STATES OF JERSEY

ST HELIER PARKING NEEDS STUDY

JUNE 2013

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CONTENTS

TABLES

FIGURES

1. INTRODUCTION

1.1 Background

1.1.1 Following adoption of the North St Helier Masterplan (NTMP) by the Minister for Planning and Environment and the implementation of Millennium Town Park, the Department of the Environment and TTS wish to review the provision of and need for public and private parking in the town.

1.1.2 NTMP proposed a parking strategy that was designed to meet the parking and transport behaviour at the time of the masterplan studies in 2009/10. However, the masterplan did acknowledge that parking needs and behaviour will change due to developments that occur and as a result of the sustainable transport strategy parking requirements are likely to decrease and public transport and non-motorised transport will increase.

1.1.3 On the other hand the closure of Gas Place public car park and the adjacent Talman private car park has already reduced the amount of long stay parking available in the north east of the town.

1.1.4 In addition a number of development proposals proposed in NTMP are being progressed and a thorough, town wide review of parking needs is required to assess parking requirements in relation to these and all development in the town.

1.2 Scope of Work

1.2.1 The brief specified a number of tasks and outputs for the study to address:

- Review the current supply and occupancy rates for on street and off street parking, both private and public, for short stay / shopper and long stay commuters and residents. The study area will be within the ring road (Rouge Bouillon, St Saviours Road, West Park to Georgetown) including the Waterfront. The Department of the Environment will update the private parking data from NTMP;
- Review of data and public opinion on parking from the 2012 Jersey Annual Social Survey (JASS);
- Summary of States policies, Sustainable Transport Policy (STP), NTMP, Island Plan;
- Assessment of impact of Sustainable Transport Policy on commuter parking demand;
- Assessment of potential for loss of private non residential parking spaces and impact on demand for public provision;
- Impact of housing development with low parking provision;
- Assessment of States intention to increase shopper parking, with identification of the appropriate amount and location;
- Consultation with key stakeholders including the Parish of St Helier, businesses, residents, commuters, developers;

- Review of best practice elsewhere including cost effectiveness of underground parking and mechanical parking systems;
- Comments on potential parking revenue initiatives;
- Recommendations based on current States policy on recommended numbers and general location of parking for residents, commuters/long stay and shoppers/short stay.

2. PARKING SUPPLY

2.1 Public Car Parks

2.1.1 The public car parks within the ring road are shown in Table 1 along with information on capacity, time limits and charges. The Victoria Avenue lay-bys 1 and 2 are included as these are close to the town and are used for long stay commuter parking. The cost of one paycard unit is currently 73 pence and a season ticket for long stay parking costs £119.69 per month for car parks with a charge of one unit per hour. The season ticket is equivalent to 68 pence per hour assuming 8 hours parking per day and 22 working days per month.

2.1.2 Eco-friendly paycards and parking permits are half the normal cost and are eligible for any vehicle that produces less than 100g of carbon dioxide per kilometre.

2.1.3 There are a total of 3,181 long stay and 889 short stay car parking spaces in all the car parks. At present the flood alleviation works in the Ann Place car park have reduced the number of available spaces but all but 6 spaces are made up by the Ann Street Brewery temporary car park and temporary long stay parking on Charles Street.

Table 1: Public Off Street Car Parks

Car Park	Capacity (no. spaces)	Stay	Time Limit
Ann Place *	180 (109)	Long	7days max.
Ann Street Brewery (temporary) *	(38)	Long	7days max.
Charles Street *	9	Short	3hrs max. per visit
Charles Street (temporary) *	(27)	Short	3hrs max. per visit
Elizabeth Lane	44	Long	7days max.
Esplanade	533	Long	7days max.
Green Street	608	Long	7days max.
Hue Street	30	Long	7days max.
Inn on the Park	38	Long	7days max.
La Route du Fort	81	Long	7days max.
Midvale Road	59	Long	7days max.
Minden Place	251	Short	3hrs max. per visit
Nelson Street	41	Long	7days max.
Patriotic Street	622	Long	7days max.
People's Park	55	Long	7days max.
Pier Road (remainder)	741	Long	7days max.
Sand Street	545	ANPR	up to 9 hours
Snow Hill	84	Short	3hrs max. per visit
Victoria Ave. lay-bys 1–2	226	Long	12hrs max. per day

Note: Paycard - 2 units/hr, 8am-5pm not Sunday - Victoria Ave. lay-bys 1-2
Paycard - 1 unit/hr, 8am-5pm not Sunday - all other car parks
* Flood alleviation works currently in Ann Place car park with reduced capacity replaced with temporary Brewery car park, Charles Street on street parking and Charles Street car park changed to all day parking.

2.2 Public On Street Parking

2.2.1 The location, types and time limits of on street parking was obtained from the Road Traffic (St Helier) (Jersey) Order 1996 revised to 1 January 2012. Recent changes and numbers of parking spaces were obtained from an on site survey carried out in early February 2013.

2.2.2 The numbers of available car parking spaces by different parking types and charges are shown in Table 2. There are 400 designated residents parking permit spaces in the town and 368 paycard spaces with a 1 hour limit. Some of the 1 hour and 2 hour paycard spaces are available for residents permit parking. There are smaller numbers of paycard spaces with 20 minute and 2 hour limits and a few disc spaces in specific areas. The St Thomas area has the largest number of residents parking spaces and there are none in the town centre.

Table 2: Public On Street Parking

Type	Time Limit	Cheapside	St Marks	St Thomas	Town Centre	All
Permit	-	102	119	179	0	400
Paycard	20min	16	11	0	27	54
Paycard	1hr	188	11	14	155	368
Paycard	2hr	10	30	30	0	70
Disc	10min	8	0	0	6	14
Disc	3hr	0	0	14	0	14
All	All	324	171	237	188	920

Note: Designated car parking spaces only, excludes disabled and motor cycles

2.3 Private Off Street Parking

2.3.1 The NTMP study carried out an extensive survey to identify all the car parks classed as 'non residential' within St Helier. The NTMP analysis has been updated to take account of the loss of the Gas Place and Talman car parks in implementing the Millennium Town Park.

2.3.2 The updated NTMP analysis identified approximately 3,250 privately owned long stay parking spaces in the town. This amount excludes the public long stay car parks, listed in Section 2.1. Of the 3,250 about 1,400 comprise many small, private car parking areas located throughout St Helier. There are an estimated 1,415 parking spaces that are currently leased to the public, usually on the monthly or quarterly basis, and are mostly used by commuters for long stay parking.

3. PARKING DEMAND

3.1 Public Car Parks

3.1.1 The TTS parking control section carried out a survey of the use of public car parks in St Helier in the week before and during the school half term in February 2013. The numbers of empty spaces were counted in each car park at 08:00, 11:00 and 14:00 hours. In addition the number of vehicles displaying season tickets was counted at 11:00 hours. The survey was carried out on Monday 4 February before and Monday 11 February during the schools half term.

3.1.2 The long stay car parks were found to fill up quicker than short stay and in total were about half full at 08:00 hours in the normal working week before half term. The highest occupancy for all car parks occurred at 11:00 hours with 18% available spaces in the long stay car parks and 40% in short stay. Most long stay car parks were close to full at 11:00 hours with only Pier Road having a considerable number of empty spaces. By 14:00 hours there were slightly more available spaces with 22% long stay and 45% short stay. Season ticket holders used 19% of long stay spaces.

3.1.3 In the half term week both short and long stay car parks were less well used with 25% long stay and 44% short stay available spaces at 11:00 hours a decrease of 8% in both long and short stay. Season ticket use decreased by 13% in half term week.

Table 3: Public Car Park Survey Results

Car Park	Capacity	Mon 4 Feb 2013				Mon 11 Feb 2013 – Half Term			
		No. of Spaces Available			ST	No. of Spaces Available			ST
		08:00	11:00	14:00		08:00	11:00	14:00	
Minden Place	251	200	55	84	0	203	76	54	0
Snow Hill	84	73	0	10	0	60	2	5	0
Sand Street	545	494	296	300	0	521	313	332	0
Charles Street	9	0	0	0	3	0	0	0	0
Charles St (temp)	27	14	0	3	0	23	0	13	0
Patriotic Street	622	403	71	108	98	380	125	148	80
Esplanade	533	89	1	2	123	133	0	0	142
Ann Court	109	0	0	0	15	1	1	6	29
Ann St Brewery	38	20	3	4	8	23	12	13	4
Green Street	608	297	47	78	193	402	104	140	121
Pier Road	741	653	345	371	137	627	401	402	97
Vic. Ave Lay-by 1	70	18	2	8	6	25	2	24	9
Vic. Ave Lay-by 2	79	76	38	45	2	76	55	56	2
Elizabeth Lane	44	19	15	14	0	19	10	7	5
Hue Street	30	0	0	0	5	0	0	4	3
People's Park	55	34	4	10	0	17	7	6	7

Inn on the Park	38	34	12	14	0	34	14	14	9
Nelson Street	41	1	0	1	7	0	3	7	6
Midvale Road	59	29	5	10	0	25	9	10	7
Route du Fort	81	27	39	43	9	56	51	59	6
Totals	4064	2481	933	1105	606	2625	1185	1300	527
Short Stay	880 100%	767 87%	351 40%	394 45%	0 0%	784 89%	391 44%	391 44%	0 0%
Long Stay	3184 100%	1714 54%	582 18%	711 22%	606 19%	1841 58%	794 25%	909 29%	527 17%

ST = The observed number of vehicles parked using Season Tickets during the 11:00 observation

3.1.4 An additional survey was carried out at the largest long stay car parks to obtain more detailed information on parking demand at these car parks. It was found that demand on Wednesday 6 February was generally higher than on the Monday survey. The Esplanade car park was almost full by 08:00 hours, Patriotic Street was full by 10:00 hours and Green Street almost full by 12:00 hours. By 14:00 hours there was some available parking at Green Street and Patriotic Street although Esplanade was still almost full. By 16:00 hours both Green Street and Patriotic Street were about 75% full although Esplanade was still 90% full.

Table 4: Additional Car Park Survey Results

Car Park	No. of Empty Spaces – Wed 6 Feb 2013								
	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00
Esplanade	8	0	2	0	0	-	6	24	52
Green Street	266	45	25	13	9	-	37	87	152
Patriotic Street	363	71	0	0	18	-	66	129	145

3.2 Public On Street Parking

3.2.1 A survey of the use of public on street parking in the town was carried out in the week 4 to 8 February 2013 with one of four areas of the town, shown on Figure 1, being covered in one day. The number and location of available spaces of different types was counted and the number of empty spaces recorded throughout the day. A smaller area in St Marks was also surveyed in the evening. The walk around each area was carried out every two hours taking took one to one and a half hours.

3.2.2 The survey results show that over the whole town the residents permit parking spaces were well used with sufficient empty spaces to satisfy demand. Normally 85% occupancy of parking is the aim to avoid excessive searching for a vacant space. This represents 60 available spaces over the whole town and this was exceeded through the day until 16:00 hours when there were 53 available spaces. The evening survey in St Mark's and the early morning and late afternoon usage suggest high use of residents parking overnight. The St Mark's area was 89% full at 20:00 hours and 91% full at 08:00 hours whilst the St Thomas area was 88% full at 16:00 hours. Some paycard spaces are

available to residents and the St Mark's evening survey found that all the 1 hour spaces were full and the 2 hour spaces were 77% full.

3.2.3 The paycard spaces occupancy ranged from 51% to 79% for both the 1 hour and 2 hour limit spaces. However, considerable variation with location was found with the 1 hour spaces in St Mark's being full or near to full through the day whilst there were many available spaces in Cheapside and the town centre.

Table 5: Public On Street Parking Survey Results – All Areas

Type	Time Limit	Capacity	No. of Empty Spaces				
			08.00 Hrs	10.00 Hrs	12.00 Hrs	14.00 Hrs	16.00 Hrs
Permit	-	400	77	90	90	71	53
Paycard	20min	54	24	23	18	13	7
Paycard	1hr	368	179	106	125	117	76
Paycard	2hr	70	26	24	34	25	20
Disc	10min	14	4	5	3	2	2
Disc	3hr	14	2	2	4	2	3
All		920	312	250	274	230	161

Note: Designated car parking spaces only, excludes disabled and motor cycles

Table 6: Public On Street Parking Survey Results – Cheapside

Type	Time Limit	Capacity	No. of Empty Spaces – Tues 5 Feb 2013				
			08.00 Hrs	10.00 Hrs	12.00 Hrs	14.00 Hrs	16.00 Hrs
Permit	-	102	27	25	20	17	15
Paycard	20min	16	7	8	4	2	2
Paycard	1hr	188	86	50	50	47	40
Paycard	2hr	10	8	3	8	6	8
Disc	10min	8	3	3	1	1	2
Disc	3hr	0	0	0	0	0	0
All		324	131	89	83	73	67

Note: Designated car parking spaces only, excludes disabled and motor cycles

Table 7: Public On Street Parking Survey Results – St Mark's

Type	Time Limit	Capacity	No. of Empty Spaces – Mon 4 Feb 2013					Tue 5 Feb 2013	
			08.00 Hrs	10.00 Hrs	12.00 Hrs	14.00 Hrs	16.00 Hrs	Capacity	20.00 Hrs
Permit	-	119	11	22	18	15	17	113	13
Paycard	20min	11	5	4	4	9	3	9	5
Paycard	1hr	11	1	1	5	2	4	0	0
Paycard	2hr	30	10	8	9	9	5	30	7
Disc	10min	0	0	0	0	0	0	0	0
Disc	3hr	0	0	0	0	0	0	0	0
All		171	27	35	36	35	29	152	25

Note: Designated car parking spaces only, excludes disabled and motor cycles

Table 8: Public On Street Parking Survey Results – St Thomas

Type	Time Limit	Capacity	No. of Empty Spaces – Thu 7 Feb 2013				
			08.00 Hrs	10.00 Hrs	12.00 Hrs	14.00 Hrs	16.00 Hrs
Permit	-	179	39	43	52	39	21
Paycard	20min	0	0	0	0	0	0
Paycard	1hr	14	3	4	7	9	6
Paycard	2hr	30	8	13	17	10	7
Disc	10min	0	0	0	0	0	0
Disc	3hr	14	2	2	4	2	3
All		237	52	62	80	60	37

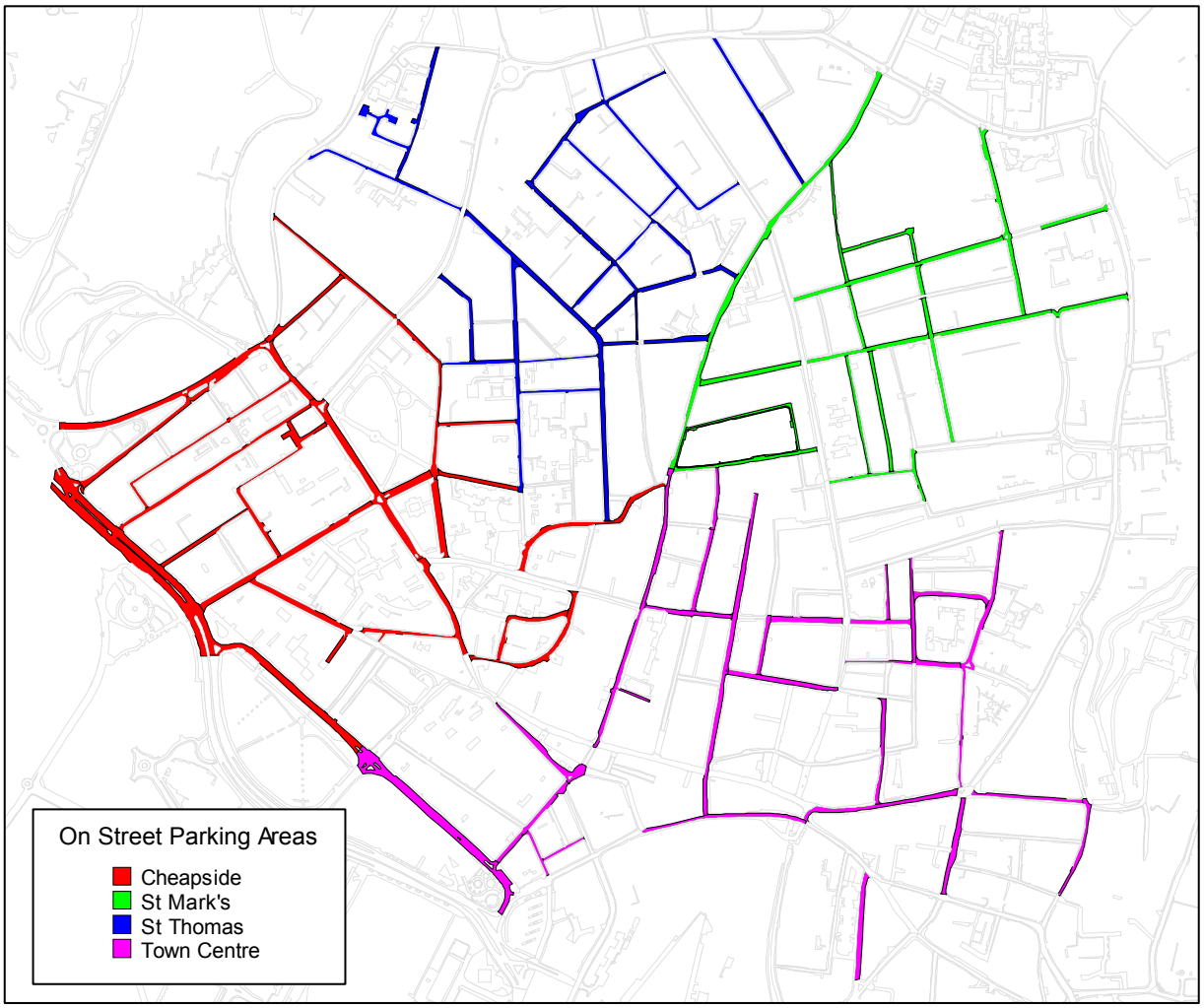
Note: Designated car parking spaces only, excludes disabled and motor cycles

Table 9: Public On Street Parking Survey Results – Town Centre

Type	Time Limit	Capacity	No. of Empty Spaces – Fri 8 Feb 2013				
			08.00 Hrs	10.00 Hrs	12.00 Hrs	14.00 Hrs	16.00 Hrs
Permit	-	0	0	0	0	0	0
Paycard	20min	27	12	11	10	2	2
Paycard	1hr	155	89	51	63	59	26
Paycard	2hr	0	0	0	0	0	0
Disc	10min	6	1	2	2	1	0
Disc	3hr	0	0	0	0	0	0
All		188	102	64	75	62	28

Note: Designated car parking spaces only, excludes disabled and motor cycles

Figure 1: On Street Parking Survey Areas

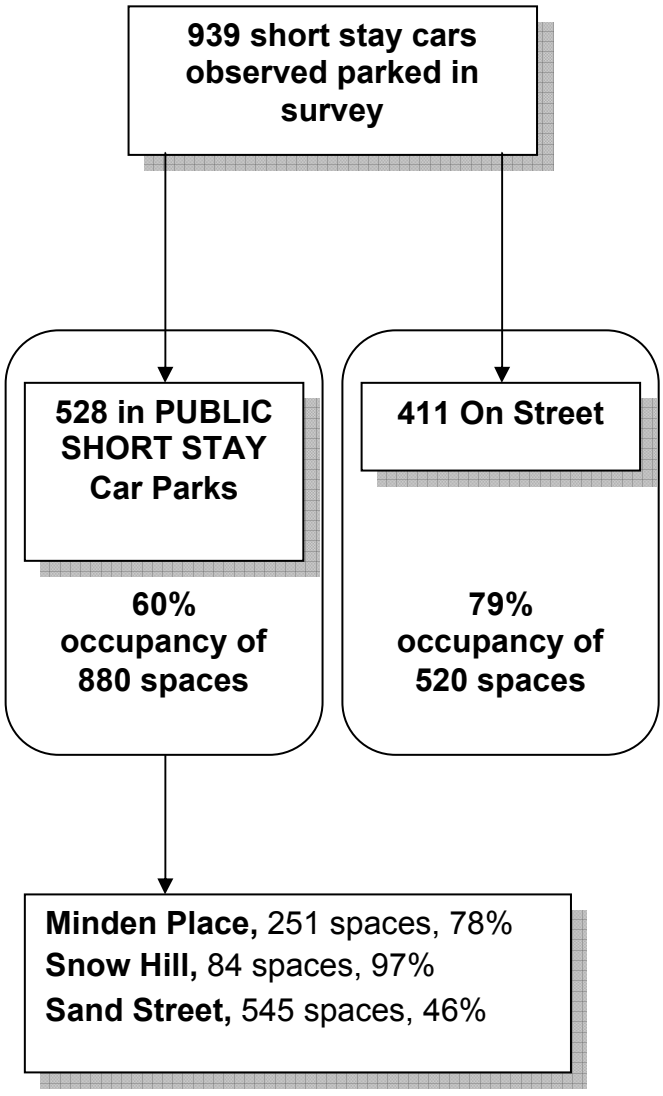


4. REVIEW OF CURRENT PARKING

4.1 Parking Supply & Demand

4.1.1 Parking supply and demand has been obtained from recent data and surveys.

4.1.2 There are 1,400 public short stay parking spaces of which 880 are in off street car parks and 520 on street comprising mostly 1 hour limit paycard spaces with some 20 minute and 2 hour limit paycard and disc parking. The maximum occupancy of both car parks and on street short stay parking shows there is sufficient available capacity. On street occupancy is approaching the 85% level which normally indicates that free spaces can be found close to the desired location. The survey found that the 1 hour limit spaces were close to capacity throughout the day in the St Mark's area.

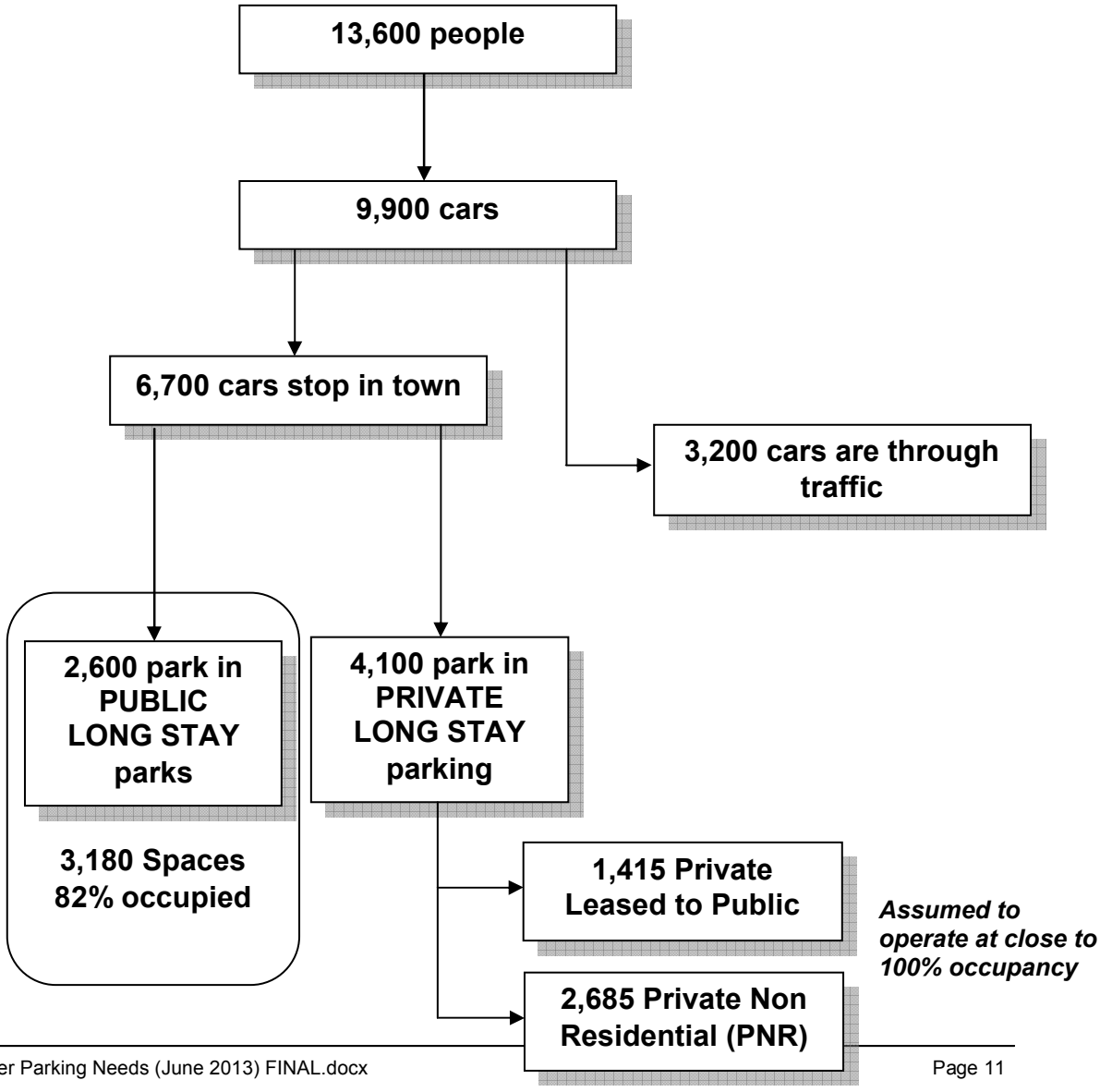


4.1.3 There are 6,020 long stay parking spaces:

- 3,180 of these spaces are in public car parks
- 1,000 spaces in identified private parking areas that are leased to the public and
- an estimated 1,840 private non residential spaces.

4.1.4 These amounts represent a high provision of long stay parking and demand is high with 82% maximum occupancy being observed in the car park survey. It is understood that most of the private spaces leased to the public are taken up and private non residential spaces provided by businesses are well used.

4.1.5 TTS's 2012 mode share survey found that there were 9,914 cars entering St Helier in the AM peak period from 07:30 to 09:00 hours (commercial vehicles have been excluded for simplicity). Jersey Transport Model data estimates that 32.2% of traffic entering St Helier in the AM peak period is through traffic



and does not park in the town. Therefore a total of 6,722 cars park in the town of which it is estimated that 39% or 2,623 cars use public car parks and 61% or 4,100 cars use private or leased parking.

4.1.6 The value of 2,623 vehicles entering in the peak hour using public car parks compares closely with the 2,608 vehicle maximum occupancy found in the recent survey (3,180 x 0.82). Private parking usage was estimated at 4,100 vehicles from the mode share survey. This is higher than the 3,255 estimated in the NTMP. However NTMP indicated that the amount of private residential parking was estimated from old data and did not include hospitals, schools, the Police HQ and parking alongside the ring road.

4.1.7 Consequently the 4,100 Private Long Stay figure has been used. The private non residential figure used is that from the more accurate mode share survey rather than the NTMP: 2,685. Supply and Demand data are summarised in Table 10 below.

Table 10: Summary of Parking Supply & Demand

Length of Stay	Parking Type	No. of Spaces	Maximum Occupancy
Short	Public Car Park	880	60%
	Public On Street	520	79%
	All	1,400	
Long	Public Car Park	3,180	82%
	Private Leased to Public	1,415	-
	Private Non Residential	~~1,840~~ 2,685	-
	All	~~6,020~~ 7,280	

4.2 Assessment of Parking Provision

4.2.1 The analysis of parking supply and demand shows that there is sufficient short stay parking and that long stay parking is high and close to the practical capacity level where it becomes difficult to find a convenient space. The public long stay car parks all approach absolute capacity apart from Pier Road which is the least popular and always has a considerable number of available spaces.

4.2.2 The 2012 Jersey Annual Social Survey (JASS2012) surveyed a sample of the population. Its findings on opinion for parking are reproduced in summary:

	Very Good or Good	Poor or Very Poor
Commuter Parking	**43%**	**57%**
Shopper Parking	**52%**	**48%**

4.2.3 The survey also found that over the previous 3 months, 9% of commuters reported being unable to get a space in their chosen car park about once a week or more, and 16% once or twice a month in the three month period. The most frequently mentioned full car-park was the Esplanade followed by Ann Place, Green Street and Patriotic Street. Seven per cent of shoppers reported being unable to get a space in their chosen car park about once a week or more, and an additional 21% once or twice a month in the three month period.

4.2.4 JASS2012 supports the view that there is generally adequate provision for shopper parking at present but that long stay commuter parking is close to capacity. It is noted that there has been an increase in unauthorised parking in the Hotel de France and Highlands College since the closure of the Gas Place and Talman car parks.

5. PARKING IN THE FUTURE

5.1 States Policies for Future Parking

5.1.1 The main aim of Jersey's Sustainable Transport Policy is to reduce peak hour traffic levels by at least 15% by 2015. Reducing peak hour commuter and school traffic in and out of St Helier is a key target area, but the policy aims to reduce car dependence island-wide and cause a significant shift towards more sustainable forms of transport at all times. Although the peak hour target will be measured against target date of 2015, this policy sets a longer term strategy which will continue to further reduce the Island's car dependence and improve and protect the quality of the environment.

5.1.2 Nearly 12,000 people travel into St Helier by car during the morning rush hour so a 15% reduction equates to 1,800 people making a different choice. A doubling of peak hour bus users (from 900 to 1,800 between 8am and 9am) is equivalent to a 7.5% reduction in car traffic and an increase in cycling and walking will make up the 15% reduction. The aim is to achieve at least:

- 100% increase in travel to work by bus;
- 100% increase in cycling to work;
- 20% increase in walking to work;
- 20% increase in school bus use;
- 100% increase in cycling to school.

5.1.3 An amendment to the Sustainable Transport Policy was agreed by the States Assembly "to ensure that motoring (including parking) costs are not increased 'disproportionately' until a viable alternative method of transport is available to all." This was agreed "to be consistent with the sustainable transport policy which proposes to improve the alternatives, particularly with respect to an Island-wide comprehensive bus service, before considering increases in parking charges." Although this amendment means there is a clear policy against disproportionate parking charge increases the Sustainable Transport Policy does not commit to maintain the current level of long stay parking. In fact the Plan proposes:

- A "reduction in the space given over to car parking." (page 8);
- "Reductions in commuter parking demand will free up public parking space for shopper parking." (page 14);
- "Planning policy presumes against the provision of private surface car parks in order to encourage better use of the sites. A reduction in the number of private car parks in and around the town centre will be consistent with the aims of this policy." (page 14);
- "In summary this policy proposes to increase the quantity of short stay (shopper) off-street public parking in St Helier, but to limit or reduce the quantity of long stay (commuter) public and private parking in St Helier." (page 14).

5.1.4 The 15% reduction in traffic is aimed equally at cars and commercial vehicles travelling to and through St Helier. The target in relation to parking would be

15% of the total number of vehicles commuting into St Helier and parking in both public car parks and private and leased parking.

5.1.5 There are plans for the reduction in the provision of long stay parking comprising:

- The NTMP identifies potential development sites including Hue Street, Midvale Road and Nelson Street surface car parks which will result in the loss of 130 spaces;
- The current development proposals for a police station at Green Street car park will result in the net loss of 38 spaces.

5.2 North St Helier Masterplan

5.2.1 Consultation on the North Town Masterplan (NTMP) found that the "loss of public car parking from Gas Place was a major concern and the originally proposed alternative for commuter parking at Green Street was considered to be too far from the area it serves. Accordingly the redevelopment of Green Street car park has been completely removed from plan, parking beneath Ann Court has been increased, and the provision originally intended below the Town Park, will now be made up as part of the development of nearby private sites, including the Jersey Gas and Jersey Brewery sites. Public parking has also been retained on the Minden Place site and will link to new public parking provision as part of the Bath Street redevelopment proposals."

Table 11: Revised NTMP Parking Proposals

Car Park / Site	Public Parking Spaces
Le Masurier's Site	210
Brewery Site	110
Jersey Gas Site	138
Ann Court Car Park	185
Minden Place Car Park (after 2020)	110
All	753

5.2.2 The revised car parking proposals including changes made by the States Assembly, Table 11, envisaged a total of 295 shopper parking spaces at the Ann Court underground car park and in the redeveloped Minden Place site. The Gas Place commuter parking would be replaced with 458 spaces at the three development sites. The loss of public car parking from Gas Place was a major concern and the originally proposed alternative for commuter parking at Green Street was considered to be too far from the area it serves.

5.3 Island Plan

5.3.1 The Island Plan includes specific policies on parking in St Helier, namely Policy TT10 Off street parking provision in St Helier, Policy TT11 Private car parks in St Helier and Proposal 26 Parking guidelines.

5.3.2 Policy TT10 allows for the replacement of long stay public parking as a result of development of Esplanade Quarter and North St Helier. It also allows for the new off street public parking if total provision falls below 4,000 spaces or in place of the loss of private off street parking. 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. (para. 8.102)

5.3.3 Policy TT11 will stop the overall increase in the number of private parking spaces in the town and stop the replacement of private parking in the congested core area. The policy will actively encourage the redevelopment of private car parks to reduce the amount of lease parking.

5.3.4 Proposal 26 will impose maximum parking standards for new development to support sustainable transport and to reduce the amount of private parking in the town.

Table 12: Island Plan Policy TT10

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 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 bi-annual basis.

Table 13: Island Plan Policy TT11

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.

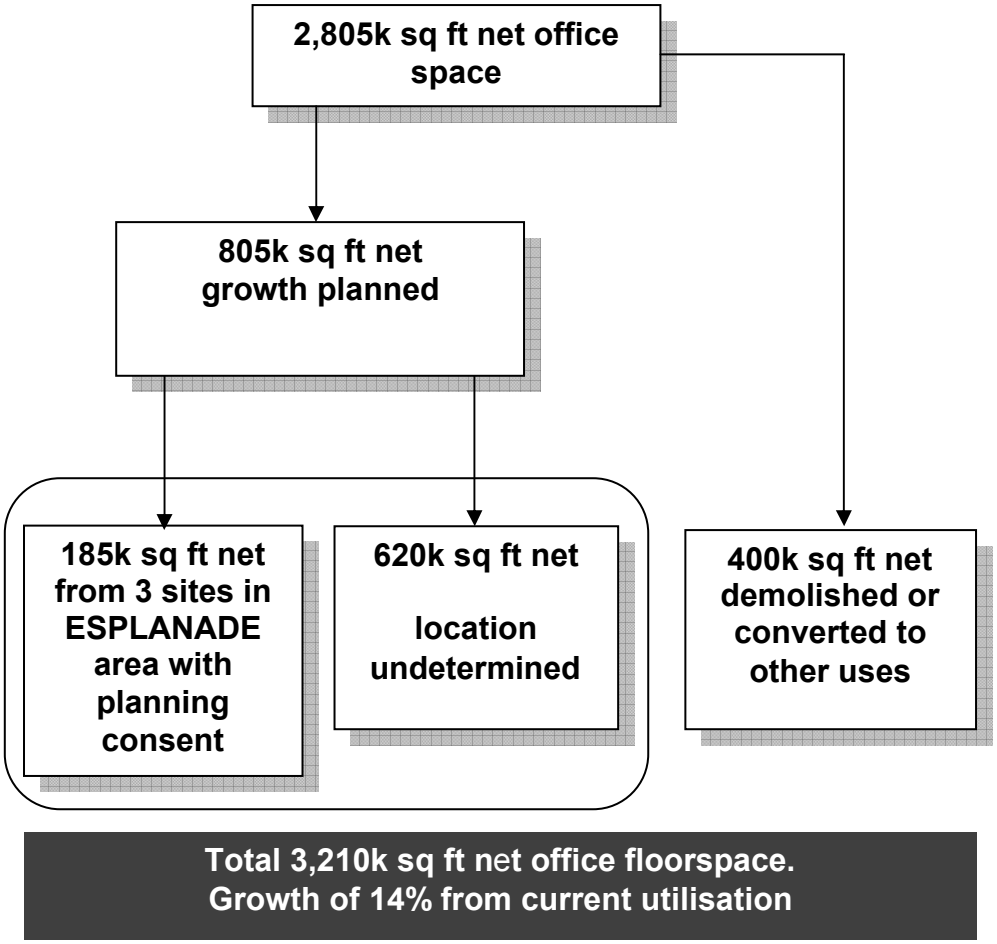
Table 14: Island Plan Proposal 26

Parking guidelines
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.

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.

5.4 Employment Growth

5.4.1 The Island Plan (paras. 5.29 and 5.30) estimates that the St Helier office market has around 2,805,000 sq.ft of office stock measured on a net internal basis. Of this, some 165,000 sq.ft (approximately 6% of the total stock) is currently vacant and available for immediate occupation.



5.4.2 There are currently three significant sites with planning permission in the Esplanade area. These are forecast to yield some 185,000 sq.ft of prime office accommodation. Provision for a further 620,000 sq. ft. is forecast. The States expect that approximately 400,000 sq ft of the existing stock will be demolished or converted to other uses. This will bring the total office stock up to approximately 3,210,000 sq.ft.

5.4.3 Based on a similar level of occupation as today, this will create an increase in utilised floorspace of 14%. The additional office space is estimated to accommodate 3,400 additional jobs.

5.4.4 The proposed maximum parking standards have yet to be defined. One hundred and eighty parking spaces are to be provided for the Esplanade Quarter development which is estimated to have 2,055 jobs. Using the same

parking provision proportion for the whole town would imply that 300 parking spaces would be provided within the new developments.

5.4.5 Other types of employment are implicitly assumed to increase at the same rate as office development which is a reasonable assumption as the Island Plan proposes retail expansion in the centre of St Helier (Policy ER1).

5.5 Residential Growth

5.5.1 The Island Plan (paras. 6.47 and 6.50) estimates a potential supply of 1,500 new homes in St Helier and 1,000 at St Helier Waterfront in the 10 year period to 2020. It is likely that a high proportion of residents of these new homes will have jobs in St Helier and will walk and cycle to work and will not require commuter parking.

5.5.2 A further 1,500 homes are expected outside St Helier, bringing the total to 4,000.

5.6 Privately Operated Public Parking

5.6.1 NTMP analysis suggested about 500 of the long stay privately owned car parking spaces could be lost with an active change in policy by the States towards long stay parking by:

- Non renewal of permits to encourage redevelopment;
- Closure of States owned temporary and semi-permanent privately leased parking e.g. the Talman site which has already been closed and in future the Housing Department's 'housing permit' scheme;
- Planning conditions for developments not permitting commuter parking and limiting operational parking.

5.6.2 The Sustainable Transport Policy aims for a 15% reduction in peak period car use by 2015. 4,100 vehicles currently park long stay in privately leased or PNR parking in St Helier.

5.6.3 The loss of 500 privately leased spaces would represent a capacity reduction of private provision of about 12%, a fair proportion of the total reduction in demand resultant from achieving the Sustainable Transport Policy target.

5.7 On Street Parking

5.7.1 The residential parking system within the North Town is working fairly well for residents. Survey results indicate a good balance between supply and demand. The system is well understood and accepted. Complaints to the Parish are limited. Critically the number of permits issued for each zone is controlled to an absolute number which is linked to annual surveys of utilisation and availability of parking spaces over the zone. This limit is key to ensuring that those that have a permit derive the level of benefit they expect from it.

5.7.2 The surveys for this study have shown that there is a reasonable level of spare roadspace for parking throughout the day and evening in all zones. There is anecdotal evidence that there can be localised difficulties by some residents finding a space very close to their home at peak times. Over the whole zone there may be spaces, but residents are often seeking ease and proximity of access to their homes, and may only be inconvenienced occasionally for the system to start to become discredited.

5.7.3 There is merit in a view that there is not a good reason at this stage to make changes to the system for residents.

5.7.4 The on street parking does also offer some parking for short term visitors. The surveys have shown that during the day there is considerable local variation in the availability of short stay parking within the residential areas. St Marks offered limited capacity, supporting the view that short stay parking in this area is under pressure. In contrast St Thomas provided some spare capacity within the residential spaces.

5.8 Shopper Parking

5.8.1 There are only three specifically short stay public car parks in St Helier. Minden Place with a capacity of 251 spaces was found to reach a maximum occupancy of 78% in the survey and can often reach capacity, Snow Hill with 84 spaces is often full and Sand Street with 545 spaces only reached 46% of capacity in the parking survey. The three short stay car parks are located around the edge of the core retail area identified in the Island Plan (Map 5.2).

5.8.2 The Grande Marche Co-Op car park permits parking up to about 135 minutes without charge. The system in use in the multi-storey car park above the shop monitors space occupation using bay sensors mounted in the ceiling of the car park. Those staying beyond the assumed limit of parking for a visit to the store are given warning notices. Repeat occurrences are dealt with by a third party car park management team who apply and recover excess charges where offenders cannot demonstrate legitimate use of the car park.

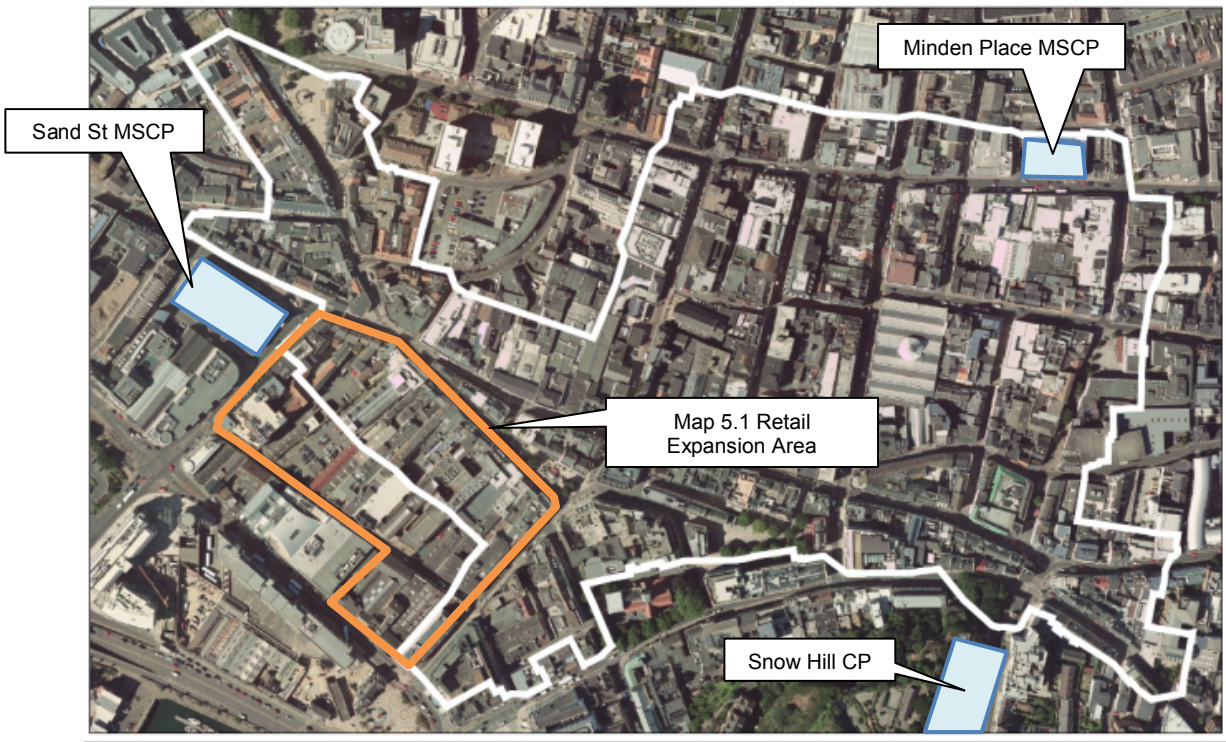
5.8.3 The car park has just under 400 spaces over 3 floors. Around 80 spaces are given over to contract parking for commuters or residents. The remainder are available for short stay parking for shoppers at the store. Employees at the store are not typically provided with any on-site parking.

5.8.4 Anecdotal evidence indicates that the Co-op car park is used as a free short stay car park by those accessing local businesses and potentially for those making visits to the town centre.

5.8.5 Short stay parking in long stay car parks is allowed and there is no cost penalty but there is the risk of wasted time and increased journey times as there are often no available spaces at many long stay car parks by the middle of the morning when shopping parking demand is highest. Parking on street is not an option for most shopping trips in the town centre because the maximum stay is one hour compared with the 3 hour maximum stay at the

short stay car parks. This assessment supports the conclusion that short stay parking is generally adequate though not particularly convenient.

Figure 2: Island Plan – Retail in St Helier Town Centre



Map 5.2 Core Retail Area

5.8.6 Jersey's Sustainable Transport Policy recognises that convenient and adequate shopper parking is essential to support the town's retail activities and that reductions in commuter parking demand will free up public parking space for shopper parking. The policy proposes to increase the quantity of short stay (shopper) off-street public parking in St Helier, but to limit or reduce the quantity of long stay (commuter) public and private parking.

5.8.7 The Island Plan proposes retail expansion in the centre of St Helier so there will be a need to provide more convenient short stay parking. Sand Street short stay car park is located next to proposed retail expansion area and the unused capacity at Sand Street would probably be sufficient for the additional demand for the retail expansion area.

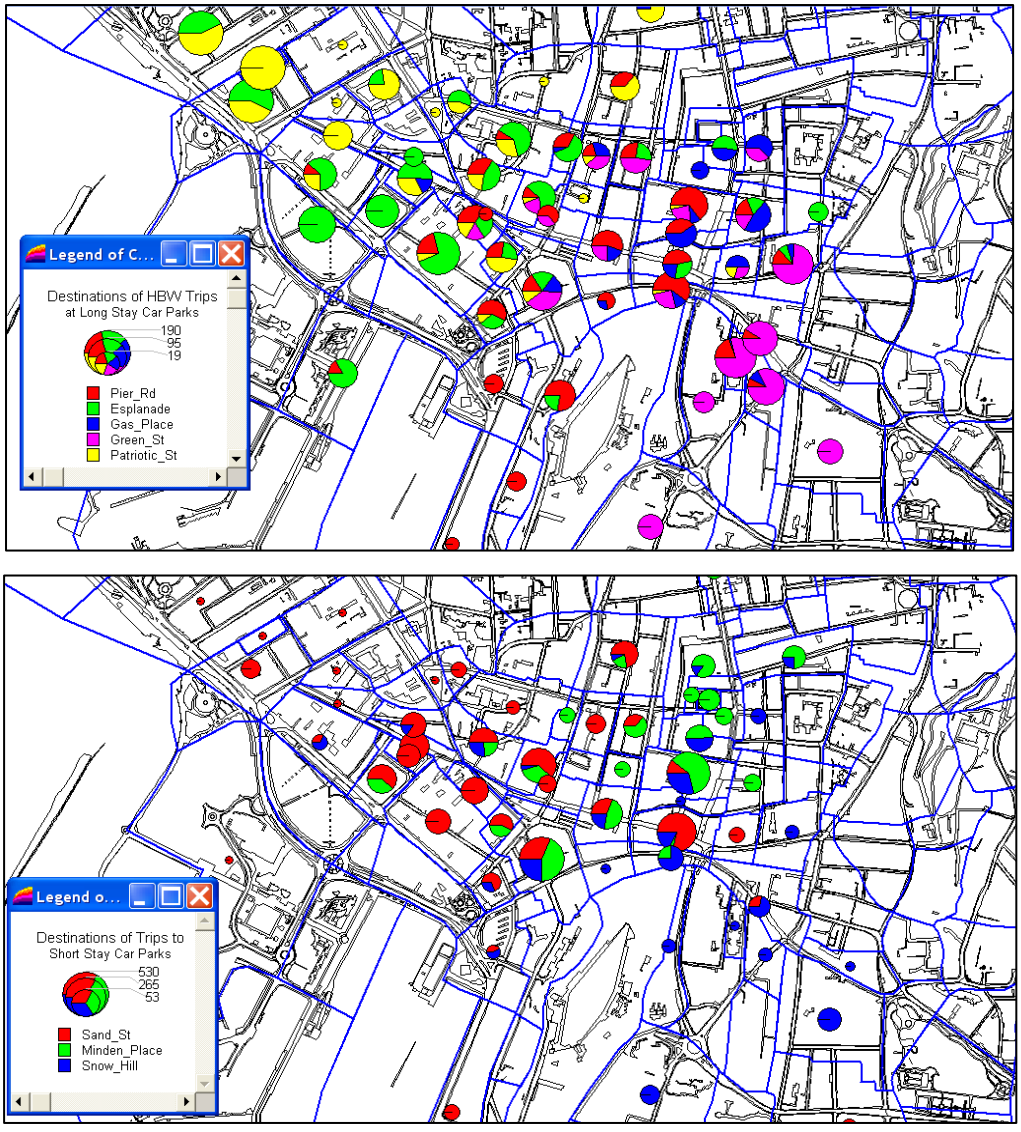
5.8.8 The Island Plan does not include a specific figure for the amount of retail expansion expected.

5.8.9 A feasibility study has confirmed that 90 additional spaces could be provided, by the addition of another level, at the Snow Hill car park. This will increase capacity to 174 spaces. The cost of these works will however be at more than double typical multi-storey car park costs per space. Snow Hill is the most

popular short stay car park and is frequently full from late morning to late afternoon.

5.8.10 Car park interview surveys carried out in 2007 showed that all the short stay car parks served trips with destinations in all parts of the town centre, Figure 3. This contrasts with long stay parking for which the car park used was much closer to the interviewee's final destination. It would be expected that short stay parkers would choose a car park at least as close to destinations as for long stay but this does not occur. This simple analysis supports the contention that the long stay parkers are able to choose their parking first, and by selecting the most convenient places for themselves are limiting options for short stay parkers who are walking further and incurring greater inconvenience.

Figure 3: Destinations of Trips to Public Car Parks



5.8.11 The data on destinations of parkers supports the provision of greater choice and options for shoppers. This would help to increase the attractiveness of the town centre to safeguard the existing shopping area and support the retail expansion area. The Sustainable Transport Policy proposes to limit the amount of public and private long stay parking to free up more short stay parking. Allied to this would be consideration of existing car parks that could through changed restrictions be converted in whole or part to be public short stay car parks.

5.9 Other Committed Developments

5.9.1 The current programme for the redevelopment of Ann Court suggests that this site will be fully available again from early 2014 (sewer works complete) but will be brought forward for redevelopment causing the loss of all surface parking from early 2015[1]. This will create further reductions to the availability of parking for either long or short stay in the North Town. There is an intention for the provision on this site of some public parking once development is complete (expected 2018). It would be prudent to plan on the basis that this site will not provide the level of residential parking typical for the number of units delivered.

5.9.2 Minden Place will require significant repairs for its life to be extended beyond 2020. The quality of the parking provided within Minden Place currently is such that options that allow the States to bring forward the redevelopment would not be discounted. Options for Minden Place are discussed in 8.1.17.

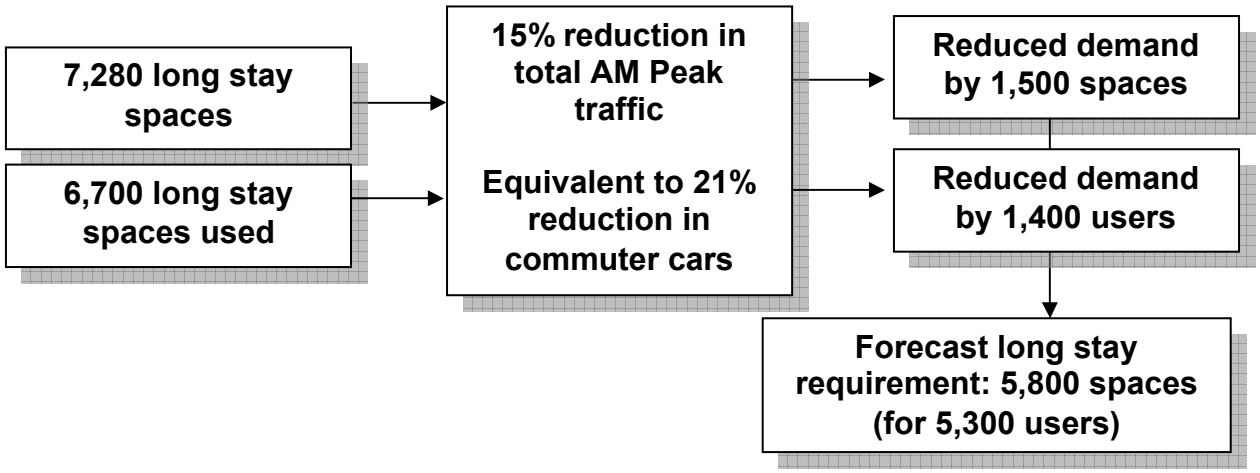
[1] Director Engineering Infrastructure, States of Jersey, March 2013

6. FUTURE PARKING NEEDS

6.1 Long Stay Parking

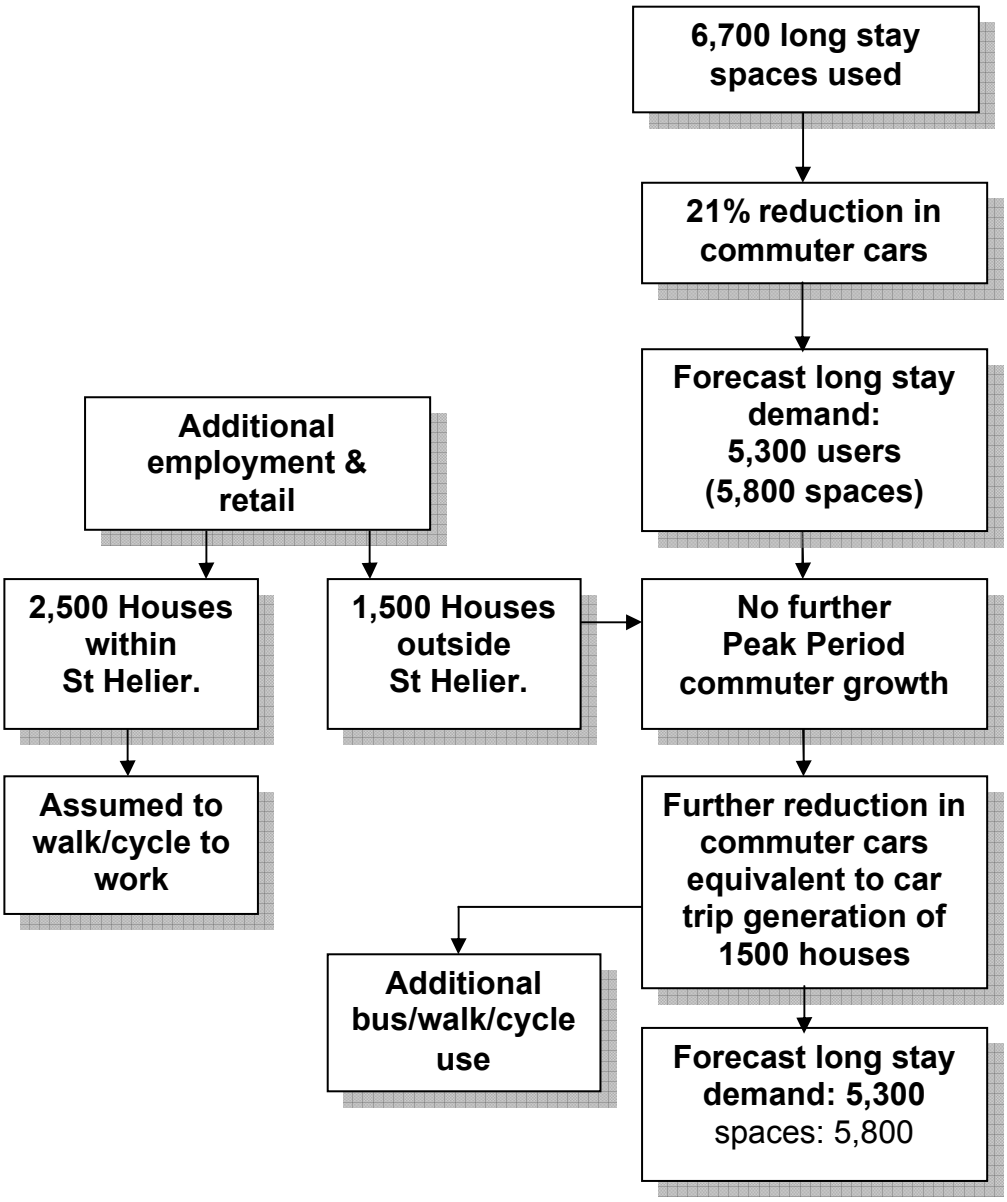
6.1.1 The Sustainable Transport Policy measures aim to reduce morning peak period traffic by 15% by 2015. As an element of the morning peak traffic is through traffic and commercial vehicles, the commuter traffic will need to be reduced by around 21% to achieve the overall 15% target reduction.

6.1.2 Based on 7,280 long stay spaces available (6,700 in use) currently then this would see a change to the current level of long stay requirement of approximately 5,800 spaces.



6.1.3 Looking to the future the Island Plan envisages a 14% increase in offices and an expansion of shopping in St Helier. Allied to this is the addition of 4,000 homes.

6.1.4 A key consideration for the States relates to their expectation and policy regarding how the Sustainable Travel Policy applies to “new” traffic created by new employment. Considering that existing AM Peak Hour traffic is reduced by 15% then the total traffic entering St Helier will be capped to the current position less 15%; that is an absolute that is necessary to ensure reliable and efficient journey times. The highway capacity is insufficient to allow any increase. Therefore regardless of any additional office space increases, additional housing or retail expansion, transport policies will need to be in place that ensure that peak hour traffic entering St Helier remains at the existing level less 15%.



6.1.5 Much of the new housing will be within St Helier, and this will limit the amount of peak hour traffic generated by the additional employment. However approximately 1,500 homes will be outside St Helier with an expected requirement that residents will need to commute into the town for work. To retain the total car traffic commuting into the town in the AM Peak to 15% of today's levels will thus require further mode shift equivalent to the car traffic created by these additional residents.

6.1.6 In all cases, spaces provided are taken to be 9% greater than the demand. This reflects current provision and is a reasonable margin for long stay to allow for local demand differentials and variances in demand at different times.

6.2 Short Stay Parking

6.2.1 We have assumed that retail and economic activity in general within the town will increase by the same proportion, and in response to, the change in office floor space. The change in economic activity will also reflect the change in demand for short stay car parking. Based on the current maximum occupancy observed of on and off street short stay of 930 spaces, an increase of 14% would generate a further 130 short stay users. Combined this provides a forecast demand for short stay of 1060 users.

6.2.2 At a local level, finding a parking space becomes difficult as occupancy reaches 85%. However in specifying a ratio of supply over demand over a wider area such as a town centre, a higher ratio of supply to demand may be suitable. Currently St Helier is operating short stay parking with an occupancy of 67% (total supply of 1,400 spaces with maximum use of 940 cars). Observations and anecdotal evidence indicate that despite this favourable ratio over the whole area, there are localised pressures. Therefore if the same ratio was used in the future, the forecast demand of 1060 users would warrant 1,580 spaces. This is an increase on the current supply of 180 spaces. This would appear to be a suitable target figure, and applied in concert with an improvement to the number of locations offering short stay parking across the town, would ensure that finding parking for shoppers and others undertaking personal business was not difficult for typical periods of the year.

6.2.3 The value indicated is a target based on a growth in retail activity and wish to provide a high level of convenience; the current provision of 1400 spaces is actually sufficient already to accommodate a 14% increase in use at a 76% occupancy level. Currently there are three spaces for every two users.

6.2.4 In conclusion, more short stay parking provision is desirable as it will alleviate any local pressure points but in overall terms is not actually essential. There is enough short stay parking. What is more pertinent is that the short stay parking provided needs to be in the locations that users want it and of a standard that is attractive for them to use.

6.3 Stakeholder Engagement

6.3.1 A number of stakeholders were consulted regarding the status and issues related to parking in north St Helier. These meetings were held in the Department of the Environment at South Hill during the week commencing 5th March. Some discussions were undertaken by telephone and email. The stakeholders listed in Table 15 participated in the meetings.

Table 15: Stakeholder Engagement Participants

Parish of St Helier
Town Centre Manager St Helier
TTS
Housing, States of Jersey
Chamber of Commerce
Businesses & Other representations from North Town
Developers active within St Helier

6.3.2 We have not set out here the detail of the discussions. The stakeholders were asked their views regarding the amount of parking in north town and whether provision from the three sites coming forward for development was appropriate. Opinions concerning how parking was charged for, the overall quantity and priority given to short stay users was also discussed.

6.3.3 There was general agreement on the need to provide ample and accessible short stay parking, support for the Sustainable Travel Policy and a desire to establish a clear plan for parking in the town. Stakeholders appeared content to consider ideas that may include a change to the way parking was priced and paid for and methods by which revenues and capital could be raised. A number of stakeholders raised concerns regarding the foreseeable parking capacity in north town at a local level, and the difficulties that this was creating for customers and employees.

6.4 Summary

6.4.1 Surveys of traffic entering and parking in St Helier have identified that about 13,600 people in 9,900 cars enter St Helier in the AM peak period (07:30 to 09:00 hours). About 32% of cars entering St Helier are through traffic and do not stop. The remaining 6,700 cars use long stay parking with 39% using public car parks, 21% having private leased parking available and 40% using private non-residential parking at or associated with their place of work. The maximum demand in the public long stay car parks is around 82%. All public long stay car parks operate above practical capacity apart from Pier Road which always has considerable available parking.

6.4.2 JASS2012 found that 57% of respondents rated commuter parking availability as “poor” or “very poor” and over the previous 3 months 9% reported being unable to get a space in their preferred car park about once a week or more.

6.4.3 There are 1,400 short stay parking spaces in St Helier which is low in relation to 7,280 long stay spaces. Short stay parking, paid by hour, is allowed in long stay car parks but available spaces are not easily found during the middle of the day when both short and long stay demand is highest. There are 880 spaces in the three short stay public car parks which are at the most 60% occupied. Snow Hill and Minden Place are mostly at or over practical capacity during the middle of the day whereas Sand Street always has considerable numbers of available spaces. There are 520 short stay on street spaces which are 79% occupied at busy times.

6.4.4 JASS2012 reported that 52% of respondents rated parking for shopping as "good" or "very good" and over previous 3 months only 7% reported being unable to get a space in their preferred car park about once a week or more.

6.4.5 The consultation and parking use survey has provided a consistent and relatively clear message. Currently within St Helier overall there is sufficient long stay parking capacity for the demand. Pier Road car park carries spare capacity at most times and there remains potential use of more parking spaces along Victoria Avenue.

6.4.6 There is also no reason to not be content with the overall volume of short stay capacity. In terms of off-street parking there is capacity at most times in Sand Street. The on-street surveys have indicated that typically there is also short stay parking available on street.

6.4.7 There is across the town sufficient and even excess short stay parking. The available capacity for short stay at Sand Street does not appear attractive for users, despite Sand Street being well located for the town centre. There are plans to add another level to the Snow Hill car park providing an additional 90 spaces. The predicted costs of these works is around £5million. The cost of each space will be over £50,000.

6.4.8 The short and long stay capacity of Sand Street and Pier Road is not convenient for the needs locally in the north town and areas around Bath Street. The loss of Gas Place parking has introduced *localised* difficulties for parking in the North Town. There are indications that while those working and seeking long stay commuter parking in the North Town area may be able to find suitable parking earlier in the day in this area, at later times of the day there is insufficient capacity for further long or short stay parking in the principal off street car parks. Anecdotal evidence indicates that those working and seeking long stay parking in this area are using multiple visits to their vehicle during the work day such that they can use short stay and there is incorrect use of the parking provided by private operators (Co-op and local hotel parking). The high utilisation of Ann Court indicates that both short and long stay demands in the area are high, and the States have leased additional capacity from the Brewery site to alleviate pressure while the sewer works occupy some of the site.

6.4.9 The resilience of the parking offered in the north town is weak. Much of the provision is reliant on private operators such as the Brewery and Le Masuriers sites. The States have no control over these sites and assurance that they

continue providing capacity is based only on stalled developments and an expectation that these sites will continue to provide this capacity.

6.4.10 Longer term the capacity provided by Ann Court will be lost as the residential development comes forward and there are clear needs to plan for the loss of Minden Place. Furthermore, if the Brewery, Le Masurier's and Gas Place are redeveloped, their current use to provide temporary parking stock will be lost and not necessarily replaced on those sites.

6.4.11 There is pressure on kerb-side parking for residential use in the early evening and overnight. A waiting list for residential parking permits exists. High overnight utilisation of Minden Place and other North Town off street car parks suggests residential use.

6.4.12 There are not significant parking issues to the south of the town centre. The Esplanade area appears sufficiently well served although this specific car park is at capacity by mid morning and there is scope to safeguard some short stay spaces to improve choices for shoppers. Both car parks that carry excess capacity are in the south of the town. The redevelopment of Esplanade is not expected to create significant capacity shortage. Plans to install additional capacity at Snow Hill are being advanced which would provide an additional 90 spaces.

6.4.13 The Island Plan foresees an increase in employment and retail area expansion. Subject to the policies adopted commuter parking requirements should not increase substantially but there will be increased demand for short stay parking.

6.4.14 Overall long stay parking capacity within the town is sufficient for current and potentially future needs. With an intention to reduce commuter volumes entering the town there will be a reduced long stay commuter parking requirement in the short term. Dependent on the States ultimate position regarding whether new development traffic should increase that absolute target, and the extent to which new office development provides its own parking, there may be a need for further long stay parking provision. At this stage definition of the amount and location is pending policy decisions and agreements with the developers of the increased office space. This can at this stage be treated as a separate issue to the central questions regarding capacity in north town.

6.4.15 In summary, therefore, at this point in time there appear to be three points for consideration. The first is to make better use of the capacity that exists in the south and west of the town. The second is to set out a longer term plan for ensuring that the economic activity and vitality of north town are sufficiently well supported as the sites in this area are redeveloped. The third is to plan the right capacity for the proposed reduction in commuter traffic as well as facilitating the right conditions to provide suitable parking to support growth in the town's employment and retail activity.

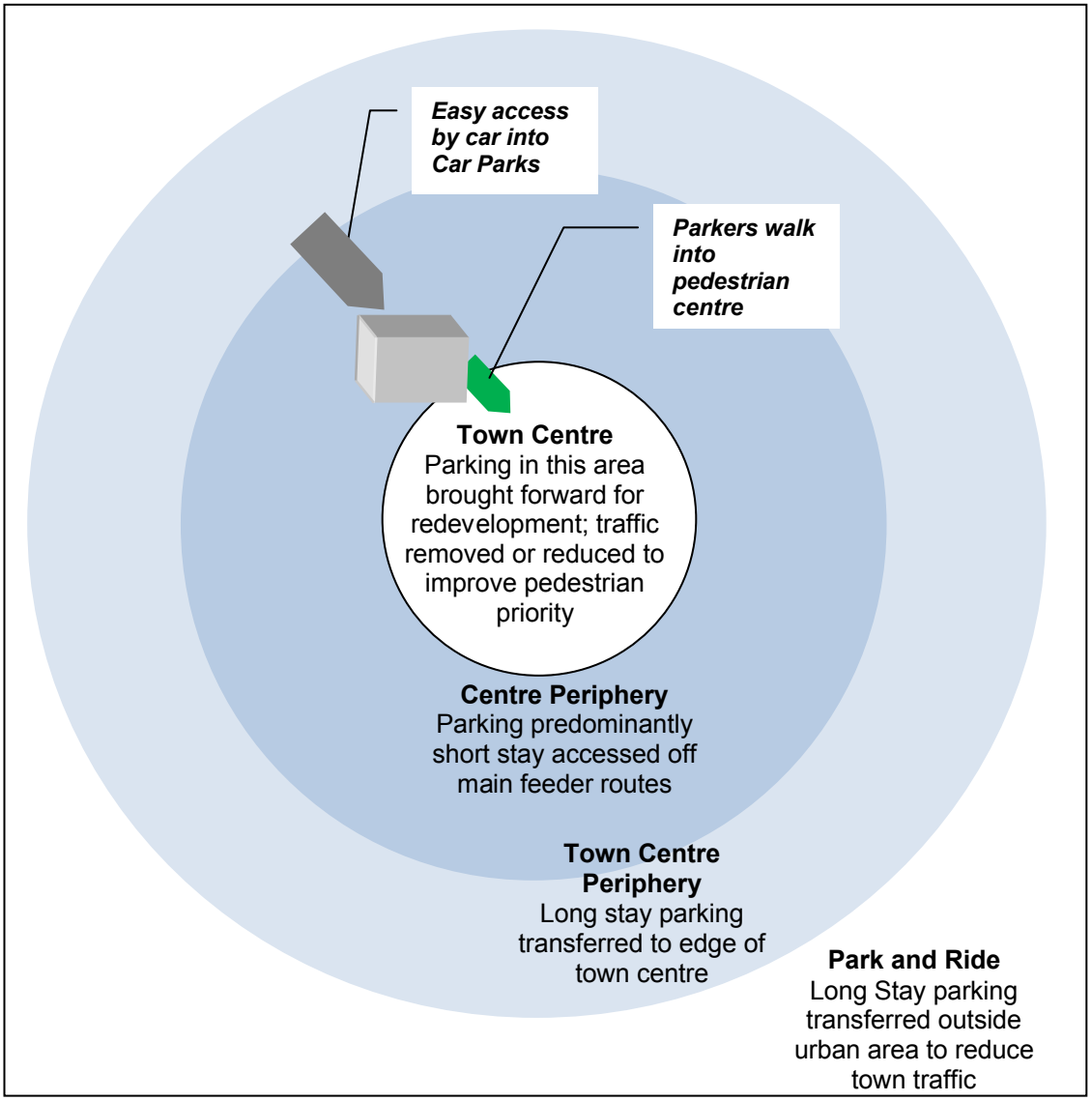
7. DISCUSSION

7.1 A General Strategy

7.1.1 The current States' Sustainable Transport Policy and Island Plan are consistent with most parking strategies and transport planning across the UK.

7.1.2 The Island Plan describes the intent to move short stay parking out from the town centre. This aims to reduce motor traffic from the town centre to create a more pedestrian-friendly town centre. Many towns in the UK have adopted this approach also, identifying sites for short stay car parks on the periphery of the town centre. These car parks are set within the concept of urban gateways. They are easily accessed by car from outside the town using key and well signed feeder routes. The visitor to the town enters the car park in their vehicle and then enters into the pedestrian environment beyond.

Figure 4: Town Parking Policy Principles



7.1.3 This approach has not been driven solely by desire to reduce town centre traffic. For many towns the redevelopment of town centre car parking has been part of the plan to increase and expand the availability of retail floorspace within the town in response to growing demand throughout the last decade. As a general approach to remain competitive, towns have sought to increase the retail offer through expansion and acquisition of large names as well as providing good quality shopper parking. Therefore parking for shoppers, who have a clear destination choice, has taken precedence over provision of parking for commuters who are more captive and in light of the longer stay, reconciled with the idea of walking further from their parking to their place of work in order to secure a lower daily charge.

7.1.4 For some towns releasing town centre surface parking for redevelopment has also been to provide the investment to rejuvenate or regenerate areas of the town centre. Such plans have been coupled with a trend to encourage a greater number of people to again live within the heart of the town centre and rebalance the situation that a predominantly retail town centre or precinct creates an area empty by six thirty every evening that engenders threatening and anti-social behaviour.

7.1.5 For many towns a ready solution has been to displace long stay parking to more distant car park locations in order to create the necessary short stay parking at the town centre periphery. For many UK towns the long stay parking has been moved into edge of town locations as part of a park and ride strategy to remove commuter car traffic from the town. However few towns operate park and ride without subsidy. To be attractive the park and ride parking is usually free and only the bus fare is charged. This alone is often less than is required to cover the operational costs of the service. Only in towns such as Cambridge and Oxford, where long stay town centre parking charges are £20-30 per day are the passenger volumes and possible tariffs sufficient to cover operating costs.

7.1.6 In most cases park and ride is subsidised parking for car users, and prior to adopting policies based on park and ride, due consideration should be given as to whether the revenue costs of maintaining the service might not be more effective at achieving outcomes if deployed supporting other existing bus services.

7.1.7 In some situations it has been appropriate for town centre surface parking to be consolidated into a few sites, thereby releasing sites with unsuitable highway access and providing the regeneration opportunities required. The new sites are intensified in their parking through multi-deck parking. This may also be part of a retail redevelopment of which multi-deck parking is provided, operated by the landowners to serve their own retail space as well as providing a good parking facility for the town centre.

7.1.8 Numerous councils within the UK are carrying multi-storey car parks that are not allied to a large retail floor area and thus are not generating sufficient demand to cover their on-going maintenance and in renewal liabilities. Thus adoption of multi-deck or underground car parks should not be seen in terms

of capital cost alone, and recognition that in due course these structures will require significant maintenance and/or capital renewal.

7.2 Finance & Funding

Parking Costs

7.2.1 Typical capital costs of parking provision are shown in below

Table 16: Indicative Capital Costs By Type (£/space)

Type	2013
Surface Tarmac	2,200
Surface Block Paving	2,400
Above ground construction	18,000
Below ground in good ground conditions	28,000
Below ground in contaminated land	35,500
Below ground in contaminated land and waterproofing structure to receive park construction	41,500
Notes:	Initial Surface Costs from EC Harris (2006). Costs based on South East England factored to represent uplift to Jersey (1.7). Costs include normal paving, kerb, site lighting and drainage based on ground level without special preparation. Land acquisition costs not included Initial above and underground costs from Transport & Technical Services Town Park Implementation Plan, Costs prepared for Jersey 2008. BIS PUBSEC Tender Index of Public Sector Building Non-Housing indices for UK for Q3 2013/2008. (178/192=0.927). Factor not applied as change smaller than margin of error on cost estimate. Table is to illustrate scale of cost difference between types rather than to provide a definitive estimating cost tool. Land acquisition costs not included

Use of Commuted Payments (where minimum provision prevails)

7.2.2 Commuted payments for parking are applicable where there are minimum parking standards. Within the UK the trend has been to move to maximum parking standards. Within the US, where minimum parking standards are currently the norm, commuted payments form a viable alternative for some authorities.

7.2.3 In Charlottesville, VA, downtown developers can pay a fee to the City Council in lieu of providing parking. The city uses these fees to provide a combination of parking and/or support for alternative modes of travel. Costs are based on a typical cost of providing a space in a parking deck (say $16,000)

Developer Contributions to Parking Provision

7.2.4 Within the North Town Masterplan the presumption has been made that the three sites listed (Le Masurier's, Gas Place and Brewery) would have planning applications that would provide parking assets for the States at the developers' expense. This provision was considered deliverable as part of the planning gain and to represent the contribution necessary for a large development to support the provision of infrastructure arising directly and indirectly from their development.

7.2.5 However this obligation has caused all three sites to stall as the scale of the obligation has rendered the sites unviable. In view of this it would be possible for the States to do two key things regarding planning obligations.

7.2.6 The first action would be to remove the obligations based on a number of parking spaces to be provided on the sites. The developers may be able to provide a surplus subject to achieving planning consent that could be provided to the States as a planning gain payment. However the size of this payment is related to the viability and profitability of the development. It has no relationship to parking.

7.2.7 Insistence on the developer providing parking may mean that at one extreme (when the obligation is too high) the site is simply unviable and the development does not proceed. At the other extreme, the parking obligation may cost much less to deliver than the developer could actually afford. In this case the States will lose out and will fail to extract a fair value for the planning gain.

7.2.8 Even in the event that the number of spaces for the development is negotiated to be of a fair quantum, such a policy and approach limits the States to providing parking on that site and not necessarily delivering the best solution in terms of value for money nor utility to the public. It may well be that providing parking on that site is less suitable than providing parking on another site as the cost per space may be much higher than elsewhere (due to design considerations or site requirements) and the location and/or attractiveness of the final parking facility may be substantially inferior to what could be delivered elsewhere.

7.2.9 For example, 20 parking spaces provided for public use in a larger underground car park also serving residents would be highly unattractive for the public to use. This is because the parking would only be 20 spaces, and thus easily full meaning that users could be subject to wasted journeys seeking a space; the parking would be underground and for reasons of efficiency built to tight standards, making navigation and negotiation of the car park difficult. Pedestrian access and egress would be through a larger, potentially intimidating car park and by use of lifts and stairs that may not provide great levels of personal security.

7.2.10 Therefore it would be a positive step if the planning obligation set upon any site was determined and legitimately collected as a cash sum. This provides the States with the flexibility to use that absolute capital sum as it sees fit to

gain the best value for money from the planning gain. This may mean investing that sum in parking provision elsewhere, but equally it may be that States' priorities indicate that the money is better spent on something other than parking. Depending on the terms of such a payment, it could be used to provide revenue support for an enhanced or new bus service, it may be banked pending a suitable infrastructure solution or indeed could be used in another way for a wider infrastructure need (to support health care provision).

7.2.11 It is understood that there is currently no mechanism or protocol within Jersey such that some form of planning gain payment is by default sought from developments to assist fund the increased infrastructure burden created by any development of a site.

Practice Elsewhere

7.2.12 To develop these thoughts further, we have looked at common planning gain practice within the UK. For many years planning gain negotiations have been based around Section 106 agreements. The agreements were set based on the highway works necessary to mitigate the traffic impacts caused by the development where the traffic created would cause operational difficulties on the highway around the development.

7.2.13 For a number of reasons the profession has more recently wanted a shift away from negotiated S106 agreements. Developers on the whole supported the creation of a levy that could be set and applied equally to all developments. The advantage with a levy is that developers are clear on the expected planning gain costs to them in advance of planning application and by virtue of being a levy, even small developments could be included, reducing the burden on the larger development to cover an over-representative cost. Furthermore, the application of a levy meant that the charge was not dependent on the impact of traffic on the local highway. This eradicates the familiar situation whereby a development that creates significant traffic but that does not cause local highway network over-capacity is not subject to large §106 sums. In contrast a potentially smaller but subsequent development that does cause local junctions to become overcapacity is subject to the full costs of mitigation.

7.2.14 Within the UK the Community Infrastructure Levy has been enabled in law. It offers an example of the type of mechanism that could be created within Jersey to simplify and formalise the process for taking contributions towards infrastructure or other service provision from developers. Significantly, a levy can be applied easily to developments of all sizes, enabling smaller sites to provide a contribution.

UK: Community Infrastructure Levy

7.2.15 The Community Infrastructure Levy (CIL) was enabled in UK legislation in 2008. There is no breakdown/set amount for how much of the funds from the levy must go to transport or the Highway Authority, but monies must be spent on infrastructure. The charging authority decides how funds should be allocated to the different infrastructure requirements.

7.2.16 The levy must be "levied in pounds per square metre of floorspace arising from any chargeable development. The charge will be applied to the gross floorspace of most new buildings or extensions to existing buildings."

7.2.17 The money generated by the levy can be used to fund a wide range of infrastructure projects that are needed as a result of the development. These include transport, flood defences, schools, hospitals, parks/green spaces, social care facilities and leisure centres.

7.2.18 For the UK, "the Levy is intended to focus on the provision of new infrastructure and should not be used to remedy pre-existing deficiencies in infrastructure provision unless those deficiencies will be made more severe by new development." Also as defined to date the CIL can only go to infrastructure. There are plans in place to change this to allow it to also include maintenance.

7.2.19 For new legislation in Jersey, it may be appropriate for the uses to which a levy can be applied to be broader. It may be suitable that the permissible uses could include support for a revenue budget used to reduce infrastructure requirements. An example of this may be to use levy funding to support a bus service, given that the bus reduces demand for highway capacity and parking requirements, making capital savings.

7.2.20 It should be noted that the CIL can be zoned to enable different levies in different locations and uses. It is accepted that charging authorities may waive levies for sites for which early development is desirable and for which a levy may make the development unviable.

Community Infrastructure Levy Rate Examples

7.2.21 It may prove useful to illustrate the type of charge being levied in the UK based on land use. Some Authorities within the UK that have set Community Infrastructure Levy rates are shown in Table 17.

7.2.22 A number of Councils and local authorities had already moved over to a levy system in advance of the CIL. Some had flat tariffs and others have standard charges. Westminster Council proposed a tariff of £300/sq m on new developments exceeding 1,000 sq metres. This rate is based on previous contributions and the money allocated to 'public realm' improvements.

7.2.23 The Corporation of London also operates on a tariff basis. The starting tariff, which is then subject to adjustment, is £70 per square metre of extra floor space. The breakdown of the tariff is 50% local community, 30% affordable housing, 15% transport and 5% to training and skills.

7.2.24 The Borough of Southwark uses standard charges of £10,457/school place, £67/person for open space, £210/person as a contribution towards strategic transport infrastructure.

7.2.25 Camden uses similar standard charges for proposed housing units of £3,148 for 2 bedroom units, £7,572 for 3 bedrooms and £13,679 for 4 bedrooms (2006/2007).

Table 17: Community Infrastructure Levy Examples

Authority	CIL Amounts per Gross Floor Area (per sqm)
Newark and Sherwood	Residential 0-£75, commercial 0-£20 apart from retail £100-£125 and agriculture, community, leisure & sui generis £0
Shropshire	£40 residential in Shrewsbury, the market towns and key settlements, and £80 elsewhere. All other uses £0
London Borough of Redbridge	All uses £70 per sqm
Greater London Authority (GLA)	£20, £35 and £50 (3 charging zones)
Portsmouth	£105 for all apart from £53 for A1- A5 (small), C1 hotels, C2 residential institutions and £0 for B uses & D1 community uses
Huntingdonshire	£85 for al uses except small £40 for A class (below 500 sq m), £100 for large retail, £60 for class C1 and health and £0 for B and the rest of D uses
Wandsworth (approved but not adopted)	Residential £575, £265 (9 Elms A & B), £0 (Roehampton) and elsewhere £275, office and A class-9 Elms - £100, All other uses- £0
Bristol (approved but not adopted)	Residential £50-£70, hotels £70, students accom. £100, retail £120, all other residential C and D uses £0. All other £50
Poole (approved but not adopted)	Residential £75, £100 & £150, All other £0

Parking Revenue Considerations

7.2.26 The Car Park Trading Fund is a designated trading fund under the Public Finances Law. It is required to meet all of its commitments with regard to maintenance and replacement of the Island's car parks. Its only income is derived from the sale of scratch cards, season tickets and fines and it receives no revenue or capital budget from the States. In June 2008 a financial model was completed for the next 25 years of trading of the Car Park Trading Fund. This included the running, maintaining and replacing of all the Island's car parks including the town multi-storeys (text from Town Plan Implementation Plan 2008).

7.2.27 Indications are that the parameters under which the Trading Fund operates and the significant cost issues of providing new parking are not widely understood or appreciated by the wider public. The working assumption is that the fund will support and finance the provision of parking, using the revenues

earnt to do so: as demand for parking increases the expectation is that the Fund will be able to and will be used supply additional parking.

7.2.28 However this position alone illustrates why there is a pressing need to establish policies and safeguards for the fund, and draw out the issues for public understanding.

7.2.29 A fair position may be that the parking tariff charged for parking in the town should be:

- set the same across all car parking and
- set so that the total revenue from all car parks equals the costs incurred for all maintenance, enforcement, administration, capital renewal as well as providing surplus sufficient for new parking infrastructure over the longer term where demand warrants it.

7.2.30 The difficulty is that due to constraints on land availability, the cost of providing additional car parking spaces are progressively greater. Land values result in additional capacity being provided in the more expensive multi-storey or underground options. These types of spaces also cost more to maintain per space than those provided in surface car parks. Therefore the overall cost of providing and maintaining the car parking service for the town does not increase linearly based on the number of spaces provided, but it becomes increasingly more expensive per space added.

7.2.31 For those who have been parking in the town for many years, and may have been using the same car park throughout that time, the expectation may reasonably be that the parking tariff would increase in line with inflation or other related cost increases. However as the new more expensive parking capacity is added, then if the parking system is to balance, the overall charge necessary for each parking space must necessarily increase more than inflation. Thus despite seeing no change to their car park, existing users find that their tariffs increase beyond inflation in order to balance the costs across the whole system.

7.2.32 A financial model for replacing parking stock was set out in 2008. Providing greater certainty of the strategy and provision requirements for the town will enable a check to be made that the current and future parking tariff is sufficient to cover known and foreseen costs of provision. It is not uncommon that in setting the overall tariff insufficient surplus is provided to cover the longer term capital renewal requirements of the parking system. For St Helier it would be useful for this financial model to be reviewed and developed into a business plan suitable for public consumption. This plan would set out the role of parking, the States' role in that provision, the parking requirements over a period of time and the expected cost and cashflow requirements to provide on-going delivery of the plan.

7.2.33 The Parking Trading Fund by statute, must not be in debit and it is understood that it cannot borrow in order support parking development. If shorter term surpluses, once immediate maintenance, enforcement and management are

taken, are to be made available for use elsewhere within the administration, or are not sufficiently budgeted for, then this leaves the States with no surplus and no resource against which they can invest in new parking infrastructure.

7.2.34 If the appetite within St Helier is for underground car parking because it retains the aesthetics of the locality and provides the parking proximity that users desire, this has to be budgeted for. This underpins the need for a business plan against which the expected costs of delivering the plan are matched by the revenues generated.

7.2.35 The other key characteristic of the St Helier parking tariff regime is its uniformity of charge. The dominant system of pre-paid scratch cards offers a similar tariff regardless of the facility being used. On and off street parking are charged the same. Location or time of day have no influence on tariff. Parking charges are not set based on what the market can bear, nor what people may be prepared to pay for specific facilities. Effectively the parking tariff in St Helier has been established without any clear linkage (nor necessarily agreement) as to the liabilities it was there to cover. The existing tariff can be seen to be driven by a requirement to at least recover the on-going costs of the current operation.

7.2.36 Generally the tariff is not being used to manage demand or provide enhanced service options. There are however clear indications how the tariff and restrictions applied to car parks within St Helier could provide a different service and contribute to managing supply more effectively. A number of examples illustrate how parking demand responds to tariff and availability:

- Green Street, which is occupied early on throughout the day by commuter long stay during the week, is a viable and well-used option for short stay shopping traffic at the weekend when there are much fewer long stay users. There may be other locations that would attract short stay parking and be considered more convenient choices for shoppers and those on personal business if availability wasn't consumed by long stay parking.

- Since November 2012, Sand Street has introduced an escalating tariff to discourage long stay parking. The new payment operation is also pay on foot (the charge for the parking used is collected on departure). Anecdotal evidence is that shoppers enjoy the flexibility that the pay on foot operation provides and they can visit the town without having to curtail their trip if they wish to spend longer. While up to 3 hours parking the tariff mirrors elsewhere the escalation of charges means that a 7 hour stay requires 17 units. Evidence to date shows that there are users who derive sufficient utility from the car park that they do use it as long stay and are prepared to pay to do so. This has benefits for both user and States: the user is able to avail of a service that they require and are prepared to pay for; the States earn a significant premium from these users that helps keep tariffs low for other parkers.

- During a temporary period of 5 Saturdays during the summer of 2012, free parking was provided at Pier Road. This led to a considerable

increase in its use. This illustrates that the premise that Pier Road is "too far" from the town centre is unfounded. It is farther. It is less convenient than the other options. But it is not too far, that has been illustrated by the temporary period. Given that all options operate the same tariff, users will shun Pier Road while there is space in other locations. They will likely complain that there is insufficient space available at other locations because they are paying as much at their inferior location as they would have to pay at their preferred location. But like most other towns, users will trade convenience for price and readily accept this concept. Some users would welcome paying a lower tariff and walking further; others will be prepared to pay more to save time.

Workplace Parking Levy

7.2.37 On the first April 2012, Nottingham City Council introduced a Workplace Parking Levy (WPL). All employers that provide more than 11 car parking spaces for employee use are subject to an annual charge of £288 per space. This charge will increase to £334, £364 and £381 in 2013, 2014 and 2015 respectively. Some employers have passed all or some of the cost onto employees.

7.2.38 The Workplace Parking Levy was enabled under Sections 178-190 of the Transport Act 2000. The revenue raised is being used to support other public transport provision. For Jersey, such a workplace parking levy could provide a regular and reliable revenue stream to support the provision of lower cost public transport or an enhanced service. The terms of the levy could be clear regarding the use of the monies raised to support schemes or services that help reduce peak hour car traffic, thereby improving journey times and reliability of the majority using workplace parking who commute in congested time periods.

7.2.39 The WPL could be zoned, and differential charges applied. For St Helier, the 4,000 estimated PNR spaces could raise an annual revenue of £1.2 million, at £300 per space. In undertaking this calculation, it is assumed that parking spaces that are privately let would also qualify for the charge. This policy extension, by impacting on the margin gained, would support moves to reduce the number of private parking operations within the town centre. This is consistent with the Island Plan.

7.3 Mechanical Parking Systems

7.3.1 As part of the research for this study, we have considered parking provision using a proprietary automated parking system that may offer benefits from the more efficient use of space inherent with such systems. These Automatic Vehicle Storage/ Retrieval Systems (AVSRS) have been successfully used in commercial building basements in the UK and Europe where space is at a premium.

7.3.2 Our view has been formed from consideration of the installed examples illustrated by some of the major suppliers and from the Snow Hill Car Park

Options Study undertaken by Parsons Brinckerhoff for the States of Jersey in Autumn 2012, which is in part reproduced below.

7.3.3 Examination of the installed examples illustrated by some of the major suppliers indicate that these systems have been deployed where space is constrained rather than to achieve efficiencies within existing or planned space. That is, these systems are valuable where there is an imperative to provide a number of parking spaces above what can be delivered using standard non-automated methods, but that they do not do so at a cost per space lower than can be achieved from non-automated methods.

7.3.4 The other difficulty appertaining to the delivery of public parking is that typically these systems have been successfully used in private developments with experienced permit holders who operate the system themselves. There would be significant difficulties of providing such a system for general public use; any problem with a vehicle docking (e.g. car not located correctly, handbrake not fully secured, items left outside the card, doors not secured etc) would 'lock down' the pod requiring an attendant to reset the system. Even with a good callout service customer delays would be unwelcome and could cause reputations issues for any public body providing the service. It is likely therefore that for public shopper use, a manned operation would be required to ensure adequate response to any docking problems/breakdowns that might occur and to minimise delays and inconvenience to car park users. The system would also require regular maintenance and servicing to ensure reliable operational performance.

7.3.5 Research from the US ("Is Robotic parking Right for your Project", Monahan, 2012, International Parking Institute) provides a typical multi-deck above ground parking cost per space (based on a 200 space car park) of $16,000 for conventional construction. The automatic cost is calculated to be $26,125 per space, noting that the automatic option does require less volume per space provided.

7.3.6 Costs become more comparable and potentially favourable compared to conventional build where an automated system is used underground over many levels. In such situations significant overall build cost savings can be achieved through lower headroom reducing depth and lesser pedestrian access and ventilation requirements offered by the automated system. It should be emphasised that these savings are however relative; under such conditions each parking space is still estimated to cost an average of $35,000 to deliver.

7.3.7 The Options Study examined a number of ways to increase shopper parking at Snow Hill. One of the options considered was to provide a car park with an automated system. The Study concluded that the automated parking option was not a viable solution for Snow Hill, due to the high cost of provision (compared to other more traditional options), and concerns over the long term cost of operation and maintenance and the practicality of such a system for a public, shopper car park.

7.3.8 The Total Cost per Space (110 spaces) for the Snow Hill Car Park was estimated to be £72,000.

7.3.9 Furthermore the automated parking system suppliers have advised that system maintenance costs would be £200 per space per year, which would result in an annual maintenance cost of £22,000 per annum for the 110 spaces to be provided. In addition a further annual cost of providing staff to oversee or undertake operation of the system on behalf of the public could consist of 3 full time duties (to cover all days and a fourteen hour operation). Therein annual operating costs could be expected to be over £100,000.

8. RECOMMENDATIONS

8.1.1 Analysis shows that while overall there is currently adequate short and long stay parking capacity, there is pressure in the North Town for both short and long stay parking. This situation could be exacerbated by the loss of Ann Court parking and Minden Place longer term.

8.1.2 In our summary we set out that there appear to be three points for consideration. Our recommendations are based on these three points:

- to **make better use of the capacity** that exists in the south and west of the town.
- to set out a longer term plan for ensuring that the economic activity and **vitality of north town** are sufficiently well supported as the sites in this area are redeveloped.
- to plan the right capacity for the proposed reduction in commuter traffic as well as **facilitating the right conditions** to provide suitable parking to support growth in the town's employment and retail activity.

Making Better Use of Existing Capacity

8.1.3 The recommendations here stem from an approach to re-visit all the existing supply within St Helier and regardless of current use, grant priority to short stay use where this would be used. Furthermore the aspirations to bring some car park sites forward for development needs to be tempered with a need to provide a level of parking consistent with the prevalent policies.

8.1.4 Hue Street and Nelson Street are currently car parks without time restriction. Short stay parking by shoppers here is difficult during the week as most spaces are occupied earlier in the day by commuter parking. These sites are due for development. The sale of Hue Street is committed. Nelson Street provides a potentially convenient location that would be easy to use for shoppers access the north town and town centre.

Recommendation 1. Nelson Street is converted to short stay and for the time being is not brought forward for development. This conversion should be pursuant to providing suitable alternative parking for the displaced long stay parking.

The Ministers for Planning and Environment and Transport and Technical Services endorse the recommendation. However, the Minister for Planning and Environment believes that the site could be brought forward for a mixed form of development which retained some public parking.

8.1.5 Surveys have shown that The Esplanade car park is full before 11:00 and remains busy throughout the middle of the day. This car park is cited the most frequently in the Satisfaction Survey for short stay parking as one not having

spaces. This car park is very close to Sand Street, yet Sand Street carries excess capacity at all times. It is quite likely that many shoppers would choose the surface car park (Esplanade) over Sand Street (mulit storey), despite the multi-storey being closer to the town centre. This dislike of multi-storey car parking is evident throughout other towns, and is accentuated when the multi-storey parking is not modern. While it is only conjecture, it is our opinion that many of the short stay parkers using Sand Street will have first checked for a space at Esplanade.

Therefore given the prevailing policies to support short stay parking and shoppers, there is an opportunity to reduce the commuters' dominance of Esplanade and the shoppers' second choice to the less favourable Sand Street.

Recommendation 2. A separate investigation is made into potential use of tariffs, technology and restrictions such that Sand Street and Esplanade can operate in tandem to provide short stay parking at both locations without creating a significant loss of long stay capacity across both locations.

The Ministers for Planning and Environment and Transport and Technical Services endorse this recommendation.

8.1.6 We have considered whether more residential spaces could be made available for visitors during the day. Formulation of our view has benefited from information provided by stakeholders. The intention would be for the on-street area to provide some relief to the pressure on short stay visitor parking in the North Town during the day and provide better proximity to businesses in the area. This remains an option, but on balance is not recommended as a key action based on the survey results and evidence available. The cost and risk involved in change is not at this stage warranted. This is because:

- While there are spare spaces within the residents' parking areas the amount spare is not excessive during the day over the zone. From the surveys, even within the lesser-used St Thomas during the day, residential utilisation was consistently above 70%. This is over the whole zone, so that if some of that capacity was used up by visitors, residents in specific streets could quickly find themselves inconvenienced on a frequent basis.

- Given the existing use by residents, the number of unoccupied parking spaces being made available by such a change would not be huge. It would have a minimal impact on solving a wider short stay parking shortfall.

8.1.7 There is however evidence to suggest that the charging regime for the residents' permits should be subject to a review. This review should consider whether the costs of administration, signing, management, enforcement and highway maintenance of the scheme was adequately covered by the permit charge. Furthermore there are opportunities to review the tariff regime

operated to validate that any concessions are still appropriate and consider whether other devices, (such as vehicle emissions as used in many London boroughs), would form a suitable basis for setting different levels of charge.

Recommendation 3. The Residential Parking Area should be retained in its current state and operation at this stage. A review of the charge and charge regime should be undertaken.

The Ministers for Planning and Environment and Transport and Technical Services endorse this recommendation. However, the Minister for Planning and Environment believes that any review should address the opportunity for environmental improvements opportunities and should include neighbourhood consultation.

Ensuring the Vitality of North Town

8.1.8 The North Town Masterplan introduced a requirement on total parking volumes and specific locations that are in response to a need in the north town. These requirements are not explicitly tied into the overall needs or wider plans for the town. It has introduced a requirement on three sites to provide parking as part of their planning consent.

8.1.9 Insistence on those sites providing parking has created a burden upon those developers that has rendered those sites unviable and does not bring forward parking in the most cost-efficient or suitable format for public use. Rather a commuted payment, set at a viable level, should be used to contribute to providing nearby parking in a more cost-effective way.

Recommendation 4. The North Town Masterplan's requirement for parking to be provided at Le Masurier's, the Brewery and Gas Place should be changed into a negotiable commuted payment.

The Ministers for Planning and Environment and Transport and Technical Services endorse this recommendation

8.1.10 The Ann Court site is being brought forward for development for affordable housing by the States. The intention to include a high level of parking for residents as part of this site should be questioned. Parking as part of this development will be expensive per space delivered.

8.1.11 The larger footprint version of the site can provide a semi-basement type of parking facility with approximately 250 parking spaces. The location of Ann Court makes this site attractive and potentially the best current option for providing short stay parking for the North Town.

Recommendation 5. The primary intent is for the Ann Court site to deliver affordable housing. It is in a central urban location suitable for low parking provision for residents. 200 parking spaces delivered as part of the larger footprint site development should be allocated as public short stay parking with a further limited number set aside for residential use.

The Ministers for Planning and Environment and Transport and Technical Services endorse this recommendation

8.1.12 Short stay parkers and shoppers in particular will prefer to go to a car park that is a surface car park. It is easy to see and negotiate. It can be readily seen if the car park has spaces available. A surface car park of sufficient size will also provide resilience and give users confidence that at a given time of day there will be capacity to accommodate their car at the time of arrival. Such a car park could be of sufficient size as to provide long stay capacity while still ensuring short stay availability for those visiting this immediate area.

8.1.13 Should a site within the north town area that has suitable access from the ring road be available this would form a good alternative to providing parking for the area. Purpose built surface parking could be delivered at a much lower cost per parking space than any underground or multi-storey option. The site could be selected to support the Island Plan to reduce traffic accessing the town centre and develop the concept of a ring of car parks around the core of the town.

8.1.14 Investment in a suitable surface car park in the area of North Town provides significant advantages and safeguards for the States. The bulk of the investment will be spent on land. Therein this value is residual and the asset retains its value.

8.1.15 Should it be warranted and necessary the site could be developed into a multi-storey car park. The cost per space delivered would still be significantly cheaper than the underground options currently considered. However part of the proposal to identify a site for a surface car park is to provide the States with options for the future. The surface car park could be delivered relatively quickly and thus provide continuity for the loss of the parking in Ann Place from January 2015. The option to develop into a multi-storey site remains an option, and costs are not incurred until such a decision is made. Equally, should other options to provide parking in the north of the town present themselves and in time this site becomes superfluous, it retains its value as a site suitable for development.

Recommendation 6. A site in the North Town suitable for acquisition and conversion into a surface car park able to provide at least 200 spaces is sought. The car park should permit and enable long stay. Between 20 to 50 parking bays should be separately operated/demarcated to serve a primary short stay purpose.

The Ministers for Planning and Environment and Transport and Technical

Services endorse this recommendation. However the Minister for Planning and Environment believes that a comprehensive investigation of potential sites should be undertaken.

8.1.16 Residents choosing to live at Ann Court may not be offered parking as part of their residence. However should a suitable off street surface car park be developed within the vicinity residents of Ann Court, this would be available overnight for them to use. Off street parking for residential use overnight remains a sensible and desirable behaviour and should not be discouraged.

Recommendation 7. Arrangements are made such that residents in the local area enjoy continued access and permit to use nearby surface car parks overnight.

The Ministers for Planning and Environment and Transport and Technical Services endorse this recommendation.

8.1.17 Once a long stay North Town surface car park is established and the short stay parking at Ann Court is commissioned it would be appropriate to bring forward the refresh or redevelopment of Minden Place. A number of options are open including:

- refurbishment into a '2 for 3' car park operating a premium tariff (i.e. two much larger parking spaces are marked out within the existing space currently occupied by three parking spaces);
- demolition and redevelopment as a higher standard premium car park;
- redevelopment of the site for retail/residential purposes (with limited parking retention for those with access needs – 30 premium or disabled spaces on the north side of the site). This option is attractive as it will take car park traffic out of this part of town and facilitate options to improve the urban realm and retail environment of Minden Place and Bath Street.

All options would accord the general approach to recognise that within the context of a Sustainable Policy, car travel will remain the chosen mode by many journeys. Therefore TTS will improve the quality of the parking experience as a rolling programme wherever and whenever opportunities arise. As example of this is providing easier circulation dimensions and wider parking bays within car parks.

Recommendation 8. Once additional car park capacity is established within North Town at Ann Court and another site, Minden Place car park is brought forward for refurbishment or replacement as a premium car park or the site is

brought forward for redevelopment with minimal on-site parking.

The Ministers for Planning and Environment and Transport and Technical Services endorse this recommendation. However, the Minister for Planning and Environment believes that the repair and re-use of the existing structure should be fully investigated, along with innovative regenerative uses to maintain vibrancy and vitality in this part of the town.

Facilitating the Right Conditions

8.1.18 The Island Plan and Sustainable Travel Plan establish principles and a strategy for travel in Jersey. However there are potential issues regarding understanding and clarity of responsibilities of the States regarding the provision of parking. Indications are that the public and stakeholders are not clear about the constraints and costs faced by the States in providing parking as people may wish it. While many stakeholders have indicated a clear understanding that parking supply cannot be unlimited and is costly to provide within the town centre, the North Town Masterplan has established an expectation that this parking will be, and should be, delivered.

8.1.19 Moreover the principle that this parking will be provided underground needs to be seen in the context of the considerable additional costs of underground parking provision in St Helier. As more parking is provided using a higher cost method (multi-storey rather than surface, underground rather than above ground), the average cost of providing and then maintaining a parking space in Jersey increases over and above any other inflationary costs affecting construction and maintenance.

8.1.20 Against this the over-inflationary cost escalation, the provision of additional parking is not well served by the current policy that motoring (including parking) costs are not to be increased “disproportionately” until a viable alternative method of transport is available to all. There is a risk that the Trading Fund cannot provide the service expected of it given the constraints placed upon changes to tariff.

8.1.21 Thus to close this potential gap the conditions and in particular policies under which the Trading Fund is operating may require review.

8.1.22 Notwithstanding this, the Sustainable Transport Policy will require significant investment in other transport modes. It may also be the case that the Trading Fund cannot provide or even maintain the level of service users *would like or are coming to expect* in terms of parking availability and quality (such as larger parking layouts and bay sizes) without additional fund support.

8.1.23 It may thus be desirable that a secondary Enabling Fund is established that has a remit to provide both revenue and capital support for Transport Provision for the Island. The Enabling Fund would have a wider remit to effect and support change to the way people travel and the quality of service and infrastructure provided for them. Its designation would allow it to support

public transport, cycling and walking as well as parking and associated highway improvements.

8.1.24 The Car Parking Trading Fund could potentially remain as it is and with existing remit. The combination of the Enabling Fund and Trading Fund would provide resource to enact some of more strategic and significant changes to transport provision for the Island. We envisage that the Enabling Fund will be funded subject to and from the implementation of later recommendations 15 and 16.

Recommendation 9. The policies governing the revenue accruing to the Parking Trading Fund should be reviewed in light of the liabilities and expectations placed upon the Fund. An Enabling Fund should be established with a wider remit to support delivery of the Transport policy ambitions for the Island.

The Ministers for Planning and Environment and Transport and Technical Services endorse this recommendation.

8.1.25 The role and responsibility for the Parking Fund and Enabling Fund to support other transport modes, deliver any surplus and make provision for longer term transport investment should be communicated to gain a high level of understanding and acceptability by the wider population.

8.1.26 The significance that the role of parking has in supporting the Sustainable Travel Plan and Island Plan is not fully appreciated outside the relevant government departments. It would be worthwhile for a parking strategy document to be prepared that establishes the requirements and sets out an action plan over the next ten years. This plan would be a business plan for the execution of the role of parking within the Sustainable Travel Plan. As such it would reprise the statement on the intentions for parking for St Helier from the Island Plan and Sustainable Travel Plan and translate these into revenue predictions, maintenance costs and investment proposals for parking and any other mode support included as part of the plan to reduce peak period traffic by 15%.

Recommendation 10. A Parking Strategy Document is produced, informed by the Island Plan and Sustainable Transport Policy, that sets out the role of the States in providing parking for the Island, the policies and constraints on the governance of the Parking Trading Fund and a business plan for the next 10 years, including investment in parking and other modes to achieve the reduction in commuter traffic required.

The Ministers for Planning and Environment and Transport and Technical Services endorse this recommendation.

8.1.27 The general approach for the parking strategy is expected to mirror the policies already embodied within the Island Plan and Sustainable Travel Policy. The Island Plan is already clear regarding the policy to provide and encourage short stay parking. The change in tariff regime at Sand Street has produced a number of benefits. Shoppers are not discouraged from staying longer and those wishing and prepared to pay to use the location for long stay can do so.

8.1.28 A more varied and flexible charging regime for parking across the town would provide greater management of demand and improve the service that could be offered.

8.1.29 The secondary issue is that while all car parks are priced similarly, prime locations are consumed first and the more distant sites are by comparison considered poor value for money.

8.1.30 More car park locations should encourage and make available short stay tariffs and use a tariff that discourages but does not preclude spaces in that car park being used by long stay parkers. As part of a strategy of supporting first short stay car park availability, pushing long stay parking out of town and encouraging commuters to consider changing mode, it would be right for the tariff across most central car parks to be increased for long stay, with the current rate retained at the more distant locations where capacity remains. If necessary, for public acceptability, at the same time that central prices were raised, some outer car parks could be offered at a reduction to today's prices to present a saving to users. This is not a desirable approach from the perspective of achieving the 15% reduction in commuter travel nor supporting the Parking Trading Fund, but may be an interim political requirement to enable a change from the current flat tariff system. Once the differential charging regime has been established and accepted, there would be options to use tariff change across St Helier to encourage and finance the modal shift programme as required for the Sustainable Travel Policy.

8.1.31 The current difficulty for St Helier is that the scratch card system does not offer this flexibility. Short stay parking can be enforced through a restriction in length of stay, but creating a balance where some long stay parking is priced out is difficult without a more technical solution.

8.1.32 An investigation into the merits of changing the parking regime and methods of payment is warranted. This investigation would need to take a holistic view of the value in being able to charge more for those car parks that are attractive and well used and being able to operate tariffs that charge differentially based on length of stay.

Recommendation 11. The parking tariff and revenue collection mechanisms should be reconsidered and provide consistency, simplicity, flexibility and choice for users and improved options for demand management at a local level.

The Ministers for Planning and Environment and Transport and Technical Services endorse this recommendation.

8.1.33 The Sustainable Transport Policy states "that motoring (including parking) costs are not increased "disproportionately" until a viable alternative method of transport is available to all." As part of the plan to achieve a 15% reduction in peak traffic it will be necessary for commuter parking charges to increase but this will be effected once the Island has an improved bus service and has satisfied the "viable alternatives" requirement.

Recommendation 12. A plan setting out the requirements and delivery plan to satisfy the condition that a viable alternative available to all should be established and agreed. Preparations to forecast the level of commuter parking unit tariff uplift required and establish an implementation plan should commence.

The Ministers for Planning and Environment and Transport and Technical Services endorse this recommendation. However the Minister for Planning and Environment believes that further investigation is required into viable alternative public transport.

Intrinsic to the recommendations within this study is the increased linkage between the role of parking and public transport. The review of the Trading Fund and recommendations regarding levies are to enable the concept that parking surplus is generated and actively used to provide and promote alternative modes. An extension of this approach is to use the public transport provision to support distributed parking for long stay users. Specifically for St Helier, an edge of town site may offer additional considerable parking supply which can be linked to the town through its position on and as part of a key bus route. The concept would work based on all the buses coming into the town on that corridor stopping at the edge of town site.

Recommendation 13. Investigate linkage of an enhanced public transport provision on specific corridors with displaced edge of town long stay parking.

The Ministers for Planning and Environment and Transport and Technical Services endorse this recommendation.

8.1.34 Achievement of the traffic limit entering the town in the peak period will be dependent on limiting any further private non residential commuter parking for new developments. It would be prudent for the States to introduce an early maximum standard for parking.

Recommendation 14. Bring forward Proposal 26 from the Island Plan to establish maximum parking standards zoned for different parts of the town.

The Ministers for Planning and Environment and Transport and Technical Services endorse the recommendation. The Minister for Planning and Environment is currently working on revised parking standards which will be put out for consultation shortly.

8.1.35 Many developers currently make no contribution for the impact of their developments on infrastructure. These payments tend to be applied to major developments only, but all developments could be providing something.

8.1.36 It would be prudent also for any payment to be dis-engaged as much as possible to any specific provision but to be linked into an wider obligation that could include revenue support for bus services or even health or schooling. In this way the monies are available for what the States want to use it for as part of a wider and longer term plan and the best value as required at the time can be sought.

8.1.37 A levy would not only maximise the opportunity and volume of revenue to the States in the support of funding for infrastructure provision, but application of a levy payment would be more equitable. Furthermore, it would reduce a situation whereby the burden of infrastructure costs are placed on only a few large sites, jeopardising their viability.

Recommendation 15. Inquiries regarding the acceptability and legal form of a planning levy for all developments should begin urgently.

The Ministers for Planning and Environment and Transport and Technical Services endorse this recommendation. However, the Minister for Planning and Environment believes that the funds accrued should be ring fenced for community infrastructure provision, including sustainable transport initiatives.

8.1.38 Allied to maximum parking standards and levies, the States should create a task group to look into the merits and considerations of introducing Workplace Parking Levy (WPL).

8.1.39 The significant benefit of a WPL is its role in providing a reliable revenue stream that could be explicitly used to support bus services in peak hours across key routes in Jersey and provide a viable alternative for those currently commuting by car. For those who continue to drive, the successful reduction in peak hour traffic will provide much faster journey times. This would be another key fit with the overall Sustainable Travel Plan.

8.1.40 Determination of the legislation for the WPL should also consider the extent to which it would apply or could be applied to increase taxation on commercial parking. Thus sites within the town that are used to provide private parking

would be subject to the WPL charge also. This approach would, to the extent required, support the re-development of privately operated town centre sites by reducing the margins gained on them.

Recommendation 16. Early inquiries regarding the acceptability and legal form of a workplace parking levy for all private non-residential parking within the town should begin.

*The Ministers for Planning and Environment and Transport and Technical Services **do not** endorse this recommendation.*

In addition to commenting on the recommendations, the Minister for Planning and Environment makes the following observations:

1. *The costs indicated for the various car parking solutions appear out of date and the Minister believes that more competitive estimates are achievable.*

2. *That more innovative, technological, parking solutions could be investigated that would maximise the use of the land.*

3. *The use of car clubs, combined with the use of social networking would encourage car sharing and offers the potential for greater land use efficiency in the town.*

4. *The use of store delivery services will become the norm and provision for unloading bays with high density schemes should be investigated.*

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