

ST. HELIER STREET LIFE PROGRAMME

**Lodged au Greffe on 24th September 2002
by the Planning and Environment Committee**



STATES OF JERSEY

STATES GREFFE

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PROPOSITION

THE STATES are asked to decide whether they are of opinion -

to receive the traffic management and road space change proposals contained within the *St. Helier Street Life Programme* and set out in the report dated 19th September 2002 of the Planning and Environment Committee and, in particular, the St. Helier Town Centre Traffic Plan (drawing number 3-02), the St. Helier Town Centre (East) Traffic Plan (drawing number 4-02) as detailed in Appendix 2, and the St. Helier Town Centre (West) Traffic Plan (drawing number 5-02), as detailed in Appendix 2, subject to the provisions set out in the report at sections 4, 5 and 6; and

- (a) to approve the implementation of the programme of works 'Traffic Section Minor Highways Works 2002-2003', as detailed in appendix three and shown on drawing number 6-02 subject to the provisions set out in the report at sections 4 and 5;
- (b) to approve the implementation of the pedestrian and servicing improvement proposals as detailed in appendix four and subject to the provisions set out in the report at sections 4 and 5.

PLANNING AND ENVIRONMENT COMMITTEE

- Notes:
1. The series of plans referred to in this proposition are also published separately and can be viewed at <http://www.urbanrenewal-jersey.co.uk>
 2. This report and proposition is supported by the Public Services Committee.

REPORT

1. Background and purpose

- 1.1 In November 2001 the States supported a proposition (P.115/2001) to defer the carrying out of further traffic management changes within the St. Helier ring road until a comprehensive overall plan had been submitted to the States for approval. The rationale of the proposition was to provide all States members with an opportunity to review the basis upon which these changes were being undertaken.
- 1.2 This report seeks to enable this. It sets out to provide States members with an opportunity to consider the details of the 'big picture' within which future traffic management change in the centre of St. Helier, over the short to medium-term, is envisaged.

2. Framework for change

- 2.1 The process of change involves decision-making at different levels, from general principles to specific detail.

Principles

- 2.1.1 The general principles adopted for the management of traffic in St. Helier are provided by strategic policies that have been adopted by the States, the specific detail of which is provided in Appendix 1. The States have recently re-affirmed these principles with the approval of the Island Plan in July 2002. The essence of this strategic policy is, however, to manage vehicular access to the heart of the town by allowing those journeys into the centre of St. Helier that are essential and by discouraging those that are not.
- 2.1.2 This recognises that the centre of St. Helier could and should be a safer and more pleasant place for the pedestrian. It also recognises that the town needs to remain viable for business and that goods and customers require access to the heart of the town.
- 2.1.3 It is not a plan to drive vehicles out of St. Helier. It is a plan to ensure that access to a limited number of streets in the heart of St. Helier is managed in a way that satisfies those with a legitimate reason to gain vehicular access, whilst providing an opportunity to improve the quality of the town centre for everyone else who uses it.
- 2.1.4 Likewise, it is not a plan for pedestrianisation or road closure. It is a plan to manage traffic and road space to give a greater priority to the pedestrian in the heart of the town by changing vehicular access to some streets, discouraging 'rat-running' and reclaiming road space for people and deliveries, where appropriate.

Policies

- 2.1.5 How has this general principle been translated into specific policy? It has been used to determine which roads in St. Helier should, and are more able to, carry larger volumes of traffic (primary and secondary routes) and where vehicular access and road space might be better managed to give the pedestrian a better deal (formerly known as the Cordon Area and now referred to as Proposed Pedestrian Improvement Areas). This classification of roads has generated an Island Route Network.
- 2.1.6 The Island Route Network was approved in the 1987 Island Plan and has formed the basis for the successful implementation of the St. Helier Ring Road. The development of this network is a long-term policy and has been continued in the 2002 Island Plan (Policy TT3, p.12-7) on the basis that the principle which underlies it still remains sound.

3. The 'Big Picture'

- 3.1 In those areas where vehicular access and road space might be better managed (as defined by the Island Route Network), the St. Helier *Street Life* Programme has been developed to prioritise this work (using data on pedestrian injury accident rates and volumes of pedestrian and vehicular flows).
- 3.2 The work of the *Street Life* Programme has, to date, focussed on specific streets within the town and implementation has taken place on a phased basis. The general traffic management and road space proposals within each distinct phase of the Programme have been published as part of extensive consultation exercises.
- 3.3 By combining the detailed and specific proposals of the *Street Life* Programme with the 'higher' level strategic policy of the Island Route Network for the town a series of plans has been developed to accompany this report.

These plans attempt to provide the 'big picture' as to where traffic management change and change to the amount of road space available to cars and pedestrians is envisaged over the short to medium term.

- The Town Traffic Plan (drawing no. 3-02) provides the strategic framework for traffic management within the town.
- The St. Helier Town Centre (East) and St. Helier Town Centre (West) Traffic Plans (drawing nos. 4-02 and 5-02 respectively) are indicative of the potential specific traffic management and road space changes envisaged in defined areas of the town centre.
- Other minor highway works within the Ring Road, sponsored by the Public Services Committee, which are complementary to the Urban Renewal Sub-Committee's St. Helier *Street Life* Programme, are shown on drawing number 6-02.

4. Consultation

4.1 It is recognised that the implications of traffic management change in St. Helier will affect many, often competing interests. In order to ensure that change is as acceptable to as many of these interests as possible, whilst still in accord with the general principles which underlie it, extensive consultation is necessary.

4.2 Every effort has been made to involve key stakeholders in the development of these traffic management change proposals: the extensive Island Plan consultation exercise has provided opportunity for the principle of managing vehicular access to the town centre and the Island Route Network to be reviewed. Likewise, the *Street Life* Programme has involved much consultation and dialogue with the general public, business and other key stakeholders through exhibitions, workshops and meetings. The Town Traffic Plan, the St. Helier Town Centre (East) and St. Helier Town Centre (West) Traffic Plans, which are essentially an amalgam of information already in the public domain, have also been publicised through the media and the internet, and have been made available to the public and business. This has enabled a greater understanding and appreciation of the concerns and requirements of these stakeholders.

4.3 In general, business is supportive of the objectives of the *Street Life* Programme. Clearly, the implications for business are related to the specifics of change and business has made clear its concern about ensuring appropriate service access and un/loading facilities as well as ensuring appropriate access to the centre of town for its customers. This is acknowledged and recognised as an integral element of traffic management plans for the town, within the context of the overriding principle.

4.4 The ongoing dialogue with business will ensure the continued recognition of these specific requirements. Indeed, following representations and intensive dialogue with one major retail and wholesale operator in Dumaresq Street, it is proposed that the traffic management changes envisaged to restrict access to Dumaresq Street from York Street (as detailed on the St. Helier Town Centre (West) Traffic Plan and detailed in Appendix 2: phase two) are not implemented until the implications of implementing other phases of the Programme (i.e. Phase three, which involves making Union Street two way to New Street) for vehicular access to this area are clear. This will involve a detailed monitoring and analysis of change and continued dialogue with the company concerned to ensure, as far as is possible within the objectives of the Programme, that the needs of business are recognised and satisfied. For this reason, the proposals indicated on the series of plans that accompany this report can only be indicative: further consultation on specific and detailed proposals with stakeholders may generate a requirement for substantive change and/or refinement.

5. Detailed proposals

5.1 The nature of and justification for the indicative proposals identified on the St. Helier Town Centre (East) and St. Helier Town Centre (West) Traffic Plans is provided in Appendix 2.

5.2 As stated above, these proposals may be subject to modification following detailed surveys, modelling and consultation on the specifics with key stakeholders. Indeed, recent decisions taken by the States in relation to the 2002 Island Plan specifically involving the removal of road widening lines in New Street and Burrard Street will necessitate further analysis of the traffic management proposals and a full evaluation of all potential options in this area. They are, however, indicative of the change sought in the short to medium term on the basis of current information.

5.3 Some of the changes proposed in the St. Helier *Street Life* Programme do little to affect the flow or control of

traffic within the St. Helier Ring Road, but would deliver significant and immediate benefit to town. It is proposed that the implementation of such proposals for York Street and Colomberie would result in a reduction in the number and cost to the economy of pedestrian injury accidents, enhance safety for all road users, provide business with unloading facilities where there are none presently and generally enhance these parts of town to the benefit of residents, traders and visitors alike. The works proposed for these areas, which remain to be the subject of specific consultation with stakeholders, are detailed in Appendix 3.

5.4 Funds and human resources are available to implement all the St. Helier *Street Life* Programme proposals through the Urban Renewal Programme.

6. Other proposals

6.1 As the strategic highway and planning authorities, the Public Services and Planning and Environment Committees have identified other areas of St. Helier where further traffic studies are required to assess whether other traffic management may be required. These are identified in the 2002 Island Plan (Policy TT5, p.12-9) and include the junction of Commercial Buildings and La Route de la Liberation and the Ring Road on the south eastern side of St. Helier.

6.2 The Industries Committee has embarked on a major consultation exercise on the future of Jersey's Central and Beresford Street Markets and this may inform further traffic management changes in this area in support of its findings. The 2002 Island Plan identifies the potential for the implementation of measures to improve the pedestrian environment in these and other areas (Policy TT8, p.12-15) over the ten year life-span of the plan. Information and resources do not presently permit the preparation of detailed proposals for these areas.

6.3 This report can thus, only provide Members with details of the 'big picture' as it stands at present. This may change and develop as further work is undertaken and circumstances alter. Any such change, however, will be considered within the general framework of the principles and policy set out in this report.

7. Resource implications

7.1 This proposition has no implications for the financial or manpower resources of the States other than those set out in the report.

STRATEGIC POLICY CONTEXT FOR THE ST. HELIER STREET LIFE PROGRAMME

Extracts from strategic policy documents

Island Plan (2002)

Town Centre Movement Strategy

Along with the definition of a hierarchy of routes, priority of the use of road space within the town centre core area needs to be defined. The town centre movement strategy should be based on the following order of precedence:

- pedestrians (including requirements of the mobility impaired);
- servicing;
- buses and taxis;
- cyclists;
- motorcycles;
- cars requiring access; and
- vehicles passing through the area.

Emergency vehicles are not included in the above list as all proposals will need to meet their requirements.

The longer-term aim of the movement strategy should be the removal of all vehicular traffic from the central core except for service vehicles (restricted to off-peak hours), certain facilities for collecting goods, public transport and parking for the disabled.

Island Plan (1987)

Cordon Area policy objective

Within the heart of the town priority will be given to pedestrians, and the environment of streets improved, by restricting vehicular access during certain hours of the day. This will prevent motorists making through journeys and will reduce congestion. Measures will be taken to promote the character of this area by the careful selection of paving materials, lighting, signing, seating and planting.

2000 & Beyond: Strategic Policy Review (1995) Part 1

Objectives

- to reduce the detrimental impact of traffic on people's lives;
- to raise levels of environmental awareness and responsibility.

Action

- the Planning and Environment Committee to be requested to develop a programme of urban renewal;
- the Public Services Committee to be requested to bring to the States... a sustainable Island transport policy which ensure *inter alia* the provision of a comprehensive Island wide public transport service and which will give higher priority to the interests of the pedestrian and cyclist;
- to continue the programme of environmental improvement areas, and traffic calming generally, to lessen the detrimental impact of traffic on the lives of Island residents and those living in the town of St. Helier in particular.

Sustainable Island Transport Policy (1999)

Aim

- to encourage improvements in the transport network which will reduce the environmental impact of traffic; (by)
- maintaining and improving accessibility for all;
 - promoting the use of energy efficient modes of transport;
 - reducing, where possible, the environmental impact arising from the use and development of the transportation network;
 - promoting the highest possible standard of safety throughout the network.

Proposals

- The Committee believes that pedestrian-priority areas should be created along the lines approved in the Island Plan, particularly where high numbers of pedestrians are competing for space with on-street parking and non-essential vehicles. Where necessary these would permit the through-passage of public transport vehicles, cycles and emergency vehicles, while essential loading/unloading facilities would be provided with time restrictions where appropriate. The Committee is of the view that such measures require the co-operation and support of local

businesses, whose proprietors will need to be convinced that public access to their premises will be improved rather than worsened by pedestrian priority areas. Halkett Place, Beresford Street, Waterloo Street, Don Street, Charing Cross, Sand Street, York Street, Broad Street and Colomberie will all be surveyed to establish whether less vehicular traffic at busy times of day would lead to an increase in retail profitability and an improvement in the quality of the urban environment as experienced by the majority of users of the available public space.

- The Committee's proposals to extend pedestrian priority areas have already received the support of the Centre Ville Group. In conjunction with a town hopper bus service, a park and ride scheme and improved cycle access to town, adding to the pedestrian-priority areas of the town is seen as an exciting opportunity to enhance the quality of life experienced by all users of the town, and a major step towards the regeneration of St. Helier. The Committee would emphasise that its proposals are for pedestrian-priority areas not for pedestrianisation; it believes that increased access to St. Helier together with increased freedom of movement around the town will be beneficial for business, tourism and will create a better town environment.

Jersey Tourism Business Plan: The Full Report (2000)

Tourism Committee

The St. Helier *Street Life* Programme will help to achieve the aims of the Jersey Tourism Business Plan, which states that ‘...*The priority must be to improve and upgrade the environment of the town and develop it into a vibrant, safe and pleasant place to spend time*’ (p.68).

Improving Health and Social Care Strategy 2001 - 2005

Health and Social Services Committee

The St. Helier *Street Life* Programme will help to achieve the aims of the Health and Social Services Committee's *Improving Health and Social Care Strategy 2001-2005*.

In particular, the *Street Life* Programme contributes to a number of the World Health Organisation policy framework objectives related to a healthier and safer physical environment in which pedestrian injury accidents and air pollutants in pedestrian areas are reduced and to the promotion of healthier living by facilitating more walking and cycling.

The Programme also seeks to protect and promote the interests of the pedestrian who are often the most frail and vulnerable members in our community, and include the elderly and children.

States Policing Plan 2002

Home Affairs Committee

The St. Helier *Street Life* Programme will help to achieve the aims of the *States Policing Plan 2002*, which seeks, in particular to -

- help people to both be safe and feel safe (*page 4*);
- work in partnership with other agencies to reduce disorderly behaviour (*page 6*);
- seek to reduce the number of casualties on our roads and improve road safety (*page 6*).

There have already been notable successes which have served to demonstrate the real benefit of the programme:

Open space has been redesigned to promote ease of access and enjoyment that, together with enhanced lighting, has rendered these spaces less susceptible to vandalism and other anti-social behaviour.

The provision of wider, safer pedestrian footways and un/loading bays in place of narrow footways and illegal parking and the reduced levels of unnecessary traffic in the heart of the town centre is already producing results. Evidence suggests that the number of road traffic accidents has reduced significantly in Sand Street, York Street, Bath Street and Union Street since traffic management changes and new lighting schemes have been implemented.

It is also relevant to note that future phases of the Programme seek to focus on those parts of the town where there are records of high pedestrian injury accidents, for example at the junction of York Street and Seale Street, and where there are persistent problems of illegal parking and high volume of pedestrian and vehicular flow where the potential for accidents is great, such as in Colomberie.

Specific economic benefit will also be derived through the reduction in road accidents: the average total cost of an

injury accident, including hospital costs, damage to property and vehicles, Police and insurance costs together with lost output, is estimated to be £59,000. The estimate of costs for a fatal accident rises to a massive £950,000 (RoSPA, 1997).

ST. HELIER STREET LIFE PROGRAMME: DETAILED PROPOSALS

St. Helier Town Centre (East)

The principal aims of proposals for the Town Centre (East) area are -

- to reclaim road space for the pedestrian by widening pavements;
- to reclaim road space for un/loading bays;
- to improve pedestrian crossing points and to calm traffic.

No change to the direction of traffic flow is envisaged for the Town Centre (East).

It is proposed that the aims for this area will be achieved by widening pavements in Colomberie and Hill Street. This will provide a physical obstacle to prevent the illegal parking that persists in this area presently, which, by virtue of the narrow carriageway and footpaths, poses an extreme danger to the large number of pedestrians using these streets. Attention is also to be given to how pedestrian crossing facilities might be improved at Snow Hill and La Chasse.

It is also proposed that, where road widths permit, unloading bays in Colomberie will be provided for retailers and suppliers in the area where presently there are none.

Preliminary discussions with key stakeholders have indicated considerable enthusiasm for the proposals.

St. Helier Town Centre (West)

The principal aims of proposals for the Town Centre (West) area are -

- to reduce the volume of unnecessary traffic and 'rat-running' in key town centre streets including Conway Street, Broad Street, York Street and Dumaresq Street and to reduce the volume of traffic in town residential streets including Cannon Street, Lempriere Street and Devonshire Place;
- to reclaim road space for the pedestrian by widening pavements;
- to reclaim road space for un/loading bays;
- to improve pedestrian crossing points;
- to enhance the environment

The proposals for this area involve some restrictions on access to some streets for some traffic. The proposals for this area are phased. Each phase represents work that is to be undertaken in a specific area: the numerical sequence of phases does not restrict the implementation of works to any particular order and indeed, elements of each phase may themselves be phased.

Phase one: This has already been implemented and involved Union Street becoming two way to Dumaresq Street. The key objective of this change was to reduce the volume of unnecessary traffic in York Street, Charing Cross and Dumaresq Street. This has been achieved.

The next phase for Union Street (Phase three of the Programme) involves extending two way traffic along Union Street to New Street. This will provide traffic with a more direct route from the Parade to Burrard Street and an alternative to using Cannon Street, Lempriere Street, Devonshire Place and New Street. A new signal controlled junction will be required at the junction of New Street, Union Street and Burrard Street.

As a result of decisions taken during the Island Plan debate which has removed road widening lines in New Street and Burrard Street, further analysis of the traffic management proposals for this area is required and is ongoing.

Sewer laying works are programmed for that section of Union Street between Dumaresq Street and New Street during the winter of 2002/03 which will result in the complete closure and excavation of this section of the town's road network. As a result, it is likely that following completion of this work, this road will be reinstated as a two-lane carriageway. Any traffic management change for this stretch of road will **not** be implemented until the analysis referred to above has been completed and resolved.

Phase two: Traffic management changes proposed at Charing Cross and Dumaresq Street in this phase of the programme have the potential, when implemented, to prevent 'rat-running' through York Street and Dumaresq

Street, whilst still allowing essential service access. This would also have the result of reducing levels of through traffic in Broad Street and Conway Street.

Essentially cars wishing to bear right from Broad Street into York Street at Charing Cross would be prohibited from doing so: this manoeuvre will be restricted to delivery vehicles over 6'6", buses, taxis and cycles.

It is also proposed that access to Dumaresq Street from York Street would be limited so that only vehicles over 6'6" can use this route between the hours of 6pm and 10am. For the remainder of the day that section of the street, from York Street to Hue Street, would not be accessible to vehicles.

The result of these changes would mean a significant reduction in the volume of traffic and an improvement in safety for this area of the town centre where road injury accidents are most prevalent.

In considering the views of business, however, objection has been raised relating to the proposed restriction of access to Dumaresq Street from York Street. As a consequence of this objection, these traffic management changes **will not** be implemented until the traffic management changes in Phase three (referred to above and relating to Union Street) have been implemented and are deemed to be operating satisfactorily. This will involve continued dialogue with business to assess the impact of Phase three changes upon access to Dumaresq Street.

Whilst the proposed Phase two traffic management changes are held in abeyance, it is considered that much needed pedestrian and servicing improvements should be made to this area of the town as soon as possible. These proposals are specifically detailed at Appendix 3 but in essence relate to the widening of the narrow pavements in York Street and the provision of delivery bays.

Proposed improvements to the difficult and dangerous pedestrian crossing points in this area (outside the Town Hall and at Charing Cross and across the entrance to Dumaresq Street from York Street) are also part of the Phase two improvements. The two former proposals cannot be implemented until legislative changes, which are in progress, are made. The latter cannot be implemented, on the grounds of pedestrian safety, until the proposed restrictions on access to Dumaresq Street are implemented.

Phase three: Union Street becomes two-way to New Street (see Phase one above).

Phase four: The implementation of changes described in Phase two should result in a reduction of through traffic in Broad Street and Conway Street. This will provide opportunity to improve pavement widths and crossing facilities for pedestrians and a review of the provision of delivery facilities.

Other environmental improvements for Broad Street have recently been the subject of a public workshop and are presently being developed into a programme for further public consultation.

PUBLIC SERVICES DEPARTMENT BUSINESS PLAN TRAFFIC SECTION MINOR WORKS 2002/2003

The following programme of works forms part of the Public Services Department Business Plan 2002-2003 and it is proposed to progress these projects over the next two years, subject to consultation with stakeholders. All of the following projects would occur within the St. Helier Ring Road and are entirely complementary to the St. Helier *Street Life* Programme.

- Construction of raised table-top crossing in Halkett Place adjacent to Waterloo Street.
- Construction of raised table-top crossing in Beresford Street adjacent to the St. Helier Fish Market.
- Mulcaster Street footway widening.
- Burrard Street footway widening.
- Val Plaisant/David Place signals upgrade with pedestrian phases.
- Bath Street by Town Park pedestrian crossing.
- David Place/Stopford Road signals upgrade with pedestrian phases.
- Victoria Avenue/ West Park realignment/ upgrade with pedestrian improvement.

ST. HELIER STREET LIFE PROGRAMME: PROPOSED IMPLEMENTATION OF PEDESTRIAN AND SERVICING IMPROVEMENTS, 2003-2004

It is apparent that concern raised in relation to the St. Helier *Street Life* Programme has essentially focussed on those aspects of it which have involved traffic management changes i.e. proposed change to the direction of traffic flow and proposed changes to access to certain streets. There are elements of the programme that involve none of these things but which can deliver hugely significant benefits in terms of pedestrian safety and the provision of unloading/loading facilities for business.

In order to allow these elements of the programme, and the benefits that would accrue, to be provided, it is proposed that the following works are approved for implementation this coming winter and in 2004, subject to detailed consultation with stakeholders.

Capital funds and human resources are potentially available to enable these works to proceed;

St. Helier Town Centre (East)

Provision of facilities

Pedestrian

- pavement widening on both sides of Colomberie from Grenville Street to Snow Hill;
- traffic calming in Colomberie.

Servicing

- creation of new loading facilities in Colomberie;
- creation of new loading facilities in Hill Street;
- creation of new loading facilities in La Motte Street;
- creation of new loading facilities in La Chasse;
- formalise loading facilities in Grenville Street.

Access

- formalise disabled parking bays in La Motte Street;
- installation of dropped kerbs and tactile paviers at crossing points.

Cyclists

- installation of cycle parking facilities where appropriate.

Environmental Enhancement Works

- provision of seating;
- planting of street trees;
- improved street signage;
- improved street lighting.

St. Helier Town Centre (West): York Street

Provision of facilities

Pedestrian

- pavement widening outside Town Hall;
- pavement widening from Seale Street to Charing Cross;
- pavement widening from Dumaresq Street to Old Street;
- pavement widening from Charing Cross to Dumaresq Street.

Servicing

- creation of new loading facilities outside *The Luggage Shop*;
- formalise loading facilities outside *ShoeFayre*;
- formalise loading facilities outside *Lloyds Chemist*.

Access

- formalise disabled parking bays adjacent Town Hall;
- installation of dropped kerbs and tactile paviers at crossing points.

Cyclists

- installation of cycle parking facilities where appropriate.

Environmental Enhancement Works

- provision of seating;
- planting of street trees;
- improved street signage;
- improved street lighting.

