoid using the busy A59. The route follows Bilton Lane which is a private road with traffic limited to access for residents and a barrier part-way along to prevent through traffic while enabling access for deliveries. This approach creates safe and attractive conditions for walking and cycling while maintaining essential vehicle access.

Figure 0-32: Modal filter on the Beryl Burton cycleway in Knaresborough, North Yorkshire

Marine Drive, Isle of Man

Marine Drive is a scenic coastal road on the Isle of Man has been closed to through traffic since 1977 due to land slips. As a result, it is popular with walkers and cyclists.

The Isle of Man government are currently consulting on proposals to go a significant step further and completely close a 2.7-mile section of the road to motor traffic to provide a safe space for people to exercise (see Figure 3-33).

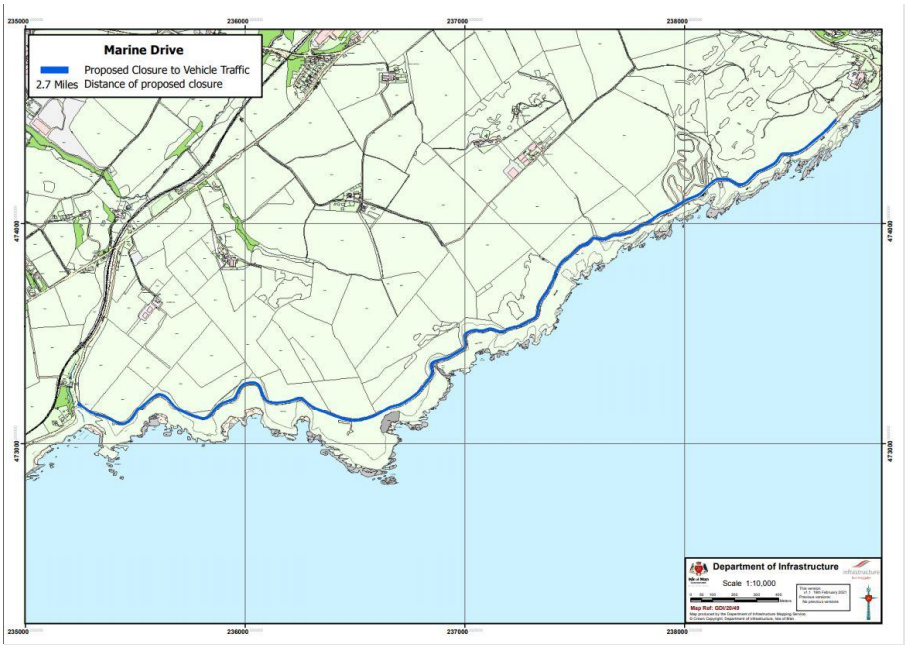


Figure 0-33: Map of proposed road closure on Marine Drive, Isle of Man

St Clement and St Saviour, Jersey

Two permanent modal filters have been installed on Rue de Maupertuis, St Clement and Chasse Brunet, St Saviour following successful year-long trials (see Figure 3-34). The improvements were delivered through the Safer Routes to School (SRTS) programme in response to concerns about the dangers posed by motor vehicles to children walking and cycling to school. The St Clement scheme also included other permanent measures including a number of raised tables to improve safety for school children walking and cycling to Le Rocquier, St Christopher's and St Clements Schools.

Figure 0-34: Signage supporting the trial road closure on Rue de Maupertuis, St Clement (left) and the permanent modal filter installed on Chasse Brunet, St Saviour

The trials were monitored and assessment using a number of methods including a road safety assessment, before and after surveys of pedestrian and cycle usage, traffic counts on surrounding roads and perception surveys regarding safety. The key findings from the Rue de Maupertuis trial are:

- Risks to vulnerable road users on Rue de Maupertuis decreased;
- Perceptions of safety have improved;
- No overall significant increase in traffic flow on La Rue des Samares or La Rue de la Croix as a result of the trial;
- 27% increase in students walking westbound and a 55% increase in students walking eastbound;
- 77% of students said they felt safer following the introduction of the trial closure; and
- 72% of residents were in support of the closure.

These trials demonstrate that modal filters can work well to provide safe conditions for walking and cycling in Jersey and have public support.

Rural cycle networks in The Netherlands

Cities such as Amsterdam in The Netherlands are famous for their cycle tracks and filtered permeability leading to high cycling mode shares. However, The Netherlands also has an extensive, high quality rural cycle network designed around three key principles:

- Motor vehicles are routed onto main roads;
- Cycling between towns and villages is either on cycle tracks next to higher speed roads or on genuinely quiet country lanes, forming a coherent and direct network; and
- Drivers who need to enter villages are invited to slow down and they expect people to be cycling.

A mix of design approaches are used to create safe conditions for cycling on rural lanes depending on the context and generally includes the design of the roads in terms of width and appearance, signage and filtered permeability. Rural roads are generally kept as narrow as possible (i.e., the width of a single vehicle) to make them less attractive to motor traffic and act as natural traffic calming, with reinforced verges or passing places to enable two cars to pass each other. On the most minor country lanes, a grass strip is often maintained down the centre of the carriageway to slow vehicle speeds and minimise visual intrusion (see Figure 3-35).

Similar to the approach in cities, cycle routes are generally unravelled from motor vehicles using physical measures. For example, modal filters such as bollards divert motor vehicles onto main roads so that the smaller country lanes provide a large network of safe active travel routes

throughout the countryside. This approach also helps ensure village streets are free of excessive motor traffic.

A range of approaches are used from simple bollards on smaller country lanes to rising bollards on more significant roads where some access is required. The bollards can be lowered via a fob issued to residents who require access or can be lowered automatically. The example in Figure 3-36 below makes the road unattractive to through traffic because lowering the bollard takes 45 seconds per vehicle meaning it loses its advantage over the main road, particularly if several drivers are waiting to pass.

Figure 0-35: narrow country lanes act as natural traffic calming

Figure 0-36: Rising bollards are used on larger rural roads in The Netherlands where some local access is required

Signage and wayfinding for rural cycle networks

Across a number of European countries including the Netherlands, Belgium and parts of France and Germany, they use a numbered node or junction wayfinding system for rural cycle networks. Each junction is given a number and the numbers are signposted (see Figure 3-37). Cyclists can plot routes in advance by simply writing down (or generating using a route planning website like the one shown in Figure 3-38) the numbers of the nodes along their route. Paper maps are also normally available from tourist offices.

Figure 0-37: Numbered junction sign in The Netherlands

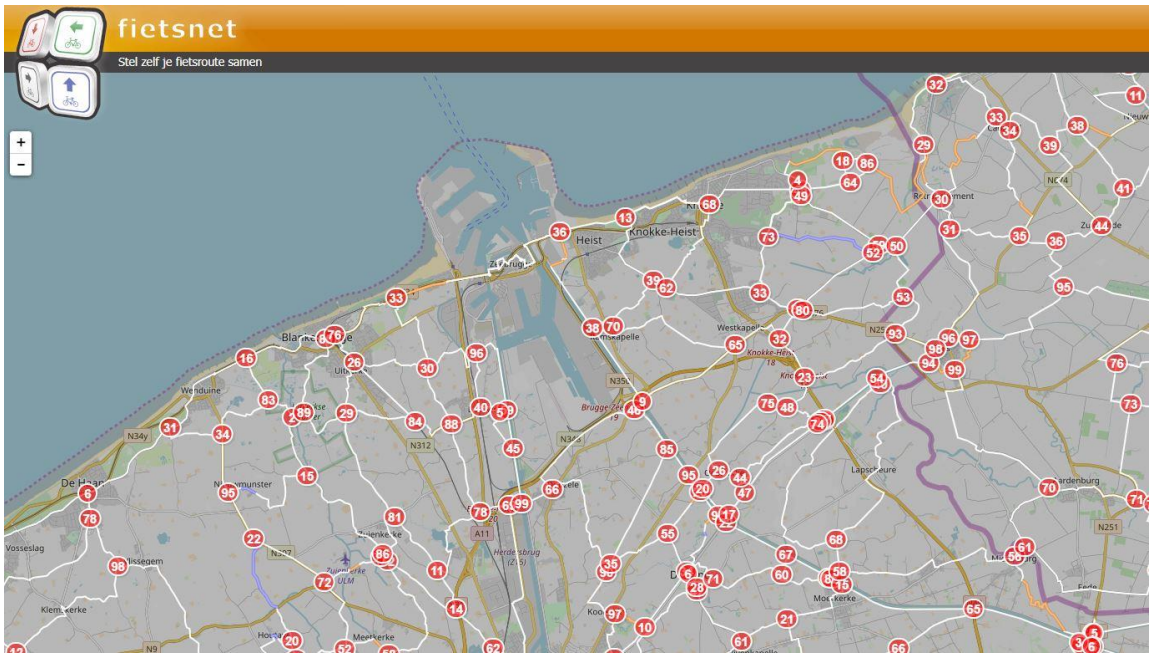


Figure 0-38: Belgian route planner fietsnet.be showing numbered nodes or junctions

Routes within villages

In addition to cycle routes through villages, the analysis identified core walking zones and key walking routes for four settlements in addition to St Helier: St Brelade, St Clement, St Lawrence and St Peter. In common with many small rural settlements, there are only one or two main routes through each settlement with people walking, cycling and driving having to share the space. Often road widths are constrained and footways, where provided, are narrow. Providing separate infrastructure for walking or cycling often is not an option

The photos below (see Figure 3-39) illustrate some key themes on routes identified as key walking routes:

Roads with narrow footways and signage to highlight the need for slow speeds;

Limited infrastructure to help pedestrians including pedestrian refuges; and

Limited traffic-free routes such as the railway path in St Brelade.

Figure 0-39: Key walking routes in St Peter, St Brelade, St Lawrence and St Clement highlighting narrow roads and footways. St Brelade benefits from the railway path to provide a traffic-free route

Traffic in Villages was prepared as a toolkit to help rural councils in England and local groups understand the core principles for reducing speed, improving safety, and retaining local distinctiveness[28]. The document has particular focus using physiological traffic calming measures within the public realm to reduce the impact of vehicle traffic and promote local distinctiveness in the design of villages. The document highlights how many villages find themselves increasingly with 'seemingly incompatible objectives' of accommodating increase in rural traffic whilst also protecting the attractiveness and viability of rural communities. Figure 3-40 is an example of the guidance provided to improve gateway features into villages and the types of measures that can be used to inform the transition.

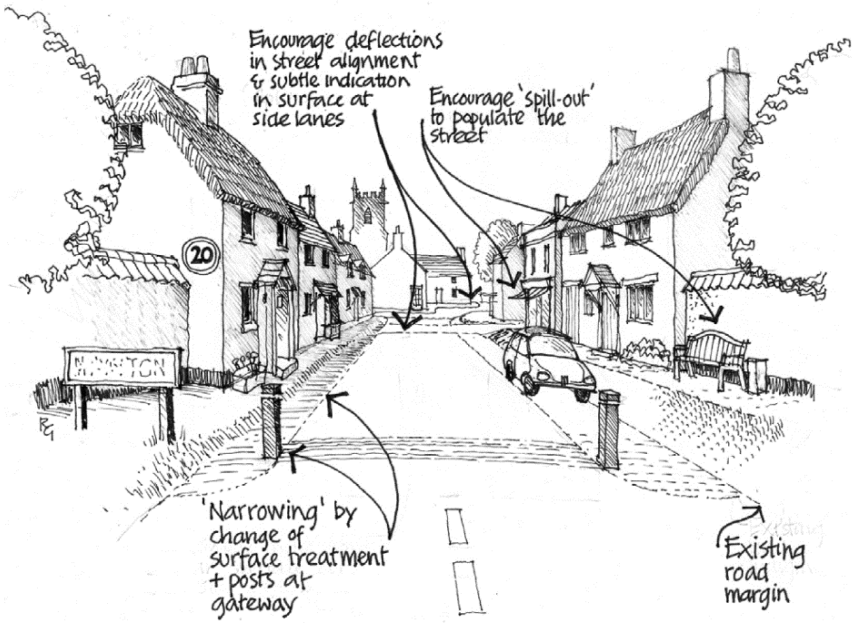


Figure 0-40: Excerpt from Traffic in Villages exemplifying gateway village improvements

The toolkit contains several design approaches and features that are relevant to villages on Jersey's rural roads and Green Lanes, including the below:

Speeds: Aim to create environments which induce vehicle speeds that are comfortable and safe, and generally create smoother, steadier flows of traffic;

Slowing the Pace: Designing streets with a typical width of 6m combined with further 'visual narrowing' will help as tools to reduce vehicle speeds;

[28] http://hamilton-baillie.co.uk/wp-content/uploads/2017/12/hamilton-baillie-traffic-in-villages.pdf

Entry Points: Create clearly defined gateways into villages which help to change the character from 'road' to 'street' (see Figure 3-41). Entry point measures should also consider using subtle changes in carriageway material and removal of surplus road markings;

Heart of the Village: Developing improvements around an identifiable heart will help to highlight the change in the character of streets and to communicate a sense of place; and

Defining Meeting Places Incorporating meeting places within the public realm will further help to punctuate the streetscape and emphasise local desire line.

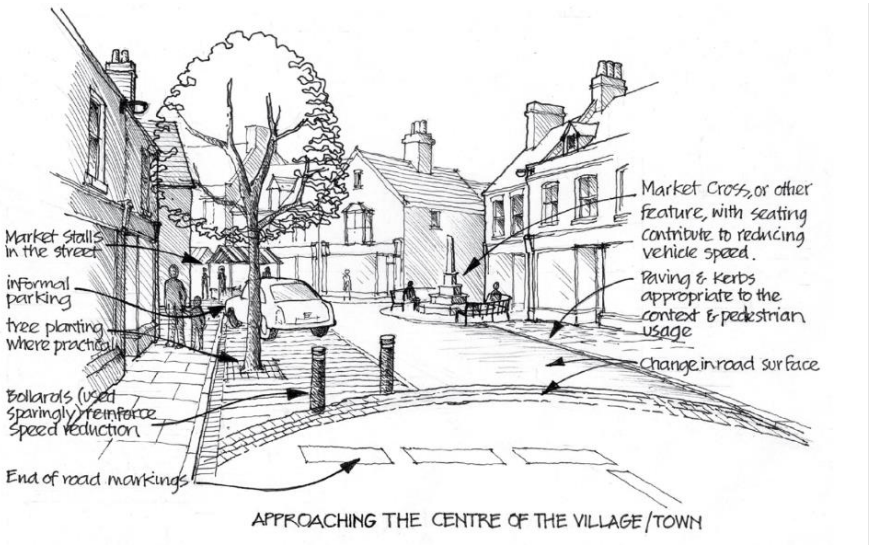


Figure 0-41: Excerpt from Traffic in Villages exemplifying gateway village improvements

Key routes to St Helier

The proposed cycle network and St Helier key walking routes identify a number of routes into St Helier town centre that are important for walking and cycling including:

The seafront cycle route along Victoria Avenue

At Aubin's Road

Queen's Road

Trinity Hill

Longueville Road

As detailed in Chapter 2, there are already a number of proposals to improve cycling infrastructure on key routes into St Helier. In the majority of cases, the roads are too narrow for protected cycling infrastructure in both directions but there is space, on some roads, for protected cycle contraflows. In other cases, it will be necessary to identify parallel routes or apply the approaches detailed above to reduce the volume and/or speed of traffic. However, in the case of the seafront cycle route along

Victoria Avenue, which is identified as important for both 'everyday' and leisure cycling, there is scope to provide better quality cycling infrastructure along much of the route. Key issues include:

Lack of crossing points for pedestrians and cyclists to reach the facilities;

Lack of separation between pedestrians and cyclists; and

Inconsistent quality of cycling infrastructure along the route.

The photos below illustrate some of the issues with the current infrastructure (see Figures 3-42 and 3-43). The casualty statistics for this route explored earlier in the report suggests improvements are required to enable more cyclists to use the cycling infrastructure rather than staying on the road. The existing proposals for Victoria Avenue through West Park detailed in Chapter 2 will improve connectivity from this route into St Helier and should set the standard for improvements to the rest of the route.

Figure 0-42: Painted cycle path along Victoria Avenue

Figure 0-43: Shared use footway along Victoria Avenue

The photos below show examples of high quality two-way cycle tracks in England, Ireland and Spain to illustrate how the cycle route along Victoria Avenue could be improved to the benefit of both pedestrians and cyclists.

Figure 0-44: Examples of high quality coastal cycle routes in Brighton, England, Dún Laoghaire-Rathdown, Ireland and Barcelona, Spain.

St Helier Mobility Plan

Introduction

The St Helier Public Realm and Movement Strategy[29] (PMRS) identified a number of issues that need to be addressed to make St Helier more liveable:

- **Bridging the Ring Road –** Overcoming severance caused by the Ring Road, aiming to improve key points on the Ring Road for pedestrians and cyclists to cross in comfort and safety.
- **Embedding an Active Network –** Establishing a network of streets that will enable more walking and cycling, connecting to key destinations in St Helier.
- **Growing a Vibrant Core -** Recognising the importance of a growing, vibrant core that prioritises pedestrian activity within the cultural and economic heart of St. Helier, whilst enabling the essential servicing and logistics of the town centre.
- **Creating Liveable Neighbourhoods -** Addressing severance and allowing residents to reclaim ownership of the public realm.

The analysis detailed in Chapter 3 for the Active Travel Plan demonstrates the importance of St Helier for both walking and cycling, namely:

St Helier is the focus of 'everyday' cycling trips in Jersey such as to work and for shopping;

St Helier has been identified as the largest of five core walking zones with an extensive network of key walking routes based on the density of trip attractors and key walking desire lines; and

There is a cluster of primary schools in St Helier where a high proportion of pupils (50% or more) live within walking distance of the primary school they attend.

As a result, it is proposed that an area-wide traffic management approach is taken to deliver a Mobility Plan for St Helier to ensure improved conditions for walking, cycling and public transport across the whole of the town centre, building upon, and helping to deliver the PMRS.

The PMRS proposed a number of indicative area-wide traffic management interventions such as modal filters and Low Traffic Neighbourhoods (see Figure 4-1 overleaf) and identified that the proposal would need to be developed in more detail following the adoption of the strategy.

This chapter summarises the proposed approach for St Helier and identifies how it aligns with, and builds on, the PRMS and can be taken forward through the Public Realm Works Programme.

[29] Public Realm and Movement Strategy (gov.je)

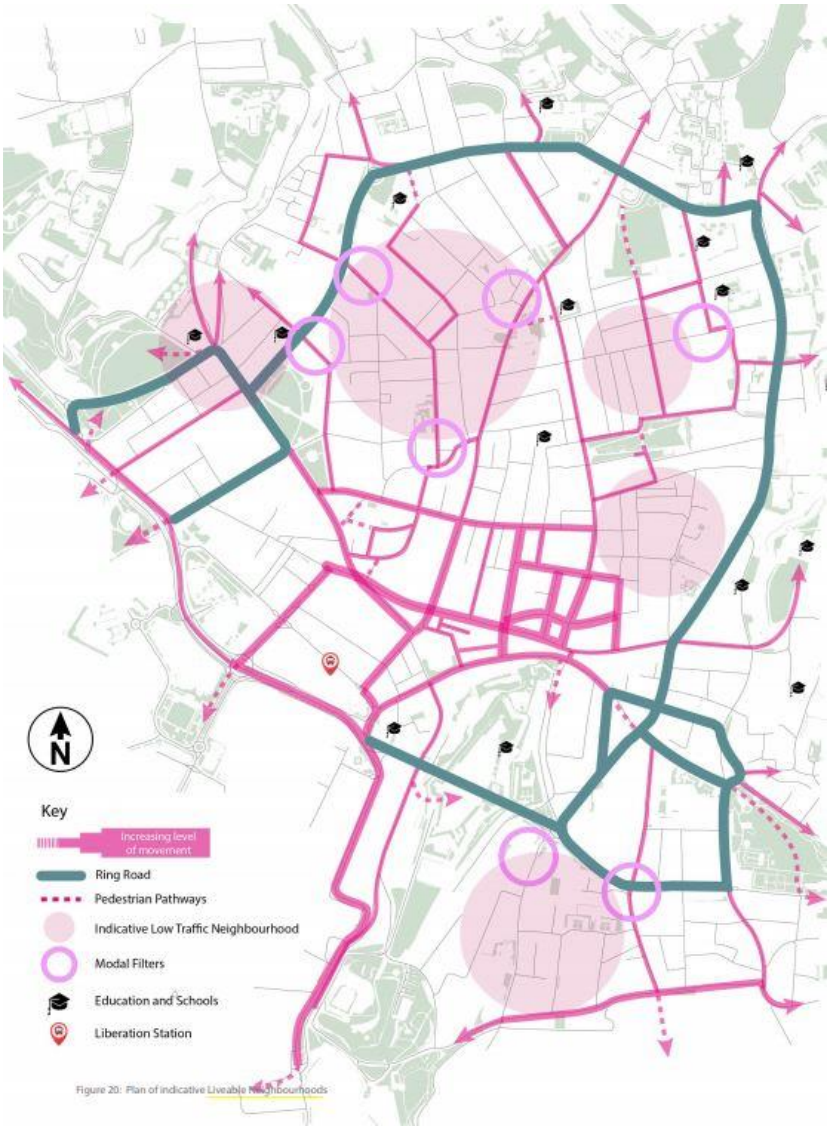


Figure 0-1: Plan from PRMS showing indicative area-wide traffic management interventions

Understanding the current context

As detailed in Chapter 3, St Helier is the focus of the majority of 'everyday' walking and cycling in Jersey due to the population density and trip attractors in St Helier. This is reflected in the proposed cycle network, St Helier core walking zone and key walking routes.

This chapter focuses on St Helier in more detail to understand the potential demand for walking and cycling as well as current conditions.

Car ownership

According to the 2011 census[30], while car ownership is generally high across Jersey with 85% of households owning or having access to a car or van, car ownership is lowest in St Helier with 30% of households in St Helier without access to a car or van and the average number of cars per resident much lower than the rest of the Island (see Figure 4-2). This is likely to be a reflection of the lower need for a car in St Helier due to the accessibility of trip attractors (see Figure 4-3). This is also reflected in the journey to work data with a much higher proportion of St Helier residents walking to work than on the rest of the Island (Figure 4-4). This is reversed for cycling which is probably due to the compact nature of St Helier meaning journeys are too short to make cycling worthwhile. As a result, most people cycling to work in St Helier, live outside St Helier (Figure 4-5).

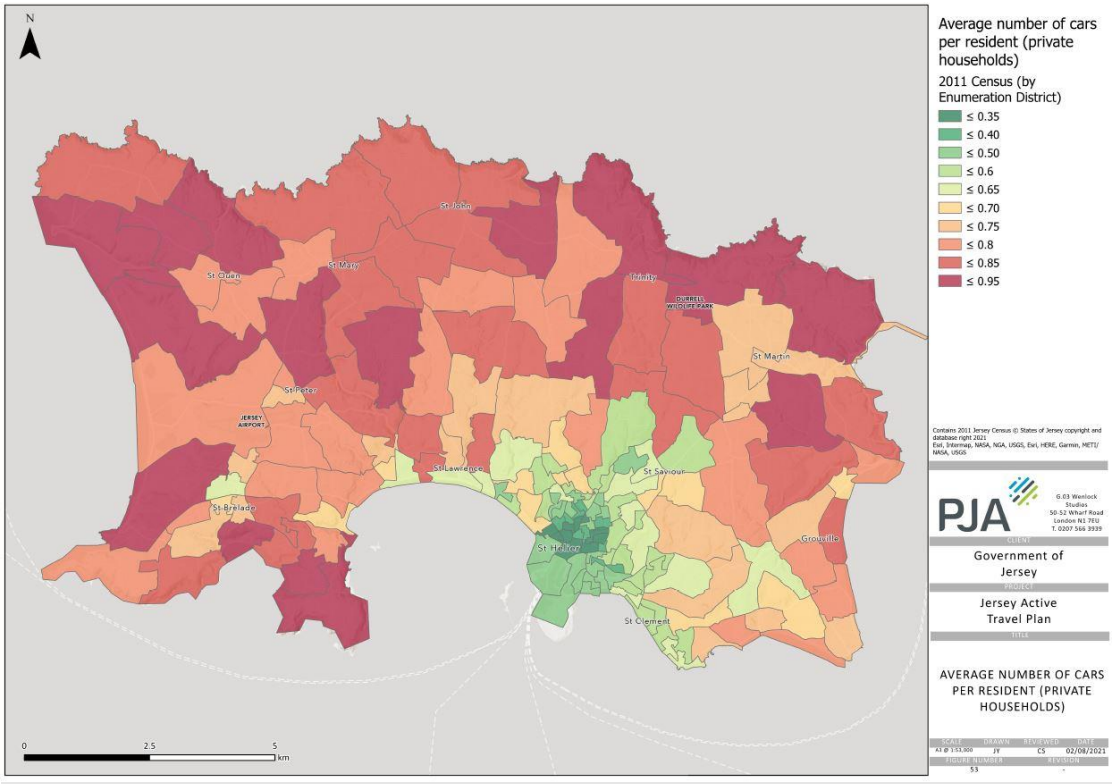


Figure 0-2: Average number of cars per resident (2011 census)

[30] 2011 Census results (gov.je)

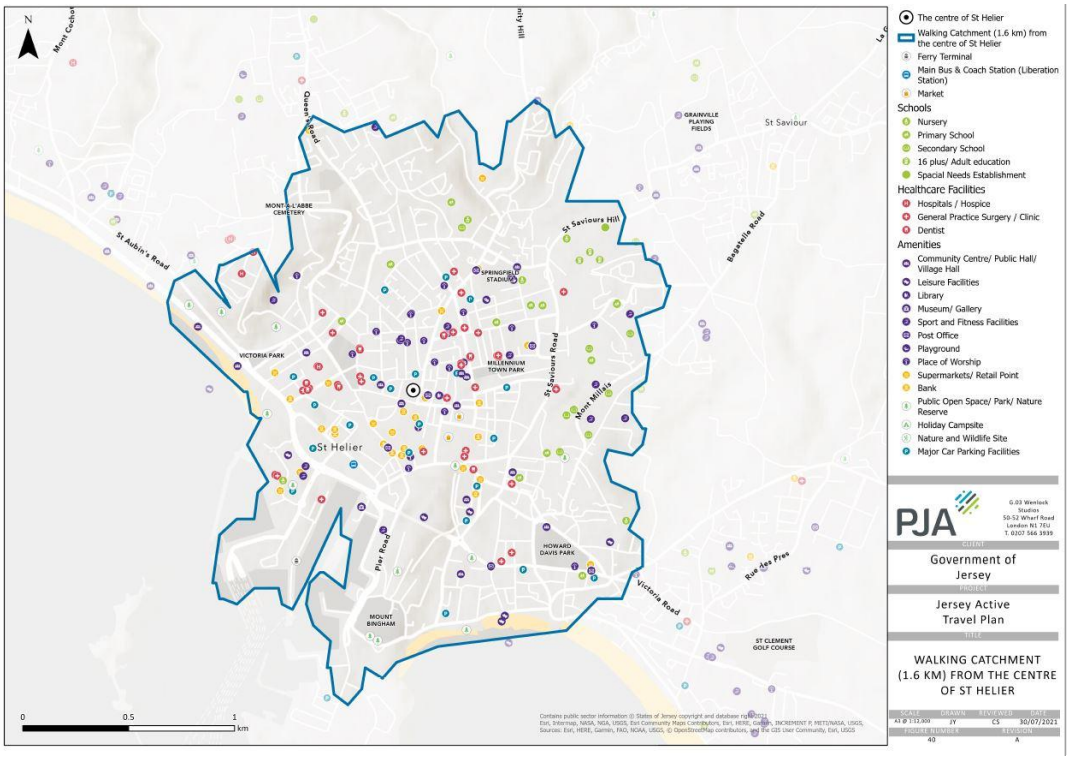


Figure 0-3: Key destinations within 1.6km of the centre of St Helier

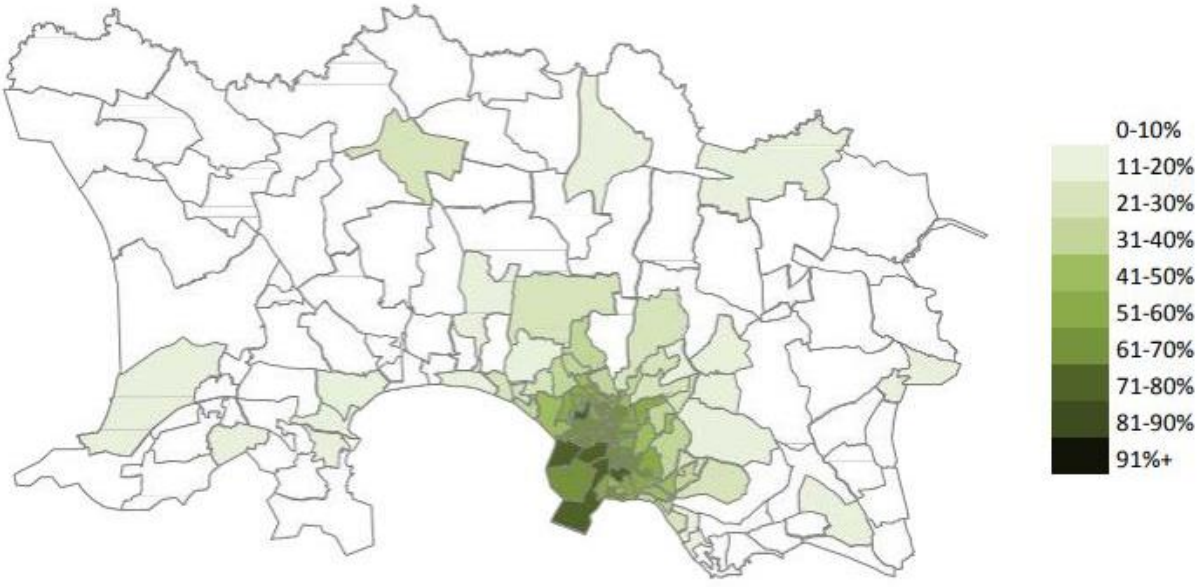


Figure 0-4: Proportion of workers who walk to work (2011 census)

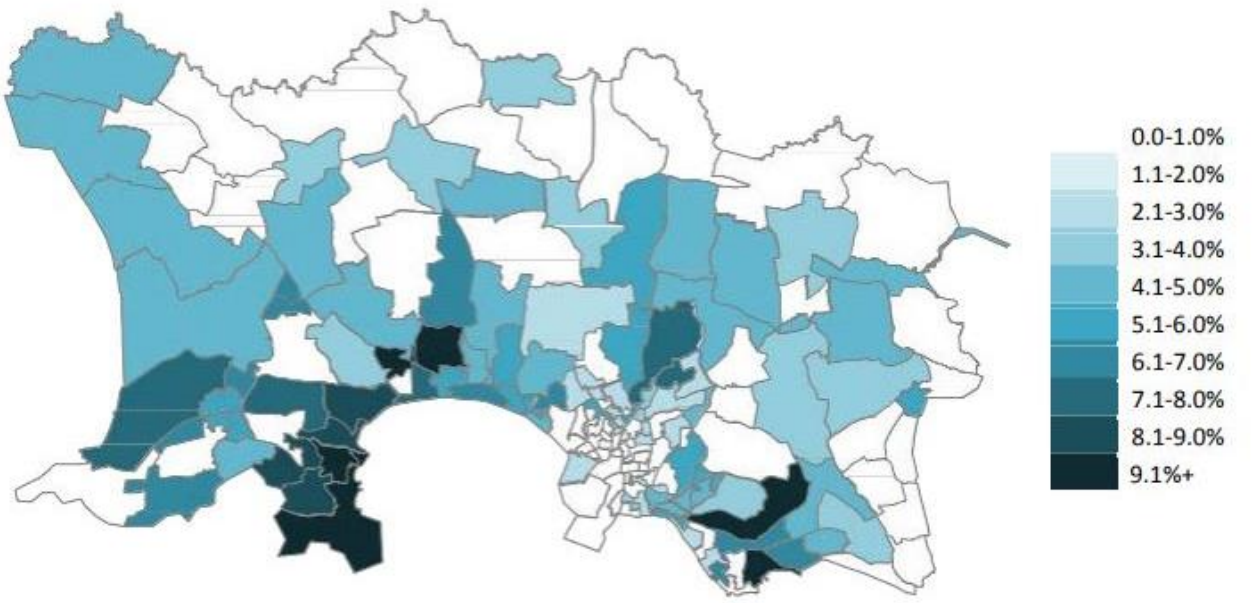


Figure 0-5: Proportion of workers who travel to work by bicycle (2011 census)

Walking and cycling catchments

The plans below show the walking and cycling catchments for St Helier based on the furthest distances people are generally willing to walk (1.6km) and cycle (5km) overlayed on the 2011 census data showing the number of workers who travel to St Helier to work. The walking catchment plan (Figure 4-6) demonstrates that there is a large number of workers who work in St Helier who live within walking distance of their job. While the proportion of people who walk to work is already high in St Helier, there is scope to increase walking levels if conditions for walking and cycling within the ring road can be improved and the severance created by the ring road addressed.

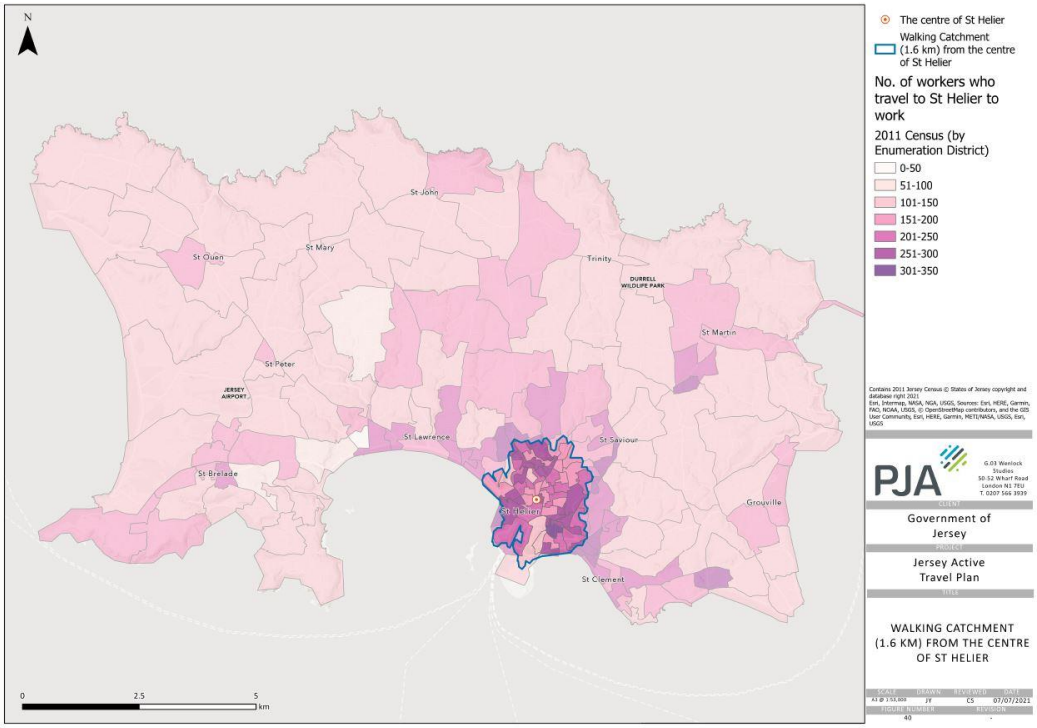


Figure 0-6: St Helier walking catchment

In cycle network planning, 5km is generally considered the furthest that most people will consider cycling. Although some people are willing to cycling significantly longer distances as shown in Figure 4-5, existing cycling patterns are not always an appropriate basis for planning networks to enable new people to take up cycling. The cycling catchment plan below (Figure 4-7) shows that this catchment covers a significant part of the Island including a large number of census enumeration districts with high numbers of people who travel to St Helier for work. Therefore, improving conditions for cycling within the ring road as well as on routes into St Helier would enable more people to cycle to work in St Helier.

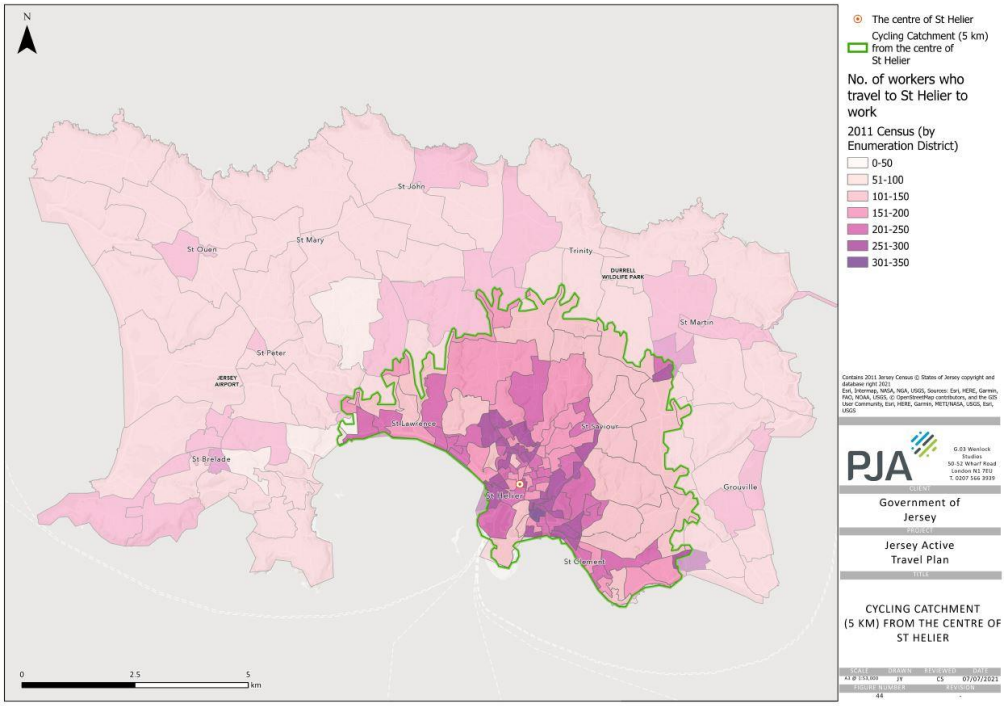


Figure 0-7: St Helier cycling catchment

Road safety data

Recorded pedestrian and cyclist casualties between 2015 and 2019 have been analysed to identify collision hotspots within St Helier. Figure 4-8 shows collisions where pedestrian casualties where pedestrians have been killed or seriously injured while 4-9 shows collisions where cyclists have been killed or seriously injured. Both plans show clusters of collisions on or close to the ring road as well as along some of the busier roads within the ring road, such as along Val Plaisant. There are few pedestrian collisions outside of the ring road which is likely to be a reflection of lower levels of walking outside the St Helier core walking zone. However, as noted in Chapter 3, there are clusters of cyclist collisions on main routes into St Helier such as along Victoria Avenue. This reflects the fact that most existing cyclists travel into St Helier from further afield and demonstrates the need to provide safe conditions for walking and cycling both within the ring road and on key routes into St Helier.

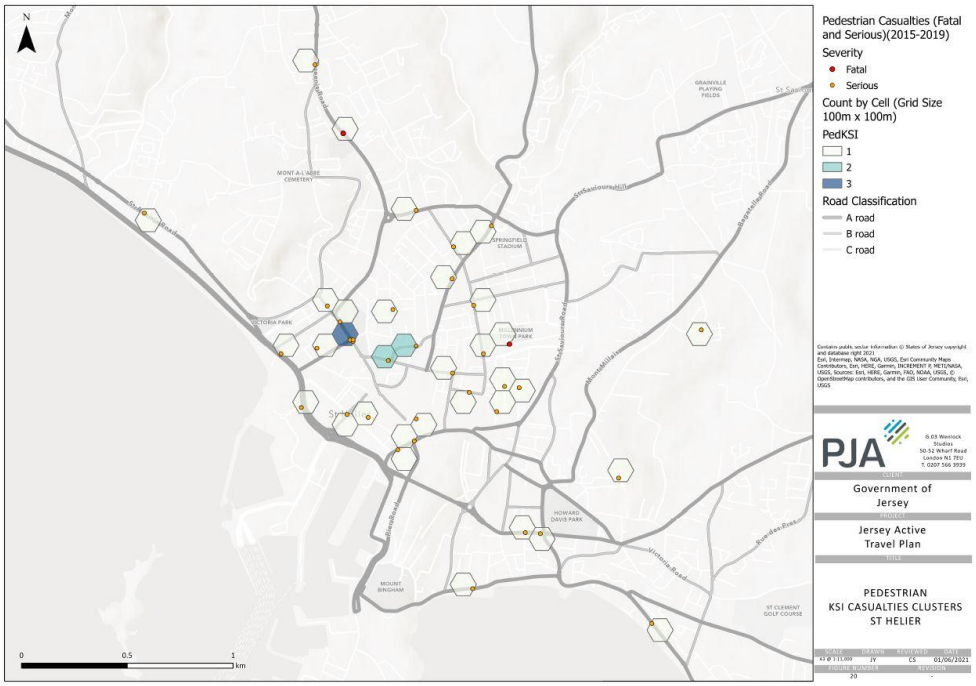


Figure 0-8: St Helier pedestrian casualties – KSIs (killed and seriously injured)

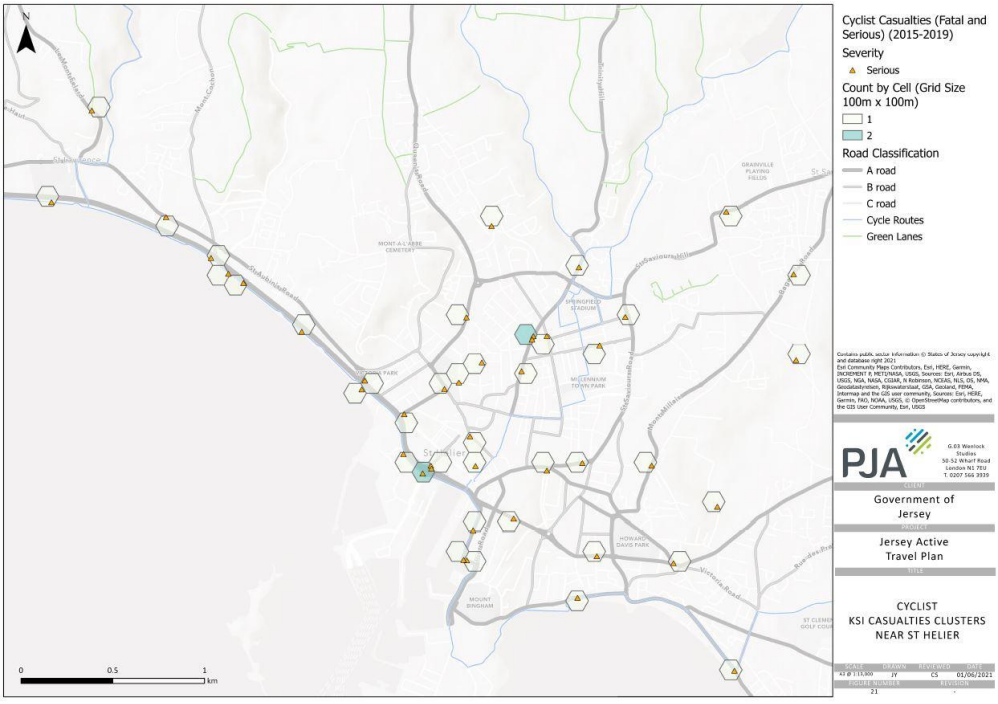


Figure 0-9: St Helier cyclist casualties – KSIs (killed and seriously injured)

Current traffic management

The plans below show that there is already significant traffic management in place in St Helier including:

- Extensive 20mph speed limits (see Figure 4-10);
- Extensive use of one-way streets;
- Pedestrianised streets with the town centre shopping core;
- Bus gates;
- Modal filters (to prevent through traffic while maintaining access for pedestrians and potentially cyclists); and
- Cycle contraflows to enable two-way cycling on one-way streets.

The existing traffic management aims to limit the permeability of the town centre to motor vehicles while retaining access to residential properties and businesses for deliveries with through traffic encouraged to use the ring road (see Figure 4-11 for examples and Figure 4-12 for a plan showing the current traffic management arrangement).

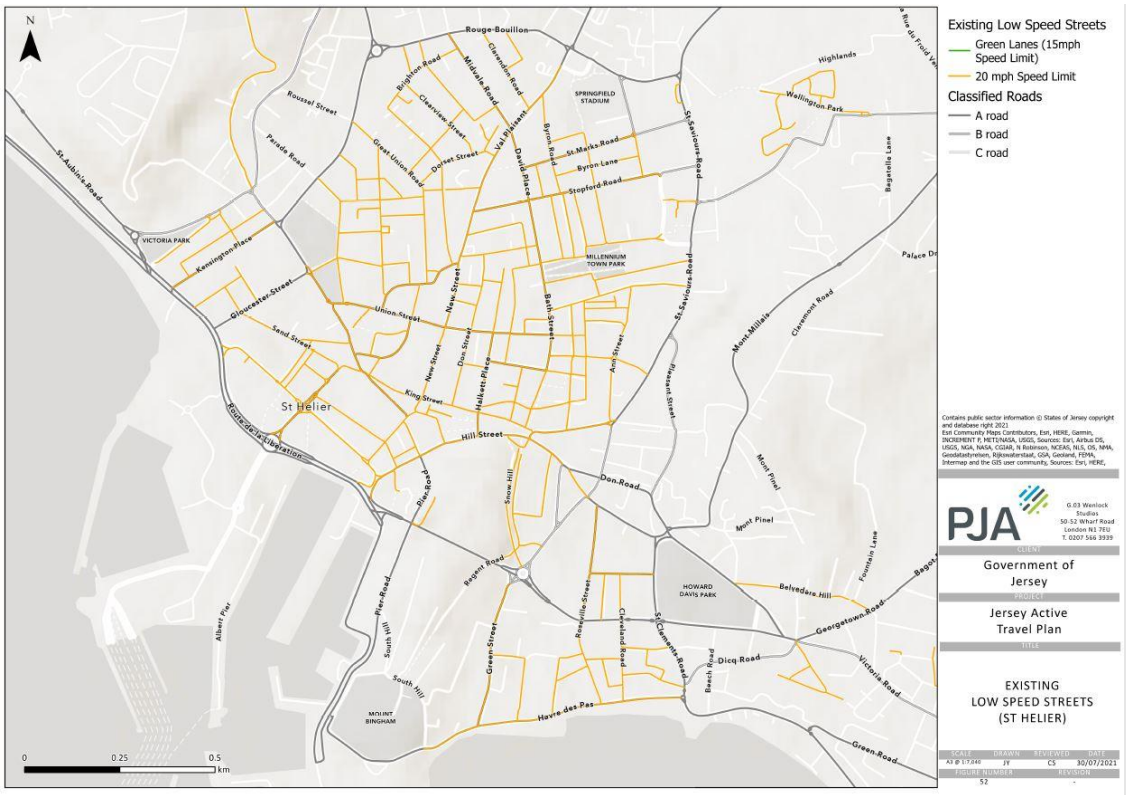


Figure 0-10: Existing 20mph streets in St Helier

Figure 0-11: Existing traffic management: pedestrianised street, one-way street with traffic calming, modal filter/point closure and cycle contraflow

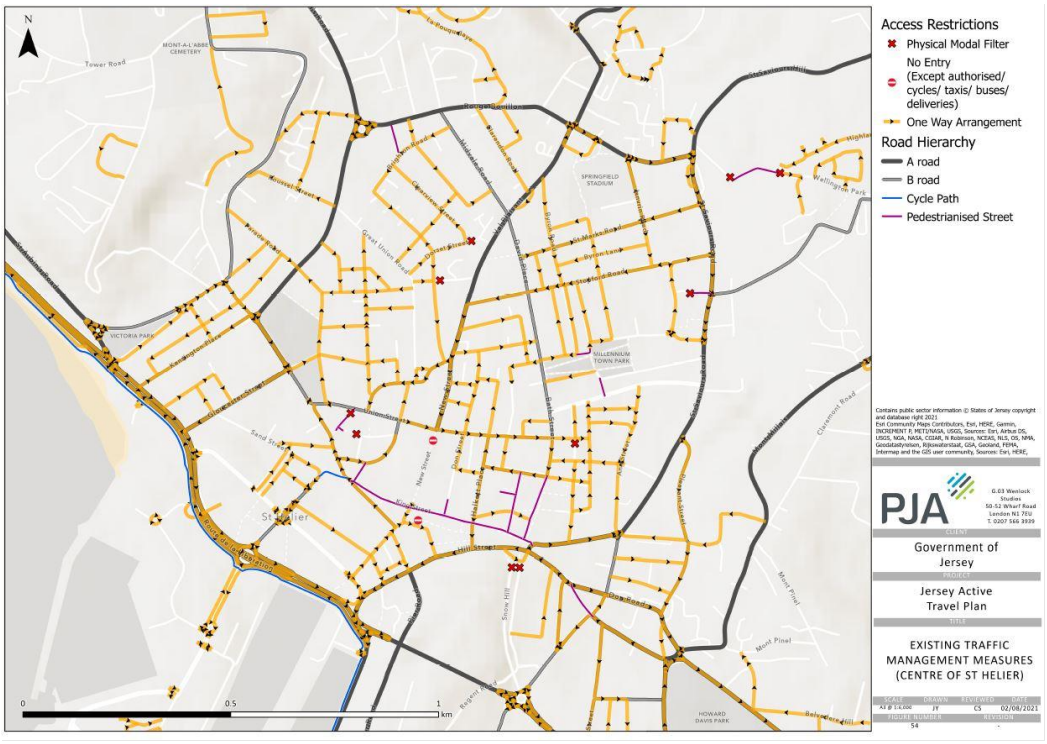


Figure 0-12: Existing traffic management in St Helier

However, as Figure 4-13 shows, there are still a significant number of routes open to motor vehicles meaning drivers can "rat run" on the narrow streets in St Helier rather than using the ring road. This means that roads within the ring road may be busier than they need to be. By introducing a town-centre wide Mobility Plan which removes through routes for motor vehicles, the roads within the ring road can be made safer and more attractive for walking and cycling as well as discouraging very short journeys by car (for example from one side of the town centre to the other).

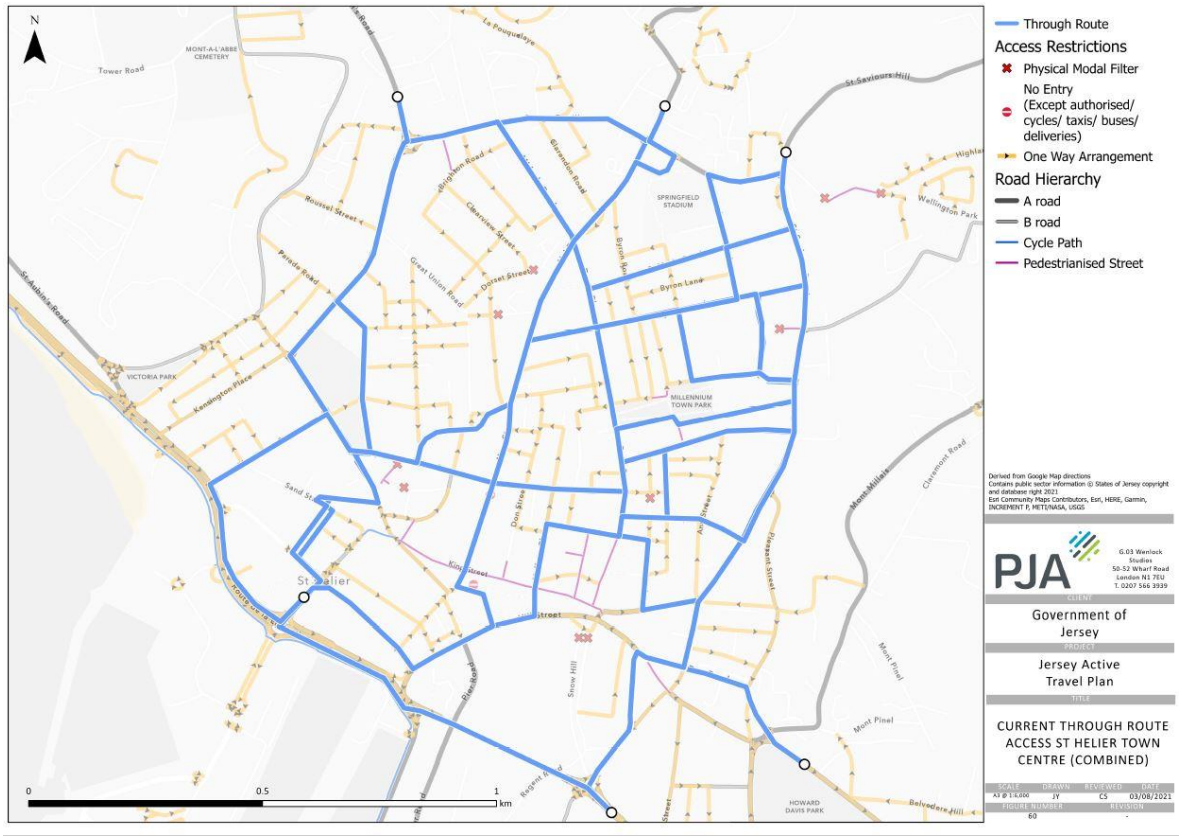


Figure 0-13: Routes open to through traffic within St Helier's ring road

Network Plans for Walking and Cycling

The following plans show the proposed cycle network, core walking zone and key walking routes for St Helier based on the analysis detailed in Chapter 3 (see Figures 4-14 and 4-15). The density of the proposed walking and cycling networks in St Helier is a reflection of the density of the population and of key destinations and trip attractors in the town relative to the rest of Jersey. There is considerable overlap between the routes within the ring road that are open to through traffic and the key walking and cycling routes within the ring road. Added to this, the narrow streets in St Helier mean widening footways or providing dedicated cycling infrastructure would impact on other modes including public transport and on-street parking for residents.

Instead, a town centre-wide approach to mobility and traffic circulation may be more suited to providing improved conditions for walking and cycling within the ring road while improving access for public transport and retaining access for deliveries and private cars, including residents.

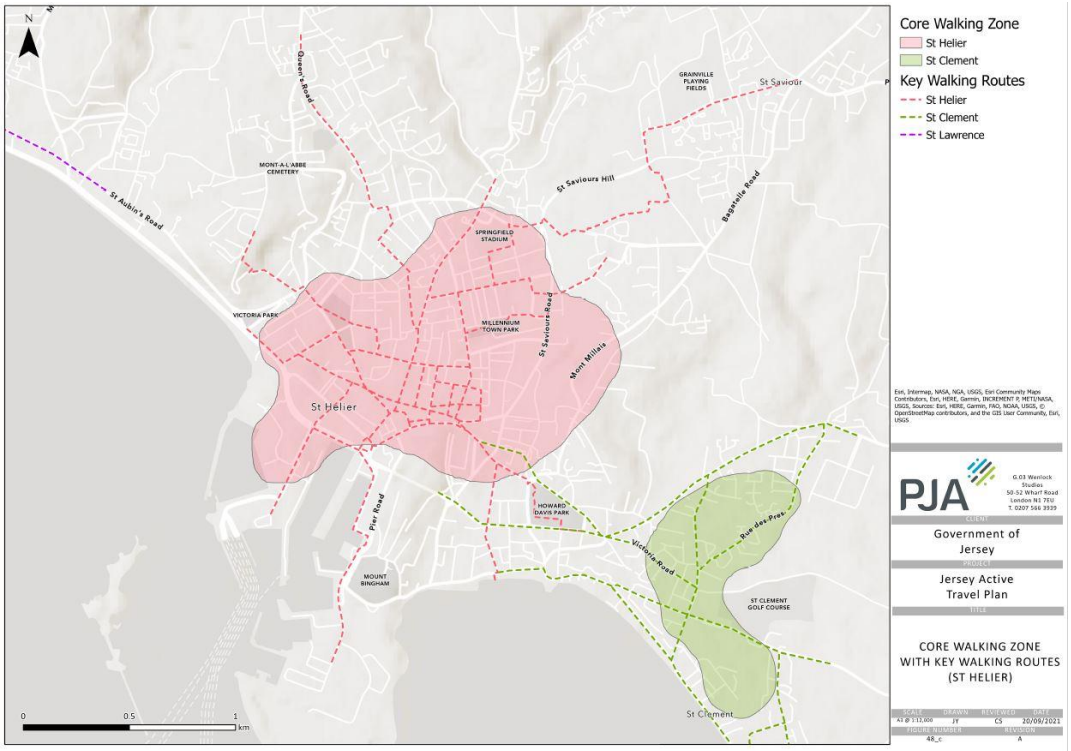


Figure 0-14: St Helier proposed core walking zone and key walking routes

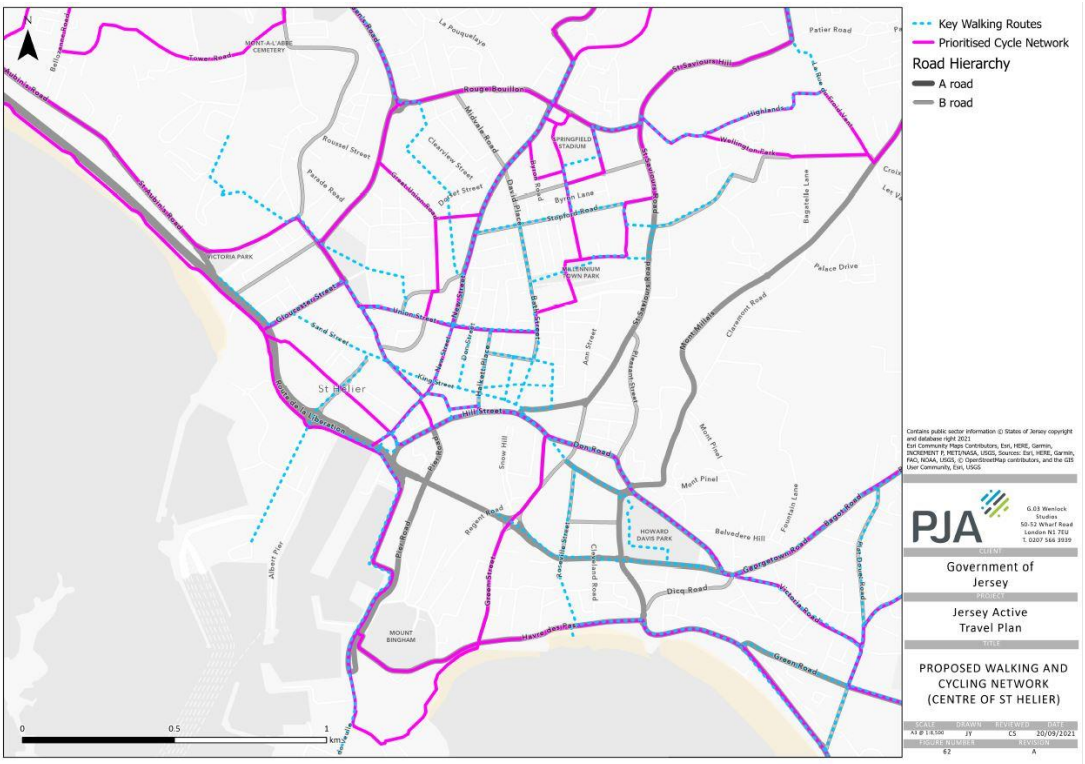


Figure 0-15: Proposed St Helier town centre cycling and walking network

Town Centre Mobility Plan Design Features and Objectives

A number of European towns and cities have implemented town centre mobility plans to reduce the volume of motor vehicles within their centres in order to support sustainable transport and create thriving, liveable town centres.

Groningen in The Netherlands was the first town to take radical action to reduce the number of cars in its city centre and create space for pedestrians and cyclists. The city introduced a traffic circulation plan that divided the city centre into four sections. For motorists, it became impossible to go from one section to the other and they instead had to use the ring road around the inner city (see Figure 4-16). In contrast, pedestrians and cyclists could move about the city centre freely. This simple measure meant that driving in the city centre became inconvenient while cycling became the quickest and simplest option. The plan was implemented over a single night in 1977 in the face of fierce opposition from businesses who feared bankruptcy if customers couldn't reach them by car. Groningen now has the cleanest air of all big Dutch cities and 61% of trips in the city are made by cycling. At around 1km, Groningen's city centre is a similar size to St Helier.

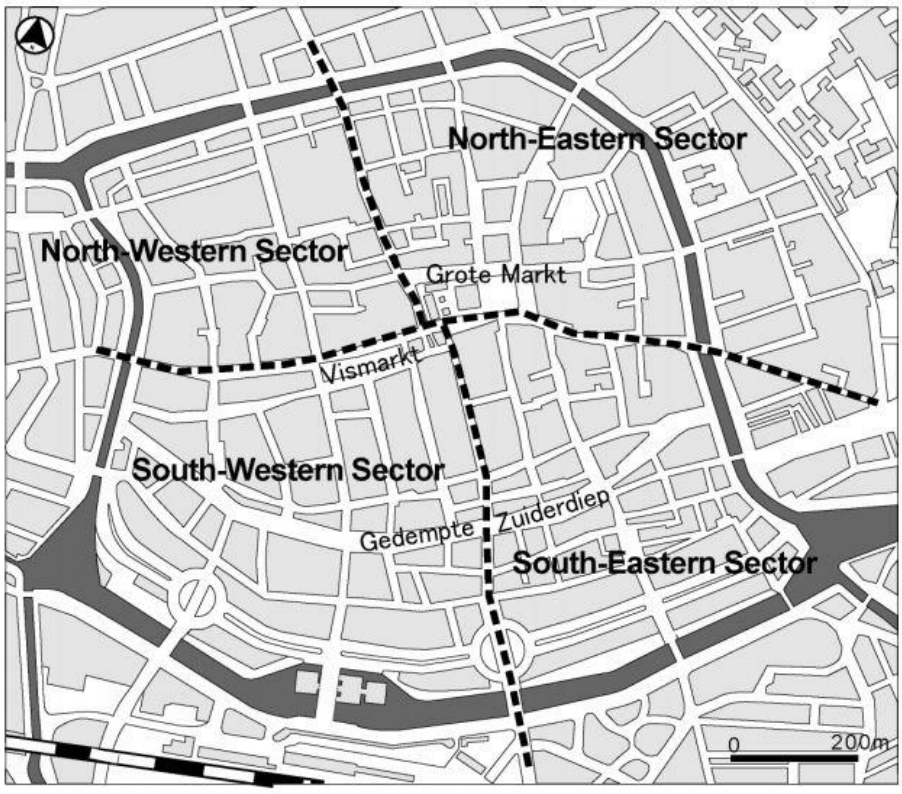


Figure 0-16: Groningen's city centre traffic circulation plan

In 2017, the medieval Belgian city of Ghent followed Groningen's lead and introduced a traffic circulation plan banning motorists from travelling between zones overnight (see Figure 4-17). As a result, the proportion of trips by motor vehicles has fallen from 55% to 27% while drivers have found that, while journeys are longer in distance, they take less time due to fewer vehicles on the road. Furthermore, there has been a 17% increase in restaurant and bar start-ups, and a reduction in vacant shops. The Ghent traffic circulation plan cost just €4m (£3.4m) to implement and led to a 60% increase in cycling, a 20% drop in nitrogen oxide levels and noticeable reductions in noise pollution.

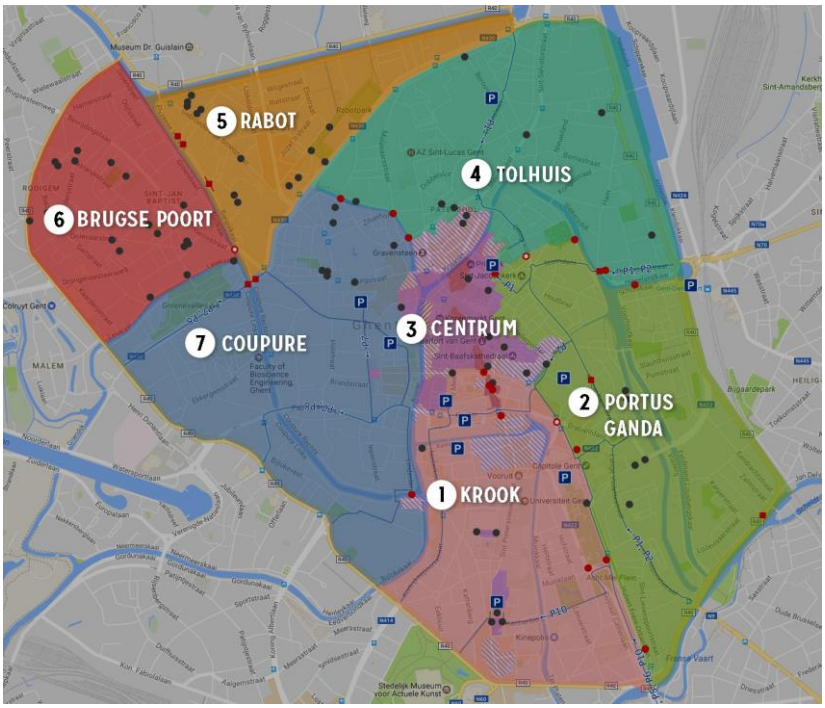


Figure 0-17: Ghent circulation plan

Both Groningen and Ghent demonstrate the importance planning for cars in city centres to enable more walking and cycling. They also demonstrate that far from worsening conditions for motorists, the approach reduces congestion and makes space for people who have no option but to use a car.

The phenomenon of disappearing or "evaporating" traffic has been studied extensively by Sally Cairns, Carmen Hass-Klau, and Phil Goodwin in 1998 and followed up in 2002[31]. Through the collection of 70 case studies of road space reallocation from general traffic across 11 countries. Their findings suggest that significant reductions in overall traffic levels can occur, with people

[31] https://nacto.org/wp-content/uploads/2015/04/disappearing_traffic_cairns.pdf

making a far wider range of behavioural responses than has traditionally been assumed. In addition, predictions of traffic problems are often unnecessarily alarmist, and that, given appropriate local circumstances.

For instance, the respondents in the study reported having changed their mode of travel, chose alternative destinations, or switched the frequency of their journey, consolidated trips, took up car sharing or didn't make the journey at all. In half of the case studies, there was also a 11% reduction in number of vehicles across the whole area where road space for traffic was reduced, including the main roads.

Birmingham is the first major city to follow this approach in the UK. Birmingham's draft Transport Plan published in January 2020 proposes that "access to the city centre for private cars will be limited with no through trips" (see Figure 4-18). The aim of the strategy is to make journeys by bus, cycle and on foot quicker, easier and safer and to provide a city centre environment that is more people-focused, providing safe space for people to meet and relax. Access will be maintained for logistics and service vehicles, but these will be concentrated in out-of-hours periods.

Following the successful approach taken in Groningen and Ghent, the city will be split into "segments" and, rather than driving direct, motorists will have to use a ring road for all segment-to-segment journeys. Public consultation on the details of the plan launched in July 2021. Birmingham City Council has already trialled some of the elements with temporary traffic changes in the Jewellery Quarter already in place and consultation underway to ask whether these changes should be made permanent.

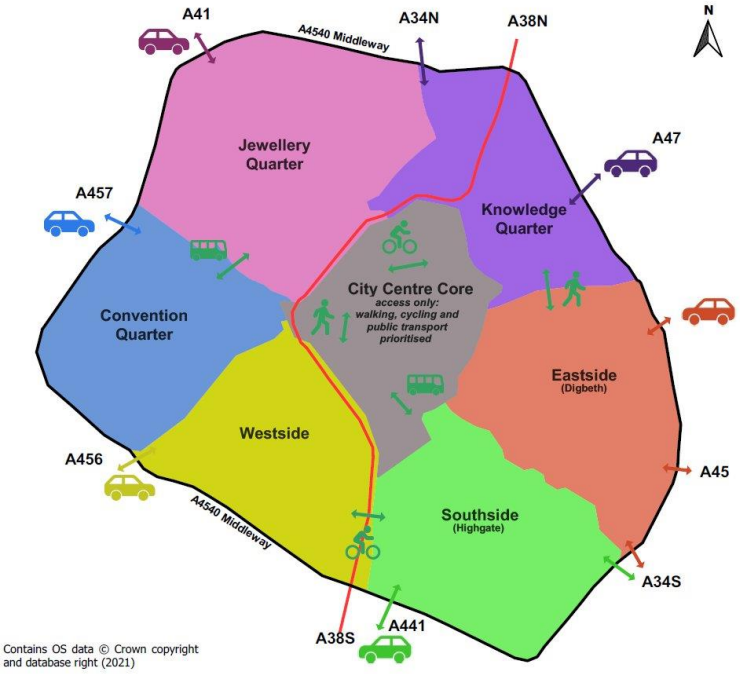


Figure 0-18: Birmingham's proposed city centre mobility plan

St Helier is well-suited to adopt this approach being of a similar size to Groningen and having a clearly defined ring road. Indeed through-traffic is already prevented in many parts of the town centre with existing one-way streets, bus gates and pedestrianised zones meaning the Mobility Plan would build on the existing approach. Recent schemes to prioritise sustainable modes on Broad Street and through the Esplanade Bus Gate Pilot Scheme demonstrate the political will in Jersey to prioritise sustainable modes and that a comprehensive plan for St Helier is now required.

St Helier Mobility Plan Development

In line with the successful experiences of Groningen and Ghent, it is recommended that a comprehensive mobility and traffic circulation plan is developed for St Helier to create a low traffic town centre that prioritises walking, cycling and public transport.

Indicative proposals

Key proposals and approaches for St Helier could include:

- Reviewing existing traffic management measures including one-way streets, modal filters (including bus gates and point closures) and pedestrianised streets in detail to understand what changes may be required to prevent through traffic within the ring road. This should include which measures are working well, which may need to be changed and where additional measures are required to prevent through traffic. The latter may require some existing elements of traffic management to be “unpicked”.
- Reviewing the current design and operation of the ring road to ensure drivers can follow it and are able to access St Helier for deliveries and to park when necessary. This could include:
  - (i) Signage and wayfinding to destinations within and beyond St Helier.
  - (ii) Simplifying the road network so the ring road operates two-way throughout, e.g., reverting the section of the A7 near Wellington Road to two way.
- Reducing severance across the ring road for walking and cycling by installing new or improved crossing points at key locations aligned with the proposed walking and cycling network.
- Reviewing the operation of pedestrianised street and zones in light of the proposed cycling network to enable access for cyclists across St Helier and to key destinations within St Helier town centre. This could include allowing considerate cycling at all times, recognising that disabled people often use cycles as mobility aids. Research into the level of conflict between cyclists and pedestrians was carried out by TRL in the study ‘Cycling in Vehicle Restricted Areas’ (2003). This study found that cyclists alter their behaviour according to the density of pedestrian traffic – as pedestrian flows rise, the incidence of cyclists choosing to dismount also rises and those cyclists who continue to ride do so at a lower speed.

Identifying one-way streets where contraflow cycling may be appropriate. Contraflow cycling on one-way streets helps create a dense network by ensuring as many streets are usable for two-way cycling as possible. Taking a comprehensive approach to traffic circulation in St Helier should mean that most one-way streets within the ring road will have traffic volumes and speeds that are low enough to enable safe contraflow cycling, even if contraflow cycling is provided through signage alone.

These indicative proposals are summarised on the plan below (see Figure 4-19). The prioritised cycle network is based on the Jersey-wide Active Travel Plan and would be subject to a detailed review as part of progressing the St Helier Mobility Plan, particularly where there are potential conflicts such as sections of the Ring Road identified as being part of the prioritised cycle network. Some precedent images from Ghent are also provided below (see Figure 4-20).

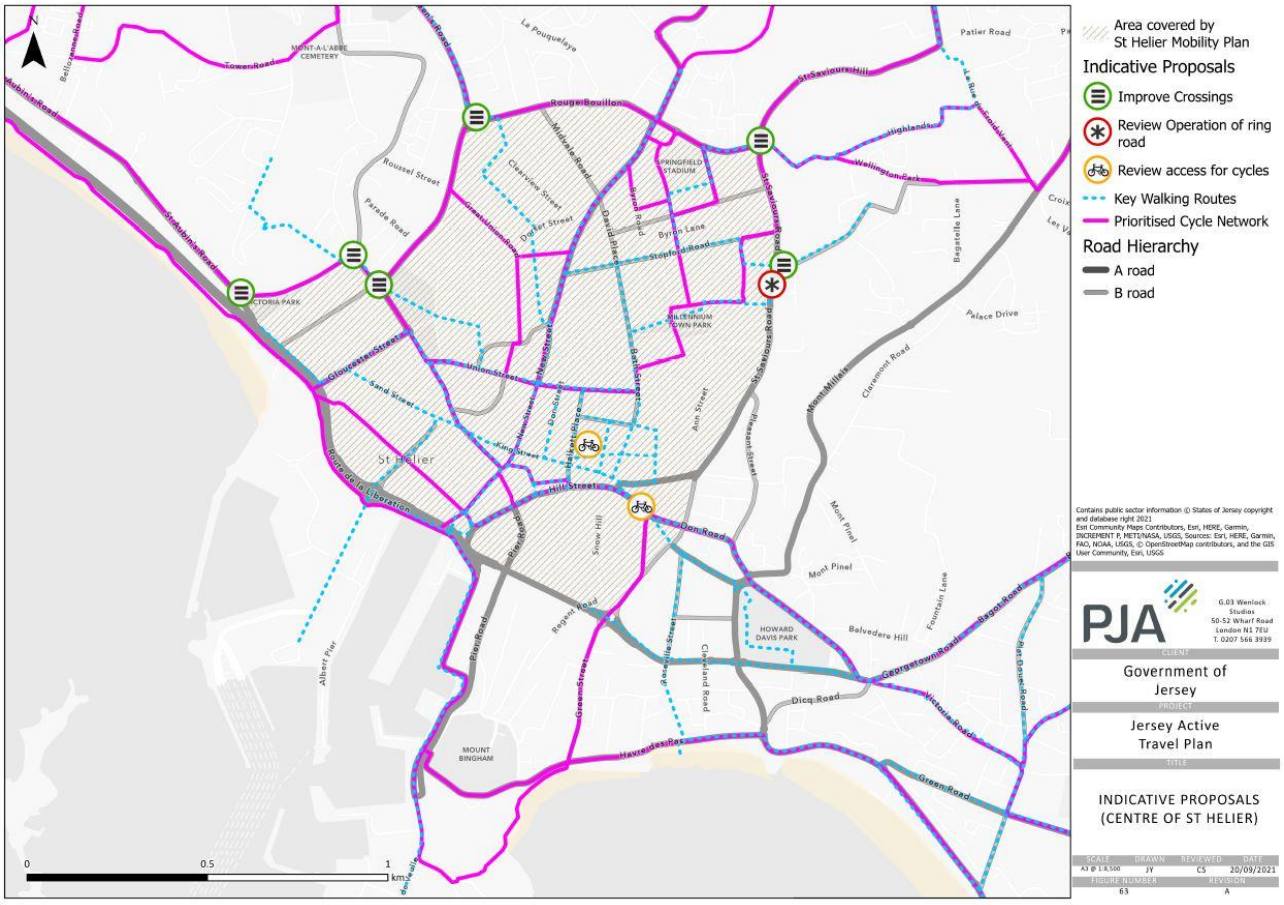


Figure 0-19: St Helier Mobility Plan indicative proposals

Figure 0-20: A modal filter and fietstraat (cycle street) in Ghent

Phasing

Whilst the Groningen and Ghent examples show the importance of delivering measures to prevent through traffic all at once, it is possible to phase the delivery of the overall scheme to ensure it is quick and cost efficient to deliver the initial plan. However, good community and stakeholder engagement is essential.

In line with the approach taken in Ghent as well as recently trials in Jersey, the initial traffic measures can be temporary using planters or removable bollards. This allows the proposals to be trialled and tweaked if necessary and can help residents and other stakeholders “try before they buy”. This helps to address inevitable short-term perceptions of inconvenience and associated controversy and misinformation in the early weeks of schemes, giving people time to get used to the new arrangements.

Once the measures have been successfully trialled, they can be made permanent using high quality materials. In addition, opportunities to design better streets with placemaking design principles can be unlocked. Placemaking features can turn a street from merely a space for movement, to a place that attracts people to spend time and foster community cohesion. Linking features such as parklets, squares and greenery throughout the town centre can provide a network of routes to encourage more cycling and walking (See Figure 4-21 for illustrative examples of a phased approach). It is recommended that a three-stage approach is taken:

- **Stage 1:** Measures respond to immediate issues such as through-traffic to enable walking and cycling for more short journeys within the area.
- **Stage 2:** Amendments and improvements to the design in response to community feedback such as adjusting modal filter locations, providing more seating, greening, cycle parking etc.
- **Stage 3:** Trial measures are incorporated into permanent public realm schemes and wider measures such as crossings on the ring road are delivered to link the town centre to surrounding neighbourhoods.

Figure 0-21: Phased approach: community co-design, trial measures, amendments and improvements, permanent public realm schemes

Stakeholder engagement and community co-design

It is recommended that Jersey builds on the Carbon Neutral Strategy[32] and the people powered approach taken to develop the Carbon Neutral Roadmap[33]. It is recommended that a comprehensive consultation and engagement strategy is developed to enable participation by all

[32] Carbon Neutral Strategy (gov.je)
[33] Draft Carbon Neutral Roadmap (gov.je)

Islanders. This would involve include identifying a group of stakeholders utilising the parish system and including residents, traders, bus operators etc.

Rather than developing detailed plans for consultation, it is recommended that the group would learn about planning and designing for active travel including the proposed Mobility Plan approach and how it has been successfully applied in other towns and cities.

Experts including transport planners, academics and even politicians and officers from towns and cities such as Ghent could present to the group to help inform them about the relevant concepts such as traffic management, active travel and traffic evaporation.

This group could then be involved in identifying key issues and priorities to address through the Mobility Plan and be involved in co-designing the scheme following the stages described above.

Potential mode shift

In order to understand the benefits of investing in walking and cycling infrastructure in St Helier, the potential number of daily trips that could be walked and cycled have been calculated.

Based on the 2011 Census[34], there are 20,099 people living within cycling distance (5km) of St Helier who work in St Helier, 11,075 of which live within walking distance (1.6km). Mode share varies across St Helier with 61% of people who live within 1.6km of St Helier and work in St Helier walking to work while only 21% between 1.6km and 5km from St Helier walk. Meanwhile, cycling rates increase from 1.9% within 1.6km of St Helier to 4% between 1.6km and 5km of St Helier.

Based on the 2011 Census, 6,755 of workers who live within walking distance (1.6km) currently walk to work while 366 who live within cycling distance (between 1.6km and 5km) currently cycle to work. In addition, 206 workers who live within walking distance currently cycle to work.

As noted in Chapter 3, Jersey is not included in the Propensity to Cycle Tool (PCT). However, the PCT does include the Isle of Wight which, while larger than Jersey, shares many characteristics including a similar population size and an economy based on tourism and agriculture. The Isle of Wight's main towns, Ryde (32,072) and Newport (25,496), have similar population sizes to St Helier (37,540). Therefore, for this exercise we have used the assumptions built into the PCT for the Isle of Wight.

The PCT provides seven scenarios for forecasting future levels of cycling which range in ambition from the 'Government Target' (assumes 6% of commuting trips by bicycle) up to the 'E-Bike' scenario (assumes 23% of commuting trips by bicycle and improved access to e-bikes). For the purposes of this exercise, we have selected to use the E-Bike scenario as it provides the most

[34] 2011 census results

ambitious scenario for future cycle flows and also incorporates increased e-bike access which will improve wider access to the rest of Jersey in the future for cycling.

As noted in Section 4.2, people living within walking distance are less likely to cycle to work meaning, assuming everyone within walking distance of St Helier walks rather than cycles, there are approximately 9,024 workers in St Helier who could cycle to work (live within 5km but further than 1.6km from St Helier) if safe routes were provided.

Based on this assumption, applying the E-Bike scenario demonstrates that up to 2,075 workers per day could cycle to work in St Helier (4151 round cycle trips) if cycling conditions were improved, an increase of 467%. This figure doesn't account for other trips such as to school, shops or leisure trips.

There is no equivalent tool for forecasting walking. However, based on the number of workers who live within walking distance of St Helier who do not currently walk or cycle to work, an additional 4,114 people could walk to work per day if all those who currently take the bus or drive switched to walking. This would result in a total of 10,869 people walking to work in St Helier per day (21,738 round walking trips), an increase of 61%. Again, this figure only accounts for trips to work and will be far higher once other trip types are accounted for.

While an ambitious mode share has been assumed for cycling, the assumptions above are still fairly conservative in that they do not allow for any increase in walking and cycling beyond 1.6km and 5km respectively.

If this level of mode shift was achieved, it would bring about significant benefits for St Helier including reduced congestion, improved air quality, improve road safety and health benefits from increased activity. It would also reduce the need for car parking, freeing up space for new development and improved public realm.

Conclusions and Recommendations

This chapter briefly summarises the key recommendations for each of the two strands contained within the report: the Island Cycling and Walking Infrastructure Plan and the St Helier Mobility Plan.

Jersey Active Travel Plan

The cycle network planning identified a prioritised network of cycle routes radiating out of St Helier and leisure cycle routes around the coast. The walking network planning identified five core walking zones and key walking routes across Jersey's larger towns as well as a larger network within St Helier. There is significant overall between the prioritised cycling network and the walking network meaning it will be important to ensure proposals benefit both modes.

A desktop review of the routes was then undertaken to identify high level potential interventions to be considered for route audit and design solutions within Stage 2. The analysis identified three main typologies:

- Routes on rural roads
- Routes within villages
- Key routes to St Helier

The desktop analysis identified that on the majority of routes there is insufficient space for protected cycling infrastructure so proposals to improve cycling conditions are likely to build on existing measures on main rural lanes in Jersey including additional Green Lane designations where appropriate, traffic calming and, in a small number of cases, modal filters.

On key routes such as Victoria Avenue which already has cycling infrastructure and is a well-established cycle route for commuters, there is space for dedicated cycling infrastructure, building on existing proposals to improve the eastern end of the route.

St Helier Mobility Plan

The Active Travel Plan analysis highlights that St Helier is the focus of the majority of 'everyday' walking and cycling in Jersey due to the population density and trip attractors in St Helier. This is reflected in the proposed cycle network, St Helier core walking zone and key walking routes. St Helier also currently has the highest levels of walking and is the focus of current cycling in Jersey while car ownership levels in St Helier are the lowest in the Island.

A desktop review of the existing street layout and traffic management in St Helier highlighted the limited scope for footway widening or protected cycling infrastructure within the town centre due to the constrained nature of the streets. It also noted the potential for the ring road to remove unnecessary motor traffic from the centre of St Helier through building on existing traffic

management measures such as 20mph speed limits, one-way streets and pedestrianised areas and the current trials on Broad Street and the Esplanade bus gate pilot.

Investing in providing high quality conditions for walking and cycling in St Helier could result in a 61% increase in walking and a 467% increase in cycling, providing huge benefits for St Helier in the form of reduced congestion, improved air quality, improve road safety and health benefits from increased activity. It would also reduce the need for car parking, freeing up space for new development and improved public realm and improve access for disabled people.

In line with the successful approach taken in Ghent, it is recommended that a comprehensive traffic management plan for the area within the ring road is delivered in one go as a trial using temporary measures that can be quickly and easily tweaked if needed.

This approach aligns and builds on the St Helier Public Realm and Movement Strategy[35] and will support the delivery of the Active Travel Plan.

Recommendations and Next Steps

Active Travel Plan recommendations

It is recommended that the prioritised cycle network, core walking zones and key walking routes which form the Active Travel Plan are developed further as part of the Stage 2 study. This will include route audits, indicative design options and costings as well as stakeholder engagement including with the parishes.

As part of the route audits, existing cycling infrastructure and routes should be considered alongside the new and alternative routes identified in this report, particularly for the leisure routes where, in several cases the Strava Metro data indicated that cyclists are using different routes to those currently signed. The audits will help to understand why this might be the case and identify the best routes considering gradient and the five core design principles: safety, attractiveness, comfort, cohesion and directness.

The route audits should be carried out using the Route Selection Tool included in England's Local Cycling and Walking Infrastructure Plans[36], guidance which will provide an objective assessment of current conditions and identify improvements. The proposed schemes should be developed as closely in line with LTN 1/20 as possible to ensure sufficient quality.

[35] Public Realm and Movement Strategy (gov.je)
[36] Local Cycling and Walking Infrastructure Plans (gov.je)

It is recommended that, in some locations, additional data collection such as traffic counts, speed data and, potentially air quality monitoring, is commissioned to help inform route selection and the design process as well as to help build the case for investing in active travel infrastructure.

St Helier Mobility Plan recommendations

Building on the St Helier Public Realm and Movement Strategy[37] and the analysis in this report, more detailed analysis of current conditions and traffic management within St Helier, including current trials on Broad Street and Esplanade should be undertaken. This should include data collection and site audits to identify and understand key pinch points, road safety issues, air quality etc.

It is recommended also a stakeholder group/ board is formed to consider developing a comprehensive Mobility Plan for St Helier following the successful approach applied in Groningen in the Netherlands and Ghent in Belgium to remove through traffic from within the ring road to create a low traffic environment that prioritises walking, cycling and public transport. It is proposed this stakeholder group is established so that they can learn about the issues and help to co-design the St Helier Mobility Plan.

[37] Public Realm and Movement Strategy (gov.je)

Appendix A

Plans: Active Travel Plan

Appendix B

Plans: Core walking zones and key walking routes

Appendix C

Plans: St Helier Mobility Plan