

8 Travel and Transport

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TT: Introduction

8.1 The States [Strategic Plan 2009-2014](#) sets out a vision for a thriving Island community that is underpinned by sustainable economic growth. The ability to travel to, from and around Jersey, and the availability of efficient transport is critical to the economic success of the Island. But the way that people travel has an effect on the environment, people's health and the overall quality of life.

8.2 The [Strategic Plan 2009-2014](#) recognises that, if the economy is to be maintained and grown, without adversely affecting the quality of life, there is a need to adopt more sustainable ways of travelling. Specifically, the [Strategic Plan 2009-2014](#)⁽¹⁾ seeks to shift attitudes towards the ownership and use of the private car. The Island Plan can assist with this, as evidenced by Policy SP 1 'Spatial strategy' and Policy SP 6 'Reducing dependence on the car', in accord with the principles of 'Reduce, manage, invest'. In this respect, it can seek to promote and apply policies which have a direct impact on reducing travel demand, enabling and encouraging travel by more sustainable modes and assisting the objectives of traffic management by influencing matters such as levels of car parking availability and infrastructure to support other travel modes and fuels (e.g. the provision of cycle paths, cycle parking and electric charging facilities).

8.3 It is, however, important to recognise that the Island Plan is but one part of a comprehensive policy regime affecting travel and transport to, from and around Jersey: air and sea transport policies, developed by the Economic Development Department, and travel and transport policy, developed by the Transport and Technical Services Department, will provide much of the strategic and operational policy framework for this sphere of activity. The Island Plan needs to respond to travel and transport objectives and proposals, established in other policy regimes, where they relate to the use of land and buildings, to ensure that it can contribute towards the attainment of shared objectives.

8.4 Major issues related to the operational and non-operational use of land at the Island's principal ports, St Helier Harbour and Jersey Airport, will arise during the Plan period and will require more detailed consideration. The Minister for Transport and Technical Services has published Jersey's Sustainable Transport Policy⁽²⁾ which has been adopted by the States and which contains important principles for the development of a new planning framework for travel and transport in Jersey.

1 see priority 13 [Strategic Plan 2009-2014](#)

2 P.104/2010 Jersey's Sustainable Transport Policy (July 2010) as amended during debate and adoption on 01 December 2010

TT: Objectives and Indicators

Objective TT 1

Travel and transport objectives

1. To reduce the need to travel through the integration of planning and travel and transport strategies which serve to minimise travel and traffic generation;
2. To influence travel demand and choices of travel mode by achieving development forms and patterns which enable and encourage a range of alternatives and which positively enable and promote walking, cycling and public transport as a more sustainable mode of travel than the private car;
3. To make efficient use of existing transport infrastructure and minimise new road construction;
4. To reduce pollution, noise and the physical impact and risk to health posed by traffic and transport

Indicators TT 1

Travel and transport indicators

1. Level of peak hour traffic flow by mode
2. Level of road injuries
3. Level of road transport pollution

TT: Policies and proposals

Planning more to travel less

8.5 Car ownership in Jersey is high and continues to increase: the 2001 Census revealed that for every 1,000 people in the Island, there are 620 cars, which is 35% more than the UK and 7% more than Guernsey and the Isle of Man. The number of cars per household stood at 1.48 in 2001 but this would appear to have increased in 2005 to 1.54⁽³⁾ and in 2008 to 1.57⁽⁴⁾. Over 50% of all private households have two or more cars and half of households (49%) have the same number of cars as adults.

3 Jersey Annual Social Survey 2005

4 Jersey Annual Social Survey 2008

8.6 Associated with this, the number of households without access to a private vehicle for domestic use is decreasing, from 16% of the Island's resident population in 2001 to 11% in 2008. Those without access to private transport are predominantly in St Helier (@ 24%) and in the other urban parish of St Saviour and, surprisingly, Grouville (@11%).

8.7 The situation with regards to vehicle use is less clear: traffic flows in the Island appear to have decreased from the late 1990s to 2003/2004. Since then, traffic levels would appear to have stabilised and, following the introduction of a more comprehensive network of monitoring sites of traffic flow into St Helier from 2007, may now be revealed to be increasing. Local congestion still occurs during peak hour flows on the Ring Road and on principal routes into St Helier, with specific congestion hot spots at locations such as Beaumont/La Route de la Haule.

8.8 Set against the States [Strategic Plan 2009-2014](#) objectives of continuing to support the growth of the economy, an expansion of the working population and the natural increase of the local population, it is anticipated that the demand for travel will increase during the Plan period.

8.9 The Spatial Strategy adopted in the Island Plan, and the location of new development for homes and jobs, will influence the extent and mode by which people will need to travel, particularly for journeys to work and school. Whilst St Helier will undoubtedly continue to provide for a significant number of new homes throughout the existing urban area and within anticipated new development on the Waterfront, some homes will continue to be provided outwith the Town: this will increase the likely need for people to travel and will inevitably contribute towards more peak hour travel activity.

8.10 If no action is taken to reduce growth in traffic levels and particularly private car use, peak hour local traffic is predicted to increase by 5-10% over the Plan period⁽⁵⁾. The result of this would be increased congestion, leading to a drop in peak hour vehicle speeds, and an increase in journey times.

8.11 Approximately one third of greenhouse gas emissions in Jersey come from motorised vehicles. Air quality, measured at specific kerbside sites, is generally within recommended guidelines but remains steady rather than improving. There are instances where the levels of certain air pollutants exceed limits but only longer-term monitoring can determine the actual situation. Legislation on the emission standards of new vehicles should reduce pollution from this source over the next few years, but greenhouse gas emissions will continue to rise and congestion levels will have an affect. An air quality strategy for Jersey remains to be adopted.

5 *Draft Integrated Travel and Transport Plan: action plan 2007-2011 (2008)*

8.12 Many Islanders are concerned about the present levels of traffic and the associated congestion, particularly at certain hot spots during peak hour travel, such as Beaumont/La Route de la Haule, and some of the other areas of local congestion on routes in to St Helier. There is also concern about associated pollution and the environmental impact of increased car use.

8.13 Set against this, there is very little support for new road building in an attempt to ease the situation, unless it is designed to alleviate specific difficulties, such as the Beaumont junction.

8.14 There are mixed views about the issue of parking and the level of provision. There is neither strong support for or against controlling the provision of parking supply associated with new development or private car parks, and only limited support to reduce the amount of car parking associated with new residential development. This perhaps demonstrates that whilst people are generally supportive of reducing the adverse impact of traffic, and particularly private car use, they are less likely to support any measures which serve to constrain their own ownership, use and convenience that private car use can offer.

Targets

8.15 The Island Plan has to respond and seek to support the transport objectives set out by the Island's strategic highway authority: the Transport and Technical Services Department has set out general principles, objectives and proposals in the Sustainable Transport Policy (2010). The general thrust of this document is to seek to secure a reduction in congestion, and the associated implications of this, by seeking to reduce the need to travel and by encouraging people to use other forms of transport, other than the private car, for some of the journeys that they make. Specifically the Plan sets out a range of targets which it seeks to achieve by 2015, including;

- Reduce peak hour traffic flows by 15% to be achieved by;
 - 100% increase in bus use;
 - 20% in school bus use;
 - 100% increase in cycling;
 - 100% increase in cycling to school;
 - 20% increase in walking (from outside the Ring Road);
 - increase in car occupancy rates;
 - increase in use of motorcycles;
- Re-establish a reducing trend in road injury rates.

8.16 For Jersey the preferred approach of the Island's transport strategy, as set out above, is to reduce the number of private cars coming into St Helier during the peak periods (the busiest times of the day) to 15% less than 2010 levels. Typically, 12,000 people travel into St Helier each morning during rush hour in

8,800 cars or vans: a 15% reduction amounts to 1,800 people opting for one of the alternatives. The congestion target is based on seeking to secure a reduction in congestion levels to that experienced during peak hour traffic flows during schools holidays, which is regarded as being an 'acceptable' level for the Island.

8.17 As stated above, whilst general traffic levels may be beginning to increase, this needs to be set against increasing bus patronage - up 4% in 2005; 5% in 2006 and a further 11% in 2007⁽⁶⁾, with a 6% increase in the first quarter of 2008; and increasing levels of cycling to work - from 3% in 2001 to 5% in 2008 (or 8% of those who need to travel to work).

8.18 The predominance of single occupancy car use for the journey to work means that the impact of seemingly large and ambitious targets for modal switch produces a relatively limited reduction in car use. It is also relevant to note that journey to work by foot in Jersey is already relatively high (for Guernsey, for example, the comparable 2001 figure was 12%).

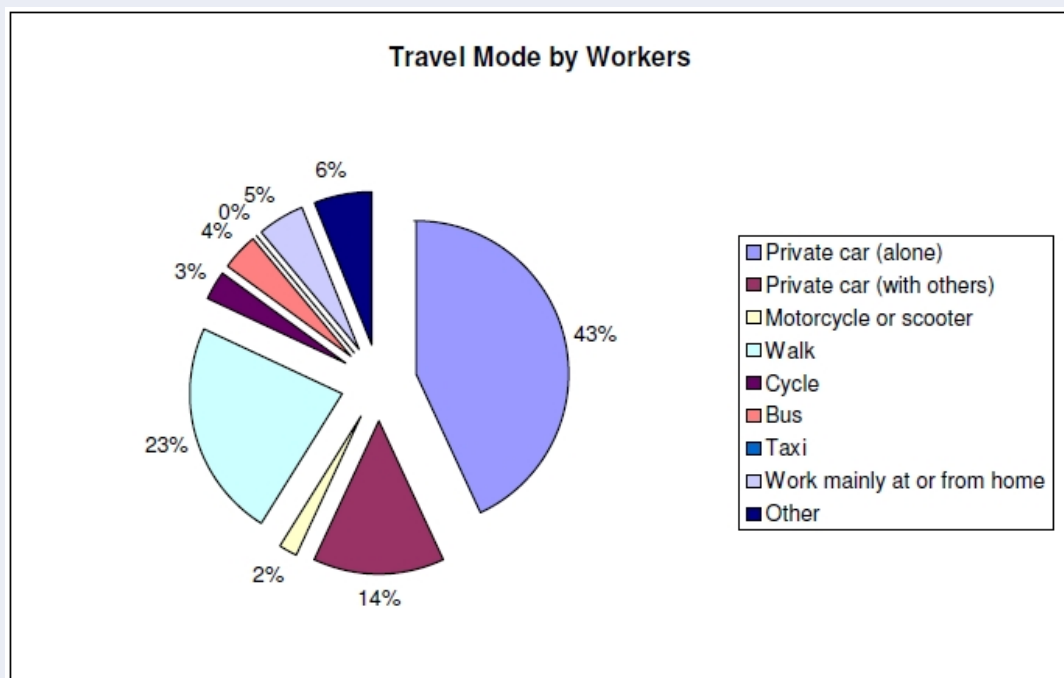


Figure 8.1 Travel Modes of Workers (JASS, 2008)

8.19 If the objectives of the Sustainable Transport Policy are to be achieved and congestion is to be reduced, this will require even greater success in increasing bus patronage and cycle use, together with increased levels of walking and car sharing, which must be manifest as a reduction in the number of people driving to work.

6 11% in bus use in 2007 partly due to Connex taking over the summer service

8.20 There is also a serious need to reduce the need to travel. The planning system can help to do this through the following measures:

- residential development near to local centres;
- residential development at higher densities and predominantly located in town rather than in other parts of the Island;
- encourage mixed development of residential / employment uses;
- only bulk shopping to be in out-of-centre locations;
- development to be located in areas served by public transport;
- resist development of sites with inadequate public transport;
- tightly control parking provision in new developments;

8.21 The Island Plan seeks to assist in this, as evidenced by Policy SP 1 'Spatial strategy', which seeks to ensure that the need for travel is reduced, and the choices of travel mode are more sustainable.

8.22 In making land-use and transport-related decisions and in implementing transportation measures, there is also a need to ensure that priority is given to the most sustainable modes of travel (see Policy SP 6 'Reducing dependence on the car') following an established hierarchy of travel, as set out below:

1. walking
2. cycling
3. travelling by bus
4. travelling by taxi
5. car sharing
6. single occupancy car travel

8.23 This hierarchy relates to the movement of people. It should be recognised that people with disabilities have special needs whatever their mode of travel. The movement of goods is also essential and an optimum between efficiency and environmental safeguards should be sought.

8.24 The performance of the Sustainable Transport Policy will need to be monitored and reviewed, relative to its targets, throughout the period of the Island Plan and, where appropriate, action taken to review the policy framework in the Island Plan in response. Traffic growth and concerns over air quality may be such that further measures such as rationing the use of road space may need to be considered when the policy is subject to review in the future.

Walking and cycling

8.25 Walking and cycling are the most sustainable modes of transport and the Island Plan can assist and encourage people to choose these travel options in a number of ways.

8.26 The location of new development relative to the amenities and services that people need to access - shops, schools, workplaces, leisure facilities and other facilities - can influence whether walking or cycling is a realistic option for a greater number of people. Some larger developments - such as offices and other workplaces - can foster greater walking and cycling use by ensuring that there is physical provision made on sites and within buildings for safe and convenient access routes for pedestrians and cyclists; cycle parking; and changing, personal storage and drying facilities. The planning system can require these facilities through the review, adoption and application of planning policy related to travel plans and supplementary planning guidance relating to standards for the provision of access, parking and associated facilities.

Footpath and cycle network

8.27 The provision of footpaths, that are safe, convenient and easy to use can encourage walking as an alternative to the car, particularly for short trips. Footpath provision can be secured through roadside pavements as well as off-road routes.

8.28 The provision and availability of a good footpath network in the Built-up Area and between urban centres which can encourage and enable people to access local facilities and destinations - such as shops, schools and other local amenities - is particularly important. The Island's footpath network is also important for recreational use and tourism, particularly where it can enable access to those parts of the Island's coastal and countryside environment that would otherwise be publicly inaccessible.

8.29 Whilst cyclists use of the public highway network needs to be acknowledged and protected, the provision of cycle paths of an appropriate specification and level of maintenance, segregated from vehicular traffic, can provide for and encourage cycle use. The [Island Cycle Network](#), developed by the States of Jersey in partnership with the UK's leading sustainable transport charity, [Sustrans](#), provides a network of routes across the Island mostly on less trafficked rural and Green Lanes. Part of the network's Route 1 includes the Corbiere Walk and the Railway Walk which, together with the recently completed extension to St Peter's Village via Jersey Airport, provides an off-road cycle route that connects the Built-up Areas of St Brelade and St Peter with St Helier, and provides a major strategic commuter and leisure cycling route.

8.30 Protecting the integrity, alignment and safe usage of the Island's existing cycle and pedestrian routes from adverse development is imperative if the networks are to attain optimum usage. In cases where they are affected by development proposals, it is impossible to retain route alignments, alternative routes should be provided which are, as an absolute minimum, of a similar quality, are both safe to use and perceived as such by potential users, are convenient (do not detour far from the desired route) and are of a similar length to the original route.

8.31 If the opportunity arises to improve facilities for both pedestrians and cyclists this should be secured and routes provided in accordance with the [Institution of Highways and Transportation](#)⁽⁷⁾ guidelines interpreted and modified as necessary to Jersey conditions, with such adaptations to be consulted on with users. Care should be taken to ensure that development adjacent to existing pedestrian or cycle facilities does not hinder the safety (and perception of safety) of users of the networks by providing adequate sight lines, safe crossing points and avoiding potential conflict points where possible.

Policy TT 1

Protection of the Island's footpath and cycle network

In order to protect the integrity of the Island's footpath and cycle network, both off road and along the roadside, development proposals that would result in the loss, or prevent the use, of any part of the pedestrian or cycle network or other rights of way, or future development of these networks or compromise the safety of users thereon, will not be approved, unless alternative routes are provided that are similar or better in quality, safety, convenience and length.

Footpath provision and enhancement

8.32 The availability of continuous footpath provision along the Island's primary route network and along the important access routes for pedestrians into St Helier is also important to encourage and enable travel such as the journey-to-work and school on foot and to promote ease of access to bus stops on major routes. In many cases even where roadside footpaths do exist, they can be narrow, which presents difficulties for their ease of use.

8.33 The development of a strategic pedestrian route network, throughout St Helier and along the principal pedestrian approaches to the town, should be a key element of a public realm strategy, supported by physical improvements and adaptations of junctions and crossing points to promote and assist in the safe and convenient passage of people on foot.

8.34 Whilst extensive road-widening programmes to effect improvements to the highway network based on a proactive approach to the acquisition of land have previously been identified, they have not been implemented. The objective of improving the footpath network, however, remains and this must be achieved through other means. Development proposals can present opportunities to secure the provision of new pedestrian facilities, where none exist, or provide for the

7 "Providing for Journeys on Foot" and "Cycle Friendly Infrastructure"

enhancement and widening of existing roadside footpaths along the Island's primary route network. Proposals for new development adjacent to the existing primary route network will be assessed on a case by case basis to evaluate the provision of new roadside footpaths or the enhancement of existing pedestrian infrastructure as an integral element of the development proposal. Significant new development that is not adjacent to the existing primary route network or is not well connected to the existing footpath network may be required to provide new pedestrian facilities through the use of planning obligation agreements.

8.35 The provision of a safe and comprehensive roadside footpath network is especially important in the Island's main urban areas, particularly St Helier, where the volume of road traffic and pedestrian traffic is highest. Physical improvements to the highway infrastructure are often restricted by the limited width of streets, where the justification for road improvements needs to be balanced against the impact of the built environment and the historic character and appearance of the town and other Built-up Areas.

8.36 The 2002 Island Plan identified a number of road improvement lines, which remain to be implemented. These have been reviewed having regard to criteria related to the benefits for pedestrians; the impact on the built environment; visual impact; benefits for public transport and cyclists; impact on parking and servicing and; whether alternatives to road widening are available. Following the review it is proposed that the following improvement lines be deleted:

- Castle Street (west side)
- Don Street (east)
- Old St John's Road (west side)
- 52 New Street
- Rue de Trachy (west side)
- Roseville Street and Havre des Pas Junction

8.37 There remain a number of specific locations in central St Helier where amendments to the alignment of the road will be sought through the redevelopment of sites and buildings: these are shown on the Proposals Map.

8.38 Outside the Town and the Island's Built-up Areas, the impact of this policy objective will need to be considered against the impact of such a proposal for the character of the countryside in particular and attention will need to be given to ensure that the design of new facilities retains or incorporates important features such as banques, walls, hedgerows and trees.

Policy TT 2

Footpath provision and enhancement and walking routes

The potential for new developments, such as housing, shopping, employment, health or leisure proposals on or adjacent to the Island's primary route network to contribute to the provision of new or the enhancement of existing footpaths will be considered relative to the justification of need, the nature of the development and the character of the area.

The ability of development to contribute to the improvement of the Island's provision of off-road walking routes will be pursued, especially where safe routes between residential areas, schools, play space, sporting and cultural facilities, et cetera. can be identified.

The provision of new footpath infrastructure should seek to respect the character of the area and should seek to retain or provide key features adjacent to the highway in accord with Proposal 4 'Coast and countryside character'; Policy NE 4 'Trees, woodland and boundary features' and Policy HE 3 'Preservation or enhancement of Conservation Areas'; Policy HE 4 'Demolition in Conservation Areas'; and Policy HE 1 'Protecting Listed buildings and places'.

The potential of development proposals to enable the enhancement of roadside footpaths in the Town of St Helier will be a key material consideration in the following locations, and as defined on the Proposals Map:

- Bath Street (west side);
- Devonshire Place (south side);
- Rouge Bouillon (west side) nr junction with Roussel Street;
- St James Street (west side);
- Don Road(north side);
- St Saviour's Road (east and west side);
- St Saviour's Road and Wellington Hill;
- Tower Road;
- La Pouquelaye

Pedestrian priority

8.39 There is inevitable competition in the centre of St Helier for the amount of road space available to the competing and sometimes conflicting uses of providing essential vehicular access, providing a safe and pleasant environment for pedestrians, encouraging a vibrant economy and creating quality urban spaces. There is increasing recognition and acceptance, however, that the quality of the

overall environment and the perception of a town's status and identity are heavily influenced by the quality of its public realm - the streets, parks, squares and spaces that define the public areas between buildings.

8.40 The quality of the public realm will be a key determinant of the success of the St Helier Waterfront and Esplanade Quarter: the masterplan⁽⁸⁾ envisages significant investment and quality in this aspect of this new area of St Helier.

8.41 There has been a slow but gradual accretion of the amount of space given over to the benefit of the pedestrian in St Helier and an enhancement of its quality. Of major significance is the complete pedestrianisation of the town's principal retail area of King Street (1970) and Queen Street in 1977. Whilst the extension of a town centre pedestrian priority zone - with restricted hours for vehicular access - envisaged in the 1987 Island Plan, has not been realised, the pedestrian has been given greater priority in other streets and spaces in the town centre. The States of Jersey has also made investment in the enhancement and improvement of its public realm through the St Helier Street Life Programme which has delivered new pedestrian spaces, wider footways, new and improved crossings, street lighting, bins, benches, seating and public art on key routes around the edge of the town centre and in the heart of the town.

8.42 Complete pedestrianisation of town streets is not envisaged during the Plan period, but continued investment in the public realm and an extension of pedestrian priority is considered necessary to support the viability and vitality of the town centre. The Strategy for the future development and regeneration of St Helier⁽⁹⁾ proposed a number of strategic enhancements to the pedestrian realm involving an extension of pedestrian priority to York Street, Charing Cross, Broad Street, Library Place, Church Street, Vine Street, Halkett Place (south of Waterloo Street), Hue Street and the pedestrianisation of the western end of Colomberie; the closure of the eastern end of Gloucester Street (between Parade Gardens), the closure of the southern end of Oxford Road (between the private and public parking at Gas Place/ Robin Place) and various options for the closure of road space between Liberation Square and Weighbridge Place, affecting the southern end of Mulcaster Street and the eastern end of the Esplanade.

8.43 Following further detailed modelling and assessment of these strategic concepts, whereby the impact of these proposals upon the movement of vehicular traffic in and around the town could be considered, it is proposed that work is undertaken to develop pedestrian priority - where access would need to be maintained, in some form, for cyclists, taxis, buses and trade deliveries - in the following areas;

8 The Jersey Waterfront: supplementary planning guidance (April 2006) Chris Shepley; Masterplan for the Esplanade Quarter, St Helier (April 2008) Hopkins Architects)

9 Strategy for the future development and regeneration of St Helier (March 2007) EDAW

8.44 Halkett Place(south of Waterloo Street) provides a direct vehicular route through the heart of the town centre, crossing the main pedestrian shopping streets of King Street and Queen Street, and also provides on-street parking. The provision of vehicular access through the heart of the town conflicts with the notion of giving priority to the pedestrian in the town centre and of promoting its quality and vitality, where there is no justification for access to cross-town traffic. It is important to retain the character and vitality of the Central Market and any pedestrian priority scheme would need to provide for appropriate servicing arrangements.

8.45 As part of any scheme to enhance Halkett Place, the implications of any change for adjacent streets, particularly Waterloo Street and Don Street, would need to be considered in terms of implications for traffic management and ease of pedestrian movement.

8.46 Library Place, Vine Street and Church Street are relatively lightly trafficked but provide important service access for business and public transport, including taxis. Their location and relationship with the historic core of the town represented by the Royal Square and the Town Church provides an opportunity to enhance the quality of the public realm in this area and to provide better pedestrian linkage between the spaces of the Royal Square and Broad Street.

8.47 Dumaresq Street (western end) is a very narrow street, of considerable historic townscape interest with footpaths and a carriageway of restricted width. The physical characteristics of the street, and its use for service deliveries and pick-ups for some of the major stores in King Street, pose particular pedestrian safety issues.

8.48 The development of the existing parking facility in **Hue Street** would remove this trip-generating use from the edge of the town centre and provide an opportunity to enhance the public realm in this area.

8.49 The closure of the southern end of **Oxford Road**, between the private parking on the 'Talman' site and the public car park at Gas Place is an integral element of proposals to create a new Town Park, in this area of St Helier.

8.50 It is also considered appropriate that further work is undertaken to reclaim road space for the benefit of the pedestrian and public realm in the following areas where the width of the road network is capable of reduction relative to the volume of vehicular traffic carried, and where environmental improvements could be secured through an extension and enhancement of the public realm;

- Area between Liberation Square and Weighbridge Square;
- Gloucester Street (eastern end) between Parade Gardens.

8.51 The potential to undertake other pedestrian priority improvements in St Helier will be kept under review and may emerge as a consequence of further work undertaken to develop plans and proposals for Proposal 12 'St Helier Regeneration Zones'.

8.52 Outside St Helier, proposals to improve and extend pedestrian priority and the public realm will be considered on their merits, having regard to the characteristics and issues prevalent in different areas. There is, however, considered to be particular potential to enhance the quality and enjoyment of the bulwarks of St Aubin and Gorey Harbours through the implementation of pedestrian priority along the bulwarks of each area.

8.53 The development of further pedestrian priority schemes will need to include engagement of key stakeholders and public consultation.

Proposal 23

Pedestrian priority

The following areas have been identified as pedestrian priority areas. The implementation of measures to extend and enhance the public realm in these locations will be supported and approved by the Minister for Planning and Environment, following public consultation and engagement with key stakeholders;

- Halkett Place(south of Waterloo Street);
- Library Place, Vine Street and Church Street;
- Dumaresq Street(western end);
- Hue Street;
- Oxford Road(southern end)

The following areas have been identified as areas where there is a presumption in favour of the reclamation of road space to extend and improve the public realm. Applications to change the use of these areas to public open space, and the implementation of measures to improve the public realm will be supported.

- Area between Liberation Square and Weighbridge Square;
- Gloucester Street(eastern end) between Parade Gardens.

Extensions to, and reviews of, the pedestrian priority zones will be assessed over the Plan period, specifically in relation to further work undertaken in St Helier Regeneration Zones.

Cycle routes

8.54 The west of the Island benefits from a shared off-road cycle and pedestrian path based on the route of the former Jersey Railway Western Line which, at the end of its brief 67 year history in 1937, was sold to the States of Jersey. This off-road facility now provides a strategic route, of benefit to both commuters and leisure users, connecting St Helier with the principal Built-up Areas of St Brelade and St Peter in the west. By contrast the integrity of the route of the Jersey Eastern Railway, which connected St Helier to Gorey Pier via stations at Green Street, Samares, Le Hocq, Pontac, La Rocque and Grouville and lasted from 1873 to 1929, has been lost to development, with a number of the bridges making up the line being demolished in the 1930s.

8.55 There remains, however, a desire to create an Eastern Cycle Route network.

This would include:

- 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.

8.56 The first section of the Eastern Cycle Route network, from the Grouville/St. Martin boundary at Gorey to Ville ès Renauds, has been completed in early 2011.

8.57 In the absence of a definitive Eastern Cycle Route network, an area, which embraces 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 defined on the Island Proposals Map. The definition of an area provides greater chance for a continuous route to be ultimately developed, depending upon the opportunities that arise within it, and provides more flexibility to pursue options with a potentially greater range of landowners. It also allows for the development of a more comprehensive network of routes in the east of the Island.

8.58 Within the defined Eastern Cycle Route network area, and in accordance with the stated policy objective of seeking to reduce reliance on the private car, applications for new developments, such as housing or employment-related uses will be assessed to determine their potential to contribute towards the further development of the Eastern Cycle Route network: this will apply to residential developments of five or more homes and employment-related uses of 250sqm and above. In appropriate circumstances the sponsors of such applications will be required to contribute directly to the development of the Eastern Cycle Route network through the provision of a section of cycle path, in accord with adopted standards and guidelines, or to enter into an agreement to make an appropriate financial contribution to the development or enhancement of the network.

8.59 The States of Jersey will, in partnership with others, also seek to develop sections of cycle network within the Eastern Cycle Route network area, subject to the availability of funding.

8.60 The development of the Eastern Cycle Route network should be designed and implemented with due regard to its impact upon the local landscape character of the east of the Island, as set out in the Countryside Character Appraisal. The Minister for Planning and Environment will seek to ensure that the provision of cycling infrastructure minimises its impact on the landscape through the appropriate design and use of materials for surfacing, boundary treatment and any other associated structures. Opportunities for the repair and enhancement of the countryside character, through the provision of appropriate landscaping, will be encouraged. The development of a public linear space may also provide opportunities for public art.



Map 8.1 Eastern Cycle Route Network Area

8.61 The provision of extensions to the existing cycle network or the provision of new off-road cycle facilities and on-road treatments elsewhere in the Island will also be supported, subject to considerations of its design and impact. The provision of a section of formal cycle path and shared footpath is to be provided as an integral element of the new Energy from Waste facility at La Collette, which will link Havre des Pas with La Collette during the Plan period. This will provide a more pleasant, low gradient alternative route for cyclists enabling them to avoid Mount Bingham or the adverse air quality of the Tunnel.

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.

Applications for large new developments, such as housing, shopping, employment, health or leisure proposals in the Eastern Cycle Route network area, as defined on the Proposals Map, will be assessed to determine their potential to contribute towards the further development of the Eastern Cycle Route network and may be required to contribute directly through the provision of a section of cycle path, or to enter into an agreement to make an appropriate financial contribution to the development or enhancement of the network.

The provision of new, or the enhancement of existing, cycling infrastructure should seek to minimise the impact of development upon the landscape, through the appropriate design of structures and use of materials, and should also seek to repair the character of the countryside, through the provision of landscaping where appropriate. The provision of public art to enhance the public realm along these linear routes, will also be encouraged.

8.62 Whilst the earlier policies seek to protect the loss of the existing pedestrian or cycle network (or other rights of way), and also consider the potential to provide new or enhanced footpaths, or off road cycle facilities, there is also a recognition that there should be a holistic approach to such provision.

8.63 Accordingly the Minister will seek to produce an holistic plan of the network in order to complement and inform the existing policies and to complement existing provision within the Island.

Proposal 24

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 road side) for cyclists and walkers across the Island.

Cycle parking

8.64 The quality and quantity of cycle parking provision is critical if commuters are to be persuaded to cycle on a regular basis. To maintain and promote cycle usage, a high standard of parking for cycles associated with development will continue to be required. Covered and secure cycle parking, as well as the provision of changing facilities, will be negotiated on all new developments in accord with supplementary planning guidance on parking standards, to be adopted and issued by the Minister for Planning and Environment.

8.65 Commuted payments for cycle parking may also be used where on-site provision cannot be met, to provide secure, publicly-available cycle parking facilities, particularly for developments in St Helier. The level of payment will seek to reflect the costs (land purchase, installation and maintenance of suitable stands) of providing the spaces.

8.66 The provision of public cycle parking facilities by the States of Jersey and parochial authorities will also be supported and encouraged throughout the Island at appropriate destinations, subject to the availability of funding.

Policy TT 4

Cycle parking

To encourage cycle use, cycle parking provision will be required in all new developments in accordance with the standards published and adopted by the Minister for Planning and Environment.

In those cases where on-site cycle parking cannot be provided in the town of St Helier, commuted payments will be required to make up for any shortfall in the provision of on-site cycle parking spaces.

The States of Jersey will seek to identify potential opportunities in and around the Island, and in St Helier in particular, to create safe and sheltered cycle parking facilities for the use of both commuters and leisure cyclists.

Road safety

8.67 Although road injuries have reduced significantly since the 1970s, there are still around 350 injuries on Jersey's road each year. There is also the potential that transport initiatives, such as those promoted by the Island Plan, together with those sponsored by other States of Jersey initiatives, such as the Sustainable Transport Policy (2010) and *Health for Life*, will encourage more people to travel on foot and by bike. Pedestrians and cyclists are the most vulnerable road users and road safety will need to be improved through better design of roads, junctions and pedestrian and cyclist facilities; road safety enforcement; and education.

8.68 The pedestrian environment of the Island will be improved by the continued introduction of speed reduction measures, particularly adjacent to schools. Island Plan policies, including the requirement of developers to include measures to reduce vehicle speeds and consider the safety of pedestrians and cyclists, aim to support the implementation of highway measures, to reduce traffic speeds and accidents to contribute towards the objective of improving road safety, and to make cycling and walking more attractive.

8.69 In new residential areas, it is essential that development be planned to ensure that vehicle movements do not dominate the public realm. This means that a holistic approach must be adopted to ensure that all aspects of the design reinforce low vehicle speeds, cycle safety and pedestrian priority.

Policy TT 5

Road safety

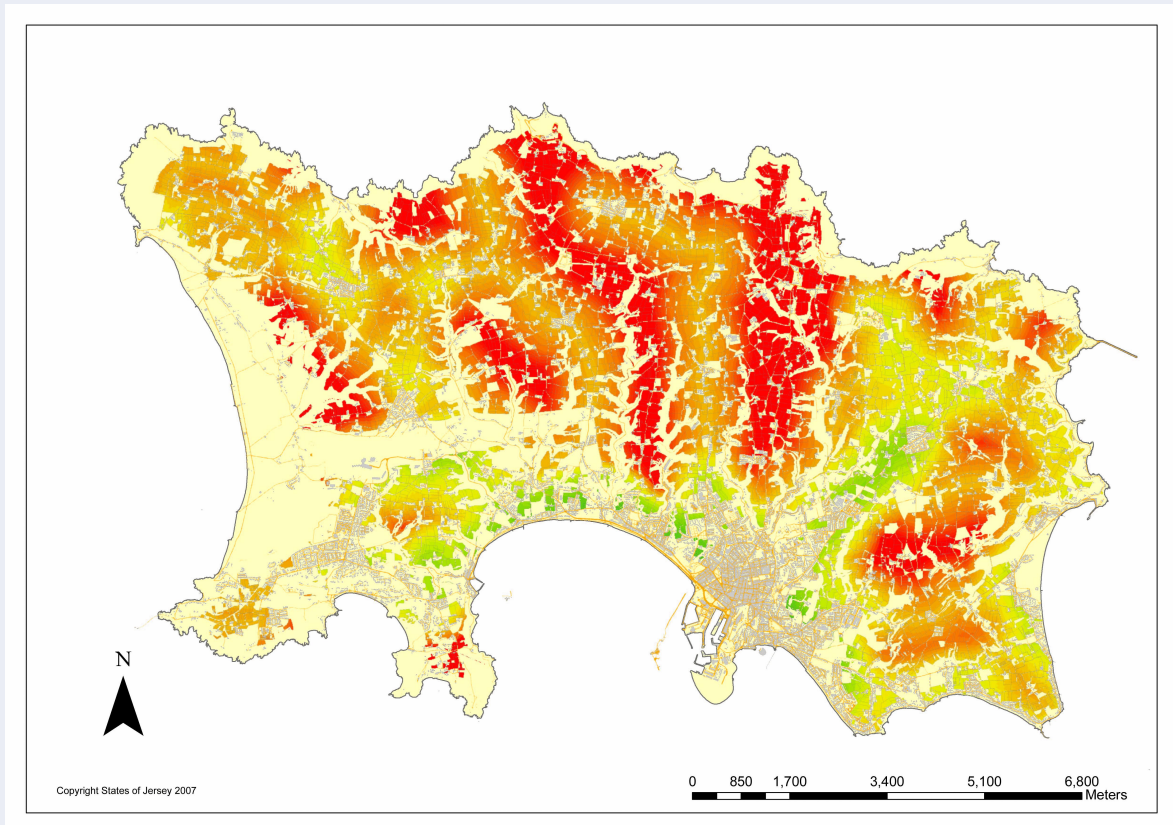
Where appropriate, traffic and pedestrian safety measures, including improved pedestrian crossing facilities, will be implemented on the highway network, particularly in residential areas, and near schools, to improve road safety for pedestrians and cyclists, reduce vehicle speeds and enhance the street environment.

In new residential developments, all new road layouts should be designed to reinforce low vehicle speeds, cycle safety and pedestrian priority.

Public transport

8.70 The Island has an extensive bus network which is expanded during the summer tourist season. The southern routes (Routes 1 and the 15) serve those parts of the Island with the highest population density outside St Helier with relatively

high frequency and duration of service. The remainder of the Island's bus routes are a social necessity which, due to their lower usage, inevitably are less frequent with a more limited period of service.



Map 8.2 Access to the bus service, based on winter timetable peak weekday morning service

8.71 Travel on buses only accounts for a small proportion of peak hour transport (at about 5 - 6% ⁽¹⁰⁾), but bus patronage is increasing, up 4% in 2005; 5% in 2006 and a further 10% in 2007 ⁽¹¹⁾, with a 6% increase in 2008: 3.15million trips were made on the service in 2008. The completion of Liberation Station - offering a modern, convenient, indoor bus station facility, far superior to that of the former Weighbridge bus station - should also continue to help boost bus use.

8.72 Routes 1 and 15, serving the southern routes to Gorey and Jersey Airport respectively, are already running at full capacity during peak times. Most of the routes to the northern parishes have some spare capacity at peak times. The route 1 and 15 serve the areas of highest population density and therefore offer the highest potential for increased bus patronage.

10 Travel to work by bus is revealed at 5% (JASS, 2008), but as a proportion of people entering the ST Helier Ring Road by vehicle during the morning peak hour, it is at 6%.

11 11% in bus use in 2007 partly due to Connex taking over the summer service.

Park and ride/ transport hubs

8.73 The relatively low density population of Jersey's northern parishes means it is difficult to provide them with a high frequency bus service. It has been proposed in the past that minibus services could bring people to "transport hubs" where they would link to a high frequency core public transport service or that parking facilities could be provided adjacent to bus stops on high frequency bus routes. Because of the short journey lengths and relatively short journey times in Jersey, it has been suggested that such an arrangement would be unattractive in comparison to using a car, and would only be utilised if strong disincentives for private car use were put in place. There is, however, anecdotal evidence that people already 'park and ride' in Jersey, using parking facilities at, for example, Goose Green and Les Quennevais, which are adjacent to Route 15.

8.74 Park and ride schemes have proved popular in the UK and on the continent. They provide the comfort of the private car for the first stage of the journey and overcome the problems of congestion and space associated with car parking at the end of the journey. In historic cities in particular, high quality park and ride facilities can make a significant contribution towards the alleviation of the adverse environmental effects of road traffic and can be a significant factor in reducing motorised traffic volumes in congested urban centres.

8.75 Park and ride and traffic restraint may be complementary and may need to be introduced in parallel, particularly if continued windfall development outwith the Town contributes to congestion levels. Traffic restraint will require enhanced bus capacity, and driving the last part of the journey to St Helier may still prove too attractive to drivers without restraint. The Sustainable Transport Policy (2010) seeks to encourage the use of existing out-of-town car parks for park and ride, as well as the development and improvement of connections hubs with appropriate shelters and facilities.

8.76 The ability to provide high frequency bus services at park and ride sites is related to the size of the site. Providing large sites in Jersey is not easy and the development of sites for this purpose may have an undesirable environmental impact which would need to be carefully considered as part of any proposal to provide park and ride facilities. There may exist scope to make more intensive use of existing parking facilities in and around public buildings and community facilities within existing urban centres.

8.77 The southern coastal routes, however, have high frequency bus services and it may be viable and more acceptable to provide a number of small car parking sites on these routes. More users on those routes would enable the frequency of buses to be further increased, provided that bus capacity is increased to match demand.

8.78 The environmental implications - at both a local and strategic level - of proposals for park and ride facilities, including impact on air quality, noise and congestion, as well as biodiversity and the historic environment, need to be considered within the context of Policy GD 1 'General development considerations'. The Minister for Planning and Environment would expect that an appropriate evaluation of options for the provision of park and ride facilities is made in the development of any emergent proposals during the Plan period, to ensure that they are genuinely accessible by a choice of means of transport; and provide the greatest value and benefit relative to the objectives of the Sustainable Transport Policy (2010).

Policy TT 6

Park and ride

Proposals for the provision of park and ride facilities will be approved on sites within the Built-up Area, provided that the site:

1. is well related to the primary route network and is, or could be, well served by a bus route; and
2. does not adversely affect the environment of local communities such that the proposals minimise the visual impact of the facilities through appropriate design, location and the provision or enhancement of landscaping in accord with Policy GD 1 'General development considerations'.

Better public transport

8.79 Whilst bus use in Jersey has been increasing, the number of people using the bus is relatively small and many routes have spare capacity to accommodate further increases in bus patronage. The Sustainable Transport Policy (2010) has set a target of 100% increase in bus use during the morning peak hour by 2015. To achieve this will require the implementation of a variety of 'soft' measures, as set out in the STP including provision of additional capacity to at least double peak hour bus passengers; higher frequency services; a year round circular service; a town hopper service; integration between the school and main service; an option for smart card ticketing; and incentives to encourage growth in passenger numbers for the operator.

8.80 To realise the target for bus use, some 'hard' measures, with physical implications for land and road use, will need to be implemented during the Plan period and the Island Plan will support these. In particular, it is essential that buses

are given greater priority, that passengers are given better information and that the quality of all aspects of the journey - walk links, waiting and bus journey - are upgraded.

8.81 Travel plans⁽¹²⁾ will also be expected to contribute towards making public transport more effective and, where appropriate, planning obligation agreements will be used to secure some of these public transport improvements.

Policy TT 7

Better public transport

Better public transport services will be provided by:

- upgrading waiting facilities and pedestrian access to and from them;
- enhanced information provision through all available media and at bus stops;
- ensuring developers contribute to all of the above, where appropriate, to meet modal split targets set out in travel plans and to contribute to better public transport;
- ensuring that new highway schemes take full account of the needs of public transport.

The provision of new, or the enhancement of existing, public transport infrastructure should seek to minimise the impact of development upon the landscape and the wider environment, through the appropriate design of structures and use of materials, and through the provision of landscaping, where appropriate in accord with Policy GD 1 'General development considerations'.

Access to public transport

8.82 The frequency of public transport provision as an alternative to the car is one of the key quality requirements if reliance upon the car is to be reduced. Major new developments of housing or employment-related land uses, which cannot be located close to an existing regular or high frequency bus service, or which have no prospect of sustaining one in the future will, therefore, be considered unacceptable. This is consistent with the agreed methodology employed in Island Plan Policy SP 1 'Spatial strategy' and in the identification of sites for housing and employment land.

12 see Policy TT 9 'Travel plans'

8.83 Through the use of planning obligation agreements, developers will be required to fund an appropriate level of public transport service, where this is not already available, to ensure that from the time the very first units are occupied, people have a viable and realistic alternative to the car. The adequacy of a service, with regard to its frequency and hours of operation, will need to be the subject of consideration with the Transport and Technical Services Department, which seeks to ensure the provision of the Island's bus service.

8.84 In order to ensure that the service becomes commercially viable, such support must continue for at least two years after the development is substantially completed. It is anticipated that, as patronage grows, the revenue support required will substantially diminish.

8.85 To accord with the requirements for enhanced road safety, it is essential that developers incorporate public transport requirements relating to all stages of the journey taken by bus (walking, waiting, bus journey) as an integral part of major new development. In particular, the walking stage must pay attention to directness, safety (road and personal) and convenience. The location of the stop must be obvious, well signed and comfortable in terms of the waiting environment and perceptions of safety.

Policy TT 8

Access to public transport

All development of 10 units of residential accommodation and employment-related land uses with floorspace of over 250 sqm (for office use) and 500 sqm (for retail use) and where other development proposals are likely to lead to a significant movement of people into and out of a site, should be within 400 metres of a bus service.

Where the provision of a bus service is not available, or where the frequency of service is considered to be too low relative to the scale and/or nature of the development proposals, the developer will be expected to support the provision of an appropriate public transport service.

Site layouts should provide appropriate infrastructure to support public transport and bus use including the provision of direct, safe and convenient access to bus stops, and the provision of bus shelters and any associated infrastructure in accord with Policy GD 4 'Planning obligations'.

Travel Plans

8.86 Travel behaviour can be influenced by travel choice. Travel plans are documents which set out a range of objectives and measures designed to increase the travel choice available to people in a variety of situations - at home, at work and at school. There is no standard format or content for travel plans, and they may have a variety of names (such as green transport plans, company travel plans and school travel plans). However, their relevance to planning lies in the delivery of sustainable transport objectives, including;

1. reductions in car usage (particularly single occupancy journeys) and increased use of public transport, walking and cycling,
2. reduced traffic speeds and improved road safety and personal security particularly for pedestrians and cyclists; and
3. more environmentally friendly delivery and freight movements, including home delivery services.

8.87 The States of Jersey wants to help raise awareness of the impacts of travel decisions and promote the widespread use of travel plans amongst businesses, schools, and other organisations and to set an example by adopting travel plans for States departments.

8.88 The Minister for Planning and Environment considers that travel plans should be submitted alongside planning applications which are likely to have significant transport implications, including:

1. residential development with more than 50 units of accommodation;
2. other developments comprising jobs, shopping, leisure and services which would generate significant amounts of travel. This particularly applies to office (over 2,500 sq m) and retail (over 800 sq.m) developments;
3. new and expanded school facilities which should be accompanied by a school travel plan; and
4. where a travel plan would help to address a particular local traffic problem associated with a planning application, which might otherwise have to be refused on local traffic grounds.

8.89 Where travel plans are to be submitted alongside a planning application, they should have measurable outputs and should set out the arrangements for monitoring the progress of the plan, as well as the arrangements for enforcement, in the event that agreed objectives are not met. This could include the agreement of sanctions if the targets are not met (which includes the lack of monitoring). Examples of sanctions might include the introduction of parking charges for staff. The most important part of the travel plans is that they are realistic and are capable of being monitored on an annual basis and corrective action sought where

appropriate: subject to the availability of resources, the Transport and Technical Services Department will assess and monitor Travel Plans associated with the planning process.

8.90 The weight to be given to a travel plan in a planning decision will be influenced by the extent to which it materially affects the acceptability of the development proposed and the degree to which it can be lawfully secured. Under certain circumstances, some or all of a travel plan may be made binding either through conditions attached to a planning permission or through a related planning obligation. Conditions attached to a planning permission will be enforceable against any developer who implements that permission and any subsequent occupiers of the property. Planning obligations will be enforceable against the person who entered into the obligation and any person deriving title from that person. Unacceptable development should, however, never be permitted because of the existence of a travel plan.

Policy TT 9

Travel plans

Residential development with more than 50 units of accommodation, or developments which would generate significant amounts of travel, will be required to submit a travel plan including, modal split targets, time-scales, measures and sanctions to be taken to meet these targets as well as measures to monitor the effectiveness of the plan.

The travel plan will be agreed in consultation with the Transport and Technical Services Department and information must be provided about the progress of the plan on a yearly basis. Contributions through planning obligation agreements will be secured to improve transport infrastructure and services, where appropriate.

Parking

8.91 The ability to park is fundamental to the use of the private car: the availability of parking at the start and end of each journey is a critical factor in car use.

8.92 The planning system can influence this mode of transport through a policy framework that seeks to provide for and regulate parking provision as an integral element of development, or a development activity and use of land in its own right. It will be important to review planning policies affecting the provision of car parking in light of the performance of the Sustainable Transport Policy and to amend the Plan, as necessary, in response.

Parking provision

Public parking provision

8.93 Owing to the significance of parking to the use of the private car, the provision and availability of car parking - particularly in the Island's principal residential, economic, leisure and retail centre of St Helier - is critical, and has implications for congestion, traffic management and the economic viability and vitality of the town.

8.94 Within the town of St Helier, there are approximately 3,200 public long stay (commuter) parking spaces; 850 public short stay three hour limit shoppers' spaces and 1,200 on-street spaces of varying time limits and restriction. This provides a total level of public provision of 5,250 car parking spaces.

8.95 The majority of parking spaces in St Helier, however, are private, comprising 3,500 residential and 7,000 private non-residential spaces.

8.96 Disregarding residential parking, the level of public and private non-residential parking space available in St Helier (@ 12,250 parking spaces) is undoubtedly a critical factor in determining the scale of traffic flow, and the congestion associated with it, into and out of the town during the peak hour traffic flows which, based on 2008 figures, stand at 11,000 people in 8,650 vehicles between 0800 and 0900.

8.97 Owing to the existing congestion on the Island's road network, especially at peak hours, and the stated policy objectives of the Sustainable Transport Policy (2010) to reduce peak hour congestion by 15%, it is essential that parking provision in St Helier is regulated and managed.

8.98 Key issues related to the regulation and management of parking provision in St Helier during the Plan period include the following; public parking provision; private parking provision; residents parking provision and parking guidelines.

Area of St Helier	Car Park	Short-stay spaces	Long-stay spaces
North St Helier	Minden Place MSCP	240	-
	Gas Place	-	390
East St Helier	Snow Hill	85	-
	Green Street MSCP	-	605
	Pier Road MSCP	-	740
West St Helier	Sand Street MSCP	525	-

Area of St Helier	Car Park	Short-stay spaces	Long-stay spaces
	Patriotic Street MSCP	-	615
	Esplanade	-	520
	Total	850	2870

Table 8.1 Off-street Public Car Parking Space, St Helier ⁽¹³⁾

8.99 The table above sets out the principal off-street public car parking space provision in St Helier. The remainder of the public provision is provided on a number of smaller off-street, surface level car parks throughout the town (providing approximately 360 spaces) and on-street provision (providing about 1200 spaces). The level of off-street parking provision (at 2009 levels) represents just over 4,000 spaces, comprised of 850 short-stay MSCP spaces; 2,870 MSCP long-stay spaces and about 360 long-stay surface level spaces.

8.100 The use of off-street public car parking space is relatively high, with a peak use of 88% of long-stay spaces and 80% of short-stay spaces during the week which, at weekends, reduces to 53% for long-stay but remains at 80% for short-stay provision. Within this level of use, long-stay space at Pier Road MSCP and short-stay space at Sand Street MSCP consistently have spare capacity on weekdays and at weekends, whilst other facilities are well-used. Whilst no survey information exists, it is apparent that on-street provision is consistently well-used⁽¹⁴⁾.

8.101 In terms of overall levels of provision of public car parking, the Sustainable Transport Policy (2010) proposes that the quantity of short-stay (shopper) off-street public parking is increased but that the quantity of long-stay (commuter) public and private parking in St Helier is limited or reduced. The implications of this approach, relative to the performance of the Sustainable Transport Policy overall, will be reviewed on a regular bi-annual basis, and amendments made to the proposed levels of parking provision made accordingly.

8.102 The location of new public parking provision is to be based on the principle of ensuring the provision of facilities on or close to the St Helier Ring Road, in order to provide the most convenient and direct access to the town centre (within 300-500 metres), whilst discouraging the penetration of unnecessary vehicular traffic into and across the heart of the town centre.

North St Helier

8.103 Future parking provision for the north of St Helier is linked to the North of Town Masterplan, which has yet to be considered by the States. In essence, the masterplan proposals are designed to meet current parking and transport behaviours

13 at pre-Town Park levels i.e. end 2010

14 St Helier Development and Regeneration Strategy (EDAW) March 2007

whilst recognising that these may change over time and decrease as a result of the implementation of the Sustainable Transport Policy. All development proposals within the masterplan will be required to be the subject of full transport assessments and to reflect the need and desire for parking at the time of implementation, which will be reviewed on a bi-annual basis.

8.104 It is envisaged that shopper parking in the area will be increased through the provision of a new underground facility at Ann Court (285 spaces) which may be supplemented by the provision of further off-street public short stay spaces involving the redevelopment of Minden Place MSCP and contributions from other private sector developments in the area.

8.105 Likewise, it is envisaged that public long-stay parking in the area could be maintained at, or just below, pre-Town Park levels (of 390 spaces which were provided by the Gas Place surface car park) through the provision of public parking facilities as part of the redevelopment of key development sites in the area, including those in Bath Street, and at Jersey Gas and Ann Street Brewery sites.

East St Helier

8.106 The 2002 Island Plan proposed an extension of public car parking facilities at Green Street MSCP, to provide an additional long-stay 240 spaces. In view of the likely relocation of employment uses to the St Helier Waterfront; potentially reduced demand for space at Green Street MSCP from commuters; and the fact that capacity already exists within public car parking stock, in particular at Pier Road (long-stay) and Sand Street (short-stay) during the working week, together with the significant increase in the availability of private car parking associated with the development of the Esplanade Quarter during the Plan period (see below), a further extension of Green Street MSCP is not considered, by the Transport and Technical Services Department, to be necessary during the Plan period. The requirement for the development of public parking here and the potential for this land to be released for other purposes will, however, be kept under review. Current proposals for the delivery of the Town Park, included in the North St Helier Masterplan⁽¹⁵⁾ may have implications for Green Street MSCP.

8.107 On the basis that there is always under-used capacity at Pier Road MSCP and the potential of making additional provision elsewhere, the St Helier Development and Regeneration Strategy suggests that there may be scope to consider an alternative residential use of the site of Pier Road MSCP, providing that redevelopment includes adequate parking provision for Fort Regent and any new residential development. This is a long-term proposal that was predicated on the basis of provision elsewhere being made and is unlikely to emerge during the Plan period, but will be kept under review, relative to the use and requirement

15 North St Helier Masterplan (September 2009) Hopkins Architects

for off-street public parking space. The extent to which existing spare capacity at Pier Road MSCP is taken up by the development and occupation of Esplanade Square remains to be seen and will need to be kept under review.

8.108 The potential for the capacity of Snow Hill surface level car park to be increased to provide a multi-storey facility has been proposed previously. The 1987 Island Plan, and the St Helier Development and Regeneration Strategy propose that a feasibility study is undertaken to examine the potential of enhancing the capacity of this car park to enhance the level of short-stay shopper car parking in close proximity to the primary retail centre of the town. This is also identified as a recommendation in the Sustainable Transport Policy. There are, however, issues associated with this proposal including the difficulties of securing a safe vehicular exit on to Green Street roundabout for increased levels of use, the high headroom required for service vehicles to access the Fort Regent Cavern and associated sewerage facilities, the use of this route by pedestrians and cyclists between Havre des Pas and the town centre, and the impact of any development on this historic cutting which is an integral element of the history and defensive structure of Fort Regent.

Proposal 25

Snow Hill Car Park

A study to investigate the feasibility and desirability of increasing the capacity of Snow Hill car park will be undertaken during the Plan period, subject to the availability of funding.

West St Helier

8.109 This area of St Helier has seen, and will likely continue to see, a significant degree of change associated with the development of the St Helier Waterfront for employment generating uses (of +600,000sqft of office space) together with some residential, retail and leisure uses. Much of this development will facilitate the relocation of existing employment activity from within the existing town, whilst also providing for growth in office space. The development of the Esplanade Quarter will itself provide for up to 900 new private car parking spaces (in addition to the replacement 520 public parking spaces), serving the development of land for office, retail, residential and leisure use.

8.110 Public long-stay and short-stay parking in this area needs to be maintained and the existing provision of long-stay surface level public car parking at the Esplanade (520 spaces) will be incorporated into the development of the Esplanade Quarter.

8.111 A 240 space private multi-storey car park at Kensington Place has recently been completed and the existing Waterfront MSCP already provides 450 spaces (including 150 for marine use). Considerable private parking provision has been or will also be provided in association with the development of Castle Quays (c.400+); Harbour Reach (c.50); Island Site (c.50); the Radisson Hotel (c.65); the Albert Pier flats (c.200); together with the availability of a mixture of public and private spaces around St Helier harbour (c.200 spaces).

8.112 The 2002 Island Plan supported an enhancement of public long-stay provision at Patriotic Street MSCP, to respond to the relocation of employment activity to the St Helier Waterfront. On the basis of the extent of new private off-street parking provision anticipated in this part of the Town during the Plan period, the provision of additional public parking capacity in this area cannot be justified and the Transport and Technical Services Department does not, therefore, consider the extension of Patriotic Street to be necessary: this is reflected in the STP.

8.113 The provision of short-stay off-street facilities at Sand Street MSCP, which has both weekday and weekend capacity, will remain.

Other off-street public parking provision in St Helier

8.114 The remainder of public off-street parking provision (about 360 spaces) is provided in small, surface levels car parks throughout the town on sites such as Elizabeth Lane (44 spaces); Hue Street (30 spaces); Inn on the Park (39 spaces); People's Park (68 spaces); Midvale Road (57 spaces); Nelson Street (41 spaces); and Route du Fort (79 spaces). The use of these sites in the town for car parking is not the most efficient use of land, particularly when there is a desire to accommodate development within the existing Built-up Area, and to avoid the encroachment of development into the countryside.

8.115 Some of these car parks are also time-restricted, and their use by town residents can generate unnecessary vehicle movements in and around the town if residents are required to move their vehicles to other long-stay parking facilities during the day.

8.116 The town centre location of some of these sites - such as Hue Street and Nelson Street- can also generate traffic movements into the heart of the town centre, which is generally detrimental to the quality of the public realm.

8.117 The redevelopment of these sites for other uses will not normally be resisted, particularly where the development of Residents Parking Zones provides local residents with alternative parking provision.

8.118 There is also a tendency for sites, which come out of use or which are to be redeveloped, to be cleared and offered for surface level parking. The temporary nature of this use can last for years and the visual impact of these cleared, vacant

sites can detract from the local visual amenity and character of their locality. The income generation of 'temporary' surface level car parking can also serve as a disincentive to the pursuit of the active redevelopment of these sites, whilst also serving to undermine attempts to manage parking levels in the town as a means of reducing congestion.

Policy TT 10

Off-street public parking provision in St Helier

In order to contribute towards the objective of reducing peak hour congestion by 15%, planning permission for new additional off-street public parking spaces will not be permitted in the Town of St Helier unless the total level of public off-street car provision falls below 4,000 spaces (2009 levels), or where the provision of public off-street space is provided in lieu of the loss of private off-street parking provision.

During the Plan period, the Minister for Planning and Environment will support proposals that increase the proportion of short-stay off-street public parking and which limit or reduce the quantity of long-stay off-street public parking in St Helier, in accord with the objectives of the Sustainable Transport Policy (2010), and in accord with the overall level of off-street public parking provision permitted.

During the Plan period, the provision of public off-street car parking space at the following sites will be approved;

- Esplanade Quarter: a new 520 space MSCP, to replace the public off-street provision on the existing Esplanade Quarter surface-level car park; and

subject to the outcome of the proposals for North St Helier Masterplan and traffic impact assessments;

- Ann Court: a new 285 space MSCP, to replace the potential loss of Minden Place MSCP (@ 240 spaces) and its potential replacement with 25 public spaces;
- the provision of off-street public parking at key development sites in the north of the Town - such as at Bath Street; Jersey Gas and Ann Street Brewery - to provide up to 450 public spaces.

All development proposals within the masterplan will be required to be the subject of full transport assessments and to reflect the need and desire for parking at the time of implementation, which will be reviewed on a biennial (once every two years) basis, in order that long-stay off-street public parking

can be limited or reduced and/or the proportion of short-stay off-street parking increased, in accord with the objectives and performance of the Sustainable Transport Policy (2010).

New car park facilities will be required to incorporate sustainable drainage systems to promote infiltration.

The redevelopment of the existing Pier Road MSCP or the land identified for the extension of Green Street MSCP for alternative uses will be kept under review during the Plan period, relative to the demand for, use and availability of off-street public parking provision here and the outcome of any further studies undertaken within the context of Proposal 12 'St Helier Regeneration Zones'.

The redevelopment of surface level off-street public car parking provision in St Helier will not be resisted.

Planning permission for the provision of temporary surface level off-street public car parking on sites cleared for redevelopment or sites which have come out of their established use, will not be permitted.

On-street public parking provision

8.119 On-street provision in St Helier amounts to approximately 1200 spaces and demand for the use of these spaces constantly exceeds the supply. It is, therefore, evident of the desire of many car users to attempt to park as close as possible to their destination, even though there may not be available on-street space, when it is more likely that there will be guaranteed spare capacity in other, but more distant, off-street car parks.

8.120 The existence of on-street parking provision can generate additional traffic movements, particularly in and around the town centre, as drivers attempt to 'hunt' for an on-street parking space. This is detrimental to the quality of the public realm in the heart of the town. Whilst the Sustainable Transport Policy (2010) identifies that the level of on-street provision will likely be maintained in the short-term, a longer-term objective must be to reduce the level of provision of on-street parking in the town centre to alleviate its adverse implications for the public realm in the heart of the town.

8.121 In the town centre, the priority for the use of on-street parking provision should be given to unloading and service vehicles and for use by people with disabilities, all of whom require convenient and direct access to shops and other town centre buildings. In town centre and environmental improvement schemes,

and in pedestrian priority schemes, the priority will be the reclamation of road space for the improvement of the public realm, including the provision of cycle routes, and this may involve the loss of on-street parking spaces.

8.122 The Sustainable Transport Policy (2010) proposes a review of on-street parking charges to increase the cost of their use, relative to off-street parking costs, thereby encouraging the greater use of off-street facilities.

8.123 The Sustainable Transport Policy (2010) also proposes a review of parking restrictions. This may identify the availability of more road space in the town centre which could be released to support the priorities of enhancing the public realm; providing more space for service vehicles; or enabling the provision of more on-street parking for people with disabilities.

Residents' Parking Zones

8.124 A number of town residents park their vehicles overnight in on-street time restricted parking zones, which requires them to move their vehicles during the day. The creation of residents' parking zones outside the town centre can reduce the need for these unnecessary trips to be made and can encourage town residents to use other modes of transport to travel.

8.125 Whilst residents parking schemes can prevent unnecessary trips, they need to be introduced and administered with care so as not to encourage car ownership and to balance the needs of residents with local business.

8.126 Three residents' parking zones have been introduced in St. Helier - in the areas of St Mark's Road, Richmond Road and Cheapside - and consideration is being given to the extension of this scheme to other residential areas of the town, including;

- Havre des Pas, bounded by Havre des Pas (part) in the south, Hastings Road in the north, St. Clement's Road (part) in the east and Marett Road and part of Roseville Street in the west.
- St. Thomas', comprising a zone centred on Great Union Road that will link the existing St. Mark's Scheme to the Cheapside Zone.
- a St. Andrew's Zone centred on First Tower Park and including Rue de Trachy, Seafield Avenue, Hansford Lane and parts of La Route de St. Aubin and Mont Cochon.

8.127 Public parking provision in St Helier will need to be closely monitored during the Plan period to assess the impact of new parking provision at the Esplanade Quarter in particular, upon levels of congestion. Attention will also need to be given to the balance between long and short-stay public provision relative to the vitality of the town centre, and the level and intensity of use of public off-street parking facilities.

Private parking provision

8.128 In support of the strategic transport objective of seeking to restrict and manage the provision and availability of parking, particularly for commuters in St Helier, in order to influence levels of congestion and to encourage the use of other transport modes, the 2002 Island Plan supported a presumption against the provision of private non-residential car parks. Given that the balance between the provision and availability of private non-residential and public parking in St Helier, has or is likely to worsen over the Plan period as the significant level of provision anticipated at Esplanade Quarter (at 900 spaces) and Kensington Place (at 240 spaces) comes on stream, it is important to maintain the presumption against the provision of any more private car parks.

8.129 The use of land for car parking, particularly in St Helier, is not an efficient form of development and can serve to stifle the redevelopment and regeneration of urban areas. The redevelopment of private car parks for other forms of development, including the provision of open space, will be encouraged to assist with, in particular, the provision of land for homes.

Policy TT 11

Private car parks in St Helier

Planning permission for the development of new private non-residential car parks with public access in St Helier will not be permitted, except where;

- the provision of such car parks will contribute to reducing vehicular penetration of, and congestion in, core areas;
- such car parks replace an existing private non-residential car park within the Ring Road; and
- there is no net increase in the provision of private non-residential car parking spaces.

The redevelopment of existing private car parks that are available to the public and are not related to any particular building, for uses other than car parking, will generally be encouraged.

Parking provision outside St Helier

8.130 There are a number of parking issues outside St Helier, related to:

- the narrow road network in some communities, for example St Mary and St Martin, making on-street parking difficult;
- the influx of seasonal visitors, for example at St Aubin, Gorey and Rozel; and
- the need to accommodate peak demands at commercial and natural visitor attractions.

8.131 In an environmentally sensitive area restricting parking may have environmental benefits but can adversely affect residents and businesses. On-street parking can impede traffic flow and the vehicles themselves may spoil the appearance and character of the area. Locations that attract a great many visitors in the summer are a particular problem. Simply extending car parks may not be the answer because more visitors, at any one time, may detract from the special sense of place. A balance needs to be achieved between adequate supply and the impacts of unrestricted demand.

8.132 With regard to commercial visitor attractions, it is important that they can satisfactorily accommodate their peak demand, particularly where any overspill parking is likely to cause safety problems on the adjacent highways or visual intrusion in the countryside.

8.133 Proposals for new car parks and extensions of existing car parks will be considered on their merits. Evidence will, however, be required to demonstrate that every effort has been made to encourage travel by modes of transport other than the private car.

8.134 In all cases a high standard of design will be expected. The areas will need to be landscaped around the perimeter and the visual impact of large car parks must be 'broken up' by design and landscaping. Seasonal car parks will be treated as open space with surfacing, signing and planting chosen to suit.

Policy TT 12

Parking provision outside St Helier

Proposals for new car parks or extensions to existing car parks outside St Helier will only be permitted where there is an established demand and the environmental capacity exists to accommodate the proposal; and where provision has been made to encourage travel by modes other than the private car.

In all cases, where the case for additional car parking is accepted, a high standard of design will be required with regard to materials, boundary treatments, surfaces, signing and landscaping in accord with Policy GD 1 'General development considerations'. In particular, new car park facilities will be required to incorporate sustainable drainage systems to promote infiltration.

Parking guidelines

8.135 The supply of parking represents a key link between transport and land-use. Allowing unlimited provision of car parking spaces in new developments, particularly in the centre of St Helier, only serves to exacerbate problems of congestion and pollution. The planning system can be used to influence the extent of provision of private non-residential parking and, thereby, the future use of private cars. The aim in the central area is to restrain commuter trips but not essential business trips. Levels of on-site parking for new developments need to provide for the reasonable operational needs of businesses but not provide a level of parking that encourages commuting by car. In areas outside the town centre, parking requirements will be related to likely employment levels and/or traffic generation; availability of other transport options such as public transport and/ or the provision of cycle routes and, where appropriate, take account of Policy TT 9 'Travel plans'.

8.136 In the past, Jersey's parking standards or guidelines have sought to ensure that parking within a development met all the demands of car users it generated. These 'minimum' parking standards encouraged car use, increased congestion and contributed to the decline of public transport use and services. They have also served to ensure that the needs of the car have dominated people's ability to gain optimal use of the land and buildings that they live and work in which, in an Island with a limited land mass with sensitive areas of coast and countryside, is not a viable or sustainable approach. If the strategic aim of meeting the Island's housing needs without urban expansion or other forms of green field development is to be met, it follows that effective use must be made of scarce urban land, especially within St Helier.

8.137 The provision of significant amounts of parking space in association with new development is an inefficient use of valuable land and a constraint to achieving good urban design. It is also relevant to note that not all future occupants of urban residential development want or are able to afford to own cars, or are able to afford to own homes with parking provision: in 2008 almost one quarter of households in St Helier did not own a car. Greater emphasis needs to be placed on encouraging the use of alternative modes of travel to the private car; innovation in addressing the requirement for car parking; and greater efficiency in the use of land.

8.138 It is, however, recognised that this is a difficult matter to tackle in Jersey where, given high levels of car ownership, many people consider it almost a requirement or even a right to park close to or at their home. There is also evidence, from elsewhere, that development which fails to cater adequately for the car can lead to increasing pressure on nearby kerbside space and for other road users to be excluded from using it. The Minister, thus, acknowledges that for some sections of the Island community the private vehicle remains the only practical transport option and that parking for commercial vehicles is also of significance to business.

8.139 The Minister for Planning and Environment will, therefore, develop and adopt supplementary planning guidance which establishes a range of minimum and maximum levels of parking for broad classes of development, including residential and commercial land uses and buildings, as well as for urban and rural parts of the Island. Maximum standards will be designed to be used as part of a package of measures to promote sustainable transport choices, reduce the land-take of development, enable schemes to fit into central urban sites, promote linked-trips and access to development for those without use of a car and to tackle congestion whilst minimum standards will ensure that developers are required to provide a certain level of parking provision where it is appropriate to do so.

Proposal 26

Parking guidelines

The Minister for Planning and Environment will develop, consult upon, and adopt supplementary planning guidance which sets out new parking guidelines.

Highway network

8.140 Jersey's dense, and predominantly narrow, road network is a key strategic asset and makes a significant contribution to the economic and social vitality and viability of the Island.

8.141 For an island of only 45 square miles, there is a very comprehensive network of highways, approximately 360 miles in length. However, with the exception of La Route de la Liberation and Victoria Avenue, all of the Island's roads are single carriageways and many have no footways. In the main, the Island's main roads link to/from St Helier, with a series of other roads providing a strategic route across the north of the Island. These routes are supported by minor roads which provide alternative, less direct routes, together with a comprehensive network of minor lanes.

8.142 The Island Plan recognises the significance of this asset and, in partnership with the strategic highway authority, seeks to ensure that the highway network is protected and enhanced, where appropriate. To do this, Island roads are classified according to a hierarchy of routes which is used to manage activity on them and which is used in the consideration of planning applications, particular where there are implications for development upon the primary route network.

8.143 Traffic congestion experienced between La Route de la Haule and Beaumont is not only a factor of the volume of traffic using this route but also the capacity of the road itself, which will influence the amount and speed of traffic that can be carried along it. In view of the fact that La Route de la Haule is already at

capacity, the creation of additional vehicular access points along this route would only serve to further undermine the capacity of the road still further and, in view of its strategic significance, will not be supported.

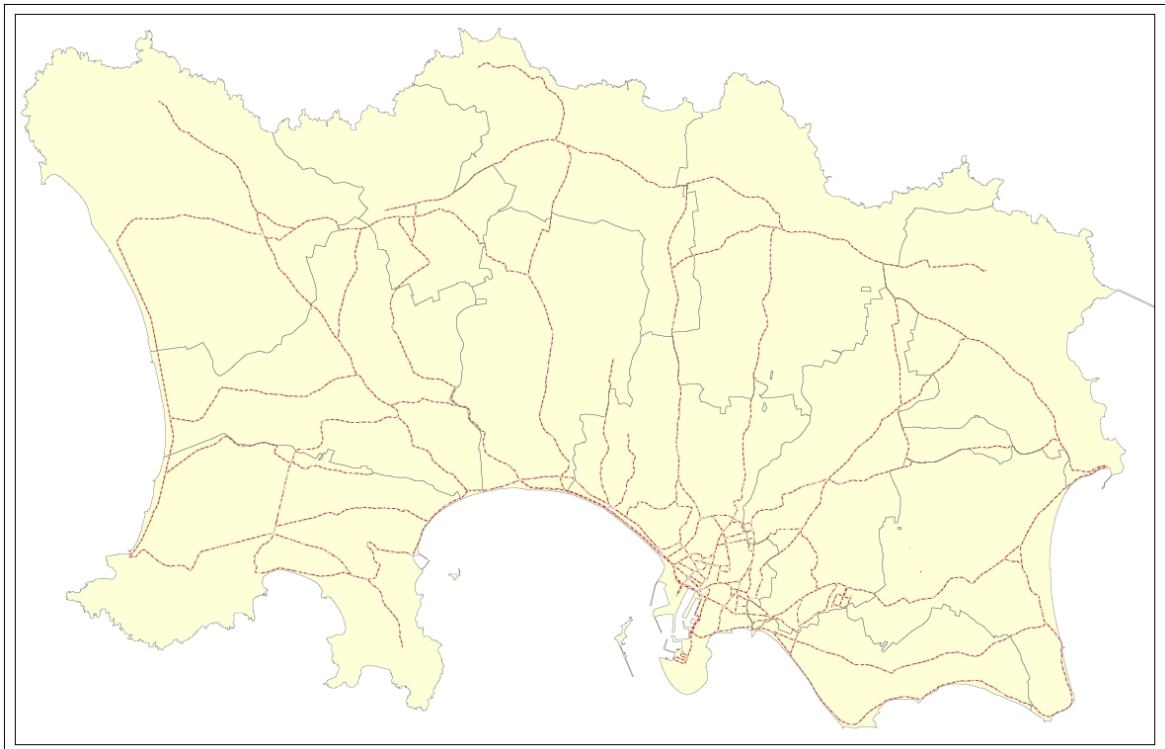
Policy TT 13

Protection of the highway network

The Minister for Planning and Environment, in conjunction with the Minister for Transport and Technical Services and parish roads committees, will support the definition and function of an Island Highway Network comprising local routes (minor roads); secondary routes (B and C roads); and the Primary Route Network (A and some B roads).

The creation of new access points onto the Primary Route Network will be approved, except on La Route de la Haule, between Bel Royal and Beaumont where the creation of new vehicular access points will not be permitted, subject to;

1. the provision of a safe and adequate access; and
2. where it does not adversely affect the landscape, townscape, cultural heritage or biodiversity resources of the Island in accord with Policy SP 4 'Protecting the natural and historic environment'; Policy SP 7 'Better by design' and Policy GD 1 'General development considerations'.



Map 8.3 Primary Route Network

Network capacity

8.144 The philosophy of the Sustainable Transport Policy (2010) is to address the issue of traffic demand exceeding network capacity by reducing demand rather than by increasing the capacity of the highway network. Support for the development of improved or new highway infrastructure will only, therefore, be justified where there are other compelling reasons related to the Island's economy, environmental and highway safety interests, or where the proposed change will support and encourage the use of other modes of transport, such as public transport.

8.145 It is essential that the design of any new roads and increases to existing road capacity do not isolate or exclude the needs of pedestrians and cyclists or create problems of severance and lack of access. Provision should be made at all times to incorporate facilities such as cycle lanes, cycle priority at signal junctions, advanced stop lines, bus stops and other public transport access points, pelican crossings, traffic islands, dropped kerbs, 'at grade' crossings and other traffic calming measures to enable safe attractive and convenient access along and across new schemes. High quality environmental design of any new road scheme will also be required.

8.146 The requirement for an Environmental Impact Assessment to be undertaken as part of any proposals for a new road scheme will be considered within the context of the [Planning and Building \(Environmental Impact\)\(Jersey\) Order 2006](#). The

environmental effects of highway improvement schemes should be assessed to determine potential beneficial and adverse effects and to identify mitigation measures to avoid or minimise potential adverse effects.

Potential schemes

8.147 It is acknowledged that there are a number of areas in the Island where there is a concentration of traffic exceeding the road capacity causing congestion and delay. Most of these areas experience congestion during the morning afternoon and evening peaks, such as the north east section of the ring road, Cheapside, Five Oaks, Mont Millais, and the Tunnel. Beaumont is particularly prone to traffic congestion, which can extend to other parts of the working day, as well as the weekends.

8.148 The 2002 Island Plan identified parts of the primary route network that warranted detailed traffic studies to attempt to address congestion and delay on the network in these areas including; the Ring Road on the south-eastern side of St Helier, the junction of Commercial Buildings and the A17, the junction of La Route de la Haule and Beaumont Hill, and Mount Bingham. Traffic modelling associated with the development of the St Helier Waterfront, masterplanning of the La Collette and St Helier Harbours and the St Helier Development and Regeneration Strategy has considered all of those areas above that are within St Helier. This modeling has been considered by the Transport and Technical Services Department and, as a consequence, the following areas have been identified as areas where there is the potential for changes to the highway infrastructure, subject to appropriate consideration and justification:

Esplanade Quarter

8.149 Significant remodelling of the highway infrastructure associated with the development of the Esplanade Quarter is proposed to take place, involving the redevelopment of much of La Route de la Liberation underground, during the Plan period. This work is much less about the capacity of the local infrastructure, as opposed to optimising the provision of valuable developable waterfront land and maximising the value of the Waterfront development to the Island's economy. There will be some associated remodelling of the existing road layout to accommodate these changes and to provide extra capacity to cope with the demand generated by the development of the St Helier Waterfront.

St Helier Ring Road: Francis Street/St. James Street

8.150 The St Helier Development and Regeneration Strategy proposes widening Francis Street to enhance its ability to carry two-way traffic, thereby removing traffic and associated noise and air pollution from Colomberie, which would enhance the public realm of this area and help to stimulate its regeneration. There would also be potential implications for St James Street.

8.151 The implications of this change have been modelled and, whilst not providing a significant increase in Ring Road capacity, are supported in principle by the Transport and Technical Services Department, subject to further cost benefit analysis. The detailed implications of any such proposal, relative to cost of property acquisition and the loss of historic buildings, have yet to be determined and will need to be carefully considered within the context relating to Chapter 3 'Historic Environment'.

Beaumont/ Route de la Haule

8.152 The heavy traffic congestion experienced here is not solely due to the filter-in-turn junction where Beaumont Hill meets La Route de la Haule. Even if an improved capacity at the junction were to be provided, it is considered that La Route de la Haule, between the Beaumont junction and Bel Royal, would be unable to carry any additional traffic at peak times as its capacity is constrained by the density of housing, numbers of entrances and junctions, and pedestrian crossings along its length.

8.153 A road construction solution would, therefore, involve not just increased capacity at Beaumont, but increased capacity on the road system through to Victoria Avenue. Highway improvements in this one area would allow more vehicles to pass through Beaumont, but would subsequently put more demand on junctions nearer St Helier and unless those other junctions could cope with the increased arrival rate of vehicles, improvements to Beaumont would be of little benefit.

8.154 The Transport and Technical Services Department states that any road improvements in the Beaumont area should be aimed at improving public transport and other sustainable modes of travel, rather than providing for more cars to pass through the area. Any scheme would be difficult and costly to implement and the effectiveness of more readily achievable improvements to the bus service need to be monitored before the necessity of such a scheme can be determined⁽¹⁶⁾.

Policy TT 14

Highway improvements

The principle of implementing schemes for the provision of new or the enhancement of existing roads at the following locations is supported, but remains to be subject to detailed evaluation and cost benefit analysis.

- St Helier Ring Road: Francis Street/St James Street
- Beaumont/Route de la Haule

Progression of these schemes to implementation will only be supported if:

16 Sustainable Transport Policy (2010) pp.62-63

1. they are absolutely necessary to overcome existing congestion levels and can demonstrate that an overall reduction in congestion would be achieved; or
2. they remove traffic from less suitable areas and improve road safety; or
3. they can facilitate development that is of demonstrable value and significance to the Island's social, community or economic interests; or
4. they can deliver benefit that would support modal shift, through improvements to public transport, cycling or walking, and
5. after careful evaluation of the environmental cost and benefits, the scheme will result in tangible or neutral environmental benefits and impacts.

In considering the design of new roads or widened roads, the needs of pedestrian and cyclists must be taken into account.

Air and Sea Travel

Operational Development at the Port of St Helier and Jersey Airport

8.155 Links to the UK and continental Europe are essential for the Island. Almost 1.2 million people travel through Jersey Airport and the Port of St Helier in any one year, with Jersey Airport passenger arrivals at about 70% of total passenger traffic to the Island. Almost all freight into and out of Jersey is through the Port of St Helier which, whilst generally declining, in 2007 stood at just below 400,000 tonnes.

8.156 Both the Port of St Helier and Jersey Airport are strategic assets and their operational viability is essential to the Island's economic well-being.

The Port of St Helier

8.157 The present port facilities are ageing and inefficient - both for freight and passenger traffic: the port cannot support either 24hr operations or berthing for larger vessels, and, taking a long-term view, it is possible that there will be a need for a new port. A new port will need to have sufficient land and buildings available to accommodate commercial port operations and potential expansion over the port's lifetime, relative to anticipated trends for the movement of freight and people by sea. It is also likely that there will be a need to be able to accommodate berthing for larger ships and tankers up to 180m.

8.158 Feasibility work has shown that a new port could be sited, in various configurations, at La Collette where there is significantly deeper water. This option, together with the potential for the future development of La Collette, the Port of

St Helier and the Inner Harbours, is currently the subject of a feasibility study, will be considered from a land use planning perspective within the context of Proposal 12 'St Helier Regeneration Zones'.

8.159 Significantly, revenues from the current port operation cannot support a major capital improvement. A new port is, therefore, only achievable if it can be funded by the realised value of development in the Elizabeth Harbour area, as part of the next phase of the redevelopment of the St Helier Waterfront. Such significant change is not envisaged during the Plan period, but will be kept under review.

8.160 In the meantime, it is important that the existing Port of St Helier is able to change and adapt, as far as possible within existing constraints of the existing tidal window and berthing capacities, to provide as efficient an operation as possible to enable the safe and convenient movement of people and freight. It is important that the area within the operational zone of the port is available for direct and indirect operational functions. This includes the physical infrastructure necessary to support and provide a safe and efficient port operation allowing the movement of people and freight, whilst enabling the provision of infrastructure and facilities to support port-related activities and functions, such as warehousing and logistics.

8.161 Owing to the strategic and economic significance of the port operation, the use of valuable port land by non-port related uses should not normally be encouraged or supported. Existing non-port related activities within the defined operational area of the port should be relocated as opportunities arise.

8.162 The Port of St Helier is an historic setting and proposals for change need to have regard for the heritage assets within the port in accord with policies relating to Chapter 3 'Historic Environment'.

8.163 Other marine activities not associated with the commercial operation of people and freight - such as commercial fishing and marine leisure activities, including the provision of marina facilities, are considered elsewhere in the Plan.

Jersey Airport

8.164 Jersey Airport is the Island's principal gateway, serving over 750,000 passenger arrivals a year. In support of the Island's economic objectives and, in particular in support of the tourism and finance industries, Jersey Airport is seeking to continue to grow passenger numbers by increasing the network of destinations between Jersey, the UK and mainland Europe, while sustaining existing air services.

8.165 The operational needs of the Airport include the runway and terminal facilities, aircraft navigation, aircraft maintenance and handling provision, and warehousing and distribution services related to goods passing through the Airport. Related development that assists the operation of the Airport includes administrative offices, public transport facilities and long and short-stay parking.

8.166 A Master Plan for the Airport was prepared in 2002. This plan was focused solely on operational developments, a number of which are emerging, or have emerged from it, including the development of the new air traffic control tower, completed in 2010, and the refurbishment of the aprons and runway, completed in 2008.

8.167 It is now a stated objective of the States that Jersey Airport operates in a more commercial manner and that it become less reliant on States financial assistance to fund maintenance and renewal of its assets. There is, therefore, a need for the Airport to look to optimise its available assets and a new Airport Master Plan is now in the process of being produced to address the operational and commercial non-aviation developments or opportunities for Jersey Airport over the next 15 to 30 years. This will need to be assessed from a land-use planning perspective and related to the wider needs of the community within the context of Proposal 13 'Jersey Airport Regeneration Zone', in order that supplementary planning guidance can be developed during the Plan period.

8.168 All the future operational requirements for Jersey Airport that have been identified currently, with the exception of certain navigation requirements, can be accommodated within the existing Airport boundary.

Policy TT 15

Operational development at the Port of St Helier and Jersey Airport

The operational areas of the Port of St Helier and of Jersey Airport are defined on the Proposals Map.

Operational developments within the operational areas of the Port of St Helier and Jersey Airport that enable the safe and convenient operation of these facilities; improve facilities for passengers and the handling of freight; and assist port users and airline operators will be permitted.

Uses that are not Port or Airport related or ancillary to the operation of the Port or the Airport will not be permitted within the defined operational area of each facility unless developed within the context of plans and proposals for Jersey Airport Regeneration Zone.

Air Travel Impact

8.169 The safety and health of people using air travel and affected by the operation of Jersey Airport is an important consideration. The planning system can help to ensure the safety of users of air transport and can help to safeguard people and development on the ground from the actual and potential adverse implications of air travel.

8.170 There is a need to ensure that the safe operation of Jersey Airport is not prejudiced by the impact of development. This might include high buildings and other structures such as masts, buildings containing electronic equipment, and large expanses of water (that could attract bird life). These considerations are material to the determination of planning applications and are considered in general development control policies.

8.171 There are two other issues, relating to the operation of the Airport, that affect development and the use of land in the area around it. The first of these relates to the degree to which land near to the Airport is exposed to different levels of aircraft noise. The second is concerned with the level of risk to public safety in the area around the Airport where aircraft crashes are most likely to occur.

Aircraft Noise Zones

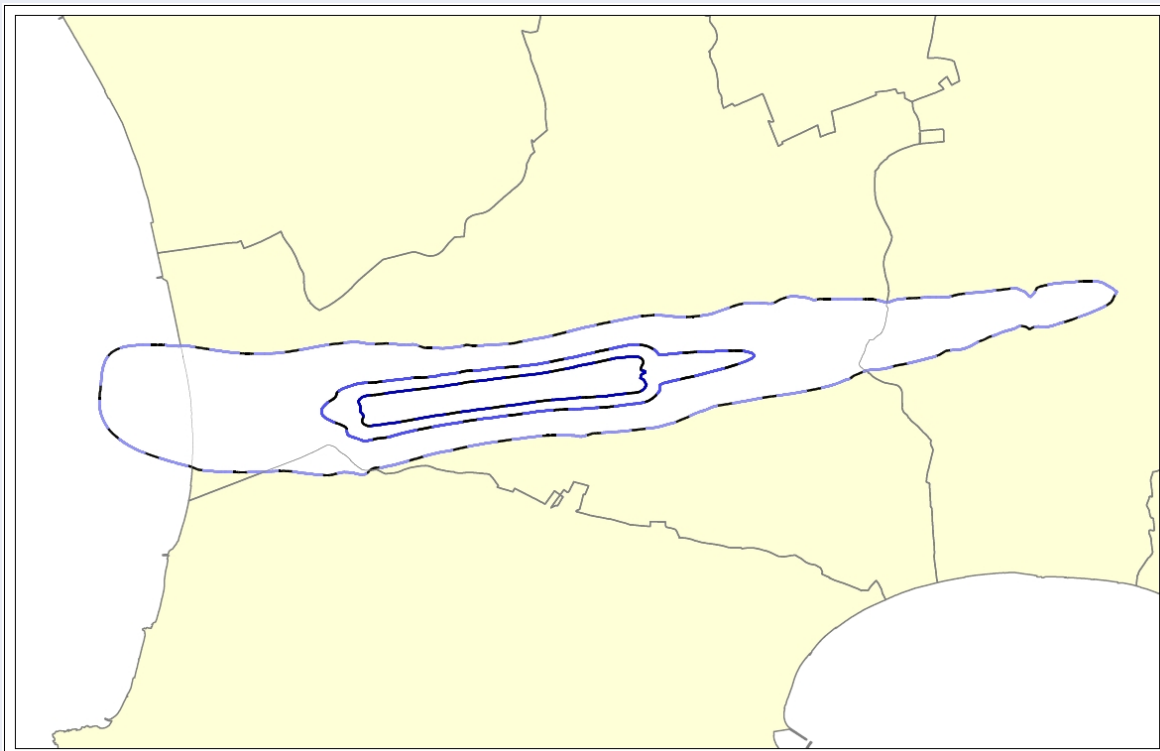
8.172 Aircraft landing and taking off are the chief sources of aviation noise. In particular, landing noise is increasing in importance, and has become the dominant reason for complaints at some airports. In addition, those living close to airports may experience 'ground noise' from sources on the airport such as taxiing aircraft.

8.173 Aircraft noise can affect concentration or sleep and result in feelings of anger, frustration and powerlessness to control the noise. These factors can thus adversely affect people's quality of life. However, while many express concerns over aircraft noise, there remain considerable uncertainties over the precise nature of its impacts. Evidence to date suggests that most people exposed to aircraft noise are not adversely affected, but more vulnerable groups may be at increased risk, particularly those with pre-existing sleep problems, stress or mental health problems.

8.174 Noise is measured using the standard decibel scale (dBA). A series of aircraft noise events can be averaged over any given period of time using the equivalent continuous sound level (Leq). Leq is the method of averaging recommended in the UK Government's planning guidance on noise⁽¹⁷⁾ and in guidelines issued by, for example, the World Health Organisation.

17 Planning Policy Guidance note 24: Planning and Noise, Office of the Deputy Prime Minister, 1994: government planning guidance advises that planning permission for housing should normally be refused in areas exposed to noise from any source louder than 66dB(A) Leq during

8.175 Noise maps depict contours which connect points having the same average noise exposure. The contours are generated using computer models, based upon the known characteristics of aircraft noise generation and attenuation. The dBA values used relate to the Leq 16 hour daytime period from 7am to 11pm because daytime rather than night movements are the relevant factor in considering capacity issues.



Map 8.4 Aircraft Noise Zones

8.176 In the UK noise is regarded as having the potential for the onset of significant community annoyance above a level of 57dB(A) Leq, but recognizes that some people are annoyed at lower levels. This measure was chosen following a study in 1985 which showed a good correlation of this figure with annoyance. However, it is apparent that the mix and types of aircraft, their frequency of overflight, the social and economic circumstances of affected people and general levels of environmental awareness and sensitivity have changed since the early 1980s. This matter will, therefore, remain open for review following the outcome of any new evidence of change in the relationship between aircraft noise and annoyance, and the basis for measurement. In the meantime, the standards adopted for protection from noise reflect those adopted in the UK.

the day (and 57dB(A) Leq at night). At noise levels between 57 and 66dB(A) Leq mitigation measures should be a condition on planning permission, but noise below 57dB(A) Leq need not be considered.

8.177 The States of Jersey has accepted that continued exposure to high levels of aircraft noise can cause annoyance and has consequently delineated noise zones to control development in those areas where it is considered exposure to aircraft noise is greatest. Between 1997 and 1999 the Department of Operational Research and Analysis (DORA) of National Air Traffic Services Ltd (NATS) was commissioned to model the levels of aircraft noise around the Airport and specifically to predict the reduction in noise exposure resulting from the banning of the older, noisier 'Chapter 2' aircraft. New noise zone boundaries, adopted as part of the Island Plan Review in 2002, are shown on the Island Proposals Map and form the basis of policy.

8.178 Three noise zones have been identified with differing degrees of restrictions on proposed noise sensitive developments. The definition of noise sensitive development for this policy is all residential development, including extensions to existing dwellings and the conversion of buildings (or part thereof) to residential use. It also includes proposals related to public buildings such as schools and health facilities and other buildings within which people would be expected to work or would occupy for continuous periods during the Airport's operational hours. Such uses include offices, shops, visitor accommodation, restaurants, warehouses and other commercial premises, where exposure to noise may prejudice the level of amenity that could reasonably be expected of such a development.

8.179 Aircraft noise in the UK is governed through international, EU and national regulation. At international level, the International Civil Aviation Organisation (ICAO) sets progressively tighter certification standards (known as Chapters) for noise emissions from civil aircraft. Over the past 30 years, improvements in aircraft technology have resulted in substantial reductions in the noise of individual aircraft. Further improvements, however, beyond the Chapter 4 standards (mandatory for new aircraft from 2006) will be increasingly difficult to achieve.

8.180 Against the general global context of significant anticipated growth, there is increasing concern that the rates of innovation and uptake of new technology are likely to be much slower than the rates of growth of air travel, and aircraft noise is of increasing concern. In Jersey, however, whilst Jersey Airport continues to seek to grow passenger numbers by increasing the network of destinations between Jersey, the UK and mainland Europe, while sustaining existing air services, the extent of growth in air travel is not likely to be as significant as elsewhere. When set against the general improvement in aircraft noise standards, the implications of Jersey's volume and type of aircraft movement is unlikely to adversely expose a greater proportion of the resident population in the vicinity of the airport to greater aircraft noise. There will, however, be a need to monitor the extent and nature of aircraft movements, and the constituent aircraft type, to determine whether there is a requirement to review the noise zones.

Policy TT 16

Aircraft Noise Zones

Proposed developments in the vicinity of the Airport, within the zones defined on the Proposals Map, will be subject to the following noise policy for all noise sensitive developments:

Noise Zone	Air Noise Exposure Level (L_{eq} dB(A)) 16hr	Policy for All Noise-Sensitive Development
One	> 72	Development permission will be refused, with the exception of airport operational activities.
Two	66 - 72	Development permission will not be granted. Where it is considered that permission should be given, for example because there are no alternative quieter sites available (in such instances as extensions to existing dwellings or conversions), conditions will be imposed to ensure a commensurate level of protection.
Three	57 - 66	Noise will be taken into account when determining planning applications and, where appropriate, conditions imposed to ensure an adequate level of protection against noise.

Table 8.2

Airport Public Safety Zones

8.181 While air travel is a very safe method of travel, incidents are most likely to occur during take off or landing. In order to minimise the number of people on the ground immediately within the zone used for landing and take off, individual risk contours have been developed for Jersey Airport using individual risk contour

modelling and the principle of constrained cost-benefit analysis⁽¹⁸⁾. This provides estimates of the individual risk arising from aircraft crashes in the vicinity of Jersey Airport.

8.182 This work determines the extent of individual risk of being killed as a result of an aircraft accident to which a person remaining in the same location for a period of a year would be exposed and has resulted in the delineation of two distinct zones of risk, as defined on the Island Map. Public Safety Zone 2, represented by the individual risk contour @ 10^{-5} defines the area within which it is estimated there is a 1 in 100,000 chance that an individual would be killed by a crashing aircraft if they spent a year continuously at that location. The areas for which the risk is greater than 1 in 10,000 i.e. 10^{-4} , is represented by Public Safety Zone 1.

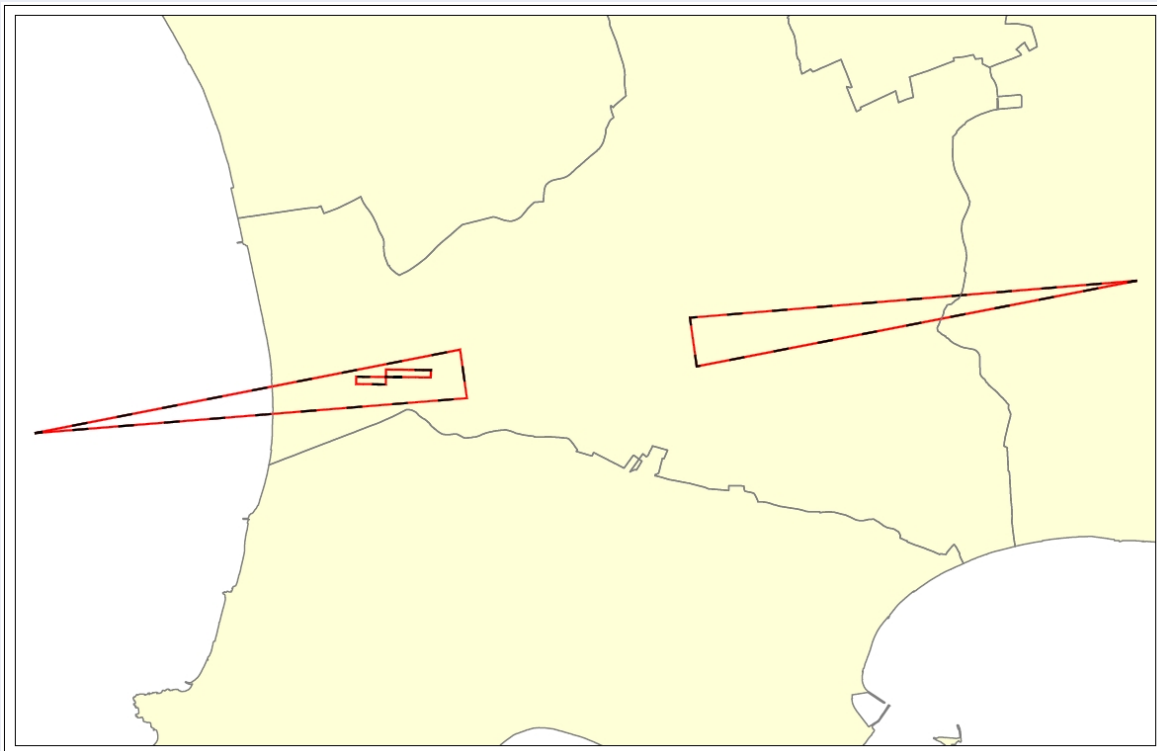
8.183 The areas of the Public Safety Zones correspond to a simplified form of the risk contours, in order to make the Zones easier to understand and represent on maps, and also in recognition of the necessarily imprecise nature of the forecasting and modelling work. The resultant shape of the Public Safety Zone 2 is that of an elongated isosceles triangle. This differs from the 'funnel' shape of earlier PSZ's, first adopted in Jersey in 1963, which were based on the restrictions on the height of buildings within the funnels in order to safeguard approaching aircraft, and not on any assessment of the extent of risk of crashing aircraft.

8.184 The calculations of the individual risk are based on data for the fixed wing traffic using Jersey Airport during 1998, unlike the UK, where PSZs are based on estimations of aircraft traffic levels to 2015. In view of a relatively stable and/or declining number of aircraft movements at Jersey Airport this is considered to remain valid, but the need to review its findings will be kept under review.

8.185 Accordingly, there should be no increase in the number of people living, working or congregating within the Airport Public Safety Zones defined by these contours. This can be achieved by restricting new development, or changes of use of existing buildings and land in those areas exposed to such risk. In the areas of greatest risk (PSZ1), it is considered appropriate that the number of people living, working or congregating here should be reduced. The planning system can assist this by seeking to resist proposals for new and replacement buildings in PSZ1 as and when proposals for redevelopment come forward: there are two residential properties in PSZ1.

8.186 For the existing properties and buildings within PSZ2 it is considered reasonable to permit some exceptions to the general presumption against any new development but only where it would not result in an increase in the number of people living, working or congregating within the zone.

18 Kent, D & Mason, S (1999) Third Party Risk in the Vicinity of Jersey Airport, R&D Report 9933, NATS



Map 8.5 Aircraft Public Safety Zones

8.187 Although people travelling along a road are likely to be within the Public Safety Zone for a short period of time, the average density of occupation during the day may be quite high, and equivalent to fixed development. The location of infrastructure such as road junctions, traffic lights and roundabouts may lead to an increase in the number of stationary vehicles within the Zone and any such proposals for any of the main roads within the PSZ, including Grande Route des Mielles; Route de Beaumont and Vallée de St Pierre, will need to be carefully assessed in terms of the average density of people that might be exposed to risk.

8.188 Where development not requiring planning permission is proposed or undertaken within the Public Safety Zones, which might include the temporary use of land for the holding of a market or sand racing on the beach, the Minister for Planning and Environment may consider whether to withdraw these permitted development rights where any such use or operation would attract significant numbers of people.

Policy TT 17

Airport Public Safety Zones

Within the Airport Public Safety Zones, as identified on the Island Proposals Map, there is a general presumption against new development / or changes of use of land or existing buildings. In particular, no new dwellinghouses, other

than residential buildings or non-residential development will be permitted. In Public Safety Zone 1, there is also a presumption against the replacement of existing development.

Within Public Safety Zone 2 the following types of development may, however, be permitted, where there is no increase in the number of people living, working or congregating in the Zone and where it is in accordance with other principles and policies of the Plan;

1. an extension or alteration to a dwellinghouse which is for the purpose of enlarging or improving the living accommodation for the benefit of the people living in it, such people forming a single household, or which is for the purpose of a 'granny annex';
2. an extension or alteration to a property (not being a single dwellinghouse or other residential building) which could not reasonably be expected to increase the number of people working or congregating in or at the property beyond the current level or, if greater, the number authorised by any extant planning permission; or
3. a change of use of a building or of land which could not reasonably be expected to increase the number of people living, working or congregating in or at the property or land beyond the current level or, if greater, the number authorised by any extant planning permission.
4. long-stay and employee car parking (where the minimum stay is expected to be in excess of six hours);
5. open storage and certain types of warehouse development. 'Traditional' warehousing and storage use, in which a very small number of people are likely to be present within a sizeable site, is acceptable. This does not include more intensive uses, such as distribution centres, sorting depots and retail warehouses, which would be likely to entail significant numbers of people being present on a site. In granting planning permission for a warehouse, conditions will be imposed to prevent the future intensification of the use of the site and limit the number of employees present;
6. development of a kind likely to introduce very few or no people on to a site on a regular basis. Examples might include unmanned structures, engineering operations, buildings housing plant or machinery, agricultural buildings and operations, buildings and structures in domestic curtilage incidental to dwellinghouse use, and buildings for storage purposes ancillary to existing industrial development;

7. public open space, in cases where there is a reasonable expectation of low intensity use. Facilities such as children's playgrounds, playing fields or sports grounds will not be permitted as these are likely to attract large numbers of people on a regular basis;
8. low density recreational uses, such as golf courses, but not clubhouses; and
9. allotments.

Within Public Safety Zone 1, where the level of risk is greater, the following types of development may be permitted, but only where it is likely to involve a very low density of people entering the Zone for limited time periods, and where it is in accordance with other principles and policies of the Plan;

1. long-stay and employee car parking (where the minimum stay is expected to be in excess of six hours);
2. built development for the purpose of housing plant or machinery, and which would entail no people on site on a regular basis such as boiler houses, electricity switching stations or installations associated with the supply or treatment of water; and
3. low density recreational uses such as golf courses, but not clubhouses.

