
STATES OF JERSEY



P.28/2021 – BROAD STREET ACTIVE TRAVEL CORRIDOR AND PUBLIC REALM REPORT

**Presented to the States on 20th December 2021
by the Minister for Infrastructure**

STATES GREFFE

Broad Street Project Board

Interim Report to the Infrastructure Minister

16 December 2021

Formation and Purpose

A Project Board was formed in July 2021 comprising:

- Tristen Dodd – Head of Transport, Highways and Infrastructure (GoJ)
- Paul Murphy – Chamber of Commerce, representing retailers and wider business interests
- Connor Burgher – Parish of St Helier, Town Centre Manager

The Board's terms of reference for structure, governance and operation are set out in Appendix 1.

At its initial meeting on 2 July 2021, the Board agreed the following approach to respond to the requirements of P28/2021 and to deliver proposals for the future of Broad Street:

- Recognising policy and strategic context
- Engaging with key stakeholders to understand opportunities and concerns
- Gathering data for key issues including transport and economic activity
- Developing vision and options
- Consulting with the wider community
- Reporting back to the States Assembly

The Board accepted that its principle role was to advise the Minister, and keep the Connétable apprised of its progress, as well as feeding back to the bodies represented by the membership.

The Board agreed that performance would be reflected in 'input' measures (e.g. number of participants in surveys etc.) as data was gathered; 'output' measures in relation to temporary changes made (e.g. number of users and changes in behaviour) and 'outcome' measures (when long-term changes bed-in).

A virtual workshop took place on 20 July 2021 to appraise the Board of the current situation and obtain input from key government policy areas, specifically:

- Planning
- Transport
- Economy
- Construction and development sector

At its meeting on 8 September 2021, the Board agreed to a set of objectives that reflected existing Government of Jersey relevant policy position and, in particular, aligned to the approved PRMS. The Objectives were distilled as:

- Reprioritise the street in favour of pedestrians
- Encourage behavioural change to sustainable modes of transport
- Support employment and retail opportunities

- Create a high quality, attractive environment that builds on local distinctiveness and character
- Stimulate activity and dwelling

It was clear from early discussions that the views of the bodies represented by Board members, and the anecdotal comments of the public more generally, were not based on evidence gathered following the application of restrictions. The Board also recognised that Broad Street and its hinterland was going to change materially in the near future as proposed major developments are progressed through the design and planning processes.

The workshop identified gaps in data that needed to be filled in order that it could consider what may be achievable within the remainder of 2021 (Horizon 1), recognising that delivering physical change was likely to commence, subject to funding, within the next Government Plan cycle 2022-2025 (Horizon 2) and would likely continue beyond that period into Horizon 3 (beyond 2025) to integrate with major developments.

Policy Context

Proposals for improvements to the core town public realm will be brought forward within the established and emerging policy context. It is important that these proposals fully reflect the policy decisions of Ministers and this Assembly and are aligned with the objectives and aspirations that we have so recently endorsed in the Government Plan.

It is important that proposals for both Broad Street and the wider public realm improvements in St Helier strongly and positively contribute to the draft Bridging Island Plan concept of 'A Vibrant Town' [page 52]¹:

A vibrant town focuses on three strategic concepts to connect, enliven and enhance Town:

- *Connect Town: promote active travel journeys and enhanced public realm*
- *Enliven Town: the town centre, professional services and digital*
- *Enhance Town: the liveability of homes and neighbourhoods*

The DBIP proposals are informed by the comprehensive St Helier Public Realm and Movement Strategy² (PRMS). The Stage 3 report was published in March 2021 with a clear purpose to:

'...outline the nature of potential change, provide a clear and coordinated framework for the enhancement of St Helier's network of streets and to establish an action plan to support the implementation of the Public Realm and Movement Strategy (PRMS).'

The key tenet underpinning the objective to grow a vibrant St Helier core is to prioritise pedestrian activity and move away from a private car centric road system within the centre of St Helier. Creating a more pedestrian friendly environment will support and encourage active transport methods and promote footfall, creating a coherent, vibrant and attractive place to live, work, shop and experience our Island's capital.

¹ [Draft Bridging Island Plan.pdf](#)

² [R St Helier Public Realm and Movement Strategy - Stage 3 Report ARUP.pdf \(gov.je\)](#)

Any decision to close or re-open Broad Street is not a binary choice and the experience since closure has demonstrated that space can be used in a variety of ways, for a variety of purposes at different times of the day. The PRMS recognises that regulated vehicle access into the core and attended uses on the core periphery are essential to ensure that retailers and others located in the core can function effectively.

As Broad Street forms part of the town core, so decisions taken to change how that core functions need to be considered in the wider context of the Island's commitment to tackling climate change. In 2020, the Assembly approved a Carbon Neutral Strategy. By its very nature, addressing such a complex and all-encompassing issue requires a multitude of changes that move the way we live towards a carbon neutral future. Changes to our public realm are both a catalyst for complementary change, such as influencing decisions on travel choice, but also impact directly on the wellbeing of the many Islanders who experience St Helier. The strategy recognises that investment in improved public realm delivers benefits by contribution to its overall goals whilst enhancing the important space that we share.

The Board was also conscious of the need to ensure that changes to the public realm positively influenced and contributed to improved wellbeing as set out in the Carbon Neutral Strategy:³

We will improve Islanders' wellbeing and mental and physical health

by supporting Islanders to live healthier, active, longer lives, improving the quality of and access to mental health services, and by putting patients, families and carers at the heart of Jersey's health and care system.

- Cleaner, greener environment, enhancing public realm to provide climate resilience and adaptation through environmental improvements and use of green and blue spaces.
- Sustainable transport policies to reduce air pollution and increase active travel
- Community climate action plans can bring people together, strengthening social capital

The interlinking and integration of moving towards a lower carbon economy with delivery of change to the public realm infrastructure is evident and essential to support delivery of policies and strategies approved by this government. The in-committee debate of the Carbon Neutral Strategy in July was mirrored by the discussions at a global level at COP26 in Glasgow in November.

The Assembly has approved the Sustainable Transport Policy framework (P128/2019), which was published in December 2019 and approved in March 2020, during an unprecedented period of upheaval. The need to progress moving away from a car-dominated transport system has not diminished and provides us with opportunities as we rebuild the Island's economy and infrastructure in the post-COVID world. Improvement of the public realm in the centre of town remains a high priority of the Strategic Transport Policy (STP):

*'...critically appraise the use of our roads and streets to explore how we might create a better environment and places that are inviting, pleasant and safe for people to live, use and visit.'*⁴

³ P127/2019, Page 20, [Carbon Neutral Strategy 2019 \(gov.je\)](#)

⁴ SPT page 12, [p.128-2019 as amended version.pdf \(gov.je\)](#)

The DBIP objective of a Vibrant Town is further supported by the Interim Retail Strategy published in February 2021, which, inter alia, highlighted the cultural dependence on private cars when shopping in town⁵, although stopped short of recommending specific change to public realm and infrastructure. The retail economy, both day and night time, is vital to maintaining and enhancing the vitality of town and needs to be fully included within proposals for change to the physical environment.

Observation: The policy context within which the future of Broad Street and the St Helier core public realm sits, has reinforced the need for change to happen both progressively and in alignment with policy objectives at all times.

What has happened since the debate on P28/2021

Observations on Current Status

The Board understands that change can be difficult and the closure to general traffic of Broad Street occurred during an unprecedented period of uncertainty. Government has its reasons for proposing and approving the Transport Order and it is not for the Board to comment on its rationale or efficacy.

To remain successful, businesses must adapt to a changing landscape - no more so than in the last two years. The current arrangements have taken some time to bed in and our general observation is that the way Broad Street is currently operating does not seem to have resulted in insurmountable problems. The feedback from the initial data gathering exercise has highlighted some areas where the detrimental impact on the closure cannot be easily resolved and we consider that government has a role to understand and respond proportionally to these concerns, but in the context of its wider policy and strategic objects.

Data Gathering and Engagements

To establish an understanding of how the current arrangements are functioning, the Board requested that a data gathering exercise be undertaken in October 2021 to assess kerbside usage in Broad Street and the surrounding area. The study also incorporated initial engagement with users of disabled spaces and retailers. The output from this exercise has highlighted both concerns and opportunities. The study considered the following areas as well as assessing general kerbside usage in adjacent street:

- Unloading Bays
- Disabled parking – on-street and off-street
- Initial feedback from Businesses in Broad Street

Whilst the exercise represented a 'snapshot' over a one weekday/weekend period, it did highlight areas to inform further and more detailed assessments in early 2022.

A summary of key findings is set out below with supporting information presented in Appendix 2.

⁵ Interim Retail Strategy, 4.17/4.18, page 16 [r.68-2021.pdf \(gov.je\)](#)

Early conclusions indicate that most retailers have adapted to the current delivery regime and the distribution and size of unloading bays in Broad Street and surrounding areas appears appropriate.

On street disabled parking is well used but could generate significant additional availability by limiting the stay to a maximum of 2 hours, when combined with the available capacity in Sand Street car park for those requiring longer stays.

It is clear that many individuals use the kerbside and loading bays for very short stay 'pick up and drop off' and we understand that a number of businesses, as well as individuals, rely on this amenity. We need to understand further the nature of these very short stays and whether they can be incorporated into future proposals without undermining wider policy objectives.

The exercise demonstrated that there may be scope to optimise the use of kerb space in roads adjacent to Broad Street to mitigate some of the pressure caused by restrictions to the use of Broad Street and improve amenity for businesses and users of facilities in the town core.

The Board met recently with the Minister, Connétable of St Helier and Dep Gardiner to discuss these initial findings and explore future opportunities, with a particular emphasis on parking and access provision for people with disabilities and limited mobility.

The Board was encouraged that our thinking was broadly aligned and welcome the opportunity for sharing information and receiving feedback as we explore potential ways forward.

Observation: The data gathered to date has helped inform the Board's understanding of the challenges and opportunities that may exist. More and specific engagement is required to fully understand the particular issues of each establishment and what range of solutions could be developed.

Large Scale Developments

Since the debate on P28/2021, progress has been made on two large scale developments in the vicinity of Broad Street that will have a fundamental impact on the locality in the next five years.

The first is the emerging proposals for the site owned by Le Masurier Limited and known as J1, which includes a large frontage on Broad Street and forms a block of development between Broad Street and Commercial Street. Planning approval for an updated scheme on this site, to house a mix of predominantly office space with associated retail units and parking, was approved in January 2021. The Board met with the site's owners, who are considering further changes to the approved scheme and are looking to publish proposals early in 2022.

Whilst the Board is not able to discuss the development proposals in detail, we are impressed by the positive response from the owner's representatives to work with government to maximise the benefit that we can together bring to the site, both during the development period and following completion. This is an exciting opportunity that will form an important part of the longer term thinking.

A second major development is the relocation of government functions into a new building on the site of Cyril Le Marquand House. The concentration of services in this location

enables us to use the development as a springboard for significant enhancements to the immediate public realm and improvements to active travel connectivity through the corridor formed by Broad Street, Charing Cross, York Street and The Parade.

Observation: These large scale developments will change the streetscape of this part of town and need to be captured to realise these opportunities in the medium term. We do, however, recognise the need to improve the environment in the short term whilst these projects come to fruition and would welcome the development of interim and 'no regrets' projects in 2022.

Flexible Public Realm Early Interventions

As we unwind from the changes in the way we have lived our lives through the COVID outbreak, we need to recognise that default to the way it used to be is neither likely nor will it best serve the future of St Helier. Organisations, including the government, have had to think differently about how they undertake activities and what settings are appropriate for their staff and customers. A greater degree of business is being undertaken on line, with a significant proportion of the working population continuing to work from home for periods of the working week. Whilst we cannot be certain when the 'new normal' will settle and what it will look like, we can engage with public realm project proposals, pilot schemes and short-term changes to the streetscape that respond to, and help to shape, the emerging new world.

The inexorable move to a greater proportion of retail shopping being undertaken on line will also change the mix of businesses that we see in the core of town; on King Street, Queen Street and Broad Street. Premises in this area are changing from traditional retail/service provision to hybrid activities (such as the Santander Work Café) or outlets that have no on-line equivalent (the conversion of the former Beghins shoe shop into a restaurant). The use of secondary office space to create additional residential units provides a greater concentration of footfall to support these businesses and will see the blurring of the day time economy into increased evening and night time activity. It is important that both interim and permanent improvements to the public realm facilitates and supports these changes.

Observation: The Board is of the view that public realm improvements works need to support the changing mix of businesses and other activities in the core of St Helier. The Board would support interim and 'no regrets' permanent works that further these objectives on the basis that they are of good quality that enhance the attractiveness and usability of the space.

Roadmap for Change

The Board, whilst conscious of its role as advisor to the Minister, strongly believes that, notwithstanding the reasons for its closure, reopening Broad Street in its pre-COVID form would be a lost opportunity. We also understand that successful change occurs through the development of fully considered plans based on evidence and positive engagement. We encourage the Minister and his officials to plan thoroughly for the long term but act in the near future.

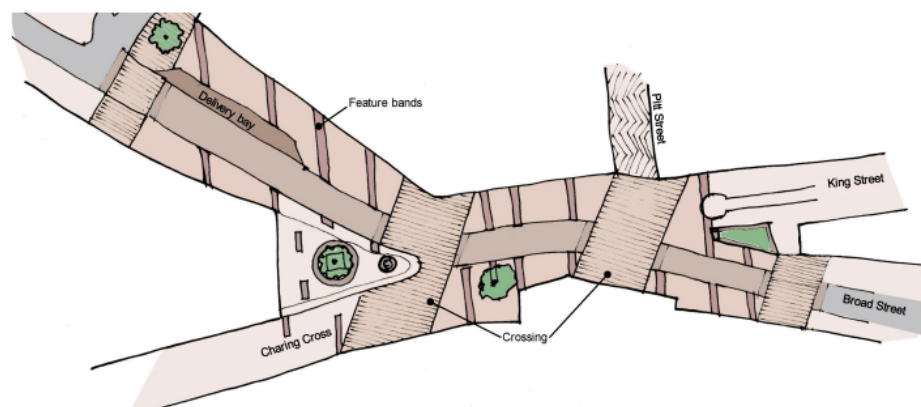
Short Term and Pilot Projects

The Board has been appraised of a number of potential projects that will enhance Broad Street and the surrounding without impacting on the ability for the Minister to decide on the eventual final state.

1. A public realm scheme to improve the public realm and join disparate styles of Charing Cross and King St.

The scheme is to create a unified streetscape, providing legibility of the pedestrian crossing. The scheme will improve connectivity at the junction for active travel users and enliven the environment from Charing Cross to York Street, which is currently a 'poor relation' compared with the quality of infrastructure that links Charing Cross with Sand Street.

Broad St Phase 1 - Charing Cross crossing



Public Realm Concept Plan



Perspective Sketch / Precedent images

2. A threshold treatment to the entrance to Broad Street, New Cut and the Library Place

The current junction that forms Conway Street and Broad Street does not designate a change in road use from a thoroughfare to a road with restricted use, nor does it provide priority for the many pedestrians that cross Broad Street at that point as part of the desire line from New Cut and the pedestrian area around the Le Sueur monument.

An enhanced threshold treatment would help to clarify the current status of Broad Street and provide improvement for pedestrians crossing whatever the future is for Broad Street.

3. Where required refurbishing paving to other high value pedestrian areas of town.

Parts of Broad Street road surface and street furniture looks tired and unloved when compared with the pedestrianised King Street and the recent public realm improvements around Charing Cross. This is similar to other high footfall pedestrian areas of the St Helier streetscape. A review is required to identify areas where early improvements can be made in the vicinity of Broad Street and it is recommended that the Minister prioritise these works.

The Board recognises that the J1 development will significantly change the streetscape on the south side of Broad Street in due course, but considers that opportunities to improve paving in advance of those works should be taken where appropriate. It is essential that government works collaboratively with the developer to improve the streetscape during the development and integrate early works into an agreed masterplan for the area.

Observation: The Board recommends that the Minister supports the development of these projects that improve the look and operation of Broad Street whilst not prejudicing any long term outcome to be determined by government.

In addition to the above, we also understand that the introduction of the town bus service in 2022 will work in collaboration with the more pedestrian friendly town core to provide direct accessibility to destinations along Broad Street. The service would operate daily (except Sunday and Bank Holidays) at a frequency of every 15 minutes throughout the day from 9:00 a.m. to 6:00 p.m.

The town service is being proposed as a trial. One of the benefits of a trial is it will allow the gathering of data on passenger usage, modal shift and the effect on traffic levels within St Helier. This data will feed into the Sustainable Transport Policy's "Bus Network Development Plan" to inform plans for the developing the network alongside public realm improvement proposals.

2022 Activities

The Board proposes the following as a timetable for 2022 activities, which will deliver a combination of further data gathering and engagement together with the production of designs for the Government Offices development and integrating with the J1 development on Broad Street.

- Masterplan development and high level design statement (Q1 2022)
- J1 project – concepts for integration of scheme with Broad Street proposals (Q1 2022)

- Government Offices design development – (Q1/Q2 2022)
- Phase 2 Data collection and analysis (Q2 2022)
 - Structured engagement with key stakeholders
 - Engagement with Public/Business/Transport Users
 - Engagement with disability groups, users, developing understanding of challenge.
 - Review engagement feedback and refine designs to produce deliverables (Q2/3 2022)
- Subject to outcome of engagement process, develop Broad Street and other schemes to planning pre-application process stage (Q3/4 2022)

Medium and Longer Term (2023+)

J1's Broad Street development is expected to achieve planning approval in autumn 2022 and commence on site in the first quarter 2023. Interim improvements to the streetscape will be delivered during the development period with permanent works programmed to integrate with the developer's build programme, which is yet to be determined.

The works associated with the new government offices will also need to be aligned with the developer's programme and will be subject to planning approval which will be sought in the second half of 2022 with an expectation of commencing on site in early 2023.

Funding

The Board understands that this work will be delivered by the Public Realm Programme Group and funded principally from that budget, with additional funding from specific project budgets and through planning obligation agreements, where applicable. Funding is within the approved capital funding Head of Expenditure 'Infrastructure Rolling Vote and Regeneration including St Helier'.⁶

Observation: It is essential that sufficient funding is provided in a timely manner to deliver an integrated programme of change and improvement to the public realm around Broad Street, to ensure alignment with proposed large scale developments and to maintain momentum to achieve the Government's wider policy aspirations.

Board Recommendations to the Minister

The Board believes that the future of Broad Street is a decision that needs to be informed by, and integrated with, proposals for the wider public realm and, in particular, the J1 development site and the new government offices.

The Board recommends that the Minister allows these proposals to be fully developed before considering any change to the Traffic Order currently in force.

The initial data gathering exercise has identified a number of opportunities and some concerns about the way this area of town currently operates. The Board recognises that

⁶ page 131, Table 19, Proposed Government Plan 2022-25 [p.90-2021.pdf \(gov.je\)](#)

further data is required to paint a fuller picture of the way the area currently functions and could function in the future.

The Board recommends that the Minister support the Board to obtain greater and more detailed information, including structured engagement with stakeholders.

It is clear from our own experience and the feedback from interviews that the current temporary arrangements are confusing to the public. We therefore urge the Minister to bring forward interim projects to improve the 'look and feel' of Broad Street in 2022 and adopt the Board's recommendations for activities to be undertaken in 2022 as set out above, to create a timetable for a firm decision on the future of the street in the context of investment in the wider public realm.

The Board recommends that its proposed activities in 2022 are supported by the Minister and funding is directed accordingly.

Appendices:

1. Board Structure, Governance and Operation
2. October 2021 Data Gathering Exercise – Key Output and Analysis

Appendix 1: Broad Street Board – Structure, Governance and Operation

As approved at the initial Board meeting 2 July 2021

Membership

The Project Board composition was agreed with the following membership and support structure:

Board Membership

- Chair: Tristen Dodd – GoJ Head of Transport, Highways and Infrastructure
- Paul Murphy – Chamber of Commerce
- Connor Burgher – Parish of St Helier, Town Centre Manager

Support

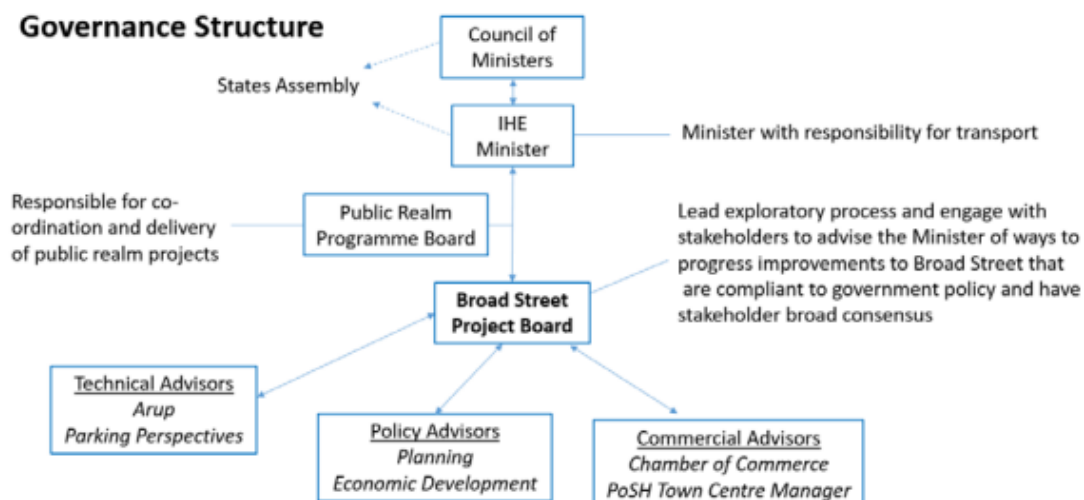
- Ian Clarkson – GoJ Economic Policy Advisor
- Kevin Pilley – GoJ Planning Advisor
- Quintin Murfin – GoJ Technical Lead
- Andrew Potter – Parking Perspectives, Technical Advisor
- Joe Wheelwright – Arup, Technical Advisor
- Ray Foster – Rowney Sharman, Programme Manager

It was recognised that other advisors may be required as the Board directs in order to undertake specific activities.

Governance

The Board is an advisory body making recommendations to the Minister and sits within the wider GoJ Governance Structure:

Broad Street Project Board



Approach

The Board agreed the following approach to respond to the requirements of P28/2021 and to deliver proposals for the future of Broad Street:

- Recognising policy and strategic context
- Engaging with key stakeholders to understand opportunities and concerns
- Gathering data for key issues including transport and economic activity
- Developing vision and options
- Consulting with the wider community
- Reporting back to the States Assembly

Process

The Board accepted that its principle role was to advise the Minister, and keep the Connétable apprised of its progress, as well as feeding back to the bodies represented by the membership.

The Board would act in the following manner to achieve its objectives:

- Members and attendees would be creative, challenging, strategically focused, work collaboratively and represent broad interests. They would be solution-focussed and seek to maximise benefits and minimise negative impacts from any proposals.
- The Board's output would be realistic and achievable, in relation to physical, legal, policy, funding time and other relevant constraints. It was agreed that effective communication was needed during the development of proposals and to engage with stakeholders and the wider public when communicating vision and options. To this effect, the Board would receive, develop and review engagement material.

Appendix 2: October 2021 Data Gathering Exercise – Key Output and Analysis

Kerbside surveys and interviews were undertaken from Thursday 21 October – Saturday 23 October at the following locations:

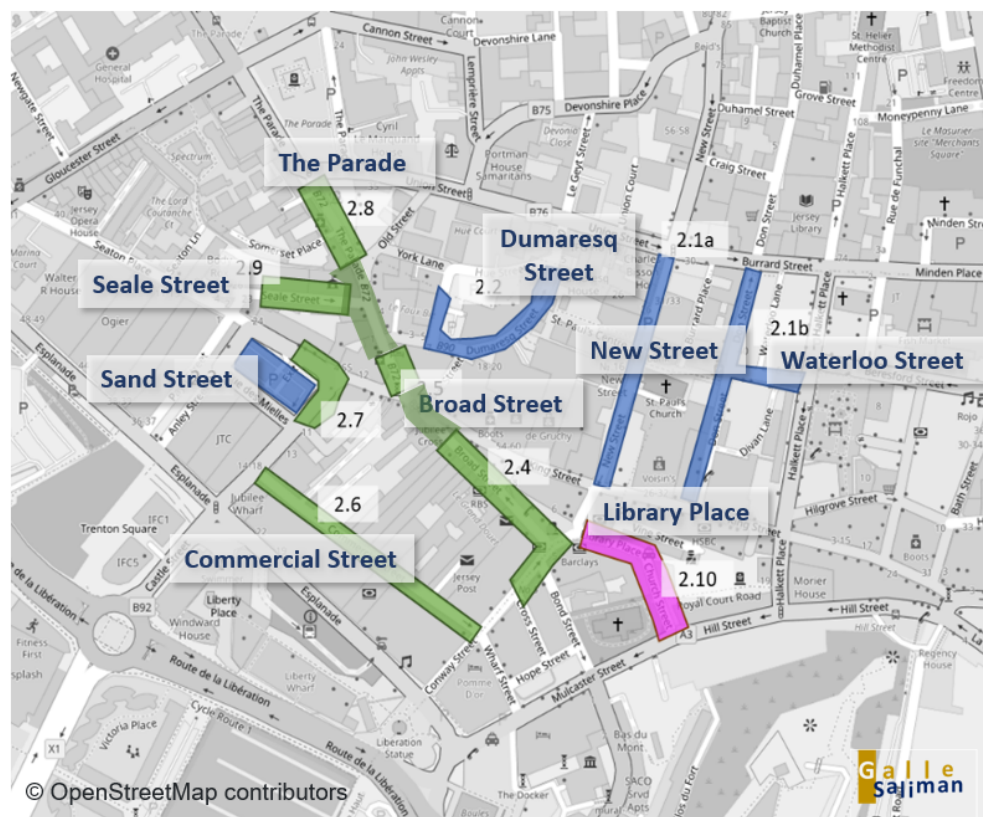
Kerbside Surveys



- **Green** areas subject to continuous observation, to pick up loading and very short stay activity.
- **Blue** areas for parking by Blue Badge users. Occupation survey and interviews with Blue Badge parkers.
- **Purple** area mixed use including taxi ranks with a couple of disabled bays, two loading bays and a space dedicated to court house use at the end of the street. Continuous observation with interviews of disabled bay users

Weekday: Thu 21st /Fri 22nd October

Saturday: 23rd October



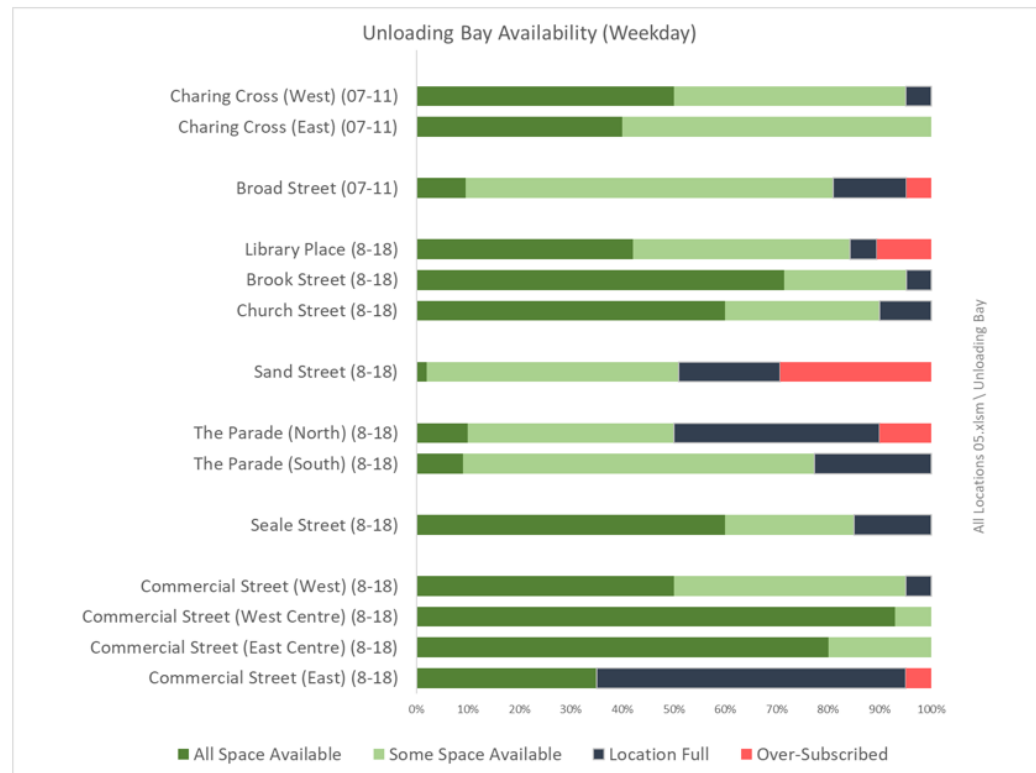
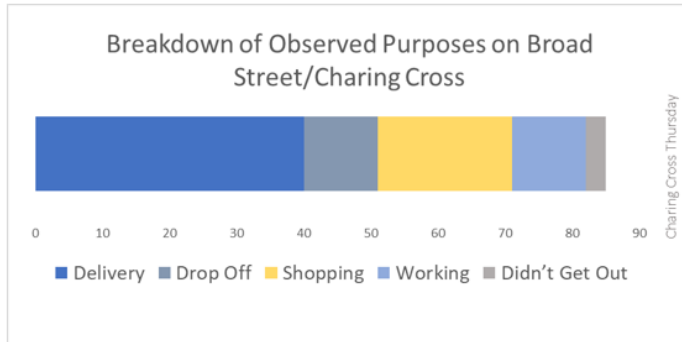
Observations indicated that in most areas loading bays did not reach capacity, but were being used for other purposes and, in particular around Sand Street Car Park, for pick up and drop off.

Unloading Bays



Observations indicate that unloading bays do reach capacity on some occasions, but generally there is space and significant chance of finding availability.

Sustained periods of queueing or congestion not evident

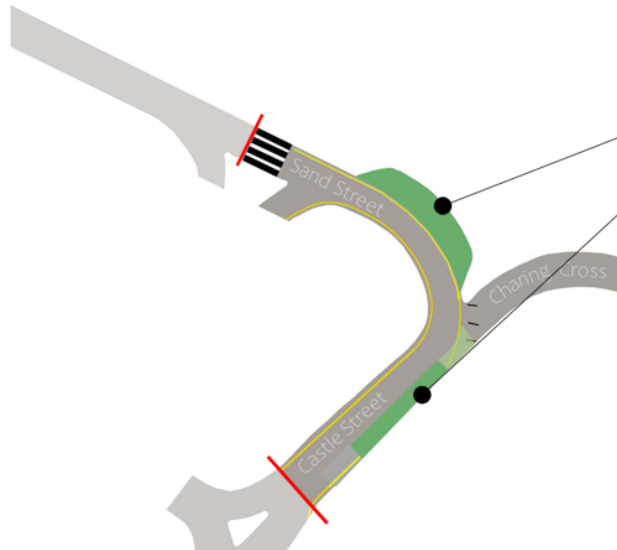


The unloading bays around Sand Street car park were busy throughout the working day, with authorised unloading representing a minority of usage:

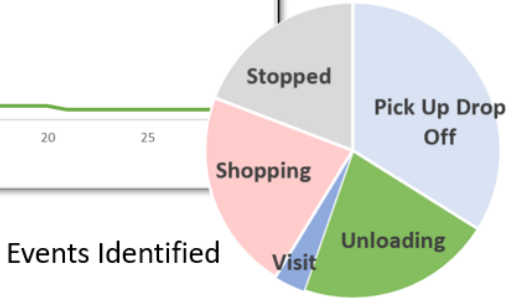
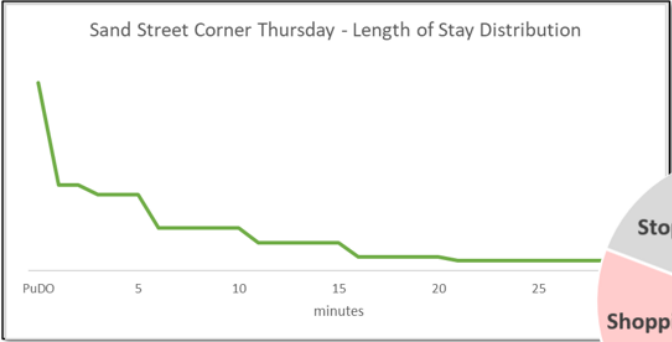
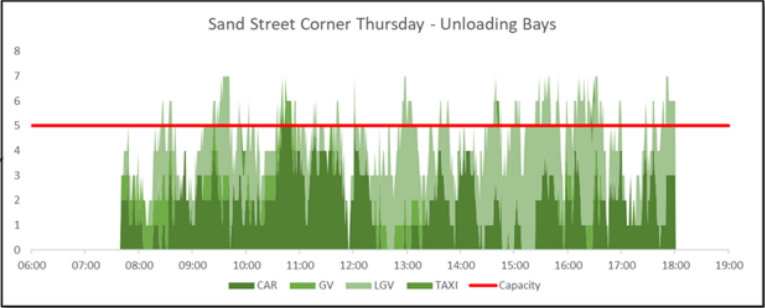
Unloading Bays



Sand Street Corner
Thursday

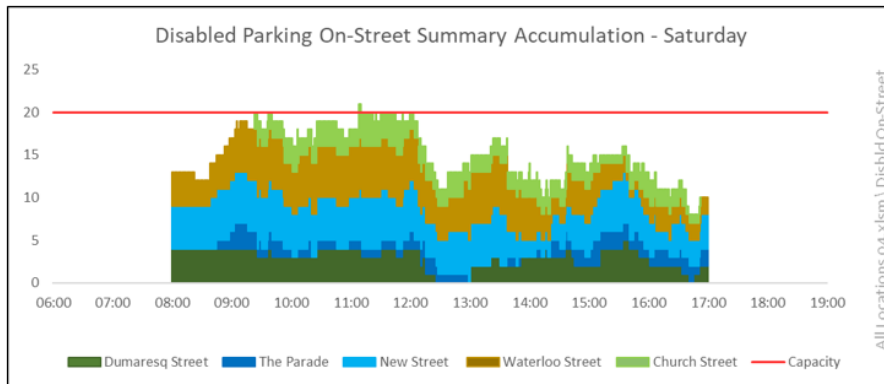
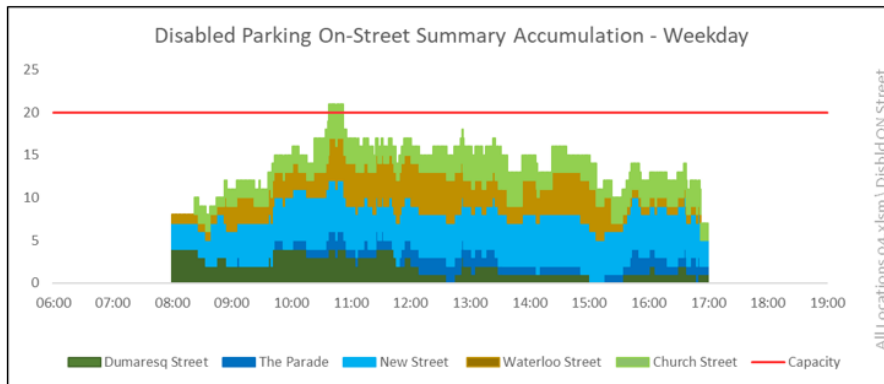


Islanders drive into the town centre expecting to be able to access the kerbside



On street disabled parking reached capacity on the observed days in mid-morning and remained well used throughout the day, with most users Over 70% of stays were less than one hour (85% less than two hours).

Disabled Parking – On Street



On-Street Accumulation combined

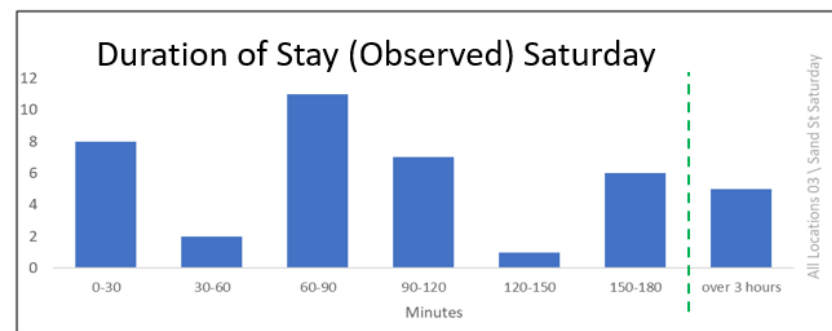
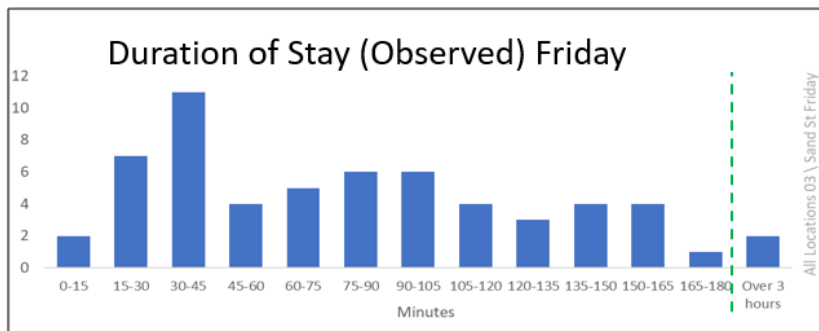
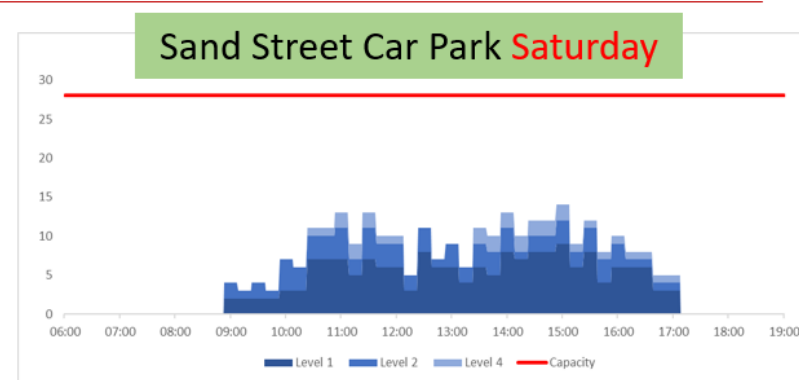
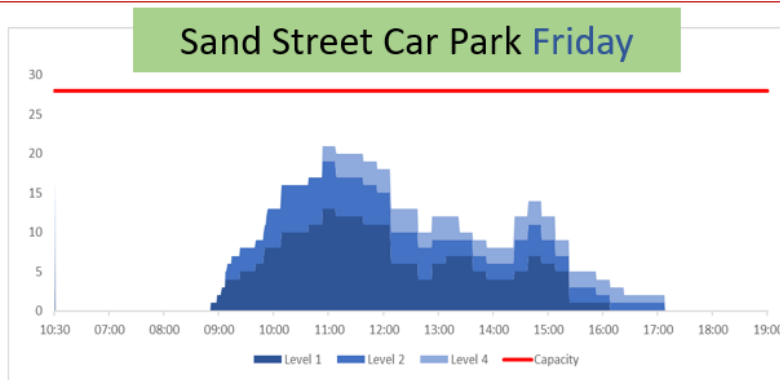
Dumaresq Street ; The Parade; New Street ; Waterloo Street & Church Street

- Weekday capacity reached mid-morning
- Saturday capacity reached throughout morning

Bays do not always achieve maximum occupancy

Throughout the observation period, disabled parking bays were available at Sand Street Car Park.

Disabled Parking – Off Street



Friday busier than Saturday.
 Friday both lower levels fill up mid morning. Further capacity available in level 4 (and any bay in car park)
 Most stays under 3 hours in duration

Informal interviews were undertaken with retailers and adjacent roads. Their views are summarised below:

Retailers' & Business Survey



17 Retailers & Businesses in Broad Street and downstream areas were interviewed

- Lack of confidence that trading would return to pre-covid levels
- People were coming into town “on a mission” to get in and get out. There was far less browsing. There was a reduced presence of the elderly and disabled
- Broad Street restrictions were a further factor rather than the fundamental issue. It added uncertainty
- Those surveyed were equally divided between those that wished the change to be accelerated and those that wanted them removed.
- Most had adapted their delivery requirements to operate within the new schedule. Some said that the restrictions for receipt and delivery of goods were impacting their business.
- For some, the inability of public car access to pick-up drop-off presented real specific issues for those using their business.