



# BILLET D'ÉTAT

WEDNESDAY, 30th APRIL, 2014

## Volume 1

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2014

# BILLET D'ÉTAT

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TO  
**THE MEMBERS OF THE STATES  
OF THE ISLAND OF GUERNSEY**

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I hereby give notice that a Meeting of the States of Deliberation will be held at **THE ROYAL COURT HOUSE**, on **WEDNESDAY**, the **30th APRIL, 2014** at **9.30 a.m.**, to consider the items contained in this Billet d'État which have been submitted for debate.

R. J. COLLAS  
Bailiff and Presiding Officer

The Royal Court House  
Guernsey

21<sup>st</sup> March 2014

**PROJET DE LOI**

entitled

**THE PLANT HEALTH (ENABLING PROVISIONS) (GUERNSEY) LAW, 2014**

The States are asked to decide:-

I.- Whether they are of the opinion to approve the draft Projet de Loi entitled “The Plant Health (Enabling Provisions) (Guernsey) Law, 2014”, and to authorise the Bailiff to present a most humble petition to Her Majesty in Council praying for Her Royal Sanction thereto.

**EXPLANATORY MEMORANDUM**

This enabling Law empowers the States to make Ordinances for the purpose of protecting plant health, including providing for the imposition of restrictions on the movement of certain plants and plant products, the control of noxious and invasive plants and the imposition of temporary measures aimed at containing and preventing outbreaks of specified plant pests. It will enable Guernsey fully to comply with its obligations under the International Plant Protection Convention and to introduce provisions that are consistent with current requirements for trade in this sector with the European Union.

**THE STATES TRADING COMPANIES (BAILIWICK OF GUERNSEY)  
(AMENDMENT) ORDINANCE, 2014**

The States are asked to decide:-

II.- Whether they are of the opinion to approve the draft Ordinance entitled “The States Trading Companies (Bailiwick of Guernsey) (Amendment) Ordinance, 2014”, and to direct that the same shall have effect as an Ordinance of the States.

**EXPLANATORY MEMORANDUM**

This Ordinance amends section 8 of the States Trading Companies Ordinance, 2001. The amended section will require the Treasury and Resources Department to submit to the States of Deliberation the accounts of the States trading companies (Guernsey Electricity Limited and Guernsey Post Limited), the auditors' reports on those accounts and a report on the activities of the companies.

**THE INCOME TAX (GUERNSEY) (AMENDMENT) ORDINANCE, 2014**

The States are asked to decide:-

III.- Whether they are of the opinion to approve the draft Ordinance entitled “The Income Tax (Guernsey) (Amendment) Ordinance, 2014”, and to direct that the same shall have effect as an Ordinance of the States.

EXPLANATORY MEMORANDUM

This Ordinance further amends the Income Tax (Guernsey) Law, 1975, ("the 1975 Law") by inserting additional provision relating to the necessity to name taxpayers in notices under section 75B of the 1975 Law requiring the production of information. In summary the inserted provision (a new section 75CB) requires the Director of Income Tax to name the taxpayer with whose liability the Director is concerned unless the notice relates to a taxpayer whose identity is not known to the Director. In addition, even where the name of the taxpayer is known to the Director, a notice may, with the express permission of a single member of the Guernsey Tax tribunal, omit the name of the taxpayer with whose liability the Director is concerned, in certain specified circumstances. The provision is inserted in order to enable confidentiality to be maintained in appropriate circumstances where consistent with international standards.

**THE ELECTRONIC TRANSACTIONS (OBLIGATION TO USE ELECTRONIC FORM) (GUERNSEY) ORDINANCE, 2014**

The States are asked to decide:-

IV.- Whether they are of the opinion to approve the draft Ordinance entitled “The Electronic Transactions (Obligation to use Electronic Form) (Guernsey) Ordinance, 2014”, and to direct that the same shall have effect as an Ordinance of the States.

EXPLANATORY MEMORANDUM

This Ordinance, made under section 9(2) of the Electronic Transactions (Guernsey) Law, 2000, ("the 2000 Law") will enable the Guernsey Financial Services Commission to compel the submission, in electronic format, of certain information under the "relevant Laws" specified in section 5(1) of the Ordinance.

The Ordinance also amends sections 3, 8(1)(f) and 22(1) of the 2000 Law to clarify the meaning of the terms "declaration" and "statutory declaration".

**THE SEVERE DISABILITY BENEFIT AND CARER'S ALLOWANCE  
(GUERNSEY) LAW, 2013 (COMMENCEMENT) ORDINANCE, 2014**

The States are asked to decide:-

V.- Whether they are of the opinion to approve the draft Ordinance entitled "The Severe Disability Benefit and Carer's Allowance (Guernsey) Law, 2013 (Commencement) Ordinance, 2014", and to direct that the same shall have effect as an Ordinance of the States.

EXPLANATORY MEMORANDUM

This Ordinance commences the Severe Disability Benefit and Carer's Allowance (Guernsey) Law, 2013, on 1<sup>st</sup> May, 2014.

***STATUTORY INSTRUMENTS LAID BEFORE THE STATES***

The States of Deliberation have the power to annul any of the Statutory Instruments detailed below.

**THE MOTOR TAXATION AND LICENSING (FEES) (GUERNSEY)  
(AMENDMENT) REGULATIONS, 2014**

In exercise of the powers conferred on it by Sections of the Motor Taxation and Licensing (Guernsey) Law, 1987, the Motor Taxation and Licensing (Fees) (Guernsey) (Amendment) Regulations, 2014, made by the Environment Department on 21<sup>st</sup> January 2014 are laid before the States.

EXPLANATORY NOTE

These Regulations amend the Motor Taxation and Licensing (Fees) (Guernsey) Regulations, 2007 ("2007 Regulations") and are made by the Environment Department under the Motor Taxation and Licensing (Guernsey) Law, 1987. These Regulations introduce a new fee upon the subsequent registration of a motor vehicle (i.e. where one motor vehicle is transferred from one registered keeper to another). Motor dealers who purchase a motor vehicle with the principal intention of selling it to a third party are exempt from this fee at the point of acquisition. The subsequent registration of the said motor vehicle in the name of a third party will be subject to the registration fee.

These Regulations give the Department the power to waive (or reduce) any fee set out in the 2007 Regulations. In addition, these Regulations clarify that the Department is under no obligation to register or re-register a motor vehicle if the appropriate fee has not been paid.

These Regulations came into force on 10<sup>th</sup> March 2014.

## **THE LIQUOR LICENSING (FEES) REGULATIONS, 2014**

In pursuance of Section 99(3) of the Liquor Licensing Ordinance, 2006, the Liquor Licence (Fees) Regulations, 2014, made by the Home Department on 24<sup>th</sup> February, 2014, are laid before the States.

### **EXPLANATORY NOTE**

These Regulations amend Schedule 4 of the Liquor Licensing Ordinance, 2006 which sets the relevant fees for liquor licences and Constable reports etc.

These Regulations come into force on 1<sup>st</sup> June 2014.

**ENVIRONMENT DEPARTMENT****GUERNSEY INTEGRATED ON ISLAND TRANSPORT STRATEGY**

The Chief Minister  
Policy Council  
Sir Charles Frossard House  
La Charroterie  
St Peter Port

9<sup>th</sup> February 2014

Dear Sir

**1 EXECUTIVE SUMMARY**

1.1 This report represents the third transport strategy report debated by the States over the last decade. In preparing this report the Department started very much with a clean sheet of paper seeking to establish, through survey and consultation, the views and desires of islanders.

1.2 This transport strategy:

- Seeks to address the adverse impacts of all vehicles,
- Seeks to support and incentivise the transport alternatives,
- Seeks to reduce the dominance of the private motor vehicle, but
- Recognises the vital role the private motor vehicle has for many in Guernsey's society,
- Does not seek to ban cars nor multicar ownership,
- Does not seek to price vehicle ownership and use beyond the means of the average driver.

1.3 The clear focus is on an integrated package of measures that will deliver a change in peoples' travel habits such that the private motor vehicle is not always the primary choice of travel but rather walking, cycling, public transport, motorcycling and car sharing are given higher priority. The strategy focus is not centred on buses and paid parking nor is it about antisocial behaviour and responsible vehicle use. **The strategy focus is about making it easier, safer and beneficial to use the alternative transport means more frequently and it is about making that possible by taking away some of the dominance of the private motor vehicle.** That does require that antisocial behaviour by all road users is tackled but the emphasis is on those behaviours that prevent people from adopting the alternatives. For example, the strategy is more concerned with pavement surfing and blocking cycle paths than it is about noisy motorbikes or bull bars. It is more concerned about creating safe cycling and walking routes than it is about MOTs. The focus is on moving people away from the private motor car for some journeys onto alternative transport methods and ensuring that

all road users and in particular those who rely on motor vehicles use them in a manner that does not unnecessarily impact on others.

- 1.4 The Department is firmly of the view that the required shift cannot be delivered by incentives alone or that any single disincentive is fundamentally critical to the success of the strategy. Rather, the package of incentives and disincentives must be carefully matched to complement each other in order to drive the change. At the same time the Department does not believe a “big bang” solution is appropriate. The strategy is about phases of change where both incentives and disincentives are incrementally introduced, reviewed and evaluated over time. This approach allows islanders to adapt and adopt rather than being forced to accept.
- 1.5 The strategy will be fully reviewed after 3 years. Whilst many of the proposed activities should have delivery times and impacts that extend beyond the three year period, a three year review has been set in order that there can be transparency in the assessment of the success or otherwise of the workstreams. The review will allow for further public engagement.
- 1.6 The strategy cannot be delivered without increasing the financial and manpower resources, available to deliver it. This strategy identifies an additional funding requirement of £2.5 million in annual revenue as well as a potential capital requirement of £27 million which includes £20 million for bus premises and £5 million for a new bus fleet. The strategy sets out how those funds can be raised through mechanisms which are, of themselves, an integral part of the strategy. The transport strategy fits with the Environmental Policy under the States Strategic Plan. That plan recognises that environmental, social and fiscal policies are equal. Funding the Transport Strategy through the measures proposed in this report are, therefore, not only essential but are fully consistent with the States Strategic Plan.

## 2 BACKGROUND

- 2.1 The States has approved two previous transport strategies, the first in 2003 **Billet d' État IV of 2003** and the second in 2006 **Billet d' État VII of 2006**. The 2003 strategy had an unashamedly stated objective to “reduce car use in the island”. It essentially sought to target commuter and school traffic through enhanced bus services and paid parking whilst also protecting vulnerable road users and supporting the alternative means of transport.
- 2.2 The 2003 strategy relied heavily on paid parking as the key disincentive to private vehicle use and also as the means of funding improvements to support and incentivise the alternative means of transport. In many respects the strategy failed to get off the ground as the States was unable to approve a paid parking rate and hence neither the key disincentive nor the funding for the incentives were realised.
- 2.3 The 2006 strategy viewed the 2003 strategy as demonising the private motor car and instead sought to encourage islanders to adopt the most appropriate transport

mode on each occasion. The 2006 strategy had a broader focus primarily looking at the antisocial impacts of vehicle use. Again it sought to promote greater bus use but sought to use fuel tax as a means of discouraging unnecessary private vehicle journeys. The logic was to increase the marginal cost of car use thus encouraging drivers to think twice before taking each journey. The strategy then focused on what was considered to be a number of antisocial behaviours surrounding vehicle noise, vehicle bull bars, HGV circulation, and speed etc. With the exception of the purchase of 19 second hand school buses (which were not purchased because there was no depot and insufficient operating resources) the vast majority of the stated measures to improve bus use and address key road safety issues have been addressed.

- 2.4 In 2011 the Department prepared a report which ultimately was not debated by the States but which, in essence, presented a menu of initiatives which could be adopted to deliver a change in transport patterns if such a shift was desired. The report reflected a view point that whilst there were complaints about vehicle volume and use leading to congestion and the dominance of the motor vehicle, the majority of people in Guernsey wanted the freedom to use their vehicles without the imposition of disincentives. Rather than seek to impose a regime that would deliver change the Department offered a range of initiatives that could be selected in various strengths, if that was the States will, to deliver differing degrees of impact. As neither the initiatives nor the degree to which they would be implemented had been prescribed the strategy could not be costed. The Department was criticised for failing to demonstrate leadership but in the event the report was not debated and hence the degree of support or otherwise for any of the initiatives set out was not established.
- 2.5 In light of previous history the decision was taken to return to the drawing board and commence a process of establishing what the problem was perceived to be, the desire/necessity of addressing it and hence to formulate appropriate policies.
- 2.6 In preparing this report the Department has considered the resolutions from the previous transport strategies and, where it is necessary to do so, has identified any departure from the proposals contained in the strategies that were supported by States resolution. The vast majority of the resolutions of the previous strategies have been implemented or have been the subject of subsequent States reports. Of particular relevance to the strategy currently being proposed was the issue in the 2006 strategy of providing 19 additional buses dedicated to the school bus service. This element of the 2006 strategy has not been delivered primarily due to the loss of the bus premises in Le Bouet, as was explained by the Department in its 2009 report (Billet D'Etat XXXI 2009) and the delivery of school bus services is referred to again in this current report.

### **3 EVIDENCE BASE**

- 3.1 The need to address the social, economic and environmental issues of transport management and the requirement to integrate with: the States Strategic Plan and subordinate policy documents; the developing spatial plans; the Disability and

Inclusion Strategy; the Ports Master Plan; the Coastal Defence Strategy and the developing Retail Strategy, presented a complex and challenging task. The Department started by collecting viewpoints whilst at the same time collating existing data.

- 3.2 One of the two initial work streams involved identifying and meeting with 21 stakeholder groups to establish their transport management needs and concerns. A list of topics was used to prompt the stakeholder meetings but, by and large, the discussions were free flowing. At the same time work commenced on designing and implementing a survey of random householders to establish their travel behaviours and viewpoints. The Survey questions were informed in part by the comments made by the various stakeholder groups as well as by reference to surveys carried out in other jurisdictions. The output from the stakeholder groups is provided at Appendix A and the results of the survey are included in Appendix B.
- 3.3 Analysis of the householders survey revealed a skew in the age profile of respondents. This was largely as a result of the older respondents generally being more willing and available to participate in the survey. In order to address this, to a degree, a further web based survey was carried out of school students with the assistance of the Education Department. The results of this survey are also included in Appendix B.
- 3.4 In light of the comments from the stakeholders and the responses to the surveys it was possible to focus in on a number of key issues and potential policy options or initiatives to address those issues. This work resulted in the “On Island Transport Strategy Consultation Document” which was released in Spring 2013 and made widely available across the island and on line. The results of the consultation document are included in Appendix C.
- 3.5 Rather than littering the main body of this report with the, graphs, facts and figures which have informed the contents of the proposed strategy, the evidence has been attached in the appendices. It is to be expected that members will reach differing conclusions from the data gathered. By making the evidence available any member who wishes will be able to put forward additional or alternative proposals based on supporting evidence. The Department’s staff will be happy to assist in interpreting the evidence and advising on what other information may be readily available.

#### **4 ECONOMIC ANALYSIS**

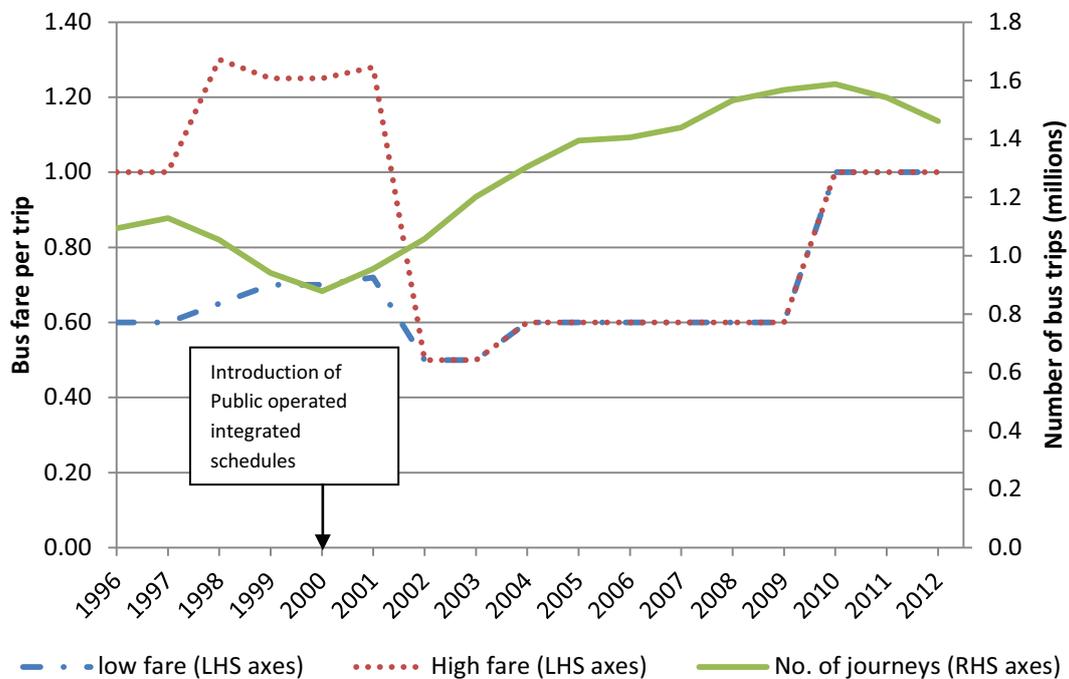
- 4.1 At the request of the Department the Economic and Statistics unit of the Policy Council has provided some economic analysis on the importance of the motor industry and on the impacts of fuel (petrol) and bus fare price rises (Appendix D). Approximately 900 people are employed in the motor industry of which over 500 are employed in the sale, maintenance and repair of motor vehicles and related parts and accessories. The industry contributes 1.5% of total GDP. This can be compared to LVCR which at its peak contributed about 1% of GDP. In

2012 sales and repairs of vehicles including associated services contributed £19 million to GDP. The proposals set out in this strategy are not considered to significantly impact on the motor industry sector.

- 4.2 Over the last decade petrol prices have increased by 84%. During the same period petrol imported has reduced from 30.3 million litres to 22.5 million litres, a reduction of 25.7% (note the method for calculating imports changed in 2004). During that same period fuel efficiency of European manufactured vehicles increased by about 20% but it is not possible, with any certainty, to extrapolate that to a change in fuel efficiency of the fleet of Guernsey vehicles during the same time period. Between 2006 and 2012 petrol prices have increased by 75% with 75% of that increase being due to fuel duty. During those 6 years petrol imports volumes have reduced by 20%. Regression analysis suggests that around 90% of the change in petrol demand can be attributed to the change in duty rates. Excluding the vehicle efficiency factor, any switch to diesel and the impacts of the recession, there is a strong correlation between increased petrol price and reduced consumption and this suggests that fuel duty rates may be a persuasive factor in changing vehicle use. Such a statement must, however, be tempered by the lack of information on the potential impact of the other factors listed above which could significantly reduce the impacts suggested by the regression analysis. There is, however, nothing to suggest that increased fuel prices would not result in reduced private motor vehicle journeys taken.

- 4.3 Price elasticity of bus fares

#### The number of bus trips between 1996 to 2012 and the standard cost of a trip

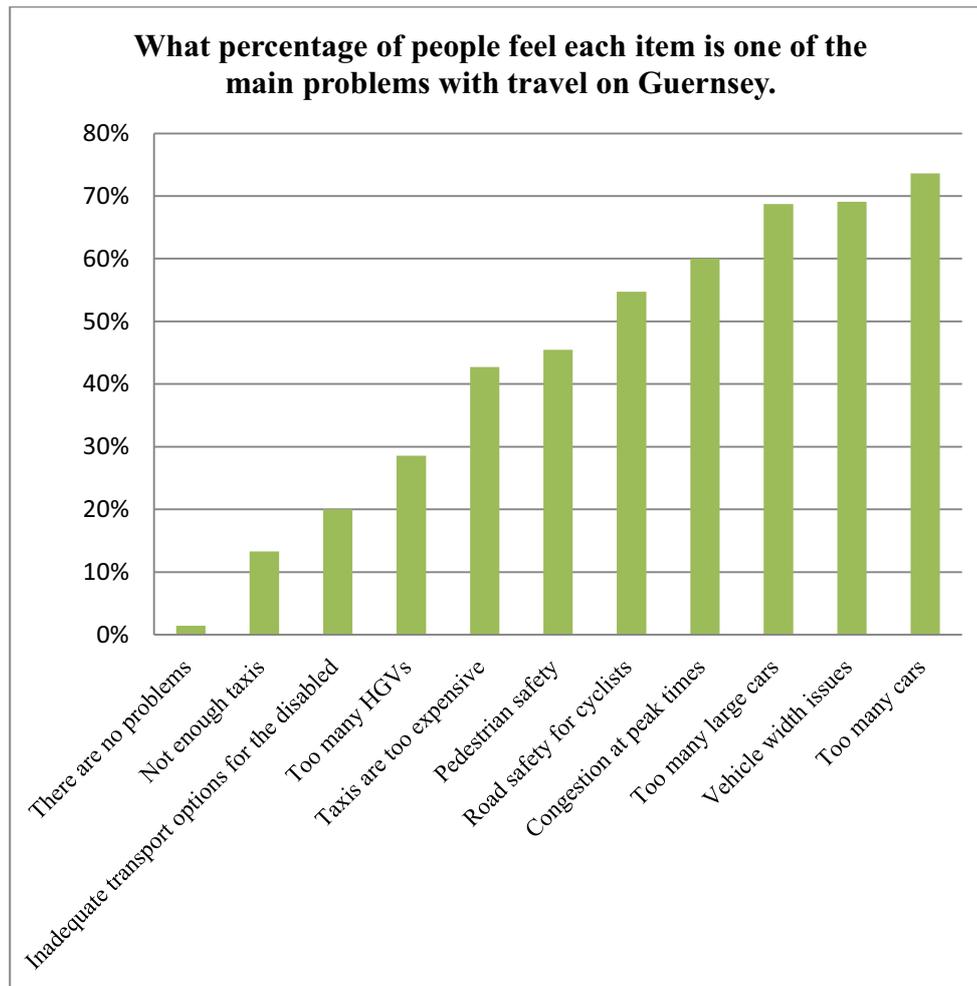


The figure on the previous page demonstrates the correlation between bus fares and ridership. The solid line represents bus journeys (right hand axis), the dotted line is the higher single journey fare price, the dotted/dashed line is the lower and multi journey fare price. Whilst journeys taken (solid line) started to increase (2000 to 2001) prior to the main fare reduction (between 2001 – 2002) possibly due to the change in service provision model, the trend has been for ridership to follow fares and the bus fare increase in 2010 was followed by a reduction in ridership. The change in bus fare alone only explains 46% of the variance in ridership. Other influencing factors will include weather, tourism figures, user confidence, bus promotion and changes in the way ridership data has been captured. **It is sufficient to note that despite the survey perceptions and responses concerning the acceptability of the bus fare levels (graphs 31, 42 and 48), fares do appear to influence ridership.** The correlation model suggests that each 1p rise in bus fare relates to a loss of 4,780 passenger trips. It would be wrong to place undue weight on these specific figures other than to note that reducing bus fares may play an important role in encouraging bus use.

- 4.4 Similarly a plot of petrol duty rate to bus ridership suggests a strong correlation and the model indicates that with each additional 1p in petrol duty annual bus ridership could increase by 7,730. Again undue weight should not be placed on the specific figures other than to note that increasing fuel duty can be expected to drive behaviour away from car use towards bus use.

## 5 KEY FINDINGS

- 5.1 The responses to the Department's various consultations and surveys raised numerous observations across the full spectrum of island transport issues. Many comments were, however, only raised by one or two respondents and cannot be considered as key findings. Several issues were raised in slightly differing "flavours". For example some felt large cars should be banned whilst others thought they should be taxed whilst others felt smaller cars should be encouraged. Taken together they identify a concern with the size of vehicles. It would neither be possible nor productive to cover every flavour of every issue raised and hence a degree of grouping has been necessary.
- 5.2 The initial face to face or telephone survey of 545 people asked respondents to list their primary concerns. The chart on the next page shows those issues and concerns that were most frequently raised.



What is clearly demonstrated is the dissatisfaction with the dominant position of the motor vehicle. Further analysis especially on the back of free text comments provided in the surveys revealed that the concerns over pedestrian and cycle safety were often directly related to the prevalence, speed and proximity of cars. Roughly a third of the survey population felt unsafe as a pedestrian or cyclist (graphs 16, 17, 19, 25 and 26). The vehicle width issue, which was largely targeted at wide cars, especially the sports utility type vehicles, was also linked to safety concerns. For example, pavement surfing and lack of safe passing space for cycles was identified as a concern. The highest six scores are, therefore, linked to the dominance of the motor vehicle.

- 5.3 This dominance of the motor car was reinforced by the responses to the survey questions on transport method choice. 89% of respondents said they drive a car on a weekly basis (graph 3) [UK returns an 80% figure<sup>1</sup>] whilst only 11% of respondents said they use a bus on a weekly basis (graph 2) [UK returns 29% for buses and 9% for Trains]. 18% said they cycle on a weekly basis (graph 5) [UK also returns 12%] and 52% said they walk (graph 6). In respect of the 52% who

<sup>1</sup> Survey analysis in the UK – Door to Door Strategy DoT

said they walk on a weekly basis, the travel diaries indicated that 45% of walking journeys were associated with leisure or visiting friends, whilst 20% were to get to and from work and 22% to go shopping (i.e. 10.4% of respondents walk to work and 11.4% walk to go shopping).

- 5.4 The island wide consultation document returned similar findings with the top three answers, representing 43% of respondents, commenting in one form or another on the predominance of motor vehicles (graph 44), with many other comments relating to safety linked to the impacts of the motor vehicle.
- 5.5 When asked what a transport strategy should achieve the respondents clearly called for better support of the alternative transport methods. With the top 6 responses, representing 86% of respondents, all supporting, in one form or another, alternative transport options (graph 45).
- 5.6 The key message that can be drawn from the Department's work is that the dominance of the car is adversely affecting people to the extent that there is a desire to support the alternative transport methods more. There is a desire for walking, cycling and public transport to be supported and promoted such that they become viable alternatives and hence their uptake increases with a corresponding reduction in reliance on the motor vehicle. This does not mean that motor vehicles will become redundant, be demonised or subjected to draconian regulations. The role and essentiality of the motor car is recognised but what is sought is to incentivise and encourage the use of the alternatives thereby reducing its dominance.
- 5.7 It is important to understand why respondents choose the car over other forms of transport if effective measures are to be put into place to redress the balance and in this respect people's perceptions are just as important as the reality. Further detail is provided in section 11 but a significant percentage of respondents consider the roads too dangerous for walking and cycling and/or that there is inadequate provision for these modes of transport and/or there are no benefits to be gained from adopting them. 91% of respondents considered that driving was more convenient than public transport (graph 12). The costs of electing to drive were appreciated with only 14% of respondents believing that driving was cheaper than public transport (graph 13). One might, therefore, conclude that relatively small changes in costs will not significantly influence peoples' transport choices given the other factors including convenience, comfort and safety the private motor vehicle delivers.

## **6 VISION STATEMENT**

- 6.1 

To facilitate safe, convenient, accessible and affordable travel options for all the community, which are time and energy efficient, enhance health and the environment and minimise pollution.
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- 6.2 A vision statement, however worded, can mean many things to different readers. By their nature they are high level and lack detail and the proposed vision for the transport strategy carries these risks. It is important, therefore, that the vision statement is expanded to provide a clear unambiguous direction.

## 7 CLARIFYING THE VISION

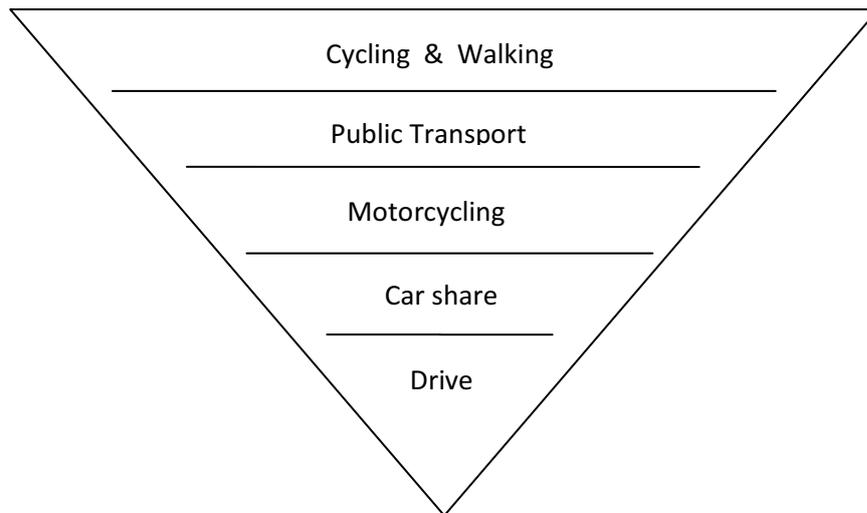
- 7.1 Changing Transport Choices. The overriding message from our surveys and discussions is that there are too many vehicles on Guernsey roads. Whilst people still want to own cars and drive them (only 28 households or 5% of our survey did not own at least one car - graph 1) and whilst there is a clear recognition that for many people for many journeys the car is the only practical option (88% consider a car is essential –graph 10), there is also a clear call for a shift in emphasis towards supporting the alternative transport options (graph 45). Between a quarter and a third of survey respondents said they wanted to walk, cycle or use the bus more frequently and 80% of consultees said they wanted more support for the alternative travel options (graph 46). The clear desire is to deliver a percentage swing away from the private motor vehicle towards other forms of transport. Such a percentage swing should be achievable as relatively small changes in peoples transport choices can have significant impacts on the travelling experience as demonstrated during school holidays.
- 7.2 Supporting the alternatives. The strategy needs to be clear that whilst not seeking to demonise the private motor vehicle or limit peoples transport choices, the number one objective is to encourage people to use the alternative means of transport more frequently. This requires the focus on funding, resources, initiatives and infrastructure to be targeted at the alternatives (walking, cycling, motorcycling and public transport) and not at making life easier for the private motor vehicle driver. Indeed with Guernsey’s restricted size, limited road widths and competing land use requirements, the reality is that the alternatives can, in many cases, only be accommodated by recognising that the convenience of the car driver will be lessened.
- 7.3 Social responsibility. The strategy recognises that if islanders are to be encouraged to use the alternatives for some journeys then they must feel safe to do so. This means that both the perception and reality must be that those who choose to travel in motor vehicles must accept they have a responsibility to safeguard and respect those who are more vulnerable. A daily example of where this social responsibility is lacking is the presumption that vehicles should park on pavements to keep the road clear for other vehicles rather than park on the road keeping the pavements clear for those who need them. The strategy seeks to reinstate a sense of social responsibility which some may see as greater control on motor vehicle users.
- 7.4 A healthier lifestyle. The strategy recognises the natural synergy between choosing not to always rely on the private motor vehicle and the need for a healthier fitter population. It is fully recognised that the demands and speed of modern life mean that walking, for instance, whilst an excellent form of exercise, will very often not be a practical means of transport because of the time

taken. But walking, cycling and an effective public transport system can be a viable alternative to the private motor vehicle in many instances. The strategy also recognises that pockets of air pollution coinciding with peak traffic flows may be correlated to increased incidents of asthma and that reducing vehicle movements can contribute to reducing these pollution hot spots.

- 7.5 Inclusion. Historically, addressing the transport needs of disabled people has centred around dropped kerbs, wheelchair accessible buses, blister paving and audible alarms at pedestrian crossing lights. A strategy providing transport options for all the community must look far harder at the needs of disabled people. It must embrace learning, social and physical disabilities and, adopting the ethos of the disability and inclusion strategy, it must, where necessary, treat disabled people differently so that they have equal opportunities. Such action will also bring benefits to able bodied people.
- 7.6 The role of buses. The role of public transport and principally the buses is seen as a key to the strategy. Mass transport of students, commuters and others, especially on the key corridors, presents the greatest potential for noticeable change. There is no expectation that people will, en mass, give up their cars in favour of buses but there is every expectation that people will, under a successful strategy, use buses more frequently and opt to leave the car at home more often. A significant commitment of investment in the bus system is a key requirement of the strategy.
- 7.7 The role of cycling. Whilst not a practical option for everybody, cycling does present a very effective, cheap and quick means of transport. As an alternative to the private motor vehicle, cycling offers an independence and flexibility that buses cannot. A key element of the strategy is, therefore, to make cycling safer and an easier option to choose. This will, by necessity, result in some inconvenience to the motor vehicle user and such inconvenience presents one of the disincentives to motor vehicle use.
- 7.8 The role of walking. The survey results demonstrate that walking is a very popular mode of transport and in many situations walking is the only practical alternative. This is especially so for those unable to drive and when the public transport choices are not readily available. The problems that impact cyclists are largely speaking the same for walkers and hence there is a recognised need to make walking safer and more attractive.
- 7.9 Role of motorcycling. Motorcycles offer a compromise between the benefits cycling offers and the benefits the private motorcar offers. As a motorised form of transport it is quick and less demanding on personal fitness but as a small vehicle it can offer the ease of parking, reduced costs, ease of storage and reduced congestion benefits of cycling.
- 7.10 Freedom to choose carries a cost. The strategy recognises that every time someone makes a choice or exercises a right that choice impacts on others and it recognises that with a small close community those choices can multiply to

create undesirable and unacceptable consequences. The strategy recognises that the prevalence of vehicles, and the impacts this has, limits islander's ability to choose the alternatives. For example, the right to circulate larger vehicles, whatever the necessity for doing so, places additional demands in our narrow roads and hence is achieved at the cost of others. The strategy recognises that rights and freedoms have a cost that must be met. The strategy funding is derived from income resulting from motor vehicle ownership and use.

- 7.11 Disincentivising car ownership and use. The strategy recognises that incentives alone will not deliver the required degree or rate of change desired. As such, some disincentives are required. Where possible those disincentives result as a by product of an incentive supporting the alternative means of transport but these alone will not be sufficient. As such certain initiatives are needed to make vehicle ownership and use marginally more expensive and less convenient hence facilitating the decision to rely more (but not totally) on the alternatives.
- 7.12 Integration. The strategy focuses on supporting the alternatives through incentives whilst at the same time recognising freedom of choice but it also recognises that without some strong disincentives the desired shift away from private motor vehicle transport will not occur. Disincentives could constitute a range of measures but should include charges which internalise the cost impacts of using a private motor vehicle thus making the alternatives visibly cheaper. Only by delivering this combined package of incentives and disincentives together will the strategy work. Such disincentives are not, therefore, seen as bolt on options that can be considered amongst other funding options. Rather they are seen as a key element without which the strategy will not succeed. There is nothing miraculous about any one particular disincentive. The strategy would not, for example, stand or fall on the back of paid parking (which is not being proposed). A comprehensive free bus service should be attractive enough to gain passengers without the added disincentive of, for example, paid parking. A reduction in traffic can be achieved through reduced availability of parking spaces just as easily, if not more so, than through paid parking. What is important is that the overall mix of the incentives and disincentives is, when taken together, compelling enough to effect the desired change. This means the strategy is flexible. If we find that a particular incentive is successful then more effort can be dedicated to promoting that incentive. Similarly an ineffective disincentive can be abandoned in favour of alternatives. The strategy is about changing people's behaviour patterns and choices and that requires communication, understanding, engagement and commitment. This will not be achieved by forcing any given package of proposals from day one but rather by a prolonged and persistent journey to a clearly defined future building on each success. This requires a phased incremental approach with regular reviews.
- 7.13 The objectives lead to a "Transport Hierarchy" where the aim of the strategy is to encourage and promote those transport methods at the top of the hierarchy and to shift behaviour patterns up the hierarchy.



## 8 REJECTED APPROACHES

**The following approaches or measures have been rejected by the Department in the formulation of its strategy.**

8.1 Ease of parking. Town centres and the areas around schools suffer particularly from congestion. Whilst some believe that providing additional car parks in those areas such that cars can smoothly and efficiently leave the highway instead of circulating and queuing for parking spaces will reduce congestion, the opposite is likely to be the case. The provision of additional spaces, whether through freeing up existing States land for car parks or building new, even if practical, does not reduce congestion in those areas, it encourages further influx of cars. Furthermore the cost would be significant and would take up valuable land. This would also simply encourage and further accommodate the private motor vehicle which runs completely counter to the primary objectives of delivering a shift away from the private motor car through supporting the alternatives. The previous transport strategies, whilst seeking to promote the alternatives, also contained general proposals in support of creating additional parking spaces. Specifically the 2006 strategy Resolution 9 of Billet d'État VII 2006 stated the intention to acquire off street sites, primarily in the urban area, to create additional off street parking primarily for residents and thus relieving the pressure in respect of on street parking. The reality is that such sites that exist with appropriate planning permissions are taken up by the private sector. States funding is unlikely to be prioritised for such procurements and it is difficult to justify that creating residential off street car parking spaces is core to the Environment Department's operational functions. As such the Department recommends that resolution 9 of Billet d'État VII 2006 is rescinded.

### 8.2 Paid Parking

The States has previously supported paid parking at the rate of 15p per hour but subsequently resolved to instead raise funds through a 1.2p per litre increase in

fuel duty. There is, therefore, no extant States resolution to introduce paid parking.

On street paid parking, due to the wide spread of small numbers of parking spaces, is, on the basis of previous tenders, only economically viable using a scratch card system with the economies of scale coming from using the same scratch card system in the main off street compounds. Restricting paid parking to off street areas would enable Pay and Display machines to be adopted in the compounds of: Odeon, North Beach, Salarie, Albert Pier, Crown Pier and Castle emplacement. How such a scheme might be applied is open to numerous variables. One option would be to remove all timed parking zones. The preferentially located parking spaces nearer the pedestrian access/egress points could be marked for small or electric cars. The Castle Emplacement could, in particular, be marked out for nose to tail small car parking but other compounds could also have more space dedicated to small cars. Parking for (for example) the first 2.5hrs in any of these compounds could be free of charge. After 2.5 hrs paid parking could be charged in half hour units at the prescribed rate. Offences for not displaying a parking ticket or for overstaying would need to be prescribed. As all the off street parking would, in effect, be available for long term parking hence depleting short term parking availability, this would need to be compensated for by changing on street long stay spaces to short stay. This would also prevent long stay parkers from cruising the streets searching for free parking spaces instead of using the designated parking compounds. In order to accommodate residents of St Peter Port that need to park on street for longer periods the residents parking scheme would be extended. If necessary in order to control displacement of long stay parking onto the fringe streets of Town, further parking controls (clearways/yellow lines) would be introduced in those areas. Whilst such a scheme would generate some funds which could be used to build additional parking spaces and incentivise the private sector developers, the option has been rejected on the following grounds:

- The charge is unfair in penalising only those who work in town and the charge further discourages people from shopping in town especially if also applied to short stay parking. The improvements to the alternative transport methods proposed is a benefit island wide and should not be funded by only those who live, work or shop in St Peter Port;
- Unless the hourly charge is significant, which it needs to be in order to fund the improvements necessary, it will not reduce the number of cars parking and hence will not reduce congestion. Limiting paid parking to Town will do nothing in respect of congestion elsewhere in the island. If reducing the number of cars and/or congestion is the objective it is more easily achieved by simply removing spaces;
- Conversely an aggressive charge impacts on the attractiveness of working near paid parking areas;

- If the charge is aggressive to dissuade parking it will have greatest impact on those least able to afford it and who are, in many instances, most in need of the parking facilities (primarily shop workers and the lower paid);
- Collection costs can be high;
- In other jurisdictions where paid parking is applied, notably Jersey, the car parking problem and congestion remains a significant concern;
- Extending the charge beyond town (68% don't support this option, graph 36) raises the question of where to draw the line e.g. Main shopping areas, or all shopping areas, or all areas including beaches etc.;
- If extended to all areas then parking on all States land is captured including the schools, hospitals etc.;
- The charge discriminates against those who don't have private parking; and
- The survey responses (graphs 35 to 37) demonstrate that there is a mixed view in respect of the support or otherwise for paid parking.

8.3 Enhanced road network. Whether provided by bridges, underpasses, new roads through farm land or through coastal reclamation, additional road space would be costly and, unless specifically created to provide cycle paths and bus lanes, even if practical would again run counter to the primary objective of creating the change in peoples transport choices.

8.4 Revenue raising. It is recognised that certain “transport” taxes and charges can raise funds for general revenue. These include environmental and vehicle import/sale taxes. The purpose of the strategy is not to act as an intermediary in raising general revenue. Any taxes and charges suggested in the transport strategy should serve one of two purposes. Either they act as a disincentive in their own right thus driving behaviour in a desired direction or they are simply identified as one of several means by which the required funds to support the strategy can be raised. Ideally they should deliver both these objectives.

8.5 Out of town parking. The main shopping area of St Peter Port is already largely pedestrianised but to get to the pedestrianised area one must engage with the priority traffic routes along the Eastern sea front, St Julian's Avenue and Fountain Street. Diverting traffic away from these areas and locating parking away from the central town piers could create a main shopping area which is traffic free. The strategy does not argue against such options but nor does it, at this stage, embrace them. The focus is not on relocating cars visiting town but rather on discouraging the use of cars in the first instance.

8.6 Park and Ride. Consideration has been given to park and ride and bus lanes but at this stage of the strategy it is considered that insufficient land is available in suitable locations to create park and ride parking areas. Even the area, historically used, at Footes Lane has been used as Park and Ride on land which was made available to the States for use in association with the recreation activities carried out at Footes Lane. In addition, without bus lanes there is little incentive to drive to a given point to park up and switch to a bus and then stay in the same traffic queues as experienced in the car. Again lack of space and high cost does not justify bus lane creation. Park and ride could be encouraged if paid parking existed in town but with free parking at the park and ride compounds. However, the reality is that the park and ride compounds are likely to be purpose built facilities in MURAs or other large development areas and hence will need to be paid parking as well. The only other mechanism to encourage park and ride is to significantly limit the available parking in town by displacing it to park and ride compounds out of town. None of these options are considered viable at this stage of the strategy.

8.7 Significant reduction in car parking capacity. A significant reduction in car parking spaces both on and off road in the main retail centres would likely force a move away from the private motor vehicle. However, such a policy would also likely force the migration of car parking out towards the residential areas. Recognising the problems such a relocation of parking would bring along with the very high reliance currently placed on the private motor vehicle, the Board considers that a significant reduction in car parking would be premature. Some phased reduction of car parking and reallocation of car parking will form part of the strategy but there will not be a significant reduction in the number of parking places during the early phases of the strategy.

8.8 Responsibility Deposit Scheme

A responsibility deposit scheme seeks to achieve many outcomes. It seeks to provide a financial rather than legal incentive to properly register vehicles. Linked to this it reduces the likelihood of cars being sold on without the registration being transferred. It also ensures vehicles are disposed of properly at the end of their life and it acts as an incentive to control the number of vehicles owned. The system would work as follows:

- On a given date, after a notification period of one or two years during which time vehicle owners can consider how they wish to respond to the commencement of the scheme, every registered keeper of a vehicle will receive an invoice for a fixed sum.
- The fixed sum is the responsibility deposit and must be set at a level high enough to promote the responsible behaviour sought, perhaps £500.
- All new vehicle registrations after the given date will also attract the responsibility deposit on first registration.

- All deposits are held and invested by the States and the income from those investments accrues to the States thus acting as one of the funding mechanisms for the strategy. Whilst the interest from the combined deposits is significant the interest lost by each deposit owner is negligible.
- When a person sells a vehicle on, the new owner refunds the previous owner with the value of the deposit (£500). Then, provided the transfer of the vehicle is properly registered with Driver and Vehicle Licensing Section of the Department (DVL), the deposit rights transfer to the new owner.
- When a vehicle is exported from the island or when a vehicle reaches a condition where it is broken up and destroyed then, provided the correct documentation is lodged with DVL, the deposit (but not any interest accrued) is refunded to the last registered keeper.
- If over a period of time (a number of years) through inflation the value of the deposit falls to a point where it no longer acts as a financial incentive to achieve the desired outcomes a further invoice for a further deposit set a level (by Ordinance of the States) to compensate for the inflationary effects would be sent to all registered keepers. In this way administration of the system is kept simple as the value of the deposit is always the same for every vehicle registered.
- As the deposit is refundable and as the objective is to promote responsible ownership and to challenge owners to consider the number of vehicles they hold, there would be no exemption for classic vehicles or vehicles not routinely circulated on the roads or for commercial vehicles. The deposit would apply to all vehicles required by law to be registered with DVL.

The scheme was not supported by the Department as the revenue income was dependent on the Treasurers rate and was hence highly variable. In addition in terms of a funding mechanism the scheme is essentially an interest free loan to Government from the vehicle owners of Guernsey. Introducing it would be resource hungry and would be a sudden hit on all vehicle owners.

8.9 Reintroduction of annual road tax. In proposing new taxes/charges (see 12.2 below) the Department considered the reintroduction of an annual road tax or an alternative annually recurring circulation tax. This option was not taken forward for the following reasons:

- An annual tax creates a sunk cost in respect of motoring and encourages people, once they have paid the tax, to maximise the benefit from it by using the motor vehicle in favour of other alternatives. The annual road

tax was, therefore, not seen as an effective disincentive against private motor vehicle use.

- Such a tax would reintroduce a significant work load for the Department's DVL section and require replacing the staff resources released with the removal of road tax.
- Reintroduction of an annual tax would require reintroduction of legislation repealed with the removal of road tax.

8.10 MOTs A Guernsey equivalent of the UK MOT scheme requires Government to prescribe in detail the nature of the MOT test, the qualifications/competence of the testers, the equipment and protocols to be used, the charges to be applied and the appeal/challenge provisions. Those carrying out the MOTs must be accredited and hence it is also necessary to prescribe the accreditation process including premises, services, competence, experience etc. of the applying garage, the independent inspection/audit regime, charging structure and appeals process. It is then necessary to appoint competent assessors to consider applications for accreditation and to periodically inspect and audit the accredited MOT suppliers. The cost and complexity of introducing such a scheme is considered to outweigh the benefits of introducing MOTs in a small island community.

## 9 STRATEGIC CONTEXT

9.1 The States Strategic Plan aims to:

- Protect and improve the quality of life of islanders;
- Protect and improve the island's environment.
- Protect and Improve the Islands economic future.

It recognises that this requires, inter alia:

- Wise long term management of island resources
- Efficient transport systems
- All people having opportunities and support where needed
- Policies that protect the natural environment.

The Statement of General themes and Objectives calls for *Carbon Footprint and energy reduction and a sustainable approach towards the environment.*

The Environmental Plan under the SSP sets as an outcome, *to deliver actions and incentives to reduce traffic pollution both by encouraging cleaner emissions and by supporting reduced use of motor vehicles.*

The Transport Strategy is, therefore, fully in accordance with the SSP and Environmental Plan.

- 9.2 The Strategic Land Use Plan seeks to provide, as key policies, support for the main centres and the strengthening of local centres. There is also a drive to improve the public realm and to generate more pleasant and safer environments in which to live and work. The transport strategy should not work against these policies and the strategy must not seek to undermine the sustainable development of the centres. The key point of debate in this respect is the importance of facilitating effective transport mechanisms into and within the centres. In this respect the extent to which the alternative transport options present viable alternatives is important. The Department considers that supporting a shift to alternative forms of transport is fully consistent with the developing policies. This is especially so as the strategy recognises the need to adopt a phased and incremental approach to delivering the change. This allows development within the centres to contribute to delivering the transport strategy and the change brought about by the strategy to contribute to the creation of sustainable centres.
- 9.3 Social Policy and the Disability and Inclusion Strategy have a focus on inclusion. The Transport Strategy sits comfortably alongside these policies as its primary objective is to deliver a shift which supports the alternatives and hence makes transport options available to all. It is not considered that the strategy proposed will have any significant negative impact on any social demographic group. In its implementation it will be necessary to give far greater consideration to the needs of those groups who may currently feel more excluded and it is inevitable that this will sometimes mean enforcing a more responsible attitude on motorists. The argument that commercial vehicle drivers should be able to park two or three abreast, park on pavements and yellow lines, abuse unloading bays and block clear ways because it is commercially expedient to do so should hold no weight. Rather, the expectation that pavements will be kept clear for pedestrians, wheel chairs and buggies and that lines of sight will be respected making a safer more pleasant environment should be the norm.
- 9.4 The Ports Master Plan is intrinsically linked with the development of the DDPs and the Transport Strategy. Any development of the harbours that results in the displacement of car parking runs the risk, without investment in new car parking, of intensifying and extending the demand for on street parking into the outskirts of St Peter Port and as such has the potential to frustrate the objectives of the DDPs and the Transport Strategy. Forcing car parking away from the piers to on street parking would result in an extension of the “Town Parking area” beyond the current established (unmarked) boundaries. To control such parking more signage and yellow lines would be necessary creating an extension of urbanisation. The same conflict can arise if the States were to support a Ports Master Plan that sought to introduce paid parking on the piers in isolation of the Transport Strategy resulting in drivers seeking to avoid the parking charges by hunting out those free spaces further afield. A careful approach is needed to ensure a phased shift. Any attempt to significantly displace car parking in advance of the development of effective alternatives will undermine the long term success of the Transport Strategy. Whilst the Transport Strategy does not

seek to deliver additional car parking in the main centres, neither does it seek to negate the importance of the car in Guernsey's society. As such there is no suggestion of significant and rapid reduction in car parking spaces serving the main centres albeit some phased reduction will be necessary. Therefore, if the States ultimately supports a Ports Master Plan that seeks to remove all parking from the piers then as part of that strategy it will be necessary to provide alternative parking on the outskirts of Town. Provided such alternative parking does not seek to increase the overall availability of parking it would not compromise the Traffic Strategy. The Transport Strategy itself does not, however, seek to achieve such relocation of parking spaces as the focus is not on relocating cars but rather on delivering a move towards the alternatives.

- 9.5 If a swing towards a policy of social respect and inclusion and a shift in support of the transport alternatives is to be achieved then the policing, enforcement and sentencing policies must follow suit. This is not to argue that any common sense light touch enforcement has no role but rather that the mindset should be one of "It is wrong to stop here and I can expect to be fined for doing so rather than one of I always stop here. It is my right." Whilst the Police and Courts have many competing issues to deal with and whilst in the greater scheme of things parking offences and pavement surfing etc. may be seen as minor and insignificant, the strategy can only be delivered if private vehicle use becomes less convenient and more expensive than the alternatives. This then requires a firm hand in regulating behaviour that impacts on or discourages the use of the alternatives and/or makes the motor vehicle more convenient. If it is to be argued that vehicle ownership and use is a right rather than a privilege then so it must be accepted that responsible motoring is an obligation not an option.
- 9.6 The Retail Strategy identifies the potential future need for additional car parking and a need to enhance the pedestrian experience and access to the main shopping areas. The Transport Strategy does not seek to deliver any wholesale or immediate significant reduction in parking provision. It does seek to deliver improved walking and cycling experiences supported by effective public transport systems and improvements in the public realm. This should complement vibrant shopping areas as well as Guernsey's historic environment and supports the views stated in the Retail Strategy. Some evidence from other jurisdictions suggests that removal of the car from the main centres would do more to support the retail strategy than providing additional parking. The fact that the Transport Strategy does not seek to deliver such wholesale expansion of pedestrianisation should not be seen as dismissive of such evidence. Rather, the phased incremental approach of the strategy seeks to ensure a no regrets approach. The strategy initiatives as presented will support the Retail Strategy.

## **10 DELIVERING THE STRATEGY**

- 10.1 The Workstreams proposed are, in many cases, interrelated and act as multipliers on each other. For example the very presence of more cyclists on the roads should act as a form of traffic calming hence making the roads safer and encouraging more cyclists. But the roads must feel safer in the first instance.

This could be achieved by extensive investment in traffic calming infrastructure, and wide spread speed limit reduction etc. Such measures in the absence of cyclists to benefit from them will be seen as wasted money and pointless investment. The strategy, therefore, seeks to apply a phased adoption approach with an initial review after three years. The intention is that as an initiative starts to have an impact and demonstrate a degree of success, the elements that led to that success will be incrementally increased. For example, through the use of one ways, reduced speed, Ruettes Tranquilles and cycle contra flows an area may be designated as cycle friendly. This would then be publicised and promoted as such. In the first instance these areas may be relatively limited in size and they will be carefully selected for maximum benefit. Once there is evidence to demonstrate the increased use of cycling in these areas and the start of a move in favour of the cycle rather than the car on these routes then the areas and routes will be expanded and eventually joined together.

- 10.2 Similarly, one could seek to enhance the use of buses simply by saturating the island with smaller minibus type vehicles offering free rides on a plethora of routes. To ensure the investment in these vehicles was utilised draconian controls could be introduced to discourage motor vehicle use. For example it would be possible to limit the number of cars per household, restrict the days on which certain number plates are circulated, increase the lower and reduce the upper age for a driving licence etc. This is not the route adopted in the strategy. Rather the strategy seeks to enhance the availability of the public bus service and to make it more attractive when compared to private motor vehicle use. As the take up of the buses increases and the shift in transport choice is demonstrated then again the initiative will be incrementally enhanced.

## **11. KEY PROJECTS**

- 11.1 The projects and initiatives that are likely to be implemented to deliver the strategy are set out below and grouped according to clear themes. The incentive and disincentive elements have also been stated thus providing a better understanding of how the work is intended to support the desired change in transport patterns. For the vast majority of these initiatives the work does not lend itself to the single project model where the project can be given a start and finish date, schedule of works and fixed price. Rather, the majority of the initiatives constitute either ongoing continuous effort or successive packages and phases of work incrementally building on each other. The initiatives should not be seen as highly prescriptive and limiting but rather they are indicative of the measures that will be taken forward. Some individual elements may prove on further research to be impractical whilst other, as yet unidentified, elements may be prioritised. The important point to note is that work will be targeted at each of the main areas identified and will be phased using the incremental approach previously described. The funding requirement to deliver the strategy is set out in section 15.

## STRATEGY PROMOTION AND COMMUNICATION

11.2 Public engagement, with initiatives that fundamentally seek to achieve a behavioural change, requires communication to achieve awareness and understanding before engagement and commitment follows. There will always be the early leaders but with the right messages and continued reinforcement then, over time, a change in social acceptance and perception results. The importance of consistent communication cannot be underestimated. Achieving the desired shift can be compared to the “Clunk Click” or “Drink Drive” awareness campaigns. A prolonged and consistent communication campaign involving all forms of media and aimed at all age groups as well as specific target groups will be required and is anticipated to include:

- I. Route maps to support cycling, walking and bus use.
- II. Strategy Specific web presence.
- III. Information booklets supporting alternative transport options
- IV. Information campaigns including TV ads of which some will be dedicated towards road safety
- V. As part of a “Transport Strategy Road Show” visiting all main shows and fetes, schools, Douzaine rooms etc.
- VI. The appointment of a Road Safety Officer promoting safety measures and hence supporting the alternative means of transport and safe driving.

## CYCLING AND WALKING

### 11.3 Supporting cycling and walking generally

47% of respondents considered provision for cycling in their area was unsatisfactory (graph 11) and a further 8% did not know. 38% felt they lacked the confidence to cycle in traffic (graph 16) and a further 28% considered safety to be an issue (graph 19). Similarly 37% of respondents considered pavements did not offer the required levels of safety (graph 17) and 46% considered cycling and walking did not offer benefits over car use (graph 14). The items listed below will create a network of cycle and walkways which are not only safer to use but which in some cases may provide more direct and hence quicker travel routes. Care will be taken to ensure routes are as complete as possible as the confidence in cycling especially, but walking also, will be undermined if users have to come on and off safe routes to reach their destination. In developing the network the islands existing cycling organisations will be consulted. Enforcement of speed limits on the cycle and walking routes and the creation of one ways with cycle contra flows will mean that for some routes cars are displaced from their normal patterns and diverted towards the more major roads. The result may be, in some cases, longer and less direct journeys. However, this should be welcomed as one of the disincentives to car use promoting adoption of the more direct and safer cycling and walking alternatives. The intended actions include:

- I. Ruettes Tranquilles will be regulated with enforceable mandatory 15 mph speed limits (rather than recommended speed limits) and will be

- signed accordingly. The network will be extended where practical and desirable. Traffic calming measures will be put in place where necessary.
- II. Ruettes Tranquilles will be connected wherever practical with each other and with the coastal paths and Green lanes.
  - III. Additional cycle lanes will be created where practical and desirable.
  - IV. Additional pavements will be created where practical and desirable and especially where one way roads are created.
  - V. Selected roads will be made one way in order to make provision for cycle and foot paths and cycle contra flows.
  - VI. Consideration will be given to buying or renting edges of farmland or other open land in private ownership in order to create additional connecting cycle and walkways. It is not envisaged that such land would be designated as public highways and any development would need to conform with the planning policies.
  - VII. Where footpaths can be widened, perhaps as part of making roads one way, shared cycle/footpaths may be created. Not all footpaths will be eligible for sharing with cycles and shared footpath/cycle paths will be clearly designated as such.
  - VIII. Particular attention will be given to the creation of safe routes around schools including standardisation of speed, signage etc.
  - IX. Cycling and Walking will be the focus in the heart of the main urban centres rather than car parking. This means some streets such as Le Pollet or Church Square will lose parking spaces and non-essential circulation of vehicles will be restricted. This is in accordance with the Retail Strategy aim to enhance pedestrian experience.
  - X. Businesses will be encouraged to develop travel plans. A travel plan is usually developed with the prospective users and it seeks to overcome the problems that prevent people from using the alternative travel means and deliver some incentives. Typically this might include free lunches, cycle parking spaces, improved changing facilities, more flexible working hours, bus passes, or any other reward/incentive that fits with the company profile.

#### 11.4 Supporting cycling and walking to school

In our surveys travel by car was the most popular means of getting to and from school (graph 39) and, although the data is limited, this appears to be supported by the schools own analysis of travel habits. Prior to the opening of St Sampson high school, snap shot surveys were conducted of how students travelled to and from school. This was compared with travel habits once the new school was opened with pedestrian and cycle safe infrastructure in place. The seasonal nature of these snap shot surveys makes accurate comparison impossible. Nevertheless, they are included for completeness. (Additional data was provided by the Education Department in its response to the Department's consultation which is attached in appendix G)

### St. Sampson's School Travel Habits Survey

Mode	Percentages			
	2001 Census*	Feb'08	Jun'09	Oct'13
Car	64	34	6	44
Walk	16	22	27	16
Motorcycle	5	4	9	7
Cycle	5	20	23	8
School / Public Bus	10	20	35	25
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

11.5 Whilst the data in the above table in respect of car use is disappointing it demonstrates the need for more action. Tackling school traffic is a key component of the strategy. The measures listed below seek to establish cycling and walking as a preferred life style choice and embed it from an early age. Maintaining cycling through the teens and early adulthood provides the confidence, fitness and “normality” to continue cycling in later years. Reducing the motor car school run is one of the key ways early morning and afternoon congestion can be alleviated. The more frequent cycling becomes the more motorists will accept cycles as the norm and as something beneficial. This will lead to increased care by motorists and along with other initiatives will result in preferential cycling conditions. The more that people choose to cycle, walk or bus the less congested our roads will be. Intended actions include:

- I. Schools will be encouraged to prioritise cycling and walking as a means of getting to school. This may mean reducing the areas of parking afforded to parents and teachers cars in order to create safe and easy access for cycles. Where possible the cycle and walking network will provide the most direct and convenient access to the schools.
- II. Schools will be encouraged to provide the necessary facilities to support and encourage cycling. This might include large safe lockers to allow students to leave belongings in the school, quality covered cycle stands, school branded cycle bags etc. It is important to identify the obstacles to cycling to school and then seek to overcome them. An effective cycling club will do much of this work perhaps through the Parent Teachers Association.
- III. Cycling clubs will be encouraged at schools. The purpose of the club is to promote cycling and provide a positive healthy image of cycling. The activities could range from cycling holidays, talks on cycle maintenance, organised groups to cycle to/from school, evening/weekend cycling outings, a cycle exchange/loan facility etc. Connection and support from the main cycling providers and clubs would be an important component.
- IV. Achieving Cycling Proficiency needs to be an expected norm and safe competent cycling extended, perhaps through the cycling clubs, beyond the junior schools.

- V. Road Safety education will be made available to all year groups in much the same way that drug education is provided as part of the PSHE (Personal social health and economic education) curriculum.
- VI. Walking buses (students walking in procession led by a teacher or parent) will be promoted and encouraged in junior schools.
- VII. Schools will be required to develop Travel Plans and promote alternative travel options.
- VIII. Speed limits around schools will be set at 20mph as is currently the case at the St Sampson High School traffic management system.

#### 11.6 Cycling and walking Infrastructure

Making it safe and convenient to walk (and cycle) to work/shop in the main retail and commercial areas is, along with enhanced bus use, the key approach to dealing with peak congestion. To increase safety of cyclists and pedestrians it may be necessary to displace motor vehicles and the car journey into the main centres may be slightly less convenient encouraging the use of cycling and walking over driving. Intended infrastructure improvements and supporting actions include:

- I. Cycling infrastructure will be enhanced and located in preferential areas. This will include quality covered cycle stands located close to key shopping and tourist destinations but, in addition, provision of public cycle stands in the residential areas around the main centres thus supporting the residents parking and walk/cycle to work policies. Provision of these facilities will necessitate a reduction in some car parking spaces.
- II. Enhanced planning requirements for cycling provision in residential and commercial developments.
- III. A review of Les Banques cycle path will be carried out to give cyclists more priority and better safety.
- IV. Careful consideration will be given as to how providing additional cycle routes and cycle lanes into the main commercial areas can be achieved.
- V. A cycle loan and return bank will be investigated for location at the Bridge and at North Beach as a pilot for potential expansion of this service. Ideally this would include smaller bikes for younger riders.
- VI. Businesses will be encouraged to support and promote cycling by providing quality cycle stands, lockers and changing facilities at their premises.
- VII. Walkers will benefit directly from the same route structures created to assist cycling including the use of Ruettes Tranquilles, one ways with painted or physical pavements and Green lanes.
- VIII. Walking routes and times will be promoted to assist walkers to appreciate the viability of walking as an option.
- IX. Public Transport will, where reasonable, be aligned to create drop off and pick up points from walking (and cycling) routes.
- X. Residents parking schemes will be fully promoted as a means of discouraging residents in the main centres from driving to the main

parking places in favour of cycling and walking. A separate report on residents parking schemes will be brought to the States in the first half of 2014.

## PUBLIC TRANSPORT

### 11.7 Buses and School buses

Buses scored quite well in the surveys with the majority expressing satisfaction with routes and frequencies (graph 32) with only 10% thinking that the £1 fare was too high (graph 31) and only 14% thinking that driving was cheaper (graph 13). However, only 12% of the public use the bus at least once a week (graph 2) and 60% of respondents said they would only use the bus as a last resort (graph 9). The economic analysis suggests that the cost of a fare is more important than the survey responses would indicate. The statistics perhaps say more about the convenience and dominance of the car than they do about the quality, availability and affordability of the bus service. The following bullets seek to establish bus use as a preferred life style choice and embed it from an early age. The more people that choose to use the buses the less congested our roads will be. Prioritising bus use over car use may result in some car journeys becoming slightly longer and less convenient acting as a disincentive to driving. Intended actions include:

- I. Bus use (standard scheduled services excluding night buses and dial a ride) will be free of charge to the passenger (see section 12.4 below for full detail).
- II. The benefits of a mixed fleet will be carefully assessed with the potential of including a number of smaller vehicles (perhaps 18 to 25 seater vehicles) allowing the network to extend beyond the current main routes. It is likely that any change to the fleet mix would be delivered as part of a new operating contract (see section 12.4 below for full detail).
- III. Bus routes and frequency will be expanded (see section 12.4 below for full detail).
- IV. The option of taxi buses and dial a ride alongside the scheduled and school bus services will be fully explored (see section 12.5 below for full detail)
- V. Real time GPS information including audio messaging will be available on boards at the terminus, airport and other key locations and will also be available on phone apps.
- VI. Bus infrastructure will be enhanced wherever practical including information boards, bus shelters with seats and audio announcements. The norm will be to locate shelters rather than car parking spaces in the best, most convenient locations. This may result in the removal of some parking spaces.
- VII. The routes to key bus stops will be examined and where practical enhanced to make them safe and convenient for disabled people to use. This may require more pavements with dropped kerbs, safe crossing points with audible alarms etc. Where necessary consideration will be

- given to removing parking or making roads one way in order to facilitate such improvements.
- VIII. Quality covered cycle stands will be located at key bus stops to facilitate cycle and bus travel options.
  - IX. Work will continue to identify ways to deliver a permanent dedicated bus garage facility.
  - X. Bus timetable, route and diversion Apps will be developed.
  - XI. Enhanced planning standards could require provision of bus pick up/drop off points on larger developments
  - XII. Employers will be encouraged to adopt flexible hours to support staff travelling by bus.
  - XIII. The school bus service will be further expanded. Whilst it is recognised that walking and cycling may provide preferable alternatives as school transport options, at the early stages of the strategy the incentive is to create safe routes and a swing away from car use. Therefore, buses to school are not seen as being in competition with walking and cycling. Any desire to phase out school bus use in favour of walking or cycling would be relegated to later phases of the strategy.
  - XIV. School bus drop off will be given priority space over parents dropping students by car.
  - XV. A new fleet will be procured either as part of or following the letting of a new operating contract.
  - XVI. The benefits of bus use, the routes and facilities available will be aggressively promoted via a number of means including:
    - Bus route maps including school bus route maps
    - Bus Guernsey web site
    - Bus to school information booklets
    - Advert campaign including TV ads.
    - As part of the “transport Strategy road show” visiting all main shows and fetes, schools, Douzaine rooms etc.

## 11.8 Taxis

12% of respondents considered taxi provision was insufficient (graph 34) with only 5% using taxis on a regular basis (graph 7). In particular the Department was advised that public transport provision for disabled people is more heavily reliant on taxis (largely as a result of buses not being able to get close enough to individual properties) but that taxis do not generally provide the specific services required. There was also a perception that taxis are able to elect when to provide services and hence there is an oversupply during more sociable hours and a shortage of supply outside of those hours.

- I. The Department will seek to facilitate the provision of more taxi services better targeted at specific user needs (See section 12.5 below for full detail).

## SOCIAL INCLUSION AND DISABLED PEOPLE

11.9 20% of respondents considered there was insufficient attention given to the needs of disabled people when delivering transport options (graph 34) and whilst 60% of people without a disability said they would only use public transport as the last option (graph 9), that figure rises to 65% for disabled people (graph 28). The percentage of disabled people that considered pavements or cycling to be unsafe (graphs 25 and 26) was also higher than the results obtained from those without a disability. The strategy delivery will engage with the various groups and representatives of disabled people to identify the key obstacles to using alternative means of transport and will then seek to actively overcome those barriers. The intended actions below seek to redress the balance and to deliver enhanced travel options for people with a disability.

- I. Improved visual and audio information facilities will be provided in respect of public transport. This will include real time GPS information and Apps developed with the needs of disabled people in mind. Time tables and other information will be developed to meet the needs of people with Special Needs.
- II. Where possible bus stops will be provided with seating facilities
- III. Where possible routes to key public transport pick up points will be improved so that they are more accessible to disabled people.
- IV. The potential to introduce dial a ride taxi buses (see section 12.5 below) to assist disabled people to utilise public transport will be fully explored.
- V. Within the main centres and developing local centres careful consideration will be given to the route between parking areas or the Public Transport drop off points and the main shopping areas to improve those routes for disabled people.
- VI. The options for delivering shopmobility<sup>2</sup> will be fully explored.

## INCENTIVISING MOTORCYCLING

11.10 Motorcycles do not present the width, parking and pavement surfing issues that larger vehicles do and generally they are more fuel efficient and hence the strategy should welcome an increase in motorcycles. They are in effect the smallest of small vehicles. Intended actions include:

- I. Motorcycles will not be captured by the width or CO2 duties proposed in this report.
- II. Preferential parking locations will be provided for motorcycles and as a result some car parking spaces will be lost.
- III. Key motorcycle parking areas will be provided with covered stands.
- IV. A person over the age of 25 having held a full Category B driving licence (motor vehicle up to 3.5 tonnes) for over 3 years will, in addition to the

<sup>2</sup> Shopmobility is a scheme that lends wheelchairs or powered wheelchairs or powered scooters to members of the public needing that form of assistance in order to access shopping areas or places of interest. The schemes are tailored to the location and may or may not involve a users charge.

current entitlement to ride a Category P (moped), be permitted to ride a motorbike up to category A1 light motorcycle (which does not exceed 125 cc or 11Kw), without being required to take a theory or practical test but must first take and pass the Compulsory Basic Training course for motorcyclists. Such a licence would be restricted to Bailiwick of Guernsey use only having no validity in the UK or any other jurisdiction. Amendments to the Driving Licences (Guernsey) Ordinance, 1995 as amended will be necessary to enable this slight liberalisation of motoring standards.

## VEHICLE OWNERSHIP AND DRIVING

11.11 Irresponsible motoring was not identified specifically as a key concern in our random survey but was raised by 20 respondents in the consultation. However, in the free text fields of the surveys, phrases such as “aggressive drivers”, “lack of respect”, “inconsiderate”, “speeding”, “dangerous behaviours” featured frequently and there is a clear link between the concerns expressed over safety for cyclists and pedestrians and the care or lack of it shown by some drivers. Similarly the free text comments on large vehicles were often aimed at commercial vehicles circulating in narrow roads etc. The examples of what has become normal practice can be seen daily and include: stopping virtually anywhere on the highway to take a mobile phone call; parking on yellow lines or double parking to collect sandwiches etc.; blocking pavements; using unloading bays for letters rather than heavy parcels; overtaking cycles on bends; cycles displacing pedestrians on pavements etc.

### 11.12 Responsible ownership and driving

Driving test standards already broadly conform with UK standards and Guernsey’s Driving Examiners are trained and check tested to UK standards. Any poor standard in driving, including courtesy on the roads, does not, therefore, stem from the test regime but rather is developed after obtaining the full licence. What is, therefore, necessary is the development of a community mindset that does not accept irresponsible motoring and demands courtesy and respect for other road users as the norm. The following proposals seek to reinstall an ethos of responsible and considerate driving.

- I. Learner Drivers and Motorcyclists will be required to pass the relevant Theory Test (of the category specified in the provisional licence) before being permitted to circulate a vehicle on the public highway under their provisional licence. In order to avoid undue delays to learner riders/drivers as they reach the required age to commence learning, applicants will be permitted to apply to take a theory test up to 3 months before the age limit for the category of vehicle they wish to circulate. Therefore, a person aged 13 and 9 months could apply to take their theory test for a category P motorcycle but would not be able to undertake their CBT course until they had reached the age of 14 and passed the motorcycle theory test. Similarly a person aged 16 and 9 months could apply to take a car theory test but would not be able to

circulate the vehicle unless they had reached the age of 17 and passed the category Car theory test. Some provisions under the Driving Licences Ordinance and the Driving Licences Theory Test Regulations 2005, as amended will need to be amended to enable this policy change. (see appendix E)

- II. The legislation which currently allows motorcyclists to circulate permanently on L Plates, by repeatedly renewing the provisional licence, will be amended to reintroduce a requirement to take a test. Whilst it is recognised that motor cycles have a role to play in the proposed strategy, the circulation of a vehicle must be safe and the evidence that a person is safe to continue to circulate a vehicle is ultimately demonstrated at the formal test stage. As such all motorists should be required to pass a test in order to continue circulating a vehicle. Motorcyclists will be required to submit themselves for the practical test within 12 months of gaining a provisional licence. For those already holding a provisional licence the requirement will be 12 months from the date of the amendment to the legislation. A motorcyclist who has not passed the practical test during the 12 month period but has presented themselves for and taken a practical test will be afforded a further 6 months provisional licence in which to achieve a pass on the practical test. After this period a motorcyclist will not be able to circulate a vehicle of the same or higher category on a provisional licence nor be able to renew the provisional licence for a period of 1 year. The Driving Licences Ordinance 1995 will need to be amended to enable this policy change. (see appendix E)
- III. In addition to II above it is proposed to change the age at which a motorcyclist can ride the various categories of bike under the Driving Licence Ordinance. The current legislation allows a person to hold a provisional licence for an A1 light motorcycle at the age of 16 or an A motorcycle (exceeds 125cc) at the age of 17 but does not allow a person to hold a full licence in those categories at that age unless that person has held a full licence in a lower category for a period of 12 months. It is these provisions in the law that lead some people to step up a category of bike and circulate it under a provisional licence to avoid taking the test on the lower category of motorcycle. It is proposed that a person will have to attain the age of 17 to hold a provisional licence for a category A1 light motorcycle unless at the age of 16 they had held a full licence for a category P moped for a period of 12 months. Similarly a person would have to attain the age of 18 to hold a provisional licence for a category A motorcycle unless at the age of 17 they had held a full licence for a category A1 light motorcycle for a period of 12 months. (see appendix E)
- IV. Currently some residents on housing licences continue to circulate their imported vehicle on UK or other jurisdiction registration plates. The Department has previously experienced some difficulty in seeking to prevent this practice albeit that the legislation appears to be robust in setting a maximum period of 12 months, under certain prescribed circumstances, before the imported vehicle is required to be registered in

Guernsey. The inability to enforce the registration of such vehicles, may not have been a significant problem but is one that should be addressed in order to apply any charges or duties required by the strategy. The relevant legislation and its application will, therefore, be reviewed such that only those who are genuinely resident outside of the island and importing a vehicle for less than 12 months are permitted to circulate that vehicle without registration.

- V. Cyclists and pedestrians are not immune from inappropriate practices including cutting junctions, weaving between cars and ignoring zebra crossings etc. Education and promotion campaigns will address these areas as well.
- VI. Education and advertising campaigns will be aggressively promoted focusing on highlighting bad and unsociable driving practices. These will include public information type films/adverts.
- VII. The Department will run education and advertising campaigns which, with the co-operation of the Police may be linked to targeted areas of enforcement, for example, in respect of abusing unloading bays, pavement surfing, obstructing sight lines etc.
- VIII. Complaints concerning vehicles offered for sale on public land, vehicles left parked for prolonged periods, vehicles abandoned and vehicles parked and used as storage or work shop facilities are becoming more common place. Legislation which seeks to apply a common sense approach to determine when a vehicle is essentially abusing public parking places will, subject to States approval, be introduced. The Department is already actively looking at such legislation and will bring a report to the States at the earliest opportunity.
- IX. A review and consultation on existing speed limits has indicated that there is little appetite for a wholesale change in island speed limits. Therefore, apart from the Ruettes Tranquilles being set with a mandatory speed limit of 15mph and areas around schools being set with a 20mph speed limit, the Department will concentrate on those areas where a reduced speed may be introduced as part of a package of measures creating safer cycle and pedestrian routes.
- X. Heavy goods vehicles are seen by many to be treated too liberally with unnecessarily large vehicles circulating in small lanes or at speed. The Department will review and tighten its policies in respect of heavy goods vehicles and adopt a far more restrictive permitting system. However, it is aware that in respect of certain specific uses such as cranes it is becoming increasingly difficult to source vehicles that meet the Island's standard especially in respect of weight and this will need to be reviewed.
- XI. The Department will review and tighten its policies in respect of access to prohibited streets and adopt a far more restrictive permitting system in respect of future applications.
- XII. Un/loading bays currently allow for the drop off and pick up of people as well as goods. Again this panders to the convenience of the car and contributes to unnecessary congestion. It is proposed that the relevant

legislation will be amended to restrict the use of un/loading bays to the movement of heavier and larger goods or large quantities of smaller goods being delivered simultaneously that reasonably necessitate their use, and the drop off of people provided the vehicle remains attended by the driver at all times.

- XIII. Various vehicle duties will be introduced (see section 12.2 and 12.3 below for full details) to encourage the ownership and use of vehicles more appropriate to Guernsey's highway network.
- XIV. Small vehicle ownership will be promoted through expansion of the small vehicle parking scheme. Areas with predominantly nose to tail parking will be designated for small car parking creating additional spaces overall which will compensate, to a degree, for the spaces lost as a result of supporting cycling, pedestrians and motorcycles.
- XV. Notwithstanding the fact that existing web based schemes recognise Guernsey roads and can be used to organise lifts and car sharing, there appears to be some demand for a Guernsey specific web based scheme. Such a system could have a schools specific area where parents could use the system to share student drop off and pick up arrangements. A lift share web site would be supported through education and promotion and outreach campaigns to businesses, clubs, associations, schools etc. It is important to appreciate that in promoting and facilitating a lift share system through providing a Guernsey specific web site, all individuals offering or accepting lift share do so at their own risk and do so without hire or reward. Lift share schemes typically set out common sense precautions that can be taken and, especially for school lift share, parents must satisfy themselves as to the acceptability of the drivers. This is no different to sharing lifts with ones neighbour and friends. The lift share scheme simply provides a "digital meeting point" for people and offers no vetting. The Department will investigate setting up a Guernsey based website and will explore the options of creating a schools specific area.

#### 11.13 Disincentivising Driving

In addition to the indirect impacts resulting from the bullets listed in earlier sections a range of specific disincentives are proposed in order to create the essential balance of incentives and disincentives. These are:

- I. To increase fuel (petrol and gas oil other than fuel used for air or marine navigation) duty by 5 pence per litre making individual journeys more costly compared to the alternatives. The economic analysis (Appendix D) suggest a correlation between petrol duty and litres of petrol sold and also between petrol duty and bus ridership. A fuel duty, therefore, not only discourages motor vehicle use, it supports increased bus use, it supports reduced pollution and carbon footprint policies and it provides income with which to partially fund the strategy.
- II. Targeted enforcement of abuse of unloading bays, yellow lines, and obstructive parking. If drivers are forced to find appropriate parking spaces rather than the nearest "abandonment spot" then driving will

become less convenient when compared with the alternatives. The use of the “abandonment spots” adversely impact on more vulnerable road users and those seeking to use alternative means of transport.

- III. Whilst the Police and Traffic wardens currently manage traffic offences and would continue to do so in the future the management and direction of where and when those resources are targeted results from all the various issues facing the police force. As such it is simply not possible to direct police resources to all the areas the Department considers would require focused enforcement to drive forward the policy and behavioural changes set out in the report. As such the Department considers it necessary to employ and direct its own Special Constable with powers limited to the application of fixed penalty tickets. The actions and behaviours of the Special Constable would be aligned with those adopted by the Police and Traffic wardens through working with the Police but it would be for the Department to direct these dedicated enforcement resources to those areas of policy enforcement and delivery that the Department considers most important at any given time. It should be noted that the Department already employs one Special Constable with powers to apply fixed penalty notices but in respect of land management rather than traffic management.
- IV. The most convenient parking spaces e.g. Church Square, Fountain Street, Lower Pollet, will be turned over to enhanced walking areas, improvements to the Public Realm and parking for push bikes, motorbikes and disabled vehicles. Clear areas will be maintained to allow public service buses/taxi buses to service drop off and pick up points in the heart of Town. These actions support the Retail Strategy.
- V. Motorbikes, cycles and walking will be favoured in the heart of main centres over car parking and circulation.
- VI. As indicated under the walking and cycling sections, there would be a shift in emphasis to support and encourage walking and cycling this will inevitably lead to enforcement of clear ways, less on street parking and more one ways and no right turns for vehicles. This should not be seen as a blanket approach but rather a reasonable approach to support the alternatives and implemented through the phased incremental approach. As such the car will become less convenient for some journeys.

#### 11.14 Disincentivising ownership of large vehicles and high CO2 emitting vehicles

One of the most frequent comments from the surveys and consultation was that there were too many vehicles (74% of survey respondents) and too many large vehicles (69% of survey respondents) (graph 34). The strategy would not, therefore, be comprehensive if it did not seek to address vehicle ownership as well as vehicle use. Whilst it is accepted that a reduction in the need to use a private vehicle will lead in some cases to a reduction in the ownership of such vehicles the Department considers that the balance of incentives and disincentives is not complete without some specific measures to address vehicle ownership and hence proposes that:

- I. A vehicle width Duty will be introduced at first registration of a vehicle in Guernsey in order to discourage the purchase of unnecessarily large vehicles. The duty will be applied to all vehicles including commercial vehicles (see section 12.2 and 12.3 for full details)
- II. A vehicle CO2 Duty will be introduced at first registration of a vehicle in Guernsey in order to discourage the purchase of high CO2 emitting vehicles. The duty will be applied to all vehicles including commercial vehicles (see section 12.2 and 12.3 for full details).
- III. Further small car parking spaces will be designated in priority parking areas around main centres.

11.15 Review. These initiatives will be developed through phased incremental packages and will be subject to regular assessment and review. In addition the full strategy will be subject to review and public consultation after 3 years.

## **12 EXPANDING ON THE DETAIL**

12.1 Many of the initiatives and workstreams within this report can be carried out by the Department with its existing legislative and administrative tools, mandate and authority and only lack of resources and funding prevents them from moving forward. For some workstreams which are potentially more controversial a positive endorsement from the States is desirable. For other areas a specific States resolution is needed possibly alongside legislation. The following information is intended to provide sufficient detail to enable the States to fully understand the intention and to enable the majority of the workstreams, if approved by the States, to proceed without the need for further reports and delay.

### **12.2 Width and CO2 Duties**

The Department proposes that Width and CO2 duties will be applied to all vehicles (new and second hand including commercial vehicles) when first registered in Guernsey i.e. a single one off payment. The duties can be introduced as an excise duty under the Customs and Excise (General Provisions) (Bailiwick of Guernsey) Law, 1972. The width duty will be based on the manufacturers quoted width excluding wing mirrors as quoted on UK publication V55/1 or equivalent (usually measured wheel arch to wheel arch) or in the absence of such data a measurement conducted by the Department's staff using the same assessment process currently used to measure vehicles for compliance with width restrictions. The CO2 duty will be based on manufacturers quoted emission figures or where such emission data is not available an approximation of emissions will be applied based on engine size. The bands and duty rate can be introduced and annually adjusted as excise duties under the Customs and Excise (General Provisions) (Bailiwick of Guernsey) Law, 1972 and subordinate legislation. The Department would require to be consulted on an annual basis before revision of the duty rates or bands.

- 12.3 The width duty will be applied according to a number of bands the bands proposed are:

<b>First Registration Width Duty</b>		
<b>Band</b>	<b>Width (mm)</b>	<b>Rate £</b>
-1	<1600	0
0	1601 - 1700	0
1	1701 - 1800	0
2	1801 - 1850	250
3	1851 - 1900	750
4	1901 - 1950	1250
5	1951 - 2000	1750
6	>2000	2250
<b>Total</b>		

Based on a sample of registrations during 2013 the above rates applied to domestic and commercial vehicles is likely to raise between £750,000 and £1million per annum.

A CO<sub>2</sub> duty will be applied according to a number of bands. Where CO<sub>2</sub> data is not available and only when that data is not available (normally due to the age of the vehicle) the tax will be based instead on engine size. The bands proposed are:

<b>First Registration CO<sub>2</sub> Duty</b>			
<b>Band</b>	<b>CO<sub>2</sub> emissions g/kg</b>	<b>Alternative Engine size cc</b>	<b>Rate £</b>
-1	<100		0
0	101 - 120	< 1000	0
1	121 - 140	1001-1400	100
2	141 - 160	1401-1800	200
3	161 - 180	1801-2500	300
4	181 – 200	2001-2500	400
5	201-220	2501-3000	800
6	>221	>3000	1200
<b>Total</b>			

Based on a sample of registrations during 2013 the above rates applied to domestic and commercial vehicles is also likely to raise in the order of £750,000 to £1 million per annum.

## 12.4 Bus Services

As a result of the changed routes and timetables during 2013 the Department now has a better idea of what might constitute an optimum service to encourage increased bus use. The bus service as it currently exists is very much a service which delivers social rather than environmental policy objectives. The attempts to stream line routes, remove inefficiencies and balance the service against a significantly reduced available budget resulted in a clear outcry from the people of Guernsey trying to use public transport to carry out their normal daily activities. The arguments against the perceived service reductions were not based on environmental grounds, fuel use, increased congestion etc but were firmly based on people's reliance on the buses to get to work and school, to socialise or shop and to get to key service points such as the airport, hospital, doctors surgery, dentist, church etc. If the bus service is to move beyond being a social service, start to contribute towards environmental policy objectives and provide a viable alternative transport option, then the service offering must expand and be made more attractive. It would be premature at this stage to specify in detail the nature of the fleet and the routes and frequencies that should be served. To do so would stifle innovative ideas that might develop through the tendering process for the provider of future bus services. However, key elements of a service can be outlined.

- I. High frequency key corridors. The L'Ancrese to Airport as a through route has been welcomed as have the routes through the centre of the island serving Cobo and Port Soif respectively. Maintaining such services with high frequencies is likely to form part of the future proposals.
- II. Circular Route. The loss of the high frequency circular route around the island including the full west coast created more dissatisfaction than was envisaged and clearly such a route in some form is required. However, the round island trip is used by many "day visitors" and tourists as a very cheap way of seeing the island and as a means of avoiding the cost of official tours. The result was that locals wishing to travel from A to B rather than on a sightseeing tour were frequently denied spaces. A balance must be struck whereby people living on the coastal routes can easily get to and from Town and the Bridge but the round island route must not be dominated by sightseeing tourists to the extent that locals cannot travel by bus. Providing this along with I. above, alongside the other well established routes, has simply not been possible within the current resources. With additional resources the reintroduction of higher frequency routes and a form of circular route to meet the needs of residents could be delivered.
- III. Fares. Between 2000 and 2010 with fares at around 50p bus passengers rose steadily to a peak of circa 1.6 million per year before reaching a plateau. This plateau could be clearly seen before any fare rises. During this time the continual criticism was that the buses were running empty. Some hold the opinion that that was simply due to the absence of paid

parking but clearly not every car journey was to and from town during commuter hours. It must be accepted then that historical evidence indicates that even with low fares the island elects, in large part, to ignore the buses. Along with other elements of the strategy it is proposed that a key tool to reverse this transport behaviour is to have a free bus service to all users. Free buses will result in a lost income cost to the strategy of circa £1million per annum (based on average fare income over the last 3 years).

- IV. Evidence from other jurisdictions on the impacts of a free fare is patchy. Experiments have delivered anything between a 10% and 800% increase in ridership but these experiments often have unique features such as a captive car free cohort of college students. An industry rule of thumb suggests a 30% rise. A regression analysis of Guernsey's own data (carried out by the Economics and Statistics unit) suggested a 15% to 25% increase in passenger carryings.
- V. Using the 30% figure and applying this to all routes suggests that demand could exceed capacity on A.M routes 11, 41, 42, and P.M. routes 41 and 61 during peak summer/school/commuter hours.
- VI. Whilst some of this excess demand over capacity may be managed by revised routes and a mixed fleet offering, the Department is working on the basis that this extra demand will likely need to be met by operating an additional buses as part of the new contract terms. This would carry an additional operating cost in the order of £200k per annum. It must be appreciated that evidence in this area is very scarce and it is necessary to recognise the risk that tourists, cruise passengers, school children and the general public could inundate the buses bringing significant capacity issues.
- VII. It is not possible to directly equate increased passenger carryings to reduced private car journeys as some of the increase will be from people who currently walk or cycle or simply choose not to travel.
- VIII. The introduction of a free fare will require the phasing out of the Ormer card. This can be achieved through a one month notification period during which unused journeys can be used or refunded and after which time unspent or un-refunded fares would be lost. Leading up to the introduction of the free fare it will be necessary to phase out Ormer card top ups, encourage the use of unused journeys and then during the one month notice period, refund requests for any unused amounts. Alternative measures will have to be adopted to record passenger statistics.
- IX. Premises. Clearly an expansion in the bus services especially if utilising smaller vehicles, will result in a larger fleet and an increased urgency for a dedicated bus garage. The argument in favour of dedicated premises did not find sufficient favour within the capital prioritisation programme and hence this need has not been identified for capital funding during the current cycle. The cost of the bus garage, if delivered in the near future, will have to be amortised through a loan repayment or a design build and operate contract resulting in a contract length possibly in the order of 20

- years and either option is likely to mean a higher annual revenue cost. These options will be explored as part of the future bus contract tender.
- X. Fleet. Replacement of the current bus fleet has been listed as a capital project to be taken forward under the States Capital Investment Portfolio. Developing the business case to move forward has not been possible in advance of this transport strategy debate but the project is being treated as a “Pipe Line” project.
  - XI. Disabled provision. Modern design of buses and mini buses means that even smaller vehicles can accommodate disabled people albeit that the ease of passenger boarding is largely lost once vehicles rely on rear entry as opposed to kneeling side entry. However, as the high intensity routes would be the main corridors and the smaller vehicles would be aimed at the lower density routes, there is no reason why the whole fleet cannot be procured with disabled access.
  - XII. Extension of the current contract. Clearly delivering any of the above changes as part of a new operators contract will take some time to deliver and hence the Department has exercised its option to extend its contract with CT Plus for a further year (until 31<sup>th</sup> March 2015).

#### 12.5 Taxis, Dial a Ride and/or Taxi buses

- I. Mixed fleet. Under a policy of controlling costs a standard sized bus fleet which can meet school run needs, peak time tourist needs, commuter needs, disabled needs, and which allows for reduced vehicle parts holdings and simplified service and maintenance regimes is the order of the day. In this regard the existing fleet has been ideal, even though many islanders consider the vehicles too large. It is possible to have a standard sized fleet of smaller vehicles and simply operate two or three times as many buses (and drivers) at peak periods and on school runs etc. The cost of doing so would be disproportionate especially if the fleet has to cope with a significant increase in passenger carryings. It is anticipated that a mixed fleet will be necessary with vehicles similar to the existing fleet delivering the school runs and key corridors, smaller buses 18- 25 seater or taxi buses (see below) operating in some of the country parish routes and potentially some dial a ride services (see below) providing a more personalised fee paying service. The mixed fleet option will be explored as part of the tendering of the new service contract.
- II. The strategy consultation floated the concept of replacing all buses and all taxis with taxi buses. A taxi bus is a vehicle designed to carry less than 8 people for hire or reward (which could include States subsidy) on a route between termini at separate fares, stage by stage and stopping to set down and pick up passengers on route. In essence a small bus as opposed to a large taxi. The logic behind such a proposal was based on the claims that there is insufficient taxis at peak times, taxis are too expensive, taxis do not meet the needs of disabled people, buses are too large, buses do not get close enough to the desired pick up and drop off

points, waiting at bus stops discourages bus use, large buses on low frequency routes are inefficient and all these problems could potentially be resolved with taxi buses.

- III. However, Guernsey would always struggle to have enough drivers and vehicles to deliver the school and peak commuter runs with taxi buses whilst at the same time covering the 24 hour shifts of taxis and the peak period demands of tourists and cruise ship passengers etc. all serviced by prescribed routes. In addition Guernsey has insufficient data on which it could formulate a model and hence quantify the number of vehicles and drivers needed, the fare structure to be applied or the subsidies needed to ensure sufficient take up by businesses etc. Such a shift in service provision is not therefore proposed.
- IV. Delivering the required change in travel habits will, nevertheless, be hampered by sticking to the current fragmented taxi, large bus single operator model. The solution might be a blurring of the boundaries rather than a merging of the two.
- V. Whilst the existing or replacement fleet supported by a range of smaller 18 to 25 seater buses and potentially some taxi buses (could continue to operate under a single provider bus contract and service the core routes and school runs, minibuses operating as either taxi buses and/or Dial a Ride (known as public ring and ride under the legislation) could be licensed to operate alongside this fleet serving the more remote and /or lower ridership areas. A Dial a Ride service carries passengers for hire and reward at separate fares and stopping to pick up and set down passengers by prior arrangement. Such a service does not ply a prescribed route between termini nor does it operate freely and trade from the taxi ranks. It is in essence a taxi/bus hybrid. A Dial a Ride service would make minor diversions from its route of destination to pick up passengers who have phoned in requesting the service. Each passenger pays their own fare. It would not be essential for these dial a ride buses to operate under a single contract, whether or not let to the operator of the main fleet, but it might be desirable to do so. Whichever way the contracts are let, there would need to be a licence requirement obligating the taxi buses and dial a ride buses to work with and complement the services provided under the main bus contract. Such a licence would almost certainly require the taxi buses and dial a ride buses to be equipped to service disabled people. Exactly how such a service could work is a matter for discussion with prospective bus service providers. However, the existing Public Transport Legislation already provides for the licensing and the setting of conditions to such licences.
- VI. As currently defined under the Public Transport Ordinance 1986 there is an overlap between passenger carrying capacity of Private hire Cars (and Taxis) which can carry up to 8 passengers and Private Hire Omnibuses which can carry 7 or more passengers. This means a vehicle carrying 8 passengers can be either a Taxi or a Private hire omnibus. This situation becomes aggravated with the introduction of Taxi buses defined as carrying less than 8 passengers. It would, therefore be more logical to

- amend the legislation to create a clear division between vehicles designed to carry 8 passengers or less (private hire car, taxis and taxi buses) and vehicles designed to carry 9 passengers or more (buses and private hire omnibuses). This will require a legislative amendment.
- VII. Multiple providers. It need not be assumed that a single provider will deliver all of the services listed. For example, it is quite possible that a taxi bus service or a dial a ride service that compliments the main bus service could be achieved through a collective of local providers. However, if it proves to be desirable to have the taxi buses and/or dial a ride services under a single contract alongside the main buses and hence operate all of the services under a sole operator licence, it will be necessary to amend the Public Transport Ordinance 1986, as amended. It is, therefore, proposed that the policy whereby taxi buses and/or dial a ride services can operate under a single operator contract alongside the main buses is implemented, if this proves to be desirable after further consideration by the Department.
- VIII. At the same time there is a desire to enhance the taxi offering. One of the complaints from the survey was the price and lack of availability of taxis especially at certain times. Addressing this problem is complicated by the fact that taxi owners trade their plates, known as “white plates” and hence have substantial sums, (The Department has been advised that plates trade for sums in the order of £25,000 per white plate) invested in their business. The States could simply release more plates onto the market place but in doing so would devalue the investment of the taxi owners and hence this is not currently proposed.
- IX. One option is for Government to offer to buy back all the taxi plates at a fixed fee of circa £25,000 per plate. This would not be a compulsory purchase, it would simply be an offering in recognition of the approximate market price of a plate. Government could then seek to hire out plates on an annual basis and control the number of plates issued according to the rental market price it could get plus the market demand. Again, Government has no real data on which it could formulate such a model at present and hence again this is not proposed.
- X. What government can readily do is issue new “special plates” with conditions attached that do not exist on the current plates. One condition would be to prevent the trade of these new plates. Other conditions would be likely to relate to the times the plate can be operated and the conditions the vehicle/driver must meet e.g. World host training, accommodation for and training in assisting disabled people etc. Such new plates would be targeted to fill the perceived gaps and shortfalls in current service provision reducing its direct competition with the current taxis. The Department will fully investigate this option.

## **13 STAFF RESOURCING**

- 13.1 The proposed strategy contains many projects and initiatives that need to be delivered over a continuous time frame. Bringing about these projects and initiatives requires a dedicated resource beyond the staffing available within the

Environment Department. Lack of staff to deliver strategy projects and initiatives has been one of the main contributory failings of previous transport strategies. The fact of the matter is that the Department's staff are fully employed dealing with the day to day functions of the Department's mandate. Without additional staffing resources the proposed strategy is destined to fail.

- 13.2 The key objective of the strategy is to achieve a movement in support of the alternative transport means. This requires engagement and buy in from the general population. All stakeholders need to be consulted on the detail of the proposals. Engagement with other Departments, transport groups, Parishes, Schools, Clubs, Businesses etc. is required. In addition highway changes must be planned and contracts tendered and the delivery supervised. The resulting impacts then need to be monitored and throughout a strong communications, education and promotion campaign managed.
- 13.3 To deliver the strategy in any meaningful way requires a minimum of an additional 2 full time administrative delivery staff who will need to be supported by other voluntary and private sector resources plus a dedicated full time enforcement/promotion officer and a dedicated Road Safety Officer. It is envisaged that one of the full time delivery staff will primarily take forward physical projects and improvements whilst the other member will primarily lead the education promotion and communication campaigns.

#### **14 ANNUAL REVENUE COSTS**

- 14.1 Without identifying every junction, pavement, crossing, route and piece of traffic infrastructure that requires enhancement; without identifying the desired cycle and walking networks including land to be procured or leased and the upgrading works required; without identifying all the education and communication initiatives, outreach programmes, adverts printed documents etc; without designing the future bus routes and frequency and specifying the fleet to deliver that service and hence the resulting man power including inspectors, managers, drivers etc; and without identifying all the signage and equipment, stops, shelters, cycle stands, traffic calming, and all the other elements listed in this strategy it is impossible to cost the strategy. This is even more so the case as one of the key elements of the strategy is the incremental approach used to deliver the various phases concentrating on expanding those elements that have been found to be successful during previous phases. It is possible, however, to identify an upper level of additional annual revenue spend which would be considered reasonable to enable the strategy implementation to proceed.
- 14.2 Ball park figures can be stated for key elements or blocks of the strategy as follows.

ITEM	REVENUE COST £,000s					
	2014	2015	2016	2017	2018	
Free bus fare lost income	£750	£1,000	£1,000	£750	£500	In yr 1 (2014) first quarter prior to States debate service will generate fare income. Fares may be phased in from yr 4 subject to the 3yr review
Putting existing bus service on firm footing <sup>1</sup>	£0	£200	£300	£300	£300	In yr 1 (2014) and first quarter yr 2 (2015) current contract with CT Plus would stand
Additional bus routes and frequency	£150	£300	£300	£300	£300	The number and extent of additional services will reflect conditions at the time
Targeted routes to deal with enhanced usage beyond capacity	£100	£200	£200	£200	£200	Ditto.
Road safety and signage	£100	£100	£100	£100	£100	Allows for circa 15 small/medium sized projects per annum
Education and communication	£100	£50	£50	£50	£50	Yr 1 incurs higher start up costs
Staffing	£100	£200	£200	£200	£200	Yr 1 delay for recruitment.
Misc (eg bike loan)	£100	£100	£100	£100	£100	
<b>Total revenue costs</b>	<b>£1,400</b>	<b>£2,250</b>	<b>£2,250</b>	<b>£1,950</b>	<b>£1,750</b>	
	<b>ROUTINE CAPITAL ITEMS £,000s</b>					
High way changes	£50	£100	£100	£100	£100	Based on 1 major project per annum
Cycle and Walking infrastructure	£100	£200	£200	£200	£200	Based on 1-2 medium/large projects per annum
3 additional 2 <sup>nd</sup> hand buses to meet increased loads	£100					
<b>Total routine capital</b>	<b>£250</b>	<b>£300</b>	<b>£300</b>	<b>£300</b>	<b>£300</b>	

<sup>3</sup> In 2012 the budget available to the bus subsidy was significantly cut. Working within the reduced budget has led to the need to cut some routes, reduced flexibility which has led to increased in late running/delays, increased fares and general dissatisfaction from bus users. Increasing the available budget would allow the existing services to be put on a robust footing before the costs of extended or free services.

14.3 In addition to the items listed above, capital items normally funded under the capital prioritisation programme which could be amortised via procurement through a long term contract with the bus operator include:

- Real Time Bus info (GPS, display boards, Apps etc) £0.5million
- Bus Fleet (amortised over 10 years or lease equivalent) £5 million
  - The bus fleet funding is part of the capital prioritisation process
- Bus Premises (excluding land amortised over 20 years) £15/20million

These three sums could potentially be amortised against a build own operate and transfer (BOOT) contract of a sufficient time period (up to 20 years if premises are included) let to an experienced operator.

14.4 With regard to rule 15(2) of the States Rules of Procedure, the proposed strategy, excluding any other savings or reductions across the States, results in an increase in the States General Revenue Expenditure in the order of £2million per annum. Mechanisms by which this sum can be funded through the strategy are set out in the following section. The net effect of the proposed funding and expenditure is to generate a small annual surplus of circa £200,000 (see section 15.5) before the release of the circa £0.5 million currently collected under the 2006 strategy from the 1.2p per litre on fuel and the vehicle first registration charge. In the 2013 States Strategic Monitoring Report, 2012 Revenue Expenditure was quoted as £342 million representing a 0.5% drop on 2011 (£343.8 million in real terms). During the previous year 2011 Revenue Expenditure was 2.2% lower than 2010 and the year preceding that (2009) Revenue Expenditure was 0.9% lower. The cost of the proposed Strategy measures present an increase in Revenue Expenditure for 2014 onwards but do not, of themselves, negate the previous years' reductions in Revenue Expenditure. Nevertheless, it is reasonable to assume that the Transport Strategy may impede the Fiscal Economic Plan policy of real time freeze.

## **15 FUNDING**

15.1 One of the main reasons the previous strategies have failed to deliver noticeable change is that the package of incentives and disincentives was out of balance and sufficient funding was not available to drive the strategy forwards. The States Strategic Plan puts environmental issues on an equal footing with social and economic. Funding of the three legs of strategic policy is rightly managed by allocation from central funds. The allocation of funding for this strategy is, ultimately a matter for the States through the Treasury and Resources setting the Environment Department's annual revenue and capital budget. The Environment Department, however, recognises its obligation to identify the source of the funds which will then be allocated to the States income from which the strategy will be funded. Service charges alone cannot deliver the required funding necessary to deliver the Strategy. Therefore, vehicle taxes are an obvious option when considering how the additional costs of the transport strategy might be funded. Importantly, the funding sources the Department has identified are not just a means to raise the required revenue but are also disincentives integral to the strategy. Unless the States supports the identified funding options or

identifies other funds equally integral to the strategy, the funding will need to come from other areas of the general revenue account thus impacting on other departments' activities.

15.2 The Department considered a range of funding options whilst deliberating on the strategy including.

- Width duty
- CO2 duty
- Weight duty
- Length duty
- Luxury car duty (applied over a certain value)
- Second car ownership tax
- Annual (circulation) tax
- Parking clock charge
- Paid Parking
- Responsibility deposit
- Fuel duty
- Parking space tax (Benefit in kind)
- Vehicle Sales tax

15.3 Whilst arguments can be mustered for and against all these options, the Board concluded, by majority, to support the introduction of the width duty, CO2 duty and fuel duty as set out in sections 11.12 and 12.2. The Board considered that the width and CO2 duties acted as levers to shape future vehicle purchase behaviour as, motorists wishing to avoid the duties will buy smaller, cleaner vehicles. The fuel duty acts as a lever to reduce use of vehicles by current vehicle owners. The duties are simple to calculate and collect and do not unduly disadvantage any group. The Board considered that other "taxes/duties" such as a circulation tax, a parking tax including a paid parking clock, a vehicle sales tax etc. were not "avoidable" in the same way that the CO2 and Width duty are, or are avoidable but with significant impacts for certain groups of islanders. Hence, whilst those other taxes offer ways to raise funds they are less likely to incentivise the desired change in travelling patterns.

15.4 Income from the duties will depend on future purchasing and use behaviour which remains uncertain. The Department has allowed for a 10% per annum swing away from the larger more polluting vehicles and has allowed for a 1% per annum reduction in fuel use in favour of walking, cycling and bus use. The resulting income streams, which over the 5 year period totals circa £10.5 million and exceeds the 5 years revenue expenditure by circa £1 million can be estimated as follows:

## APPROXIMATE REVENUE INCOME

ITEM	£,000s					
	2014	2015	2016	2017	2018	
5p Fuel duty	£249	£1,485	£1,470	£1,455	£1,440	Based on 1/6 sales for first year and 1% annual reduction in sales thereafter
CO2 tax	£325	£750	£675	£608	£547	Based on 10% swing to cleaner vehicles (part first year)
Width tax	£325	£750	£675	£608	£547	Based on 10% swing to narrower vehicles ) part first year)
Lost income from current fuel tax	£0	£145	£289	£432	£573	Resulting from 1% shift away from car use
<b>Total</b>	<b>£899</b>	<b>£2,840</b>	<b>£2,531</b>	<b>£2,239</b>	<b>£1961</b>	

15.5 Funding for the previous 2006 strategy involved several elements of income including additional bus fare income, the Vehicle first registration fee, and the current 1.2p per litre fuel duty. Circa £500K of this income is now part of the ongoing annual revenue spend for the scheduled and schools bus service and must continue. Beyond this a line can be drawn under the previous strategy workstreams and funding. The 1.2p per litre on fuel sold currently accruing and the current circa £200K per annum first vehicle registration income could, therefore, be used by the Treasury and Resources Department as part of the funding of this proposed strategy.

#### 15.6 Typical Impacts

The following indicative cost impacts are conservatively based on a vehicle having a 10 year life (width and CO2 duties occurring only once on first registration) and an annual mileage of 10,000 miles (incurring an increased fuel duty of 5p per litre). Annualised cost, therefore, equals CO2 duty plus Width duty with the total divided by 10. Plus the increased fuel cost (10,000 miles divided by MPG multiplied by 4.5 to convert to litres multiplied by £0.05 to apply the increased duty).

Vehicle	MPG	CO2 duty on purchase	Width duty on purchase	Annualised cost £
Ford Ka 1.2L	48	0	0	47
Citreon Picasso2l HDi	38	200	250	105
Fiat 500 1.2	44	0	0	52
Skoda Octavia estate 1.6L	30	0	250	100
BMW 520 i	31	200	750	168
Range Rover 3 TDV8	20	1200	1750	408
Smart	57	0	0	40
Ford Focus 1.6	35	100	250	100
Hyundai i10 1.2	50	0	0	45
Mini Cooper	38	100	0	70

15.7 Should it prove that, by the time the new duties have been introduced, insufficient funds will be raised in the first year to cover the cost of the proposed first year revenue expenditure, it will be necessary to transfer funding from the Budget Reserve. The Department will, however, work to balance first year costs against income in an attempt to avoid, if reasonably practical this option.

## 16 Consultation

16.1 The Law Officers have been consulted in relation to the legal issues set out in this report.

16.2 The following States Departments have been consulted on the content of this report as it relates to their respective mandates: Treasury and Resources, Housing, Health and Social Services, Education, Commerce and Employment, Public Services, Culture and Leisure and Home and the various responses are appended to this report.

## 17 Governance

The Department considers that this report conforms with the principles of good governance. In particular, by recommending a sustainable strategy with a vision and work streams which clearly respond to the calls from the consultations and surveys and which seek to enable people to choose alternative sustainable transport methods the report and its recommendations conforms with principles 1. focusing on the organisation's purpose and on outcomes for citizens and service users; and 6. engaging stakeholders and making accountability real.

## 18 Implications on Environmental Policy

As stated in the Strategic context section, the Environment Department considers that the proposals support the Environmental Policies under the States Strategic Plan which includes objectives in respect of energy resources. The Department has, in addition, set out below a table indicating the output of a qualitative assessment of the proposals from which it can be seen the proposals present a cumulative positive impact. This assessment has been conducted using the ecosystem approach and the categories listed in the table are those internationally accepted as the categories against impacts to ecosystems should be assessed when considering the impacts of policy change.

<b>CATEGORY</b>	<b>Proposed strategy</b>
<b>Provisioning services</b>	
Food	<b>0</b>
Fibre and Fuel	<b>++</b>
Genetic resources	<b>0</b>
Biochemicals, natural medicines, pharmaceuticals	<b>0</b>
Ornamental resources	<b>+</b>
Fresh water	<b>0</b>
<b>Regulating services</b>	
Air-quality regulation	<b>+</b>
Climate regulation	<b>+</b>
Water regulation	<b>0</b>
Natural hazard regulation	<b>0</b>
Pest regulation	<b>0</b>
Disease regulation	<b>0</b>
Erosion regulation	<b>+</b>
Water purification	<b>0</b>
waste treatment	<b>?</b>
Pollination	<b>0</b>
<b>Cultural services</b>	
Cultural heritage	<b>+</b>
Recreation & tourism	<b>+</b>
Aesthetic value	<b>+</b>
<b>Supporting Services</b>	
Soil formation	<b>0</b>
Primary production	<b>0</b>
Nutrient cycling	<b>0</b>
Water cycling	<b>0</b>
Photosynthesis	<b>0</b>

<b>Score</b>	<b>Assessment of effect</b>
++	Potential significant positive effect
+	Potential positive effect
0	Neutral/ Negligible effect
-	Potential negative effect
--	Potential significant negative effect
?	Gaps in evidence/can't assess

## 19 Recommendations

The Department recommends the States to:

- i. Approve the transport strategy vision as set out in section 6.1 and as described in sections 7.1 to 7.13.
- ii. Rescind resolution 9 of Billet D’Etat VII 2006 *“To approve the Environment Department’s intention to acquire and develop suitable sites that might become available for the construction of off-street residents’ parking facilities, as set out in section 4.9.7 of that Report”*.
- iii. Approve the promotion and communication approach in accordance with the general direction set out in section 11.2 I to VI.
- iv. Approve cycling and walking promotion in accordance with the general direction set out in section 11.3 I to X.
- v. Approve promotion of cycling and walking at schools in accordance with the general direction set out in section 11.5 I to VIII.
- vi. Approve development of cycling and walking infrastructure in accordance with the general direction set out in section 11.6 I to X.
- vii. Approve the promotion of bus use in accordance with the general direction set out in section 11.7 I to XVI.
- viii. Approve facilitating an increase in taxi provision in accordance with the general direction set out in section 11.8 I and 12.5 X.
- ix. Approve developing enhanced travel options for people with a disability in accordance with the general direction set out in section 11.9 I to VI.
- x. Approve the incentivisation of motor cycling in accordance with the general direction set out in section 11.10 I to IV.
- xi. Approve the promotion of responsible vehicle ownership and driving in accordance with the general direction set out in section 11.12 I to XIV.
- xii. Direct the Treasury and Resources Department, at the earliest opportunity, to increase the rate of duty on petrol and gas oil (other than fuel used for air or marine navigation) by 5p per litre as set out in section 11.13 I.
- xiii. Approve the measures to discourage vehicle use in accordance with the general direction set out in section 11.13 II to VI.
- xiv. Approve the policy to designate additional small car parking spaces in priority parking areas as set out in section 11.14 III.

- xv. Direct, at the earliest opportunity, the introduction of CO2 duty as set out in 11.14, 12.2 and 12.3.
- xvi. Direct, at the earliest opportunity, the introduction of Width duty as set out in 11.14, 12.2 and 12.3.
- xvii. Direct the Treasury and Resources Department to consult with the Environment Department annually in respect of the bands and rates to be applied to the width and CO2 duties.
- xviii. To rationalise the carrying capacities of the various services eligible for licensing under the law as set out in 12.5 VI of this Report.
- xix. To enable the authority to include Taxi buses and Dial a ride buses within a single operator contract as set out in 12.5 VII of this Report.
- xx. Direct the preparation of such legislation as may be necessary to give effect to the above decisions.
- xxi. Authorise the Treasury and Resources Department, if required, to approve a transfer from the Budget Reserve of up to £1.65 million to the budget of the Environment Department in 2014 to fund implementation of the strategy and direct the Treasury and Resources Department to take account of the strategy funding requirements, as set out in paragraph 14.2 of this Report, when recommending cash limits and routine capital allocations for the Environment Department for 2015 and subsequent years.

Yours faithfully

R Domaille  
Minister

A Spruce  
B Paint  
Y Burford  
B L Brehaut

## **Appendix A. The Evidence Base**

### Consultation with Stakeholder Groups.

The following represents a summary of the submissions by the individual stakeholder groups. The comprehensiveness of each submission varied markedly between groups with some groups choosing to focus on just one or two points whilst others addressed all points and more and provided written documentation. This explains the varying length of the summaries. As each group represents differing numbers of islanders it is not possible to give a meaningful weighting to statements, rather the information was used to inform the draft strategy for consultation by the general public. The comments have been anonymised as, at the time of the stakeholder discussions, there was no firm commitment or agreement to publish the comments.

#### *Group 1*

- Enable full social inclusion, beyond buses. Consider remote locations, accessibility of taxis, voluntary car services.
- Any new buses must be accessible. Some bus stops dangerous for people in wheelchairs. Need to be safer. Mobility scooters in town
- Education of bus drivers – can't always see a disability
- Legislation – Disability Discrimination Law
- Disproportionate number of disabled people use public transport
- Possibility of corporate sponsors for transport for disabled people
- Buses don't go to venues regularly used by disabled people
- Later services needed
- Disabled people already rely on public transport more than able bodied people

#### *Group 2*

- Cars should not be at the centre of a strategy
- Loss of Road Tax means a key lever to disincentivise car use was lost. Petrol tax more of a blunt instrument, we should revisit road tax with disproportionate charge for heavy vehicles
- Introduce an emissions tax
- Legislation in favour of pedestrians and cyclists as in Europe
- Tax staff parking and introduce paid parking
- Need education measures to raise awareness of sustainable transport
- Tax on motor vehicles should pay for sustainable alternatives.
- Both carrot and stick policies needed to change mentality
- Offices need showers and facilities to encourage cycle use
- More cycle contraflows
- There is no disincentive to own a car
- Plan Review should incorporate reduced requirement for car parking and increased requirement for bicycle parking
- Cycling supports States policies on health and environment and should be promoted better

- Possible shared use cycle paths to increase cycle path numbers (pedestrian and bikes) especially on hills
- (Much more information on supplied documentation)

### *Group 3*

- Evidence based decisions and policymaking
- Too much paperwork and bureaucracy for taxi drivers
- Transport system generally works well
- Against moral pursuits, too much political interference
- If fuel prices raised to control use it needs to take account of taxi drivers
- Incentives needed to buy environmentally friendly vehicles

### *Group 4*

- Need an integrated service with the schools and review school timings
- Less bureaucracy in seeking evidence of demand
- How to charge visitors for services
- Better provision for parking at Ports for buses
- Free local buses
- Better integration of road closures and diversions
- Future bus design may not be suitable in Guernsey
- Affordability of environmentally friendly buses

### *Group 5*

- Support paid parking with proper pricing mechanism and short term free shopper park
- Supports reintroduction of tiered motor vehicle tax for car width and emissions control
- Urged to consider need to offset effect on lower paid through the tax system
- Must be imaginative – improvement only needed at margin
- Need public transport early and late at airport and for ferries
- Consider new bus station location
- Strategy must address health and obesity issues
- Measure to prioritise walking and cycling to improve safety of these groups
- Length of road closures
- Evidence-based decisions
- Corporate travel plans
- Traffic calming measures in town

### *Group 6*

- Possible multi storey car park
- Move commercial harbour out of St Peter Port
- Need a first class bus service and 2000 more parking spaces
- Park and ride from Douzaines

- Shuttle bus along east coast
- Sea front closures only when necessary
- Improve access to and enjoyment of Guernsey's public spaces (including SPP)

#### *Group 7*

- Support paid parking
- Remove cars from piers to make town more attractive
- Better travel planning for schools
- Car sharing initiatives should be promoted
- Maps to indicate walking and cycling distances
- Cycle parking at top of hills/park and ride
- Town more attractive with fewer cars
- Better consideration of coach bays and cruise liner needs
- Better coordination of road closures recognising peak tourist season is May, June, Sept
- Commercial vehicles emissions testing
- Car sharing websites
- Revise bus licence age and accredited training for drivers

#### *Group 8*

- Inclusivity and solutions that are economically affordable to users
- Wider bus network with point-to-point services
- Dial-a-ride wheelchair accessible taxi service
- Disability training awareness for bus drivers
- Buses are a social and public service
- Better street lighting
- More drop kerbs
- Affordability of electric mobility vehicles

#### *Group 9*

- Active travel promotion must be at heart of strategy
- More resources needed to make walking and cycling attractive
- Bus route is designed mainly for tourist industry, needs to be for commuters
- Stick to 2.5mile rule for secondary schools and have school travel plans
- Invest in more one-way systems near schools
- Introduce a vehicle emissions tax
- Discourage cars from routinely driving on pavements
- Extend use of white lines for pedestrians
- Acknowledge economic cost of congestion and pollution
- (more information on supplied documentation)

#### *Group 10*

- Seeks lorry and trailer parking area at Longue Hougue

- Buses should be cheaper
- Supports paid parking except short term
- Putting motor tax on fuel discriminates against hauliers
- Review allowable deliveries time in town, presently clashes with office workers

#### *Group 11*

- Strategy must improve current situation for wheelchair users, the visually impaired and those with reduced mobility
- Need 'carer goes free' on buses
- Seats at bus stops
- Improved bus schedule with point-to-point and better Sunday service
- Redesign timetable
- Shuttle buses and mixed fleet needed
- Bus phone app
- More drop kerbs

#### *Group 12*

- Primary issue road safety, requires education
- Need freer flowing traffic
- Any legislation including MOT/emissions has to be able to be policed
- 14yr mopeds OK

#### *Group 13*

- Theory test should be completed before provisional licence issued
- More education for young riders needed
- Education for road safety awareness (both car drivers and vulnerable road users)
- Better road surface conditions and non-slip manhole covers
- Restriction on validity of L plates

#### *Group 14*

- Need fewer cars on road
- Need to get more people on buses and raise fares
- New location for terminus
- Investment in bus services including technology
- need mixed fleet of low floor buses
- Bus priority lane from Bridge to Town
- Support paid parking
- Bus phone app
- Stagger school timings

#### *Group 15*

- Supports introduction of MOT
- Against new vehicle tax

*Group 16*

- Benefits of any strategy should be for benefit of wider community
- Disconnect between tourist expectations and reality where traffic is concerned
- Cannot always rely on driver courtesy, so need for a priority law which protects vulnerable road users
- Need to effect a culture shift away from cars
- Need to reduce car density while accepting some journeys will need to be made by car
- Reduce number of public parking spaces as evidenced by research to reduce congestion
- Financial incentives needed for small, more efficient cars (disincentives for larger cars)
- Improve access to public spaces by reduction in number of cars
- Carrot and stick needed to change culture
- Start from the point that the car is not king by implementing the transport hierarchy
- Transport that enables social inclusion
- Reduce demand and supply for parking
- Upfront investment in alternative transport
- CO2 emissions tax
- Paid parking that targets commuters but sympathetic to retailers
- Engage schools to reduce school run traffic
- Reduction in speed limit
- (Much more information on supplied documentation)

*Group 17*

- Good location of industrial premises
- Co-ordination of road closures: IRIS is a valuable tool
- improved facilities for tradesmen loading and unloading where possible
- Solutions to traffic issues should be adequate and appropriate, avoiding the risk of island losing its charm.
- Long term paid parking
- Filter in turns work well
- Reduce road congestion

*Group 18*

- Better co-ordination of road closures
- Should not have abolished motor tax

*Group 19*

- A framework that incorporates both carrot and stick policies to aid in changing the mentality of the average Guernsey person towards other modes of transport (a cultural change)

- Start from the idea that car is not king
- Encourage active travel
- Dynamic Paid Parking (more expensive the more desirable it is)
- Reduce number of parking spaces
- Greater use of alternative transport options
- Possible shared use cycle paths to increase cycle path numbers (pedestrian and bikes) especially on hills
- Priority for cyclists on roads reinforced with road markings
- Cycle parking at the top of hills / integrated bus stops / cycle parks etc.
- Preferential parking for fuel efficient cars
- Vehicles emissions tax to encourage fuel efficient cars
- (Much more information on supplied documentation)

*Group 20*

- Education needed to prevent bike riders having to ride defensively and to reduce accidents
- Encourage employers to have indoor bike storage facilities and showers
- Improve east coast cycle lane
- Educate about health benefits of cycling
- Speed limit for cycle paths

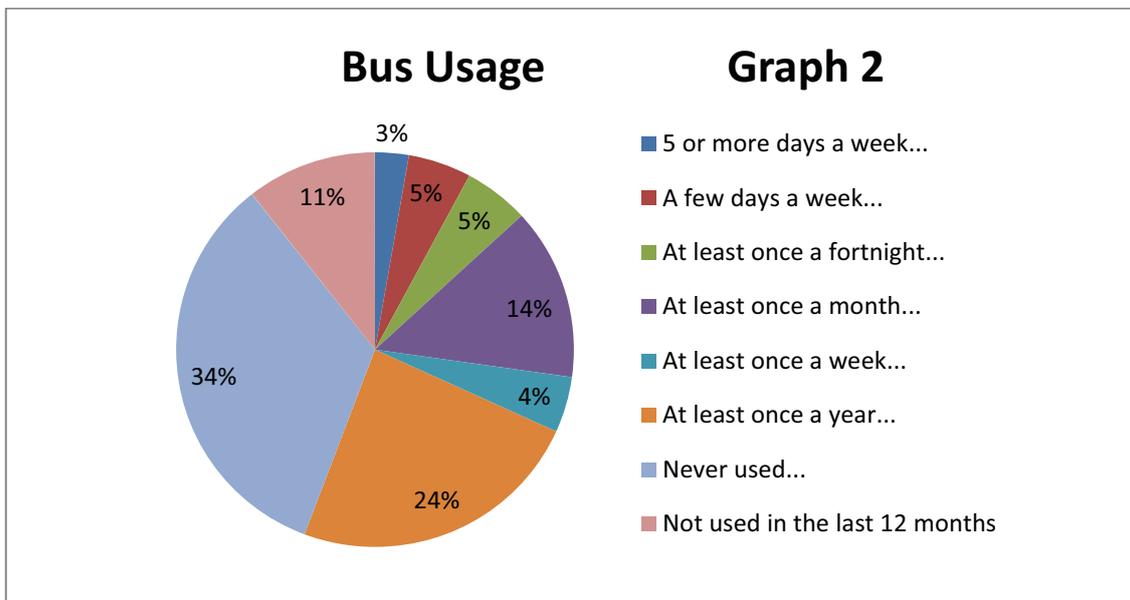
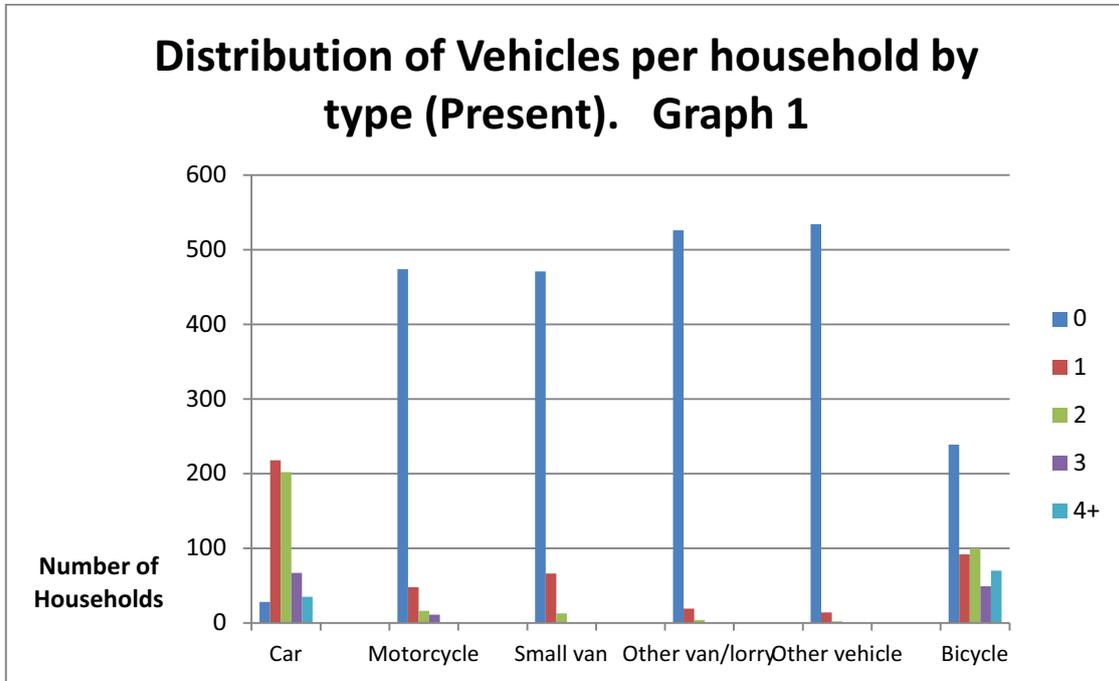
*Group 21*

- Double number of people on bus
- Serve east coast commuters better
- Secure funding to replace buses including mixed fleet
- No increase of parking in town
- Better timetables for commuters, airport etc.
- Encourage car sharing
- Better and more bus shelters
- Bicycles on bus
- See list of easy wins already provided
- Hypothecated petrol tax
- (Much more information on supplied documentation)

**Appendix B**

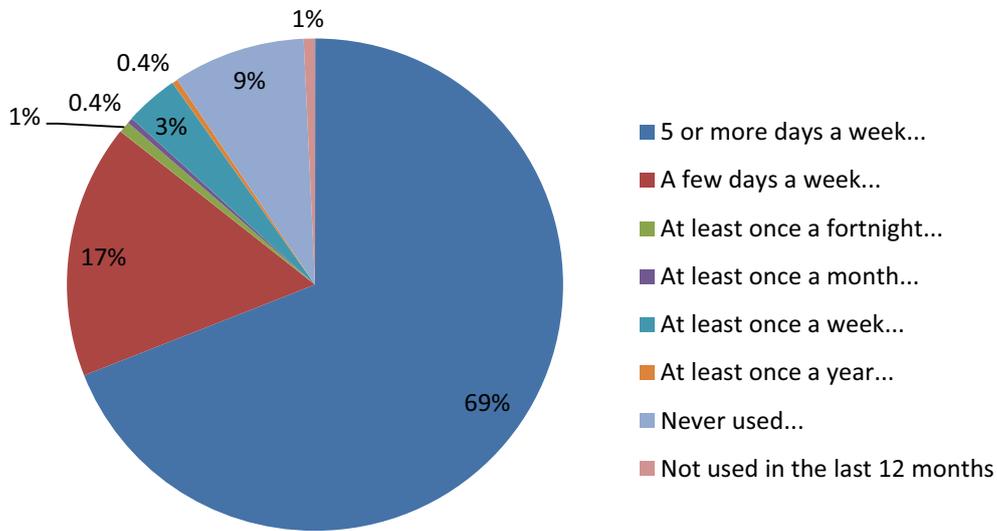
**The Evidence Base** (Colour versions are available on the States of Guernsey Website)

Household Survey Results



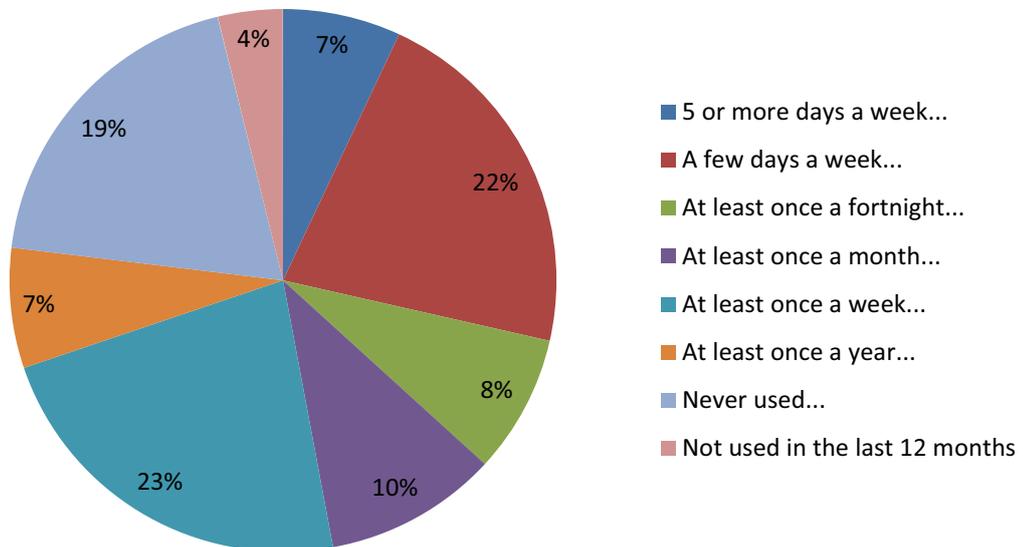
### Car Usage as Driver

### Graph 3



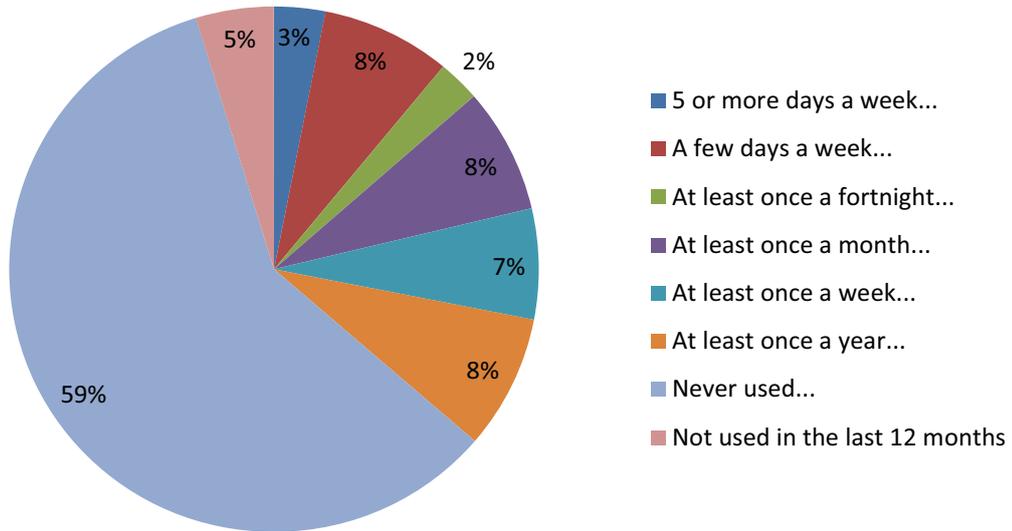
### Car Usage as Passenger

### Graph 4



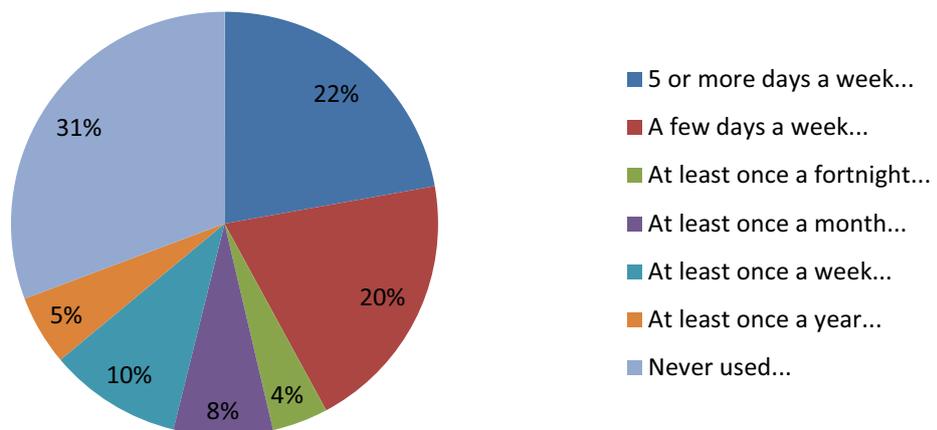
### Bicycle Usage

### Graph 5

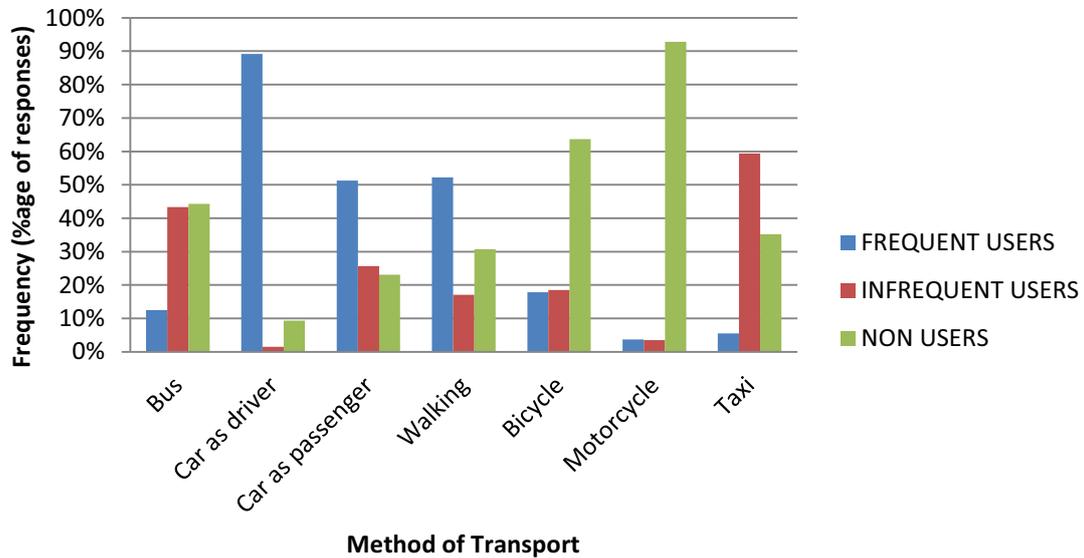


### How often walking is used as a form of transport.

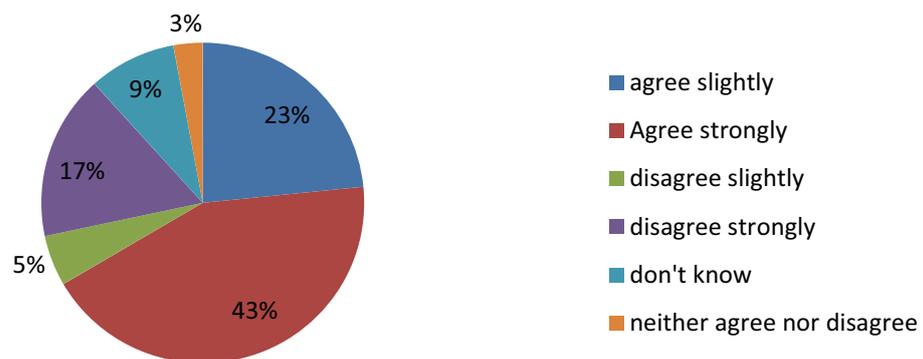
### Graph 6



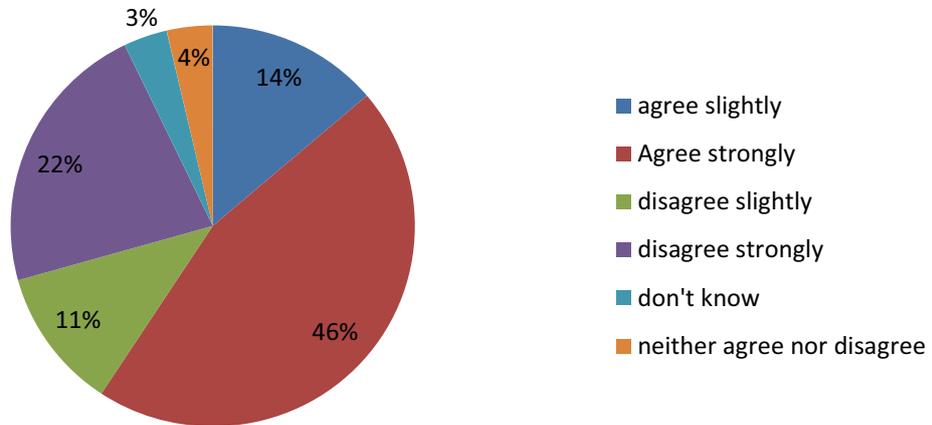
**Ratio of Frequent, Infrequent and Non Users. Graph 7**



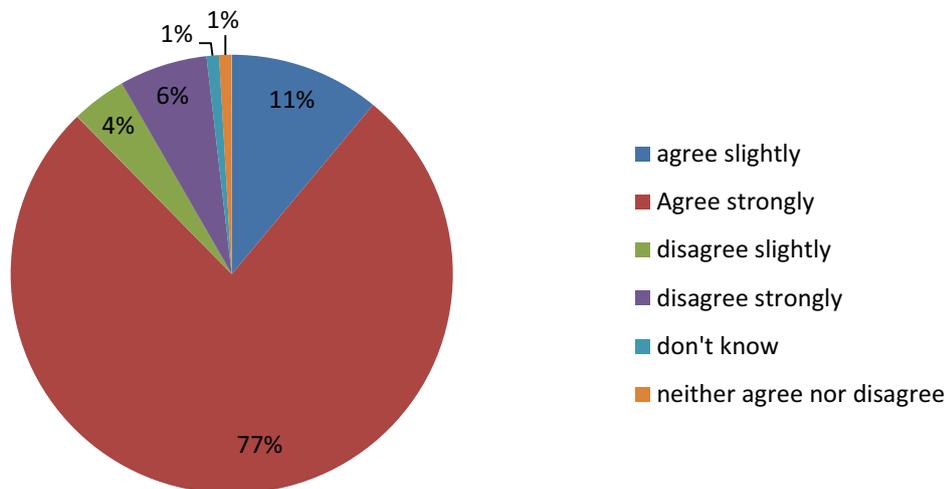
**There are a sufficient number of bus routes local to me to enable me to use the bus if I so wish Graph 8**



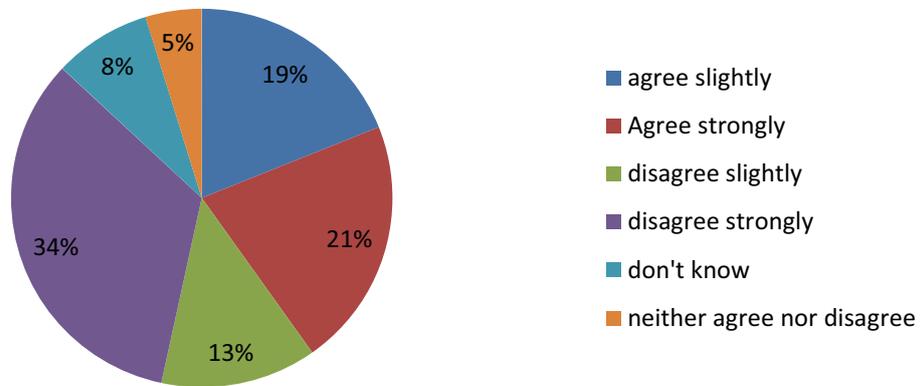
**I only use public transport when I have no other option**  
**Graph 9**



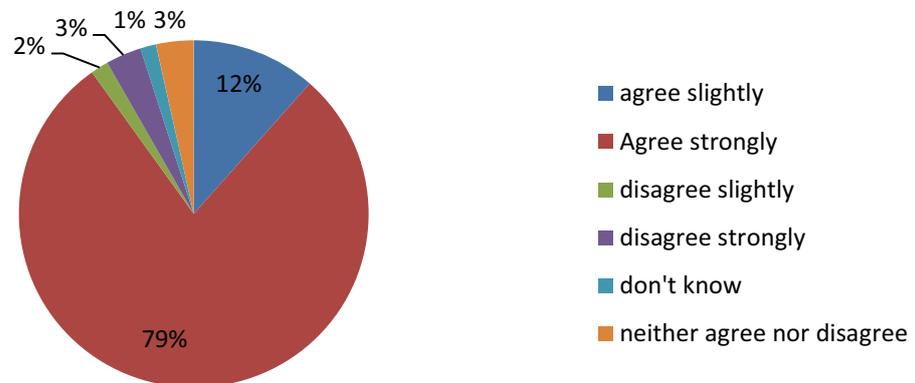
**Having access to a car is essential to me**  
**Graph 10**



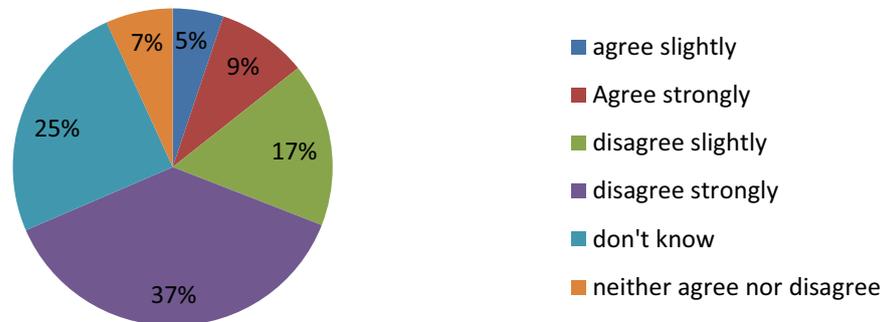
### There is provision for cyclists in my area Graph 11



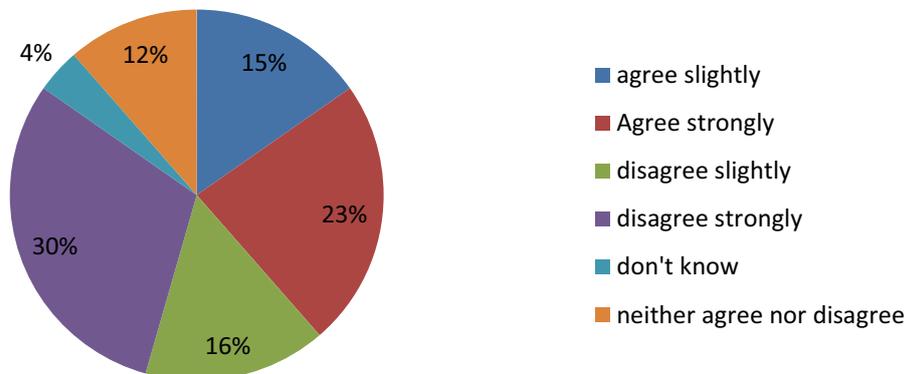
### Driving is more convenient than public transport Graph 12



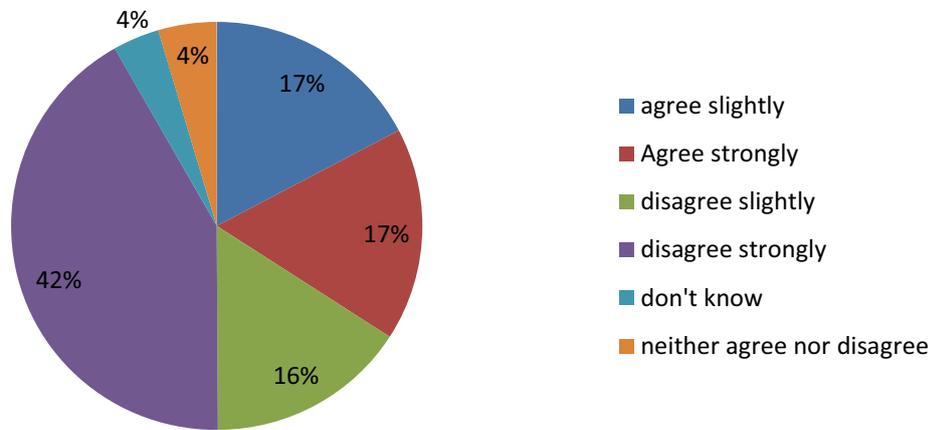
**Driving is cheaper than using public transport**  
**Graph 13**



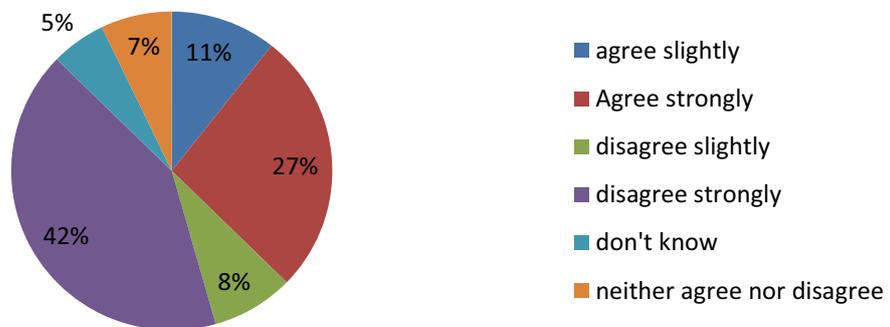
**The benefits of walking and cycling outweigh the convenience of using a car**  
**Graph 14**



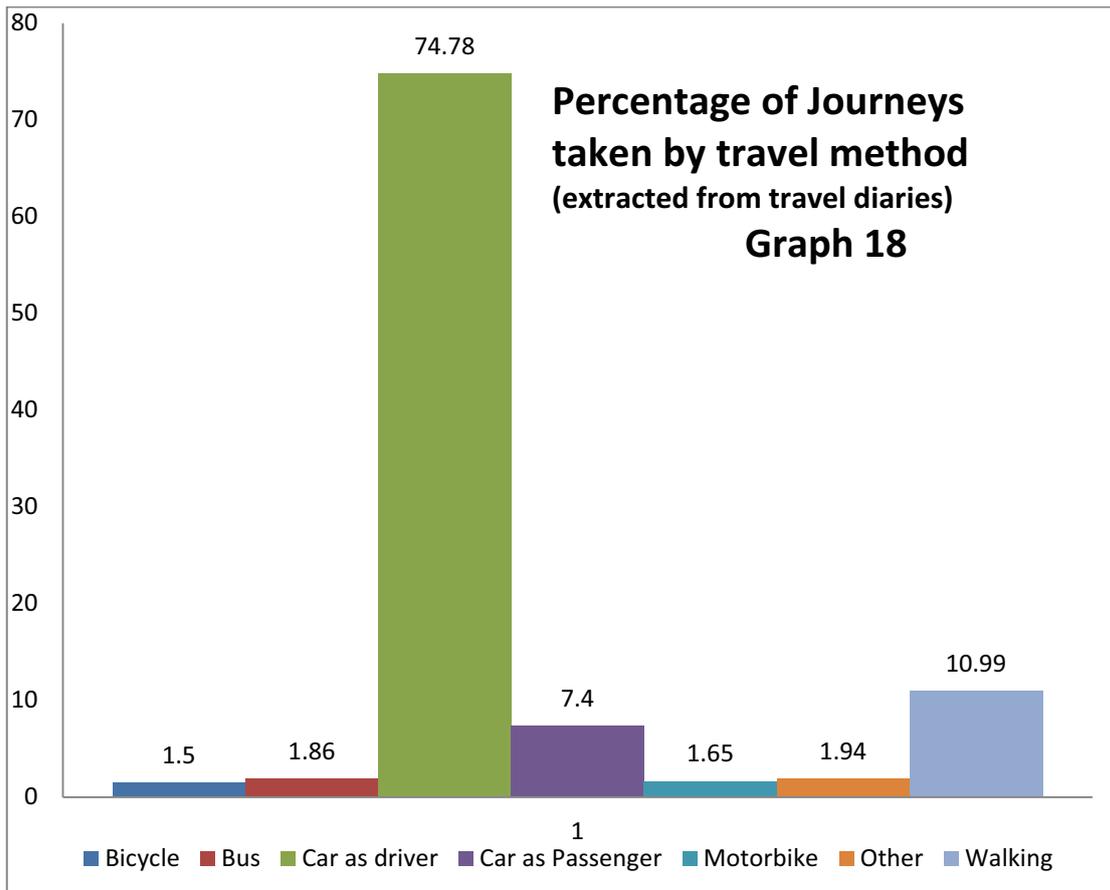
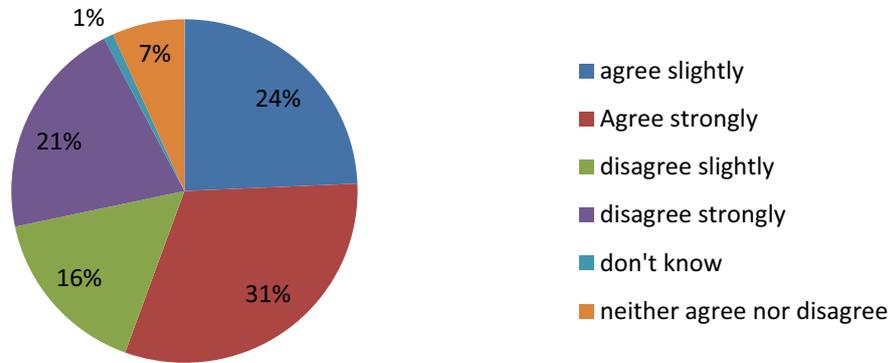
**I often drive short journeys where I could probably walk or cycle**      **Graph 15**



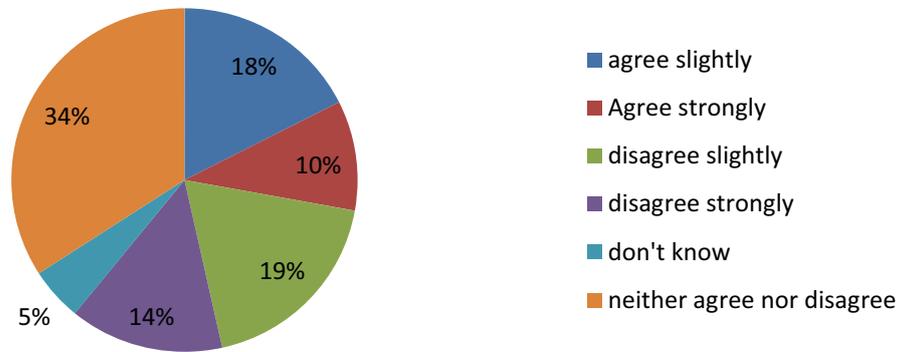
**Lack of confidence cycling on the roads is a major reason why I don't cycle (more)**      **Graph 16**



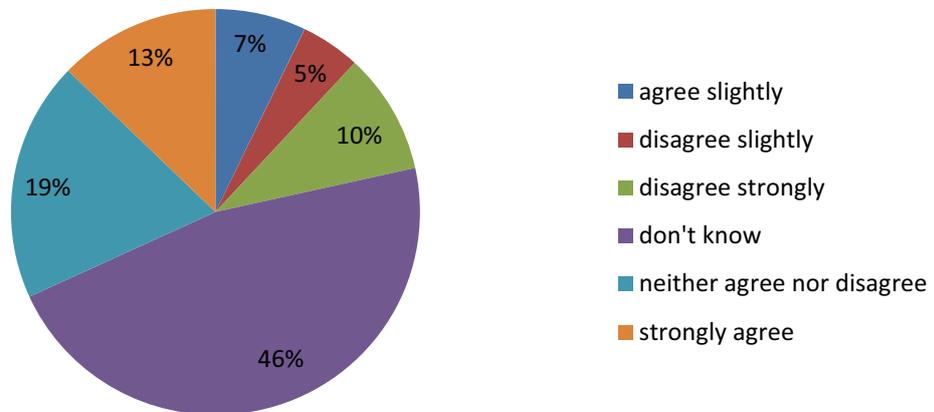
### The pavements are safe for me to use Graph 17



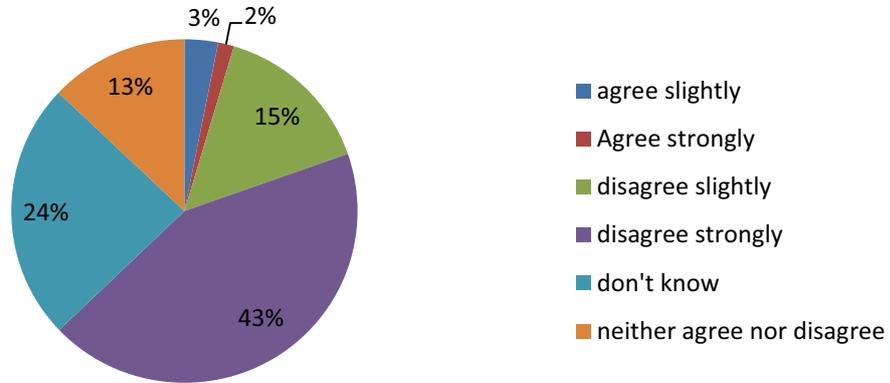
**I do not feel safe cycling in traffic**  
**Graph 19**



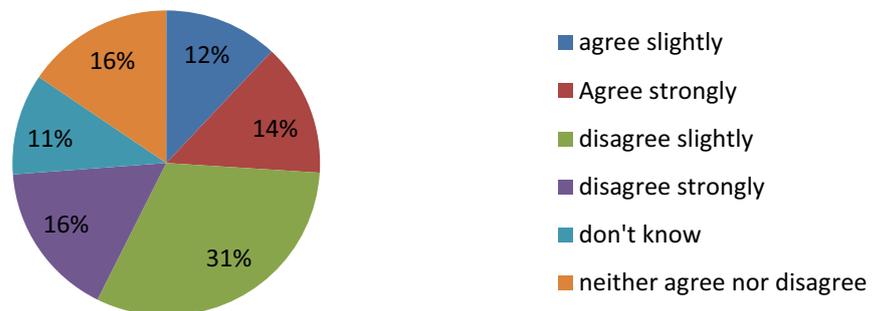
**Infrequent cyclists: There are not enough  
bike racks to lock up my bike.**  
**Graph 20**



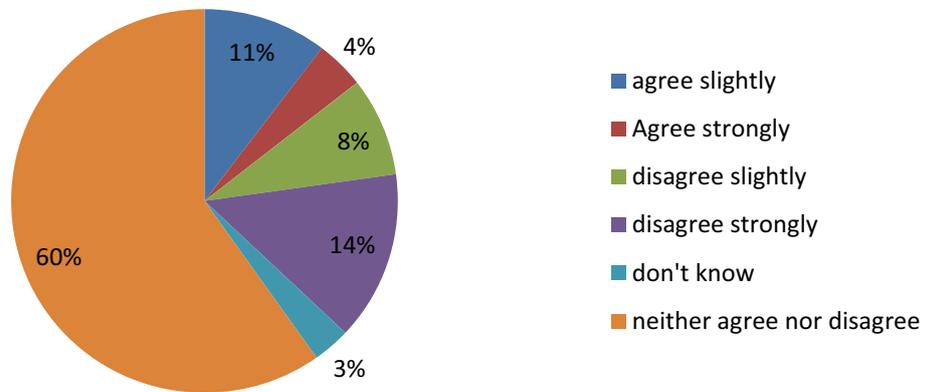
**There is no where to shower or change  
when I arrive at work. Graph 21**



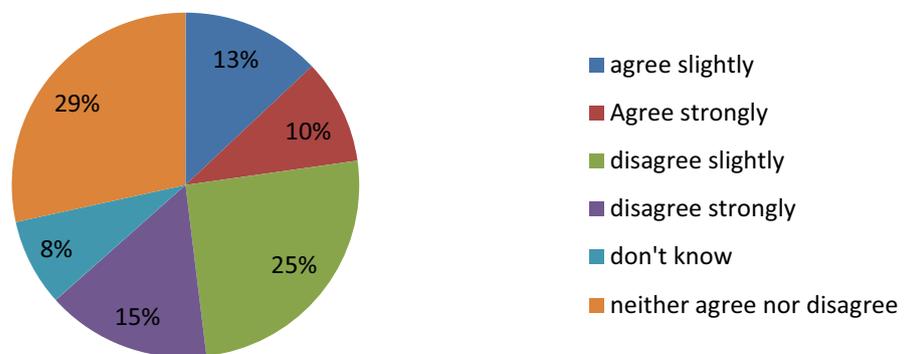
**Cycling takes too long to get places  
Graph 22**



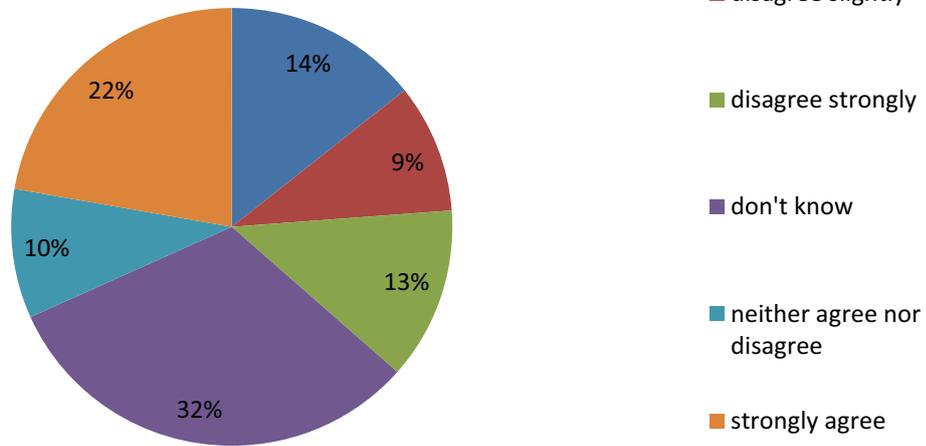
**Bad weather would limit me from using my  
bike      Graph 23**



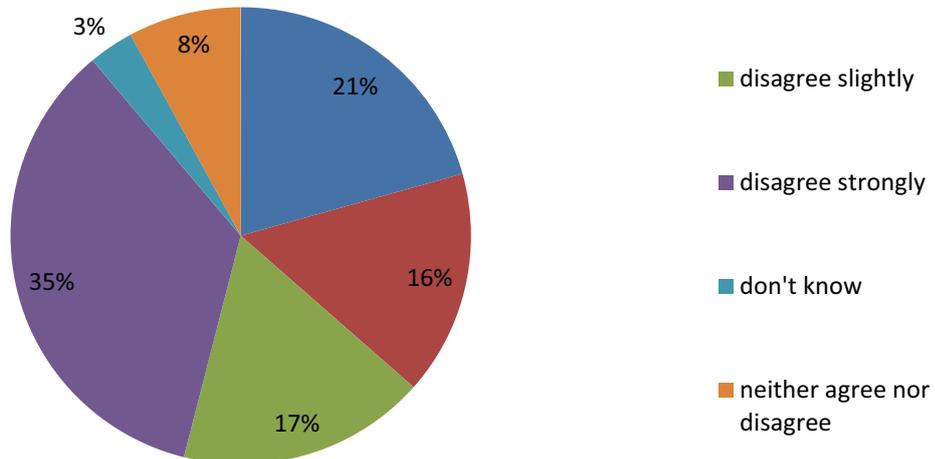
**More cycle lanes and paths need to be built  
before I think about cycling anywhere  
Graph 24**



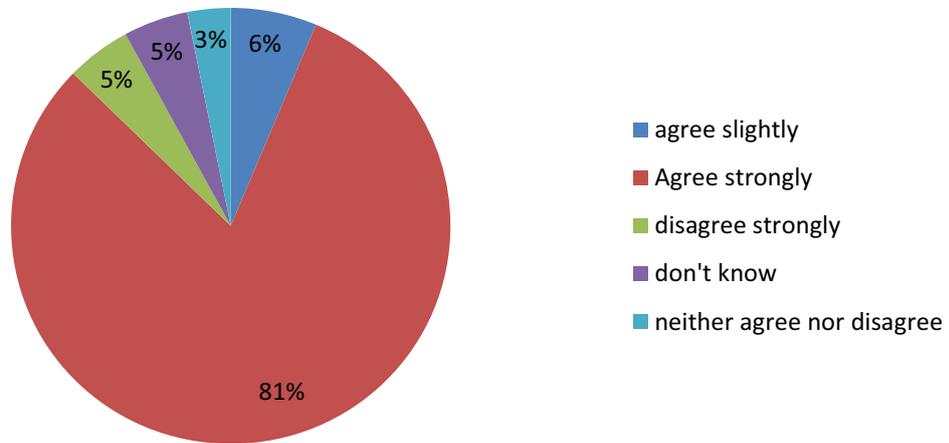
**With Disability: I do not feel safe cycling in traffic. Graph 25**



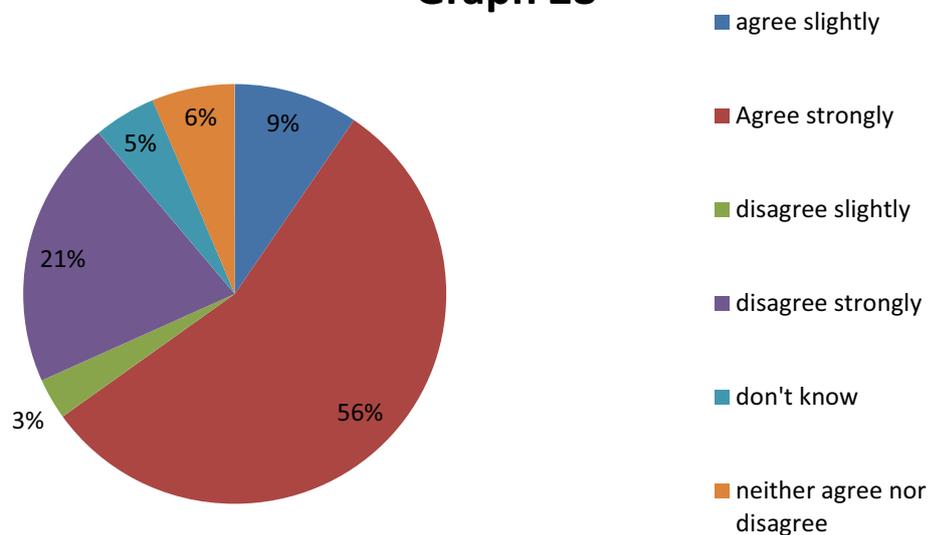
**With Disability: The pavements are safe for me to use Graph 26**



**With Disability: Driving is more convenient than public transport.** **Graph 27**

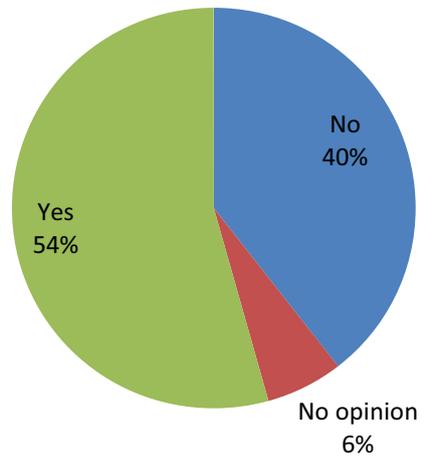


**With Disability: I only use public transport when I have no other option.** **Graph 28**



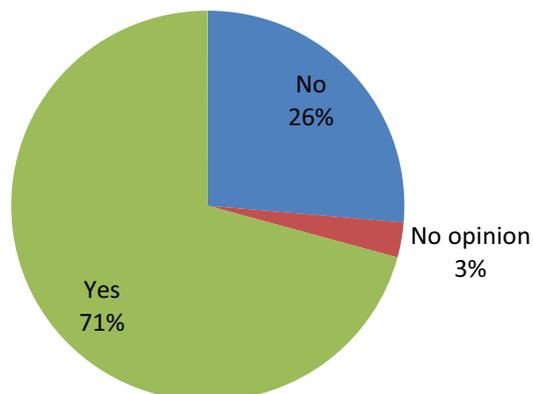
**Cycle Contraflows: Do you believe this kind of initiative should be invested in?**

**Graph 29**

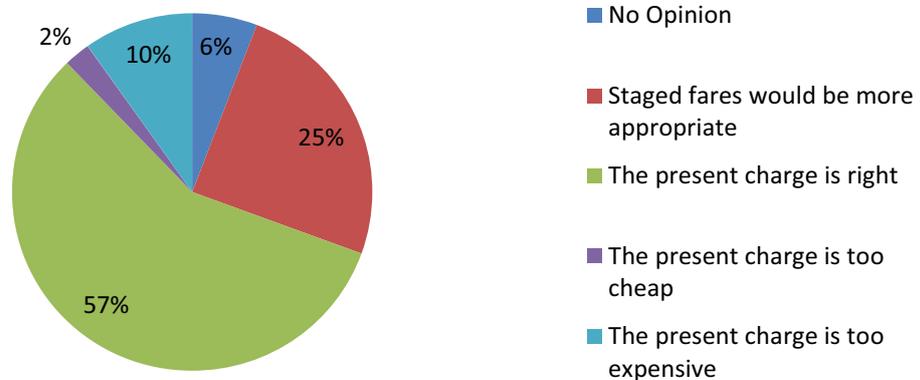


**Shared cycle and pedestrian paths: Do you think this kind of initiative should be invested in?**

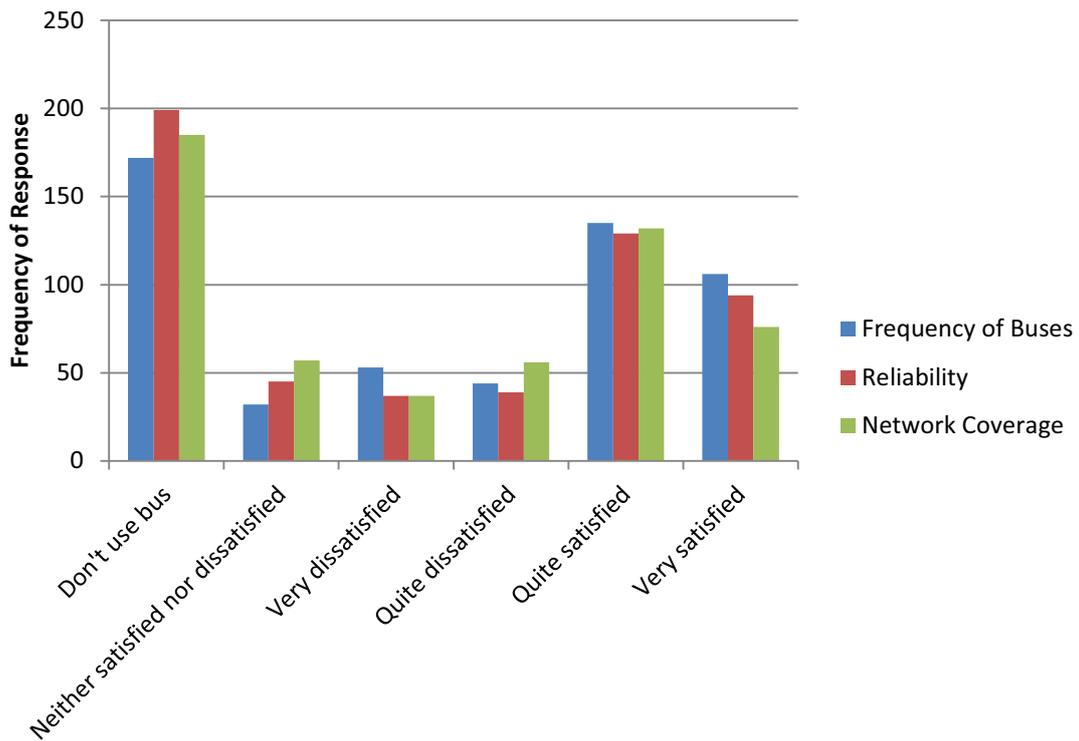
**Graph 30**



### Opinions on the £1 Bus Fare Graph 31



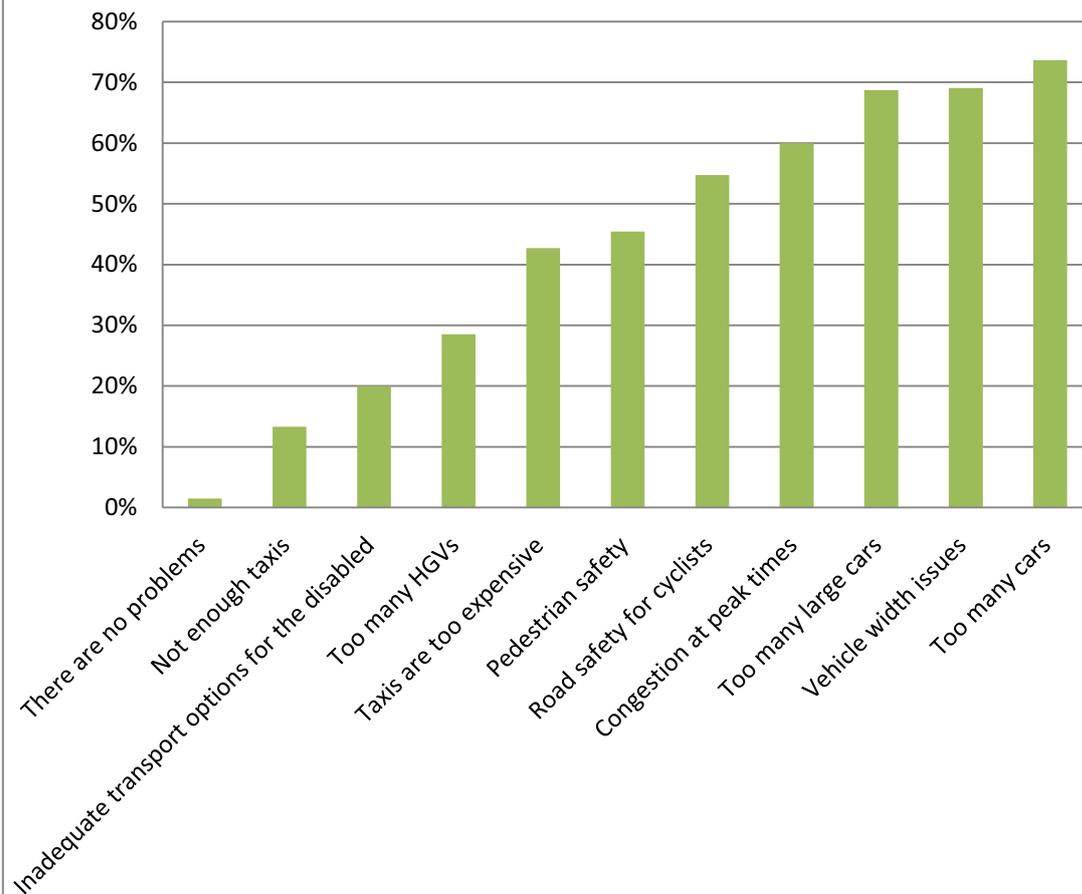
### Satisfaction with the Buses Graph 32



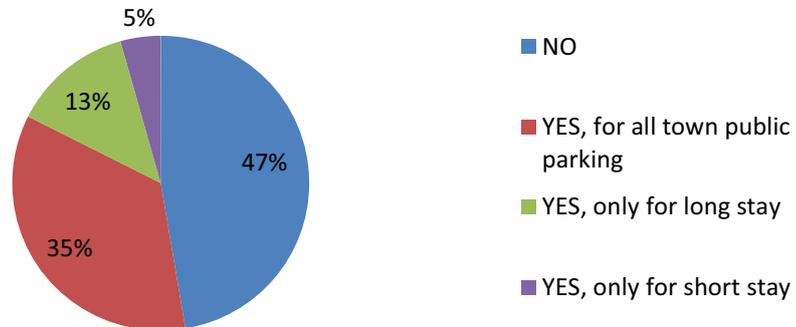
## How likely are you to use a lift sharing program? Graph 33



## What percentage of people feel each item is one of the main problems with travel on Guernsey. Graph 34

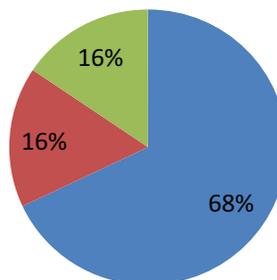


### Would you support paid parking in town public car parks? **Graph 35**

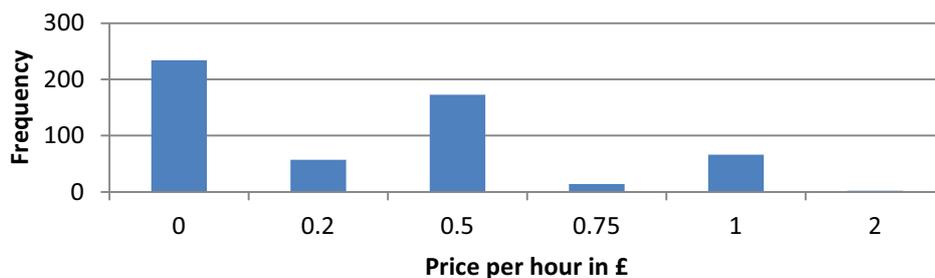


### Would you support paid parking in car parks island wide? **Graph 36**

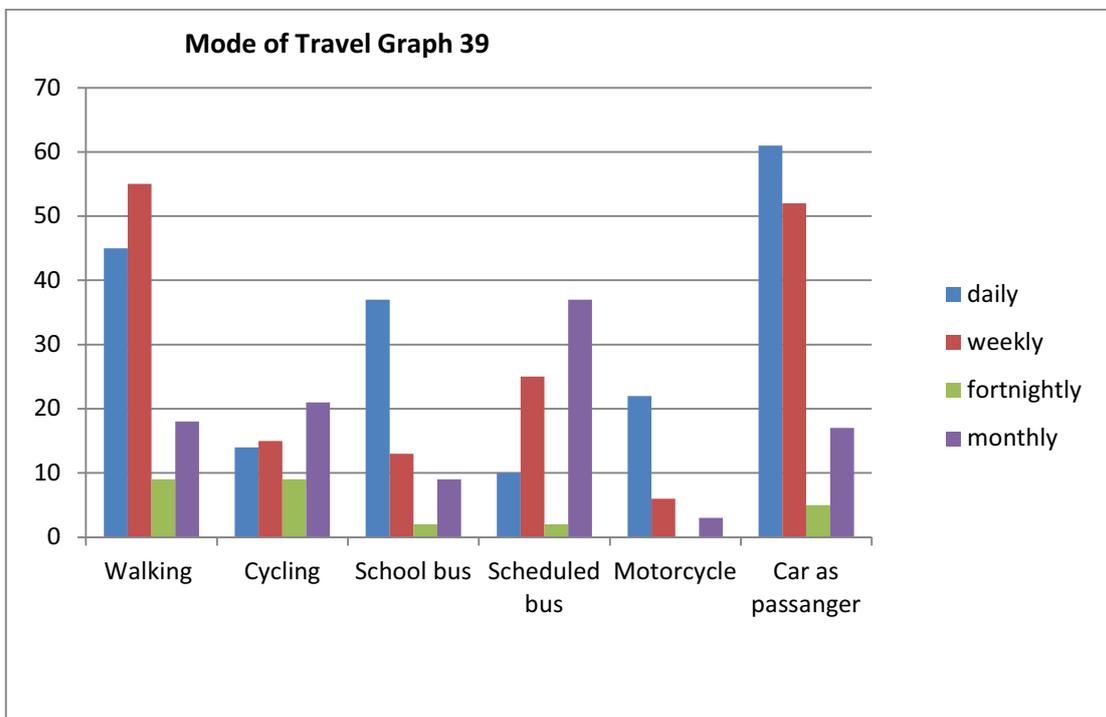
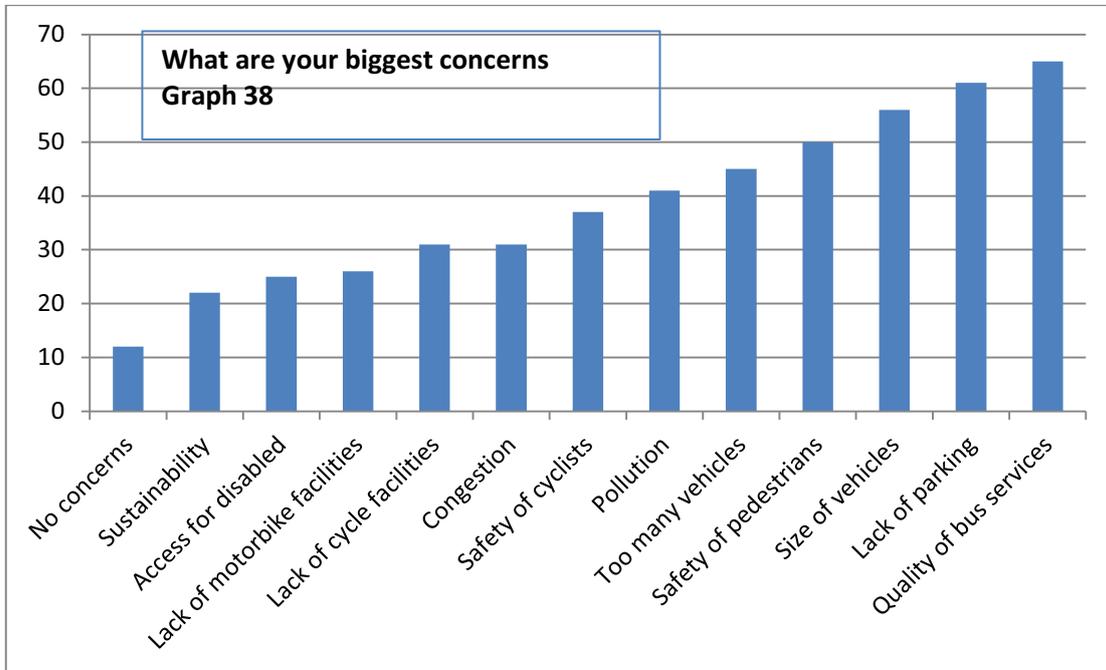
■ NO ■ YES ■ YES, but not at beach parking

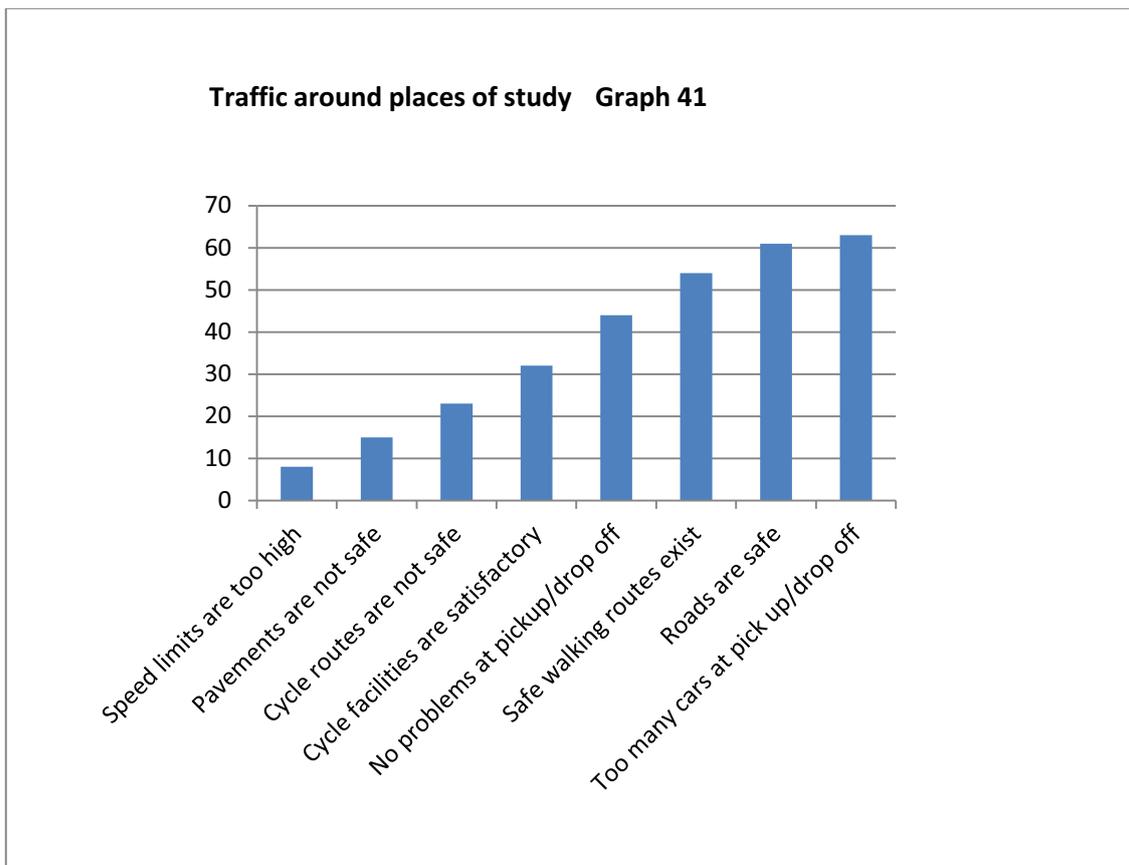
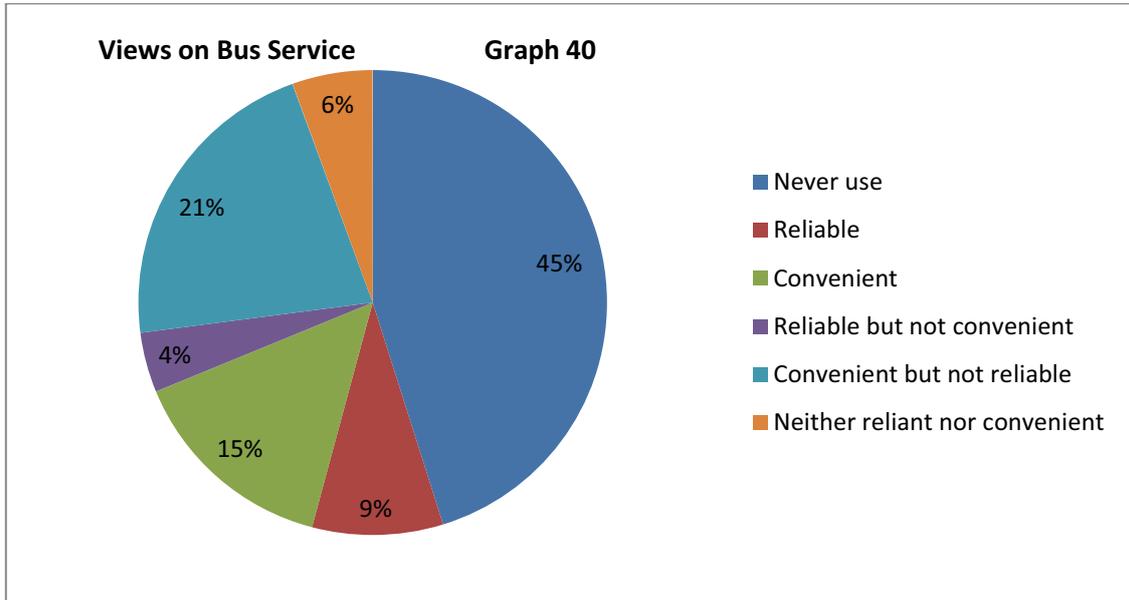


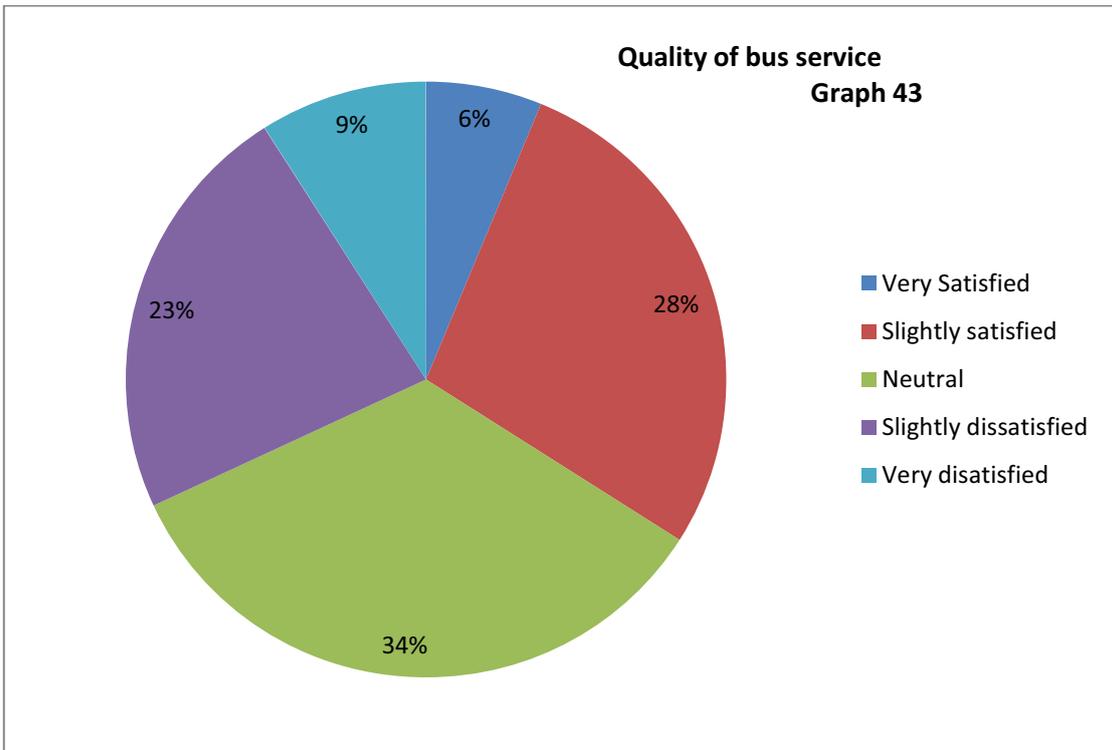
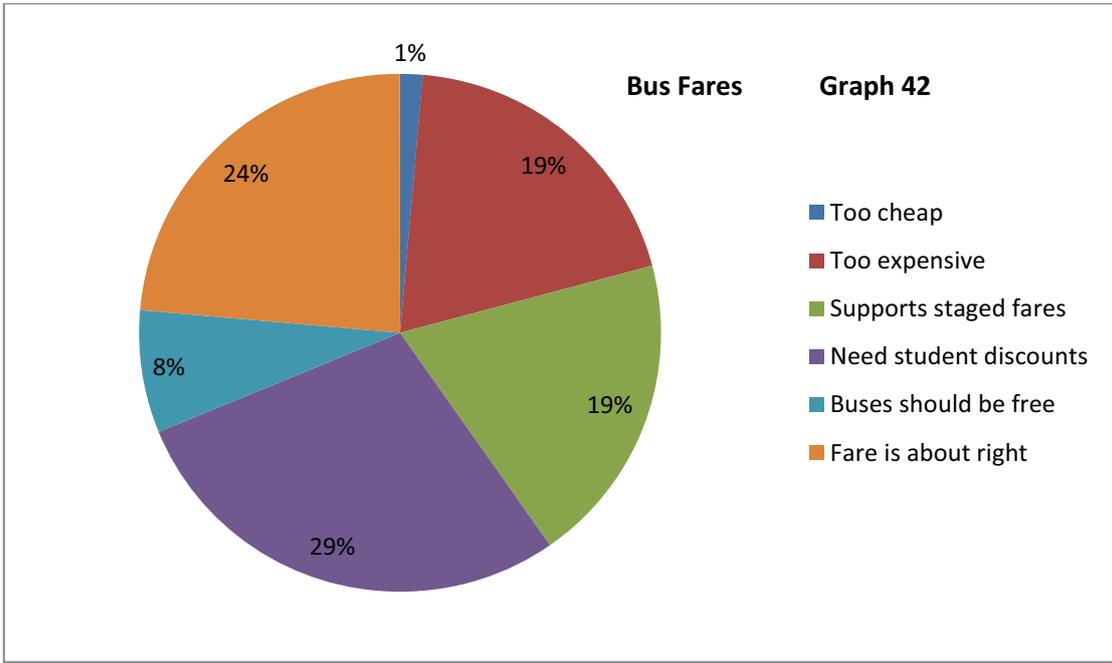
### How much would you be willing to pay per hour for parking in town? **Graph 37**



## SCHOOLS SURVEY RESULTS



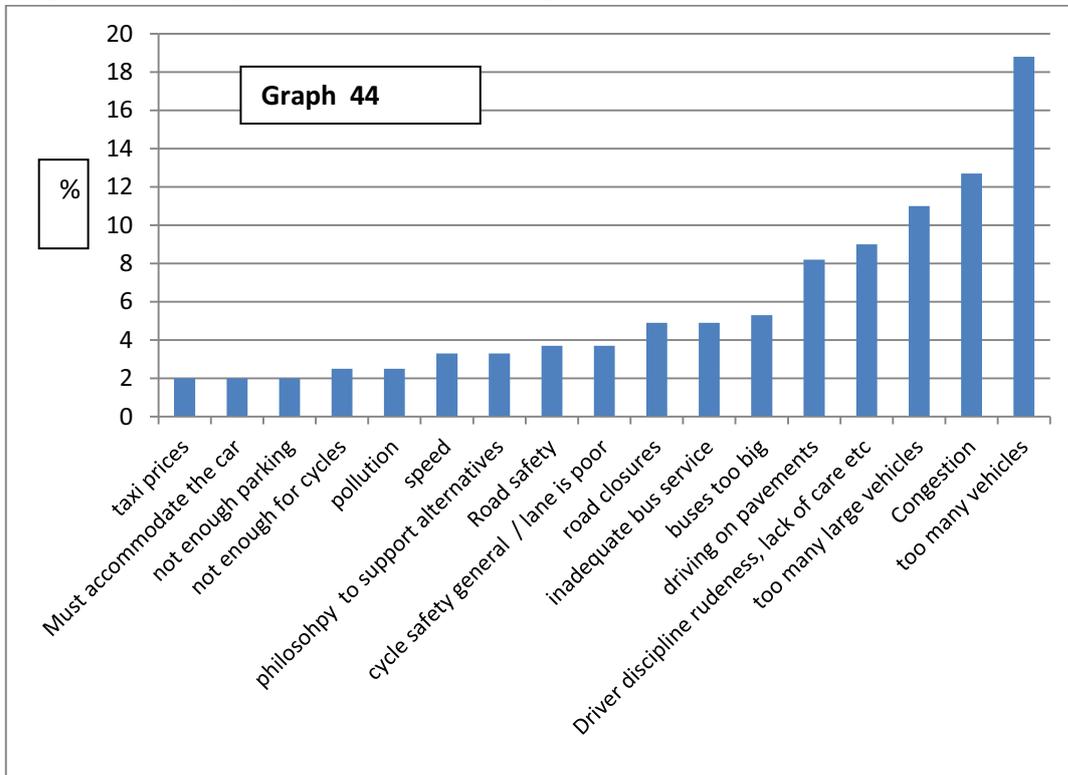




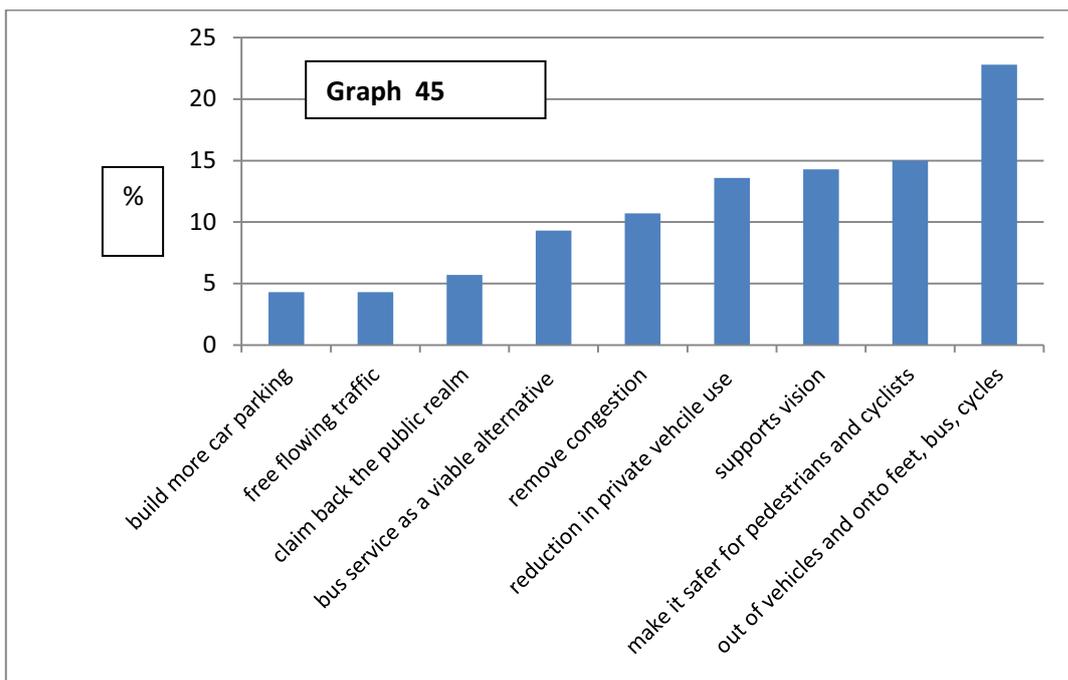
**Appendix C                      The Evidence Base                      Island wide Consultation Results**

(Colour versions are available on the States of Guernsey Website)

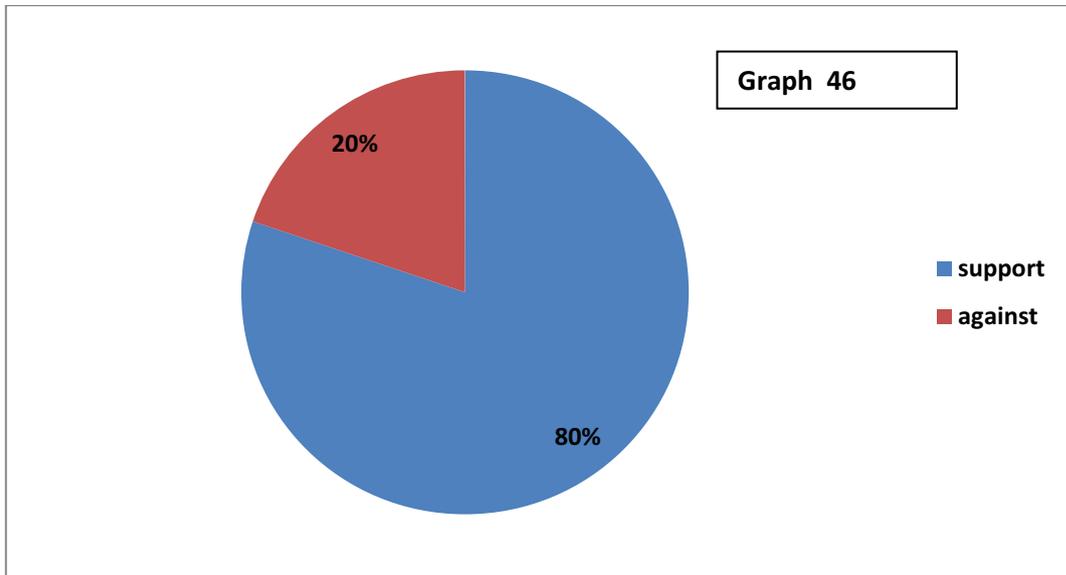
Responses to the question – What is wrong with our current system



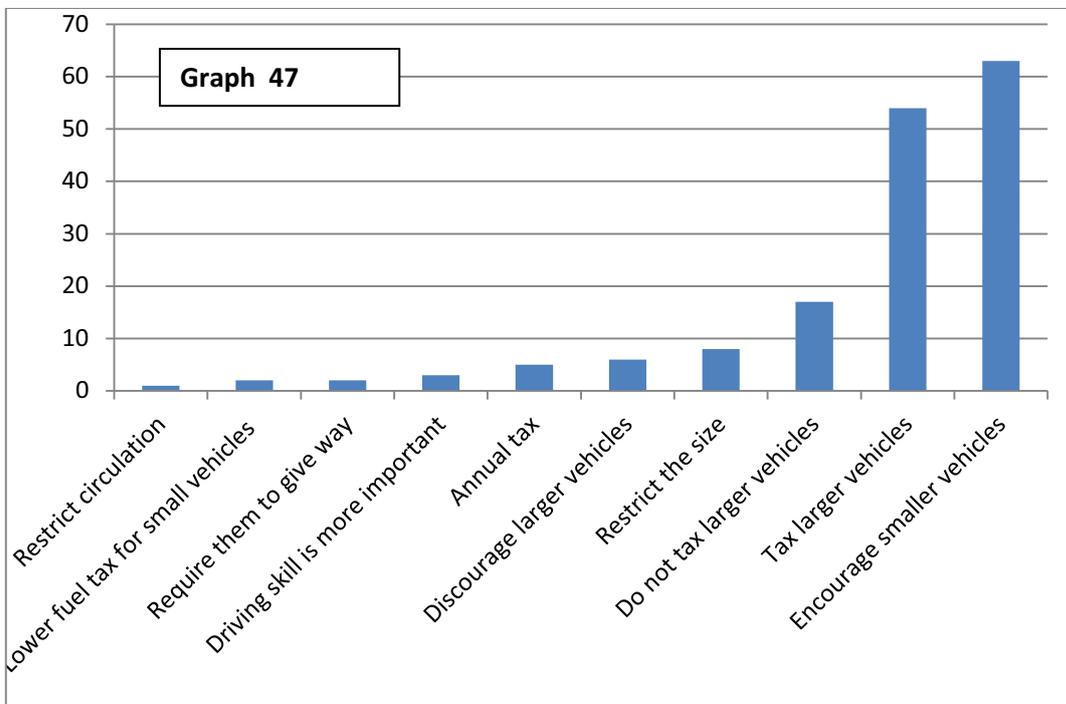
Responses to the question - What should we seek to achieve



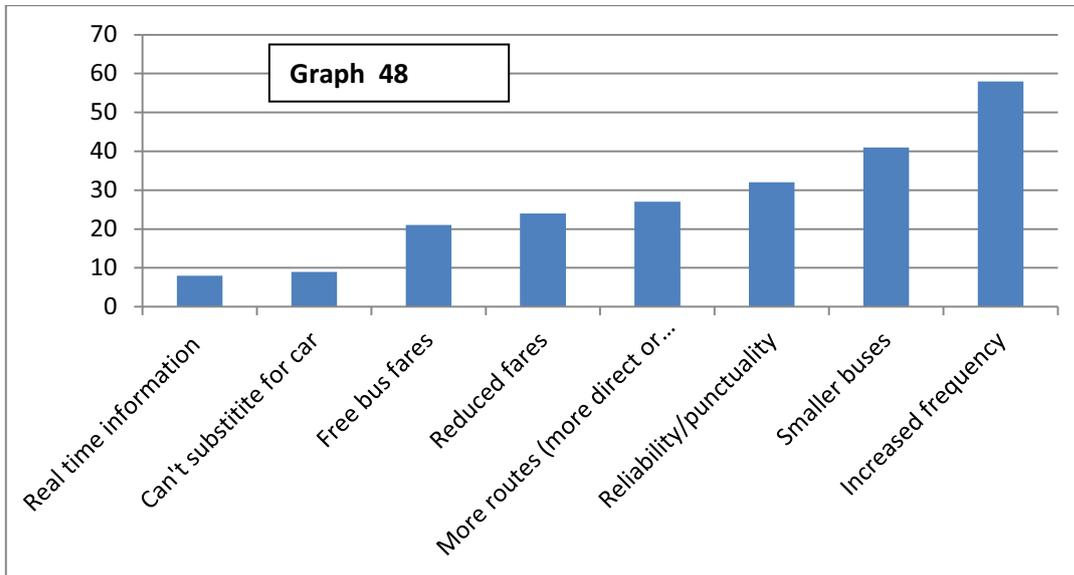
## Response to whether to support the alternative transport methods



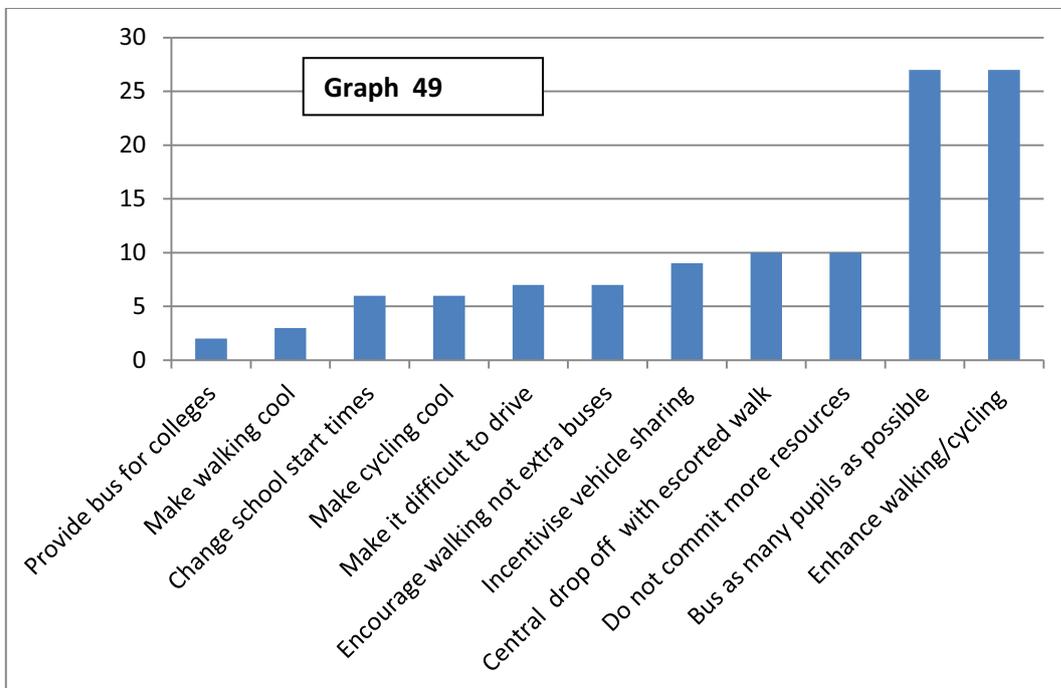
## Responses in respect of vehicle size



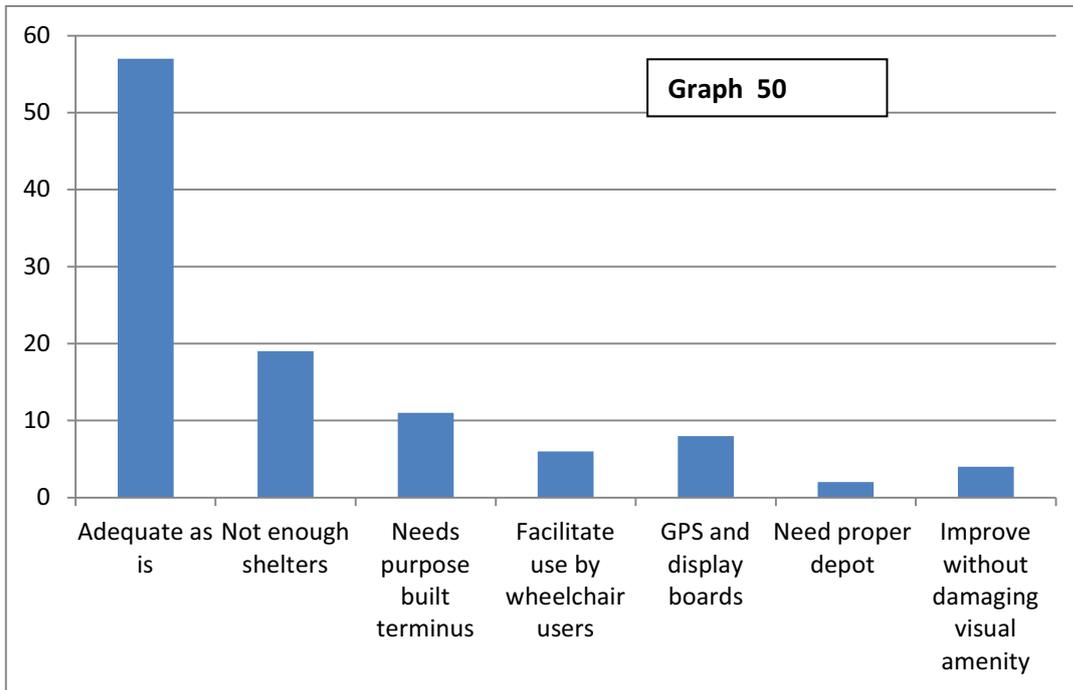
Responses on what is necessary to increase bus use.



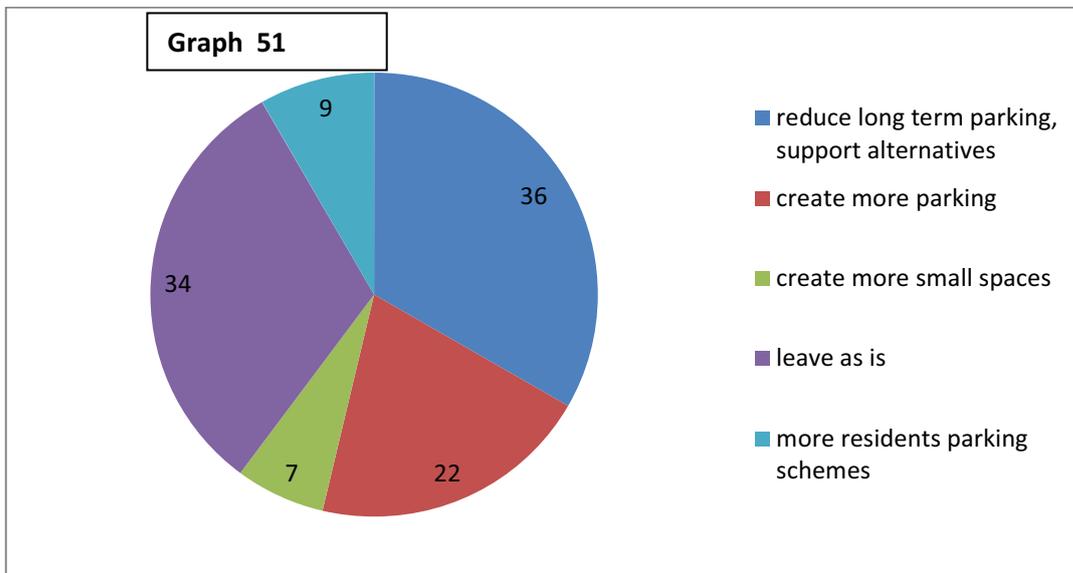
Responses on what to do about school traffic.



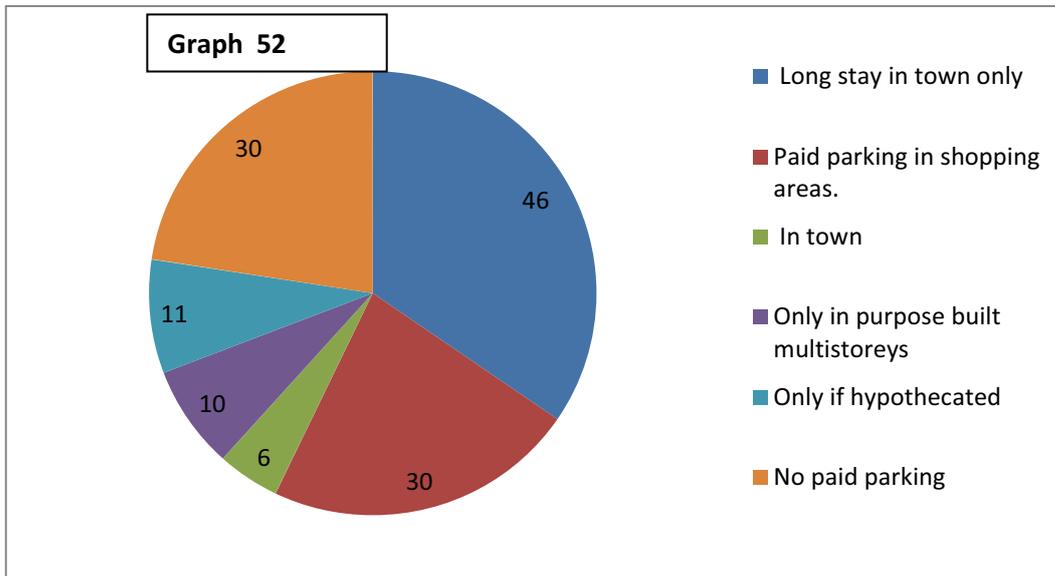
## Views on public transport infrastructure.



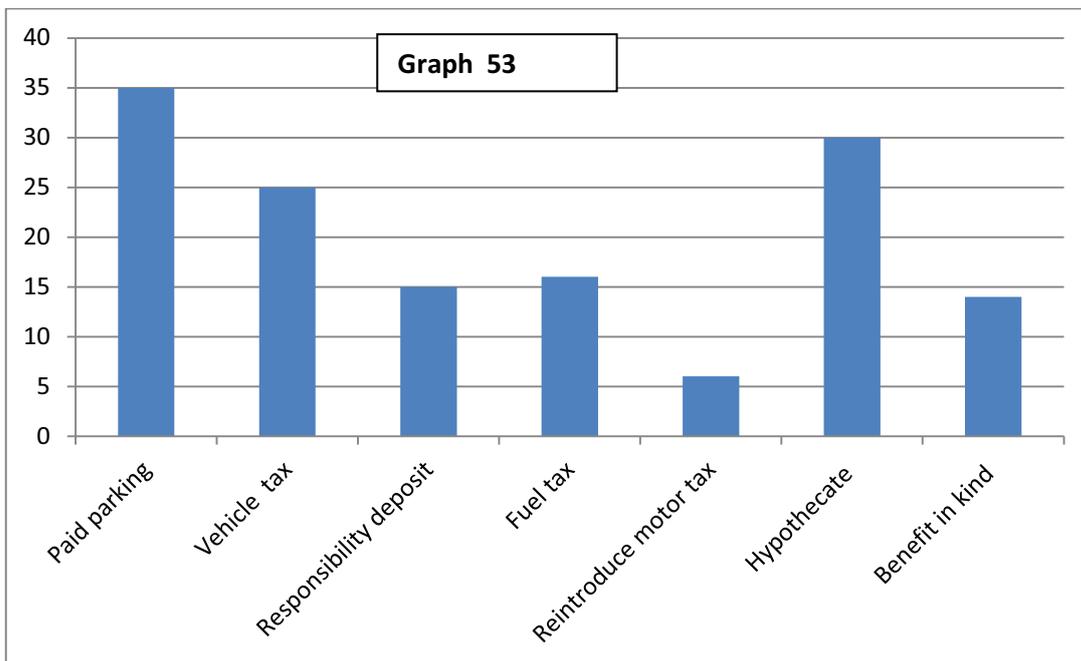
## Responses in respect of parking provision



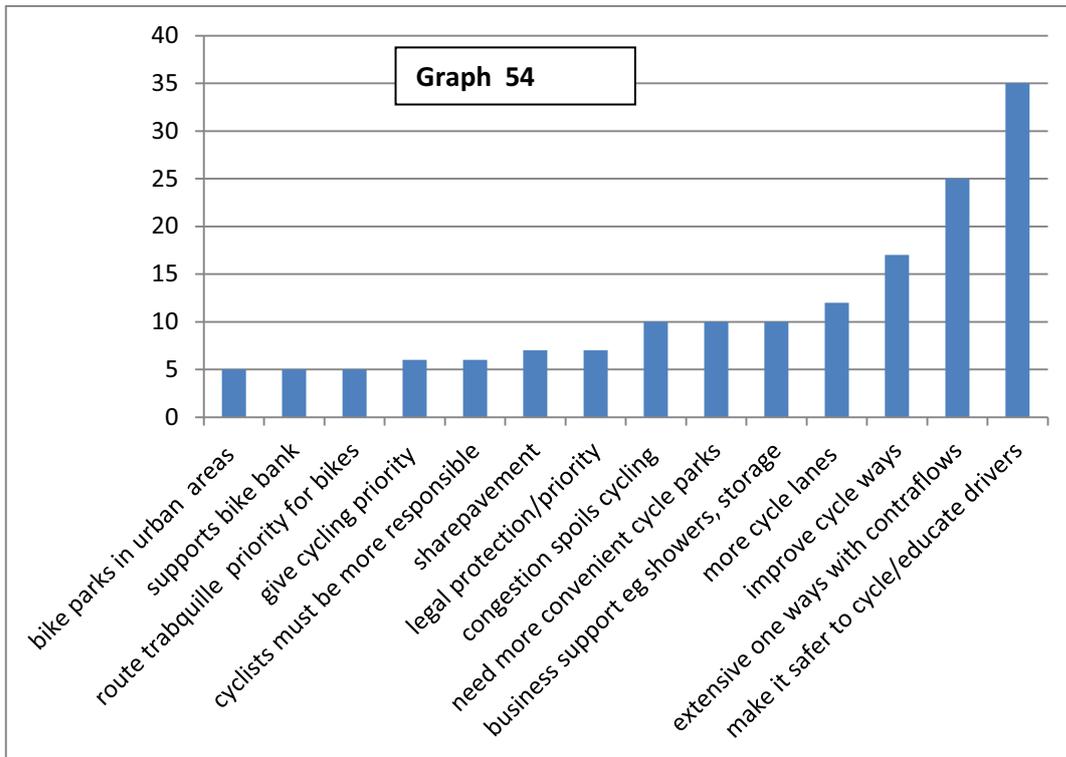
Responses in respect of paid parking



Funding Preferences



## How to support cycling



**Appendix D.**



The effect of petrol price and duty on demand  
for petrol and bus passenger journeys

Policy and Research Unit  
September 2013

## 1. Executive Summary

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The purpose of this report is to examine the impact of petrol prices and petrol duty to the demand for petrol and the number of bus passenger journeys taken. In order to adjust for inflation effects, regression analysis is conducted on petrol prices and duties in real terms.

In real terms, petrol prices have increased by 75% between 2006 and 2012, with three quarters of this increase due to the increase in duty fuel duty. By contrast petrol import volumes over the same period have declined by almost 20%.

Regression analysis was performed to measure the relationship between the independent and dependent variables. A strong negative correlation was found between the price of petrol and the demand for petrol (-0.952); a similar negative correlation was found between petrol duty and demand (-0.949) with the model predicting around 90% of the variance in petrol demand could be explained by the change in duty rates.

Fairly strong correlations were also found between bus fares and bus passenger journeys (-0.679), and petrol duty and bus passenger journeys (0.724) indicating that as bus fares rise, fewer trips are taken by bus and as petrol duty rises more bus trips are taken. However, the variance in bus fares and petrol duty each explained only 46% or 52% respectively of the variance in bus passenger journeys.

Regression analysis was not completed for the impact of petrol price on employment in the motor/road transport industry as changes to the data classification in quarter 4 2008 prevented analysis with a suitable degree of robustness.

There is evidence that an increase in petrol prices and, more specifically, increases in petrol duty do reduce the demand for petrol, however, the limitations of the data should be considered. There was a short time series for the majority of the data and increasing the number of observations may change the results. In addition, changes to the way in which petrol duty was collected were made in October 2007 and may affect the importation figures around that time.

It should also be considered that there are a number of factors which may affect both import volumes and bus passenger journeys which it is not possible to incorporate into the modelling. These include, but are by no means limited to, the general increase in fuel efficiency of modern vehicles and the perceived level of service available on public transport, which may have distorted the trend. In the absence of a sufficiently long time series of accurate data it was not possible to establish a statistically significant measure of the impact of fuel efficiency

on fuel demand, although it would appear that it may have some impact. However, given the strong correlation and significance of the results it is unlikely that the correlation between fuel duty and demand for petrol would be entirely eroded by this factor.

## 2. Introduction

The purpose of this brief report is to outline the results of a study that attempts to measure the impact of changing fuel prices on the demand for fuel and on the number of bus passenger journeys in Guernsey. The study looks only at the impact of petrol prices and petrol duty as there is limited data available on diesel use.

## 3. Economic Contribution

The motor industry in Guernsey currently employs around 900 people. This includes sales and repairs of motor vehicles, sale of fuel and public transport. Table 1 shows the breakdown of the number of people employed by sub-sector as at the end of 2012.

**Table 1: Number employed within the motor industry sub-sectors as at quarter 4 2012**

Source: Social security

Sub-Sector	No. of people employed by companies	No. of self-employed people	Total employed in sub-sector
Wholesale, retail and repairs - Sale, maintenance and repair of motor vehicles and related parts and accessories	458	65	523
Wholesale, retail and repairs - Retail or wholesale of fuel	49	0	49
Transport and Storage- Land transport - Other road transport	144	70	212
Transport and Storage- Land transport - Freight transport & removals by road	98	10	108

The motor industry contributes approximately 1.5% to total GDP. Table 2 shows the breakdown by relevant sub sector. Guernsey measures its economy using an 'income' approach. Economic output is calculated as the sum of wages, profits and other local income.

**Table 2: Gross Domestic Product contribution by motor industry sub-sectors in 2012**

Source Policy Council

Sub-Sector	GDP 2012 (£000)
Motor Vehicles, Sales and Repairs	16,351
Motor Vehicles, Sales and Services	2,913
Road Passenger	5,664
Road Haulage	2,814

## 4. Qualitative review of data used in analysis

### 4.1 Petrol prices and duty rates

The average yearly fuel price of unleaded was calculated using the prices collected from six petrol stations on a quarterly basis for the purpose of calculating the Retail Price Index (see Table 3).

Duty on petrol remained unchanged for many years but from 2006 it has increased on an annual basis. From 2000 to 2006 the duty on petrol was £0.068; this increased to £0.13 at the end of 2006, and to £0.27 at the beginning of 2008 following the abolition of motor tax. From the end of 2008 to 2012 the duty increased by between 4-6p per year, with a marginal increase of 1.5p for 2013.

**Table 3: Average price and price change (%) for petrol from 2002-2012**

Year	Duty rate	Average petrol price	Change in price (%)	Average petrol price net of duty	Change in price net of duty (%)
2002	0.068	0.4630		0.3950	
2003	0.068	0.4550	-1.7279	0.3870	-2.0253
2004	0.068	0.4879	7.2344	0.4199	8.5056
2005	0.068	0.5433	11.3578	0.4753	13.1971
2006	0.068	0.5750	5.8282	0.5070	6.6620
2007	0.13/0.15	0.6496	12.9710	0.5196	2.4819
2008	0.27	0.8750	34.7017	0.6050	16.4395
2009	0.31	0.8441	-3.5333	0.5341	-11.7218
2010	0.37	1.0090	19.5325	0.6390	19.6357
2011	0.41	1.1265	11.6503	0.7165	12.1364
2012	0.45	1.1870	5.3706	0.7370	2.8611

To account for inflation, duty rates and petrol prices were inflated to reflect 2012 prices (see table 4). In real terms the duty has increased from around £0.08 in 2006 to £0.465 in 2013; an increase of 478%. For the same period the total price paid for petrol at the pump has increased by nearly 75% of which 75% is a result of the increase in petrol duty.

**Table 4: Average price and price change (%) for petrol from 2002-2012 inflated to 2012 prices**

Year	Inflation factor	Duty rate	Change in duty rate (%)	Average yearly price	Change in price (%)
2002	1.39	0.094	-4.248	0.6438	
2003	1.34	0.091	-3.760	0.6084	-5.491
2004	1.28	0.087	-4.653	0.6221	2.2448

2005	1.23	0.084	-3.225	0.6704	7.7662
2006	1.18	0.080	-4.246	0.6794	1.3344
2007	1.13	0.146	82.241	0.7316	7.6908
2008	1.11	0.301	105.313	0.9742	33.1588
2009	1.09	0.338	12.297	0.9192	-5.6485
2010	1.06	0.394	16.721	1.0745	16.8949
2011	1.03	0.423	7.402	1.1628	8.2157
2012	1.00	0.450	6.334	1.1870	2.0852

Table 5 shows the quantity of petrol imported in litres based on information from two sources. The number of litres based on revenue is calculated using the revenue collected divided by the duty. The number of litres based on importation figures is provided to the Policy Council by Customs and Excise.

**Table 5: Volume of petrol imported from 2000 to 2012**

Year	Duty	Number of litres based on excise revenue <sup>1</sup>	Number of litres based on importation figures <sup>2</sup>
2000	0.068	31,826,500	
2001	0.068	31,089,206	
2002	0.068	30,322,603	
2003	0.068	29,320,279	
2004	0.068	27,369,926	27,675,000
2005	0.068	28,250,029	28,678,000
2006	0.068	28,484,976	27,926,000
2007	0.13/0.15	24,920,601	26,774,000
2008	0.27		24,848,000
2009	0.31		24,822,000
2010	0.37		24,197,000
2011	0.41		23,330,000
2012	0.45		22,533,000

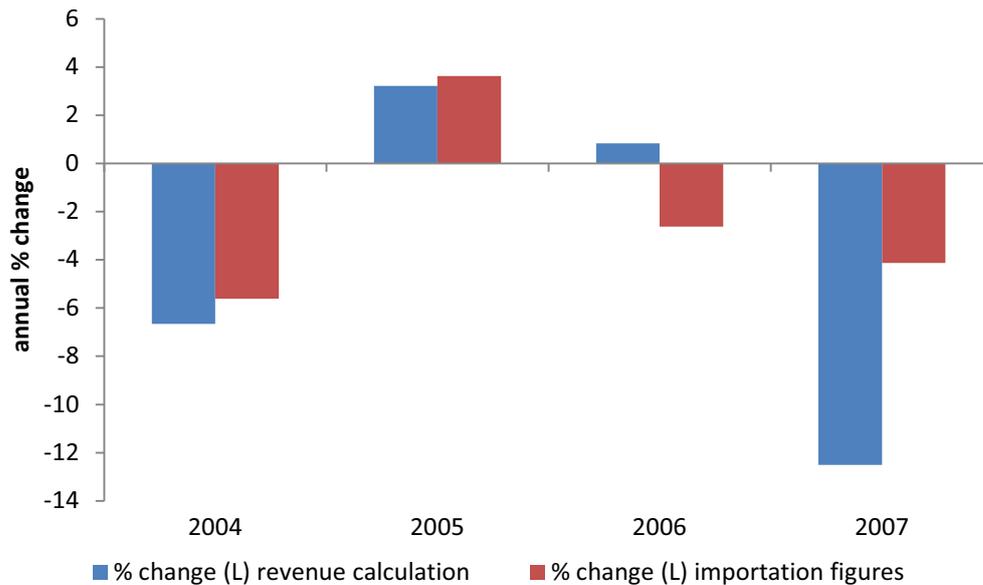
<sup>1</sup> calculated using the revenue figures from the States of Guernsey Accounts for the relevant year

<sup>2</sup> importation figures provided by Customs and Excise

Figure 1 shows the percentage change in the demand for petrol using the two sets of figures from different sources. Although you would expect a difference in the figures as they are calculated using two different sources there are significant differences for the years 2006 and

2007. Differences may be due to the fact that duty rises take place as at the publication of the budget, approximately one month before the start of the next year, and there are no figures available detailing the exact quantities imported month to month. In addition, in 2007 the point at which duty was collected was changed. Up until the 1<sup>st</sup> October 2007 duty was collected upon importation but this changed to being collected at the point of withdrawal from storage.

**Figure 1: The percentage change in demand for petrol using figures from two sources**

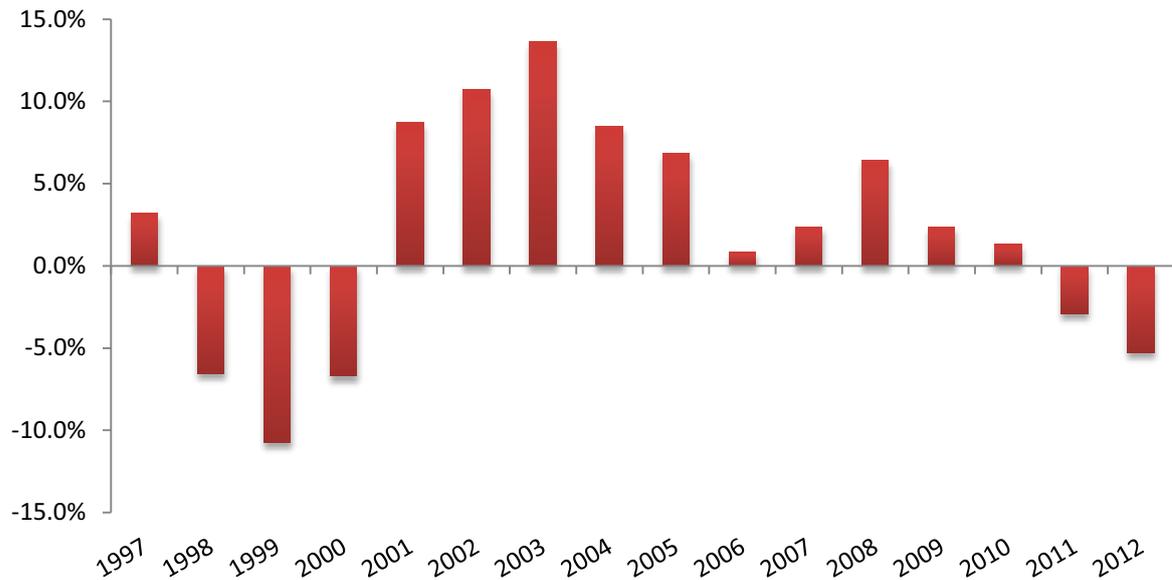


The analysis has been completed using the figures provided by Customs and Excise for the years 2004 to 2012 inclusive, and using the figures based on the amount of revenue collected for the years 2002 and 2003. The only significant difference being that in 2006 there was an upward trend in the demand for petrol from one source and a downward trend in the second source.

## 4.2 Number of bus passenger journeys

Data dating back to 1996 was available on the number of bus trips taken per year. Figures including passengers under 3 years old and transfers have only been collected since 2010 and, therefore, were not included in the analysis. Figure 2 shows the annual percentage change in the number of bus trips taken in Guernsey from 1997 to 2012.

Bus fares have changed year to year and an average price was used for the years that a multi-fare structure was in place. Other fare schemes in operation have not been taken into account i.e. reduced price for pre-payment of multiple bus trips. The average bus fare was converted into real terms using the inflation factors shown in table 4 for analysis purposes.

**Figure 2: The percentage change in bus passenger journeys from 1997 to 2012**

## 5. Methodology

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The impact of the price of petrol was measured in relation to:

- the importation of fuel figures provided by Customs and Excise.
- the number of people employed in the motor industry
- the number of bus passenger journeys

The above was calculated through regression analysis using the method of least squares to find the line that best fits the data.

From the results obtained we assessed whether there was a relationship between two variables. Using the figures calculated by the software we were provided with a figure describing the strength of this relationship (correlation coefficient). Also, provided by the statistical software was a figure to describe how statistically significance the model was.

## 6. Results

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### 6.1 Impact of the price of petrol on the importation of petrol

Figure 3 shows the annual percentage change in the average price of petrol and the annual change in petrol imports from 2005 to 2012. The largest change in the price of petrol occurred in 2008 with a rise, in real terms, of around 33% due to a combination of the move from motor

tax to higher fuel duty and an increase in the underlying petrol prices. The largest change to petrol demand also occurred in 2008 with a drop of just over 7%.

**Figure 3: Percentage changes in petrol price (real) and demand from 2005 to 2012**

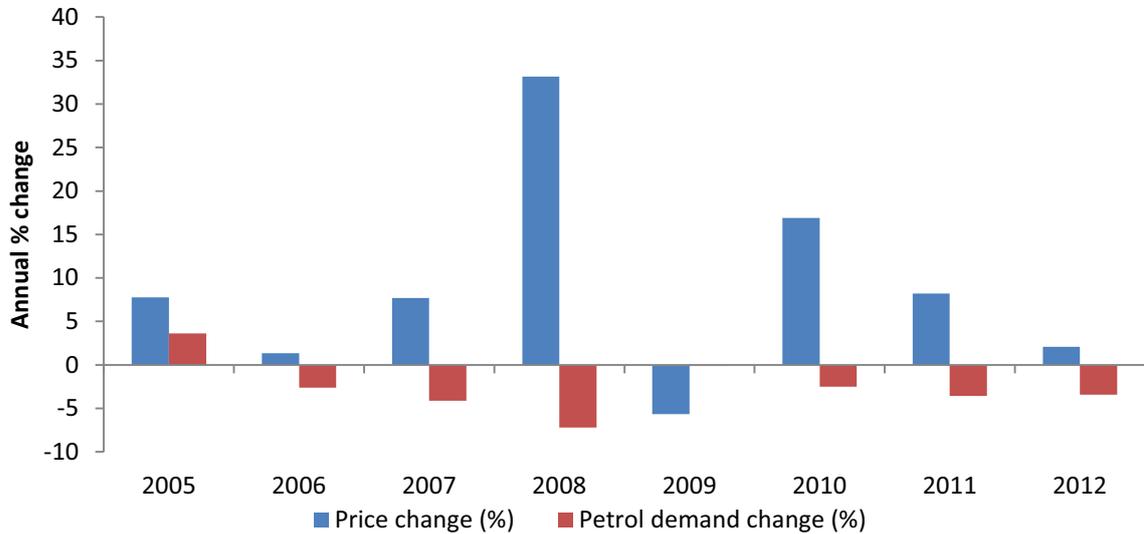
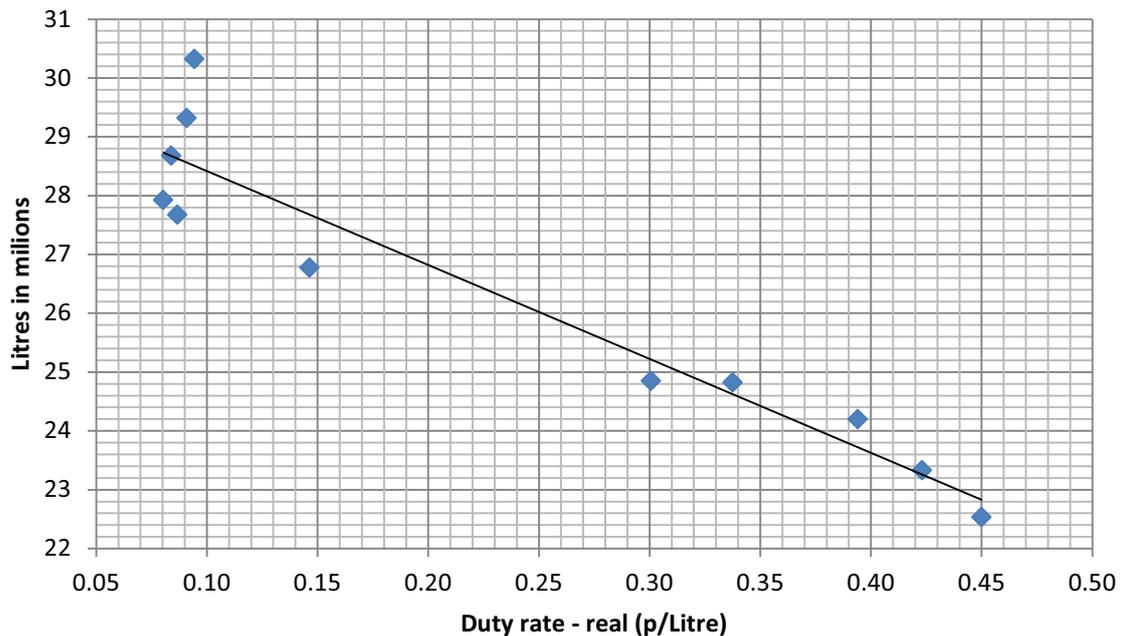


Figure 4 shows the relationship between the duty rate on petrol (adjusted for inflation) and the quantity of petrol imported between 2002 and 2012. There is a strong negative correlation between the two variables (-0.949) indicating that as the duty rate decreases or increases the demand for the product changes in the opposite direction. The model implies approximately 90% of the variance in petrol demand is explained by the change in duty rate, and that for every additional 1p of duty there is a decrease in demand of approximately 159,000 litres of petrol.

Similar to the above, is the relationship between the average petrol price and the quantity of petrol imported between 2002 and 2012, which also has a strong negative correlation (-0.952) with approximately 90% of the variance in petrol demand explained by the change in petrol price. The model suggests for every increase of 1p in petrol there is a decrease in demand of just over 109,000 litres of petrol. Both models are highly statistically significant at the .001 level. Note the petrol price includes the amount of duty so there is a significant overlap between these two variables.

**Figure 4: Duty rate (real) compared to the quantity of petrol imported in litres 2002-2012**



## 6.2 Impact of the price petrol on employment in the motor industry

The employment figures are provided to the Policy Council by the Social Security Department. In the fourth quarter of 2008 coding changes took place which distorted the data. Some adjustments took place in early 2009 to correct the data. As a result, the data is shown in two segments pre fourth quarter 2008 and post fourth quarter 2008.

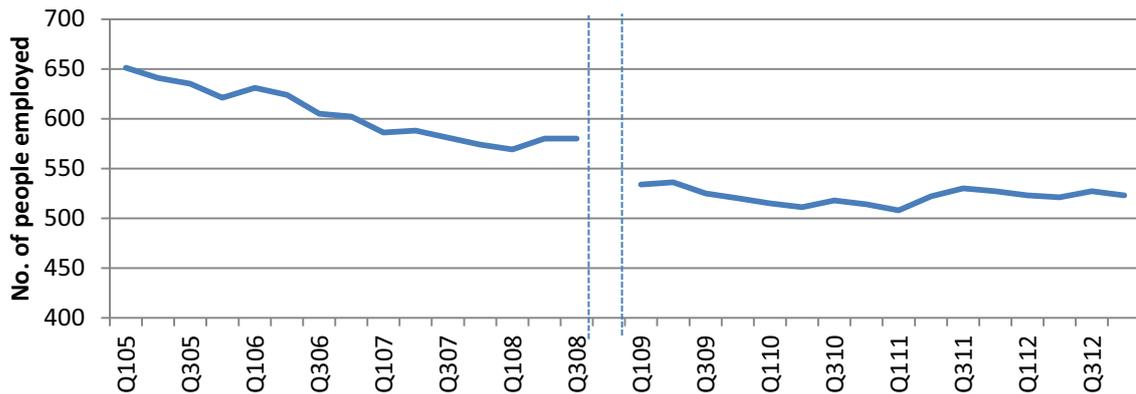
**Table 6: Coding changes quarter 4 2008**

Classification of sub-sectors pre quarter 4 2008	Classification of sub-sectors post quarter 4 2008
Transport - Road Passenger	Transport and Storage- Land transport - Other road transport
Transport - Road Related	Transport and Storage- Land transport - Other road transport
Transport - Road Haulage	Transport and Storage- Land transport - Freight transport & removals by road
Supplier/Wholesale - Fuels	Wholesale, retail and repairs - Retail or wholesale of fuel
Retail - Motor Vehicles sales and repairs	Wholesale, retail and repairs - Sale, maintenance and repair of motor vehicles and related parts and accessories
Retail - Motor Vehicles parts and services	Wholesale, retail and repairs - Sale, maintenance and repair of motor vehicles and related parts and accessories
Retail - Boat & Yacht etc.	Wholesale, retail and repairs - Sale, maintenance and repair of motor vehicles and related parts and accessories

Figures 5 and 6 show the trend in employment in the motor industry sub-sectors between 2005 and 2012. Although on the surface there would appear to be a relationship between a general trend of increasing petrol prices and decreasing import and a general decrease in the level of employment in motoring subsectors, the discontinuity in the data makes this difficult to analyse reliably.

**Figure 5: Number of people employed in the Sale, maintenance and repair of motor vehicles and related parts and accessories sub-sector per quarter from 2005-2012**

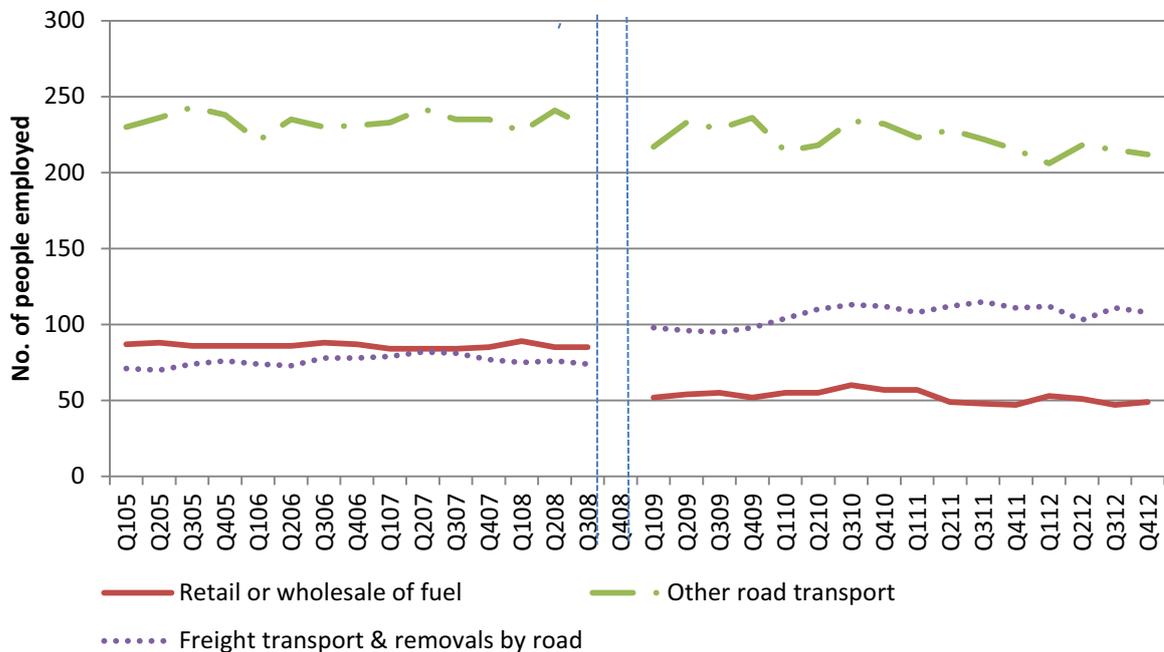
Source: Social Security



Note: Figures include boat and yacht

**Figure 6: Number of people employed by other sub-sectors per quarter from 2005-2012**

Source: Social Security



According to the data, and disregarding quarter 4 2008, the largest changes for the four subsectors all took place at different times. For *Sale, maintenance and repair of motor vehicles* there was a decrease of 3.0% in the workforce in quarter 2 2006 and for *retail or wholesale of*

*fuel* there was a fall of 14.0% in quarter 2 2011, though the number of people employed in this sub-sector only averages 52. For the Transport sector, *Other road transport* employment decreased by 9.3% in quarter 1 2010 and *freight transport* dipped by 8.0% in quarter 2 2012.

To ascertain the reasons for these changes the source data should be accessed and examined more closely as some companies may submit data too late for inclusion in the figures and any changes cannot be attributed to changes in petrol prices or duty rates without further investigation.

### 6.3 Impact of the price of petrol and bus fares on bus passenger journeys

The number of bus passenger journeys taken was compared to the price of a bus fare to measure the relationship between these two variables prior to measuring the effect of petrol prices. On looking at figure 7 the least number of trips were taken when the high fares above £1.20 were in effect (1998-2001). A dip has also occurred in 2011 when the fares were set at £1, though the rise to £1 occurred in 2010 when there was a rise in the number of bus trips.

**Figure 7: The number of bus trips taken from 1996 to 2012 and the standard cost of a trip**

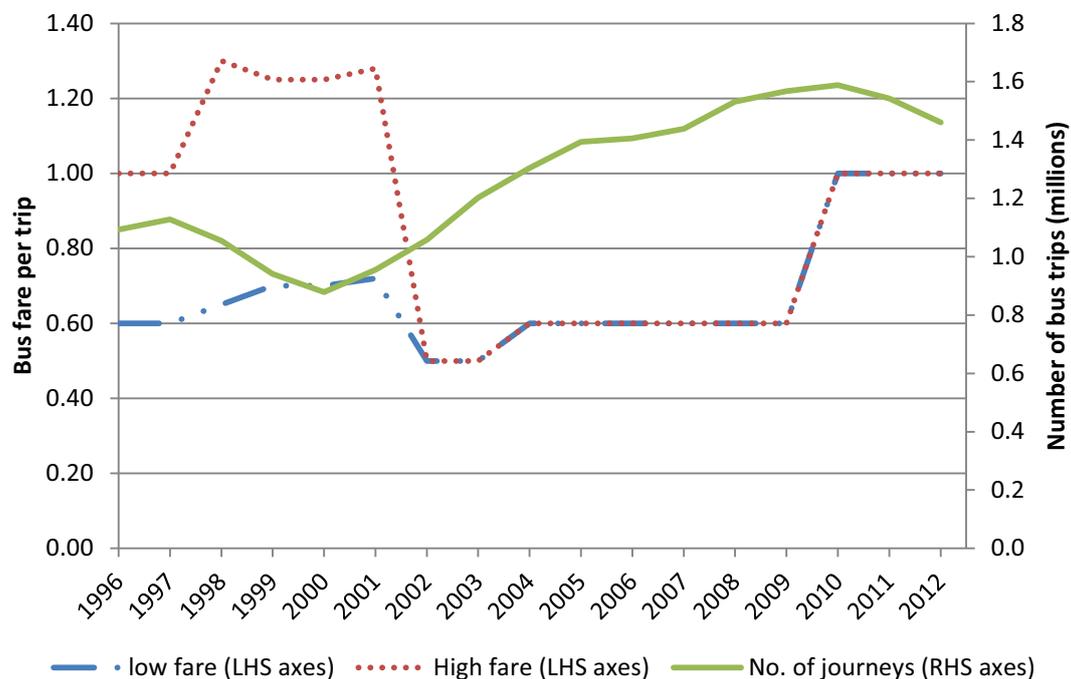


Figure 8 shows the average bus fare compared to the number of bus passenger journeys taken between 1996 and 2012. There was a fairly strong negative correlation between the price of a fare (in real terms) and the number of bus passenger journeys (-0.679) with the model predicting that for every additional 1p to the bus fare there is a decrease of approximately

4,780 bus trips per year. The price of the bus fare explained only 46.1% of the variance in passenger journeys but the model was significant ( $p=.003$ ).

Figure 9 shows the duty rate on petrol compared to the number of bus passenger journeys taken between 2002 and 2012. There was a fairly strong positive correlation between the duty rate and the number of bus passenger journeys (0.724). The duty rate explained 52.4% of the variance in passenger journeys and the model predicted approximately 7,730 more bus trips per year for every 1p of duty. The correlation between the overall price of petrol and passenger journeys was marginally stronger (0.731) and the model accounted for 53.4% of the variance. Both models were statistically significant ( $p=.012$ ,  $p=0.11$ )

The strength of the correlation between the average bus fare/passenger journeys and duty rate/passenger journeys was similar but had the opposite effect. Rising bus fares and falling duty rates caused the number of bus journeys to decrease; decreasing bus fares and increasing duty rates caused the number of bus journeys to rise.

**Figure 8: Average bus fare (real) compared to the number of passenger journeys 1996-2012**

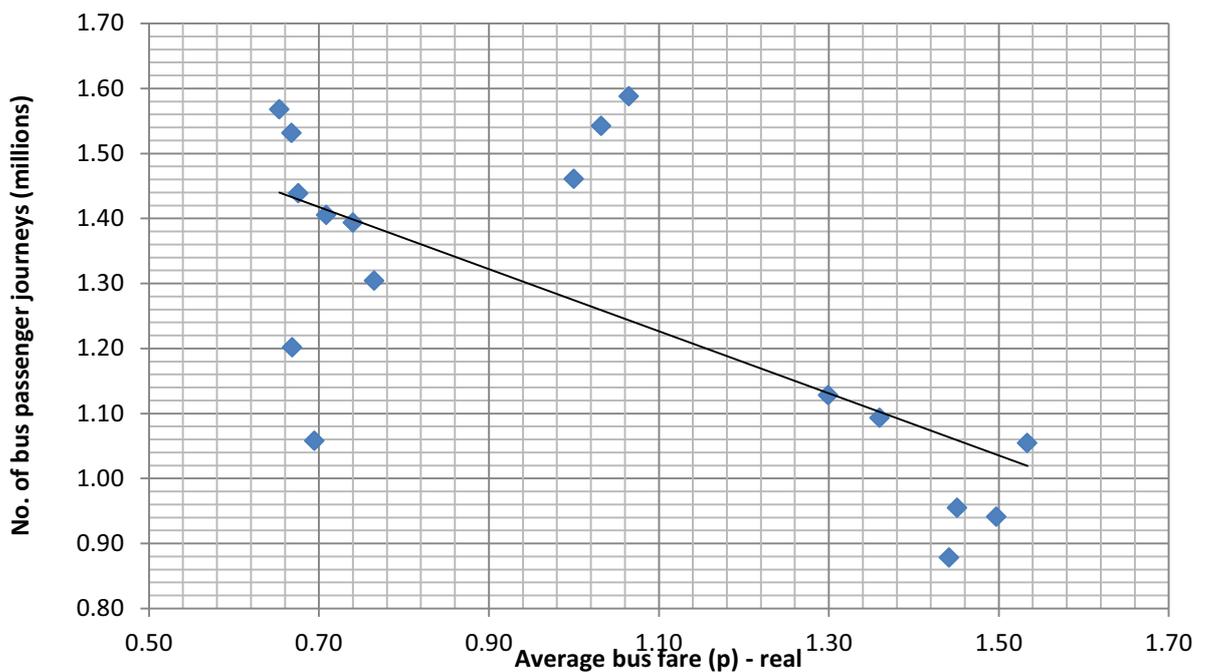
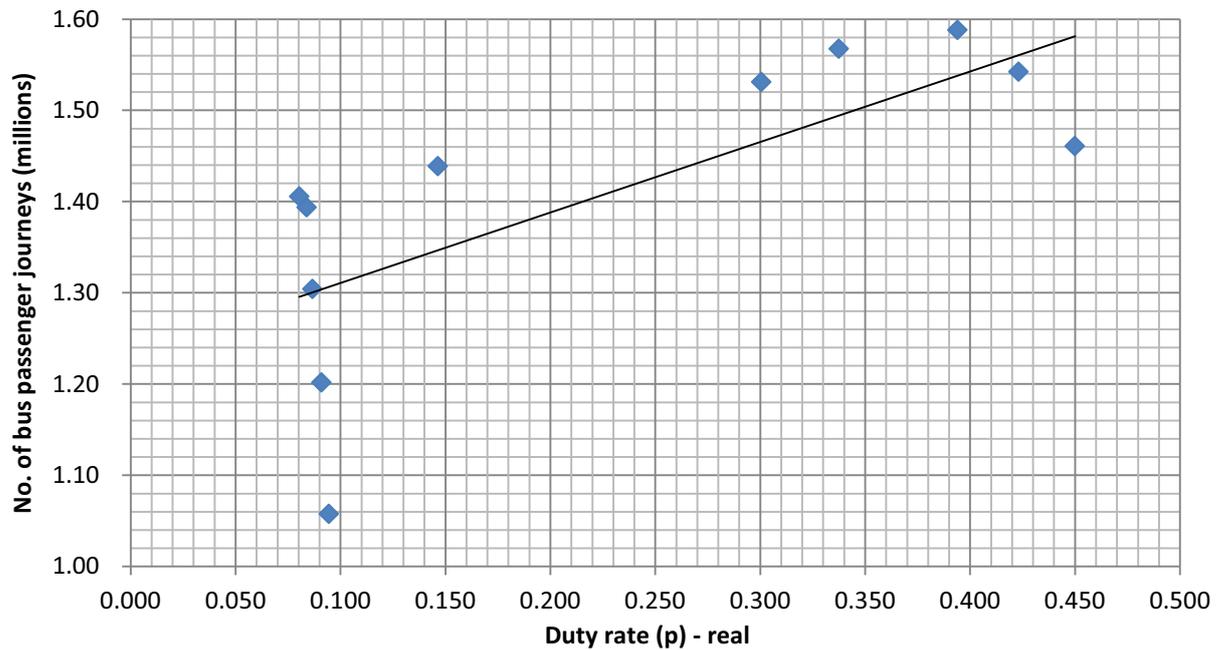


Figure 9: Duty rate (real) compared to the number of bus passenger journeys 2002-2012



## 7. Summary

The results show strong relationships between the independent and dependent variables. A summary of the results obtained from the analysis is shown in Table 7. The model is limited in that, with the exception of some variables (bus fares and bus passenger journeys), it is a short time series. In addition, petrol prices are obtained at a single point in time (once per quarter) and an average for the year obtained and compared to the total volume of petrol imported in a particular year. Quarterly or monthly time series data may show different behaviour. Prior to October 2007 petrol duty was paid at the time of import and not 'on demand'. Therefore, prior to 2008, figures obtained from Customs and Excise are not necessarily an accurate indication of demand.

Table 7: Summary of results<sup>1</sup>

Independent Variable (a)	Dependent Variable (b)	Positive or negative correlation	Correlation coefficient	% of variance in (b) explained by change in (a)	Statistical Significance of model
Petrol price (real)	Volume of petrol imported	Negative	-0.952	90.7%	Highly significant at .001 level
Petrol price (real)	Bus Passenger Journeys	Positive	0.731	53.4%	Significant at .05 level
Duty on petrol (real)	Volume of petrol imported	Negative	-0.949	90.0%	Highly significant at .001 level
Duty on petrol (real)	Bus Passenger Journeys	Positive	0.724	52.4%	Significant at .05 level

Average bus fare (real)	Volume of petrol imported	Negative	-0.646	41.8%	Not significant at .05 level
Average bus fare (real)	Bus Passenger Journeys	Negative	-0.679	46.1%	Significant at .01 level

<sup>1</sup>See Appendix A for definitions

## 8. Conclusion

There is strong statistical evidence to support the hypothesis that increasing duty rates on petrol causes a decrease in demand for petrol, but the limitations of the data must be considered. According to the model approximately 90% of the change in demand for petrol was explained by the variance in duty rates and the model was highly significant, indicating there is a less than 0.1% chance that this result was due to chance. A similar result was seen when comparing the overall average price of petrol to demand for petrol.

However, increased fuel efficiency of vehicles cannot be ruled out as an additional factor in the observed decreasing demand for petrol. In the absence of a sufficiently long time series of accurate data, on the actual fuel efficiency of vehicles in Guernsey, it was not possible to establish a statistically significant measure of the impact of fuel efficiency on fuel demand. However, given the strong correlation and significance of the results it is unlikely that the correlation between fuel duty and demand for petrol would be entirely eroded by this factor.

It should be noted that the immediate reaction of the change in demand for petrol to the change in price may be a short run phenomenon. A change in behaviour in reaction to a significant change in price may subsequently become eroded as consumers become accustomed to paying a higher price and eventually demand may rise again.

## Appendix A – Glossary of terms

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Correlation Coefficient	A measure of the strength and direction (positive/negative) of the linear relationship between the independent variable and the dependent variable
Dependent Variable	The observed variable in a study that changes in response to one or more associated (independent) variables
Independent Variable	The manipulated variable in a study which determines the change in the dependent variable
Negative Correlation	An increase in the independent variable which causes a decrease in the dependent variable or a decrease in the independent variable causes an increase in the dependent variable
Positive Correlation	An increase in the independent variable which causes an increase in the dependent variable or a decrease in the independent variable causes a decrease in the dependent variable
Real (value)	Nominal value adjusted for inflation ( <i>in this study to 2012</i> )
Statistical Significance	There is a 5 in 100 probability that the result is due to chance at .05
Statistical Significance	There is a 1 in 100 probability that the result is due to chance at .01
Statistical Significance	There is a 1 in 1000 probability that the result is due to chance at .001

### Appendix E. Proposed Permitted Licence Categories and Ages<sup>4</sup>

Age	Cat P Up to 50cc 4kw	Cat A1 50 - 125cc 11kw	Cat A Over 125	Cat B (car)	Requirements
From 13.75	Theory				
From 14	Provisional				Must have passed motorbike theory
From 14	Road circulation				Must have passed motorbike theory and Cat P CBT (manual or auto)
From 14	Full				Must have passed Cat P practical test within 12 months of provisional licence or during extension period*
12months after provisional or 6 months after extension period <sup>5</sup> and then for the next 12 months	No licence				Unless practical test in Cat P has been passed

<sup>4</sup> This sets out details of the anticipated regime. Some details may change in order to ensure the reflection of the general policy and when the legislation is finally presented for approval.

<sup>5</sup> Extension period of 6 months only granted if applicant has submitted for test during initial 12 month period

From 16 (note motorcycle theory can be taken from 13.75 yrs)		Provisional			Must have held full Cat P for 12 months and must previously have passed motorbike Theory test within preceding two years.
From 16		On road circulation			As above plus must have passed A1 CBT within preceding 2 years
From 16		Full			Must have passed A1 practical test in addition to above requirements
12months after provisional or 6 months after extension period <sup>6</sup> and then for the next 12 months	No licence	No licence			Unless practical test in Cat P or A1 has been passed
From 17 (note motorcycle theory can be taken from 13.75 yrs)		Provisional			Must have passed Motorbike theory test within preceding 2yrs

<sup>6</sup> Extension period of 6 months only granted if applicant has submitted for test during initial 12 month period

					(unless currently holding full Cat P or Cat A1 for which theory test has been undertaken). Must not have been in possession of a provisional Cat P or Cat A1 licence for more than 12 months or 18 months if extension period applied
From 17		On road circulation			As above plus must have passed Cat A1 CBT within preceding 2 years
From 17		Full			Must have passed A1 practical test in addition to above requirements.
12 months after provisional or 6 months after extension period <sup>7</sup> and then for the next 12 months	No licence	No licence	No licence		Unless practical test in Cat P or A1 has been passed

<sup>7</sup> Extension period of 6 months only granted if applicant has submitted for test during initial 12 month period

From 17			Provisional		Must have passed Motorbike theory within preceding 2 years. Must have held full cat A1 for 12 months
From 17			On road circulation		Must have passed motorbike theory test and Cat A CBT within preceding 2 years.
From 17			Full		Must have passed Cat A practical test in addition to above reqs.
From 16.75				Theory	
From 17				Provisional	Must have passed Cat B theory
From 17				Full	Must have passed Cat B practical
From 17	Full				Must hold full Cat B and have passed Cat P CBT
From 18 (note motorcycle theory can be			Provisional		Must have passed motorbike theory within

taken from 13.75 yrs)					preceding 2 years
From 18			On road circulation		Must have passed motorcycle theory and CBT Cat A within preceding 2 years
From 18			Full		Must have passed Cat A practical
From 25		Full <sup>8</sup>			Must have held full cat B for 3 years and must pass Cat A CBT

<sup>8</sup> Restricted to Bailiwick use

## Appendix F. ROAD TRANSPORT STRATEGY – BACKGROUND DATA

### Vehicle Registration and Driver Licensing Statistics

Vehicle registration data for the period 1950 to 2007 is based on the number of licensed (annually “taxed”) vehicles, whereas the figures for 2008 onwards are based on numbers of vehicles currently on the register. The difference in calculating the data has come about as a result of motor tax being replaced by an increase in duty on motor fuels at the end of 2007.

In 1960 there were just 13,545 vehicles registered for use on the public highway. This figure increased by some 40,000 vehicles between 1960 and 2003 broadly 1,000 additional vehicles per annum. These annual increases have reduced over the last 10 years with 2005, 2006, 2007, 2011 and 2013 recording negative increases.

#### *Number of Licensed / Registered\* Motor Vehicles*

<b>Year</b>	<b>Private (Cars)</b>	<b>Commercial</b>	<b>Motorcycles</b>	<b>Total</b>
1950	3,670	1,767	1,385	6,822
1960	7,252	2,619	3,674	13,545
1970	17,416	3,440	2,632	23,488
1980	23,938	4,258	3,505	31,701
1990	34,918	6,143	3,591	44,652
2000	37,598	7,338	4,611	49,547
2010*	63,710	12,796	11,047	87,553
2011*	62,918	12,827	11,141	86,886
2012*	62,898	12,899	11,292	87,089
2013*	61,421	12,817	11,489	85,727**

*Source: Driver and Vehicle Licensing System database.*

\* Includes all registered vehicles and not just licensed (taxed) vehicles

\*\* A concerted effort has been made to write to owners of vehicles which were not taxed at the time when motor tax was abolished in 2007 and this has led to the removal of approximately 1,000 additional vehicles from the register in 2013.

It is estimated that there are currently in the order of 42,500 cars and light vans, 8,900 commercial vehicles and some 7,300 motorcycles that are regularly used on the Island's roads. This estimation is based on adding the total number of vehicle registrations / de-registrations that have been processed since 2007, the final year that motor vehicles were licensed (taxed) to the figure recorded at the end of 2007. The aforementioned published figures are significantly higher at 61,421, 12,817 and 11,489 respectively at the end of 2013 but this inevitably includes a significant number of vehicles that are no longer on the roads.

Interestingly, the percentage of not new cars and light van registrations in the Island is increasing in comparison to new vehicles being registered. In 2008 the ratio of new to not new was 3:1, in 2011 it was 2.12:1 and during 2013 it is under 2.0:1 at 1.95:1.

During 2012 annual private and commercial vehicle registrations (new and not new) fell sharply to 5,125 from the previous year's total of 6,091 and as at the end of December 2013 the figure had dropped further to 4,759. In contrast the number of motorcycles being registered annually has remained broadly the same at about 500 machines per annum, although in 2013 this reduced to 455.

*Number of Annual Registrations by Body Group*

<b>Body Group</b>	<b>Year</b>	<b>New</b>	<b>Not New</b>	<b>Total</b>
<b><i>Private (Car)</i></b>	2010	3,884	1,511	5,395
	2011	3,714	1,746	5,460
	2012	2,908	1,490	4,398
	2013	2,657	1,433	4,090
<b><i>Commercial</i></b>	2010	174	451	625
	2011	176	455	631
	2012	208	519	727
	2013	154	515	669
<b><i>Motorcycle</i></b>	2010	407	130	537
	2011	356	155	511

	2012	378	137	515
	2013	306	149	455

*Source: Driver and Vehicle Licensing System database.*

*The total number of vehicles registered in Guernsey has levelled out somewhat in recent years. However, this is more likely a reflection of the economy and / or the saturation of the current market potential rather than due to any taxation or other improvements in alternative transport options.*

Annual petrol motor vehicle registrations are around 2 ¼ times the amount of diesel motor vehicle registrations. The introduction of a further tax on motor fuel in 2008 as opposed to annual motor tax does not appear to have had a direct impact on the fuel type of the vehicles Islanders' are choosing to purchase. There have been minimal numbers of alternative fuel vehicles registered since 2007, although hybrid vehicles are becoming more popular with 30 – 40 being registered per annum in recent years. Even so, this represents less than 1% of the total number of annual motor vehicle registrations. Less than a dozen fully electric motor vehicles have been registered in the last two years.

*The total number of alternative fuel vehicles being registered in Guernsey remains at just a fraction of the overall total at 0.72%*

There are currently some 44,000 full Category "B" (car) driving licences in Guernsey compared with 42,500 registered (active) cars. With a population of circa 63,000 that's one licence per 1.4 residents and 0.97 cars per licensed driver.

In Jersey there are approximately 74,000 Category B licences in issue and 62,500 registered cars. With a population of circa 100,000 that's one licence per 1.35 residents and 0.85 cars per licensed driver.

In the UK there are approximately 36.5m driving licence holders (2.35m in London) and 31.2m cars registered (2.5m in London). With a population of circa 63.0m, that's one licence per 1.72 residents and 0.85 cars per licensed driver. As might be expected with more transport choices, in London which has a population of circa 8.2m that's only 1 licence per 3.48 residents.

*There are more driving licences in issue per head of population and more cars per licence holder in Guernsey than in Jersey and the UK. In London, the percentage of people with driving licences is significantly lower as they have a far greater choice and availability of public transport options.*

### **Cycle Stands, Cycle Routes & Cycle Lane Usage**

There are approximately 190 public cycle parking spaces in St. Peter Port. In 2011 the Department installed 30 new covered cycle parking stands at North Beach and Crown Pier providing the first “sheltered” parking spaces for bicycles in the Island.

The majority of cycle stands are well utilised with the exception of the spaces at the Odeon car park.

*Cycle stands continue to be well utilised and the introduction of covered stands is proving popular.*

### **Cycle paths**

A cycle path runs along the eastern sea front from Bulwer Avenue to the Weighbridge roundabout in Town. Some sections of the path are shared with pedestrians due to the restricted width of the pavement. Cycle contra flows are located in various roads in the vicinity of St Sampsons High school and at Rue a Ronces.

There are shared surface coastal paths located to the west of the Island but cycling is not permitted on the cliff paths between La Vallette and Pleinmont.

There are 11 cycle routes promoted by Visit Guernsey. The vast majority of the routes are circular and pass by tourist attractions and refreshment stops. The Department maintains the signage of these routes. The Department also maintains the signage in a network of minor lanes across 7 parishes. The scheme is known as the “Ruettes Tranquilles” Network. The roads included have a recommended speed limit of 15mph with priority encouraged for walkers, horse riders and cyclists.

### **Cycle Lane Usage**

A count undertaken between 7.30 and 9.00am on 21<sup>st</sup> January 2013 indicated combined cycle movements along the cycle lane at St Georges Esplanade of 93 cyclists. Of this number 78 were heading into Town. The count was repeated on 25<sup>th</sup> September 2013

and combined cycle movements along the Esplanade were observed as 148. Of these 127 cyclists were heading towards Town.

Surveys were also undertaken in regard to the use of the cycle contra flows in the vicinity of St Sampsons High School approximately 9 months after the school had opened. These indicate between 75 and 100 cyclists using the contraflows around school start and finish times. In June 2009, staff counts undertaken at St. Sampson's High School identified that approximately 23% of students travelled to school by bicycle.

*According to recent surveys approximately 3-5% of people currently travelling into St. Peter Port along Les Banques between 07.30 and 09.00 do so by bicycle.*

### **School Bus Services**

Currently the Department is mandated to provide free school transport to all children under 8 living over 1 mile from school and to all children 8 or above living over 2.5 miles from school. Services are provided by a mixture of integrated\*, scheduled and private hire buses. In terms of morning school bus services, 14 are currently, integrated with scheduled bus routes and 21 are provided by private hire companies. During the afternoon, 27 services are integrated with scheduled routes and 14 services are provided by private hire companies.

*\*Dedicated school services provided using the Department's "Green and Yellow" buses which then go on to complete scheduled bus services.*

There are currently some 6,600 pupils in full-time education at States schools. This represents approximately 2.5 million potential journeys per annum if they all caught the school bus. Existing capacity is currently circa 600,000 seats per annum. A further 200 or so College pupils currently qualify for school vouchers to travel free on scheduled buses during school times.

#### *School Bus Carryings – 2012/13 School Year*

<b>Service Type</b>	<b>Annual carryings (actual / estimated*)</b>
Integrated Schools	195,023
Dedicated Private Hire	127,000*
Scholars (free transport on scheduled services)	11,603

School Vouchers (College pupils living more than 2.5 miles from School)	20,780
Fare paying on Scheduled Services	50,000*
Other	10,100*
<b>Total</b>	<b>414,506</b>

*Source: Bus Ticket Analysis & Random Counts averaged to provide annual estimations*

*During the 2012/2013 school year approximately 415,000 school children were transported by bus to and from school, representing approximately 25% of all passengers carried by bus.*

### **Scheduled Bus Services**

The States owns a fleet of 41 buses, the majority (33) of which were purchased new in 2003.

There are currently 11 main routes, all of which utilise the South Esplanade Terminus as part of the journey. Most Monday to Saturday services commence between 6.30am and 7.00am and end between 8.00pm and 9.00pm (later in the summer on certain routes). Services operate at least every 15 minutes on “key corridors” (between the Terminus and The Bridge, L’Aumone and St. Martin’s) and half hourly or hourly on all other routes. There are reduced services on Sundays and Bank holidays, most of which start around 9.00am and end by 7.00pm.

The current cash fare for a single journey on a scheduled bus service on presentation of an Ormer Card is £1.00 but by topping up the ‘Ormer’ Card with multiple journeys can cost as little as 60p per journey. The single fare covers the journey to the final destination providing any transfers are made within ½ an hour. The transfer arrangements do not cover return journeys. Local OAP’s and school children in uniform\* (Primary to 6<sup>th</sup> Form) living more than 1 mile from the school are able to travel for free on scheduled buses.

*\*Only during school times and on school days.*

*The current fleet of vehicles is reaching the end of its useful life and serious levels of funding will be required to replace them with a modern and efficient fleet of replacement vehicles.*

## **Bus Passenger Figures**

Passenger figures grew steadily from 2000 to 2010 with a peak in annual passenger journeys of just over 1.6 million.

Record passenger figures were recorded in the period March 2010 to July 2010 which was in the months prior to an increase in cash fares from 60p to £1.00. Following the increase in the fares passenger numbers for the last 5 months of that year fell back to close to 2007 levels. However, a partial recovery was made in bus passenger numbers during 2011. This saw annual figures return to between 2008 and 2009 levels. Price is not considered to be the only factor affecting passenger figures, influences such as weather and fluctuations in visitor numbers are also relevant. During 2012 and 2013 Passenger numbers have continued to decline and remain significantly below the peak figures achieved in 2010.

Guernsey OAPs (who travel for free) make up a significant percentage of the total bus passenger figures at around 13%. Despite the fact that they already travel for free, the number of OAP journeys has also declined in recent years.

As part of initiatives resulting from the 2006 Road Transport Strategy increases in the number of commuter services has led to a corresponding increase in the number of commuter passengers 307,287 in 2006 to 556,698 in 2011.

Passenger numbers in 2012 totalled 1,486,378 a decrease of 78,984 over 2011. In 2013 passenger numbers have continued to decline with numbers falling by a further 131,212 to 1,354,993 representing a reduction of 8.83% as compared with 2012.

*Passenger numbers have been falling since fares were first increased in August 2010 and the decline has escalated since fares were increased again in May 2013. Significant additional funding will be required if this trend is to be reversed.*

## **Public Parking & Parking Use Surveys**

The Department is responsible for the management of public parking on most roads and surface parking areas around the Island, the main exception being coastal car parks which are ordinarily managed by the Environmental Services Unit.

Public parking is designated as Approved 23-hour or Disc 10, 5, 3, 2, 1 or ½ hour limits. It is requirement to display a parking clock in all Disc parking zones but this is not required for Approved parking areas. The time restrictions do not apply in Disc parking zones when the parking period ends between 6pm and 8am.

The Department is also responsible for installing un/loading bays, disabled parking bays and Approved 23-hour motorcycle parking. It also administers a 10-hour small car parking scheme for vehicles of 3.6m long or less on parts of the Albert Pier, Crown Pier and North Beach.

A 'standard' residential parking scheme operates that is available to the registered keeper living in a reasonable walking distance of a Disc parking zone. The permits enable the resident to parking overnight until 9.30am as opposed to having to move the vehicle by 8.00am. They also enable the vehicle to be re-parked in the Disc zones detailed on their permit without having to wait the normal ½ hour period. There are currently 858 active permits.

An extended residents parking permit scheme also operates in some parts of Town. The current scheme enables vehicles displaying a permit to overstay in the 2-hour Disc zones by up to 10 hours and where a vehicle has been parked overnight for it to be left until 9.30am the following day. Effectively the scheme means that residents are only required to move the vehicle once a day if they are parked in street detailed on their permit. There are currently 944 active permits.

The Department is proposing an expansion of an extended residents parking scheme to cover St Peter Port Town and the southern part of the Bridge. The scheme would differ from the current one inasmuch as the permit will enable the holders to park in specific 2-hour Disc zones for a maximum of 23-hours. Only 1 permit would be issued to a resident with a vehicle registered to an address included in the scheme. The 2-hour duration of the Disc zones will discourage commuters from parking in the roads included on the scheme. It is proposed that the 'standard' scheme will be withdrawn.

There are currently some 1,879 long-term public parking spaces in St. Peter Port (5 – 10hr) and some 1,729 short-term public parking spaces (½ - 3hr). There are approximately 600 long-term and short-term parking spaces on The Bridge.

Approximately 2,000 new parking spaces were created during previous phases of the development of Admiral Park and it is expected that this may have reduced demand for long-term parking in St. Peter Port to more manageable levels.

The Department and its predecessors have undertaken Town parking count surveys in the late 1990's, in 2005 and also late 2012/early 2013. The results of 1990's and 2005 surveys both indicate that commuter parking is extremely well utilised during the working day with occupancy levels between 95% and 100%. Occupancy levels of 90% plus in short-term parking is also common place during busy times. The trend for high levels of use of long term parking spaces was still evident in the 2013 survey results.

Bridge area parking survey results indicate that the pressures on parking (long and short term) are not as significant as those found in St Peter Port. Whilst a limited number of

surveys were carried out, there does appear to be availability of parking spaces for shoppers and workers visiting the Bridge within a reasonable walking distance.

*Long-term parking in SPP is fully utilised during 'commuter' hours and both short and long-term parking spaces are hard to come by at weekends in the Summer.*

### **Journey Time Surveys**

The Department does not ordinarily collect journey time data but has historically done so on an ad-hoc basis when there has been strong public interest in changes made for traffic management or road safety reasons. Most recently (2004/2005) this has been in relation to the installation of traffic signals at Admiral Park/Les Banques junction and the changes to the road network around St Sampsons High School (2008).

Seafront Journey Assessments have recently been carried out between Bulwer Avenue and the Weighbridge Roundabout during the (am) and (pm) commuter peaks. Generally journey times northwards varied between 5 and 8 minutes throughout the survey period, but southbound was a very different story in the (am) peak with journey times averaging 15 minutes. During school holidays this travel time reduced dramatically to an average of just five minutes.

*Journey times between Bulwer Avenue and the Weighbridge reduce from 15 minutes to 5 minutes during the (am) peak in School Holidays*

### **Preferred modes of Transport during Commuter Times**

Manual classification counts were carried out along Les Banques during the morning peak in early 2013. These surveys identified between 1,700 and 1,800 vehicles heading towards Town between 07.30 and 09.00.

Of the above movements approximately 3% were cycles, 3% motorcycles, 80% cars, taxis or minibuses, 10% goods vehicles, 3% heavy goods vehicles and 1% buses or coaches. Further surveys revealed around 85% of cars heading towards Town are single occupancy vehicles.

Average passenger loadings for Town commuter services heading along this route during the am peak (07.30 to 09.00) Monday to Friday during a recent sample period is 17.2 passengers (155 passengers in total).

*The motor car is undoubtedly the preferred transport choice and there appears little desire for motorists to share their vehicles with others or to seek alternative means of*

*transport. There is current capacity to increase bus use during “commuter” times on most but not all routes.*

### **Traffic Count Data**

New traffic count data recording equipment is located at 9 strategic sites around the Island. These include Val des Terres, The Quay, Les Banques, Rohais, Braye Road, Landes du Marche, St Julians Avenue, Route Militaire and near La Salerie. The new units have just been commissioned and some limited data is available at this time.

The previous equipment was deemed obsolete in 2011 but records between 2008 and 2011 are sketchy and have therefore been discounted.

#### *Comparison of November (am) Peak Daily Average Vehicle movements into Town*

<b>Year</b>	<b>Via Les Banques</b>	<b>Via Grange</b>	<b>Via Les Val des Terres</b>	<b>Total</b>
2003	2,364	1,169	748	4,281
2004	2,219	974	900	4,093
2005	2,281	956	902	4,139
2006	2,682	1,357	1,043	5,082
2007	1,855	1,017	854	3,726
2013	2,026	1,228	961	4,215

*Source: Traffic Services Reports*

*Discounting 2006 and 2007 which appeared to have unusually high and low averages respectively, traffic volumes during (am) Peak hours in November 2013 are broadly similar to pre 2007 levels.*

### **Accident Statistics**

Police road traffic accident statistics provide details of Fatal, Serious Injury, Minor Injury and Damage only accidents.

Road Collision Statistics 2005 – 2012

<b>Year</b>	<b>Fatal</b>	<b>Serious Injury</b>	<b>Minor Injury</b>	<b>Damage Only</b>	<b>Total</b>
2005	2	25	166	476	669
2006	1	19	161	496	677
2007	0	21	154	502	677
2008	2	21	141	482	646
2009	3	15	101	430	549
2010	2	9	118	421	550
2011	4	10	97	360	471
2012	2	13	129	551	695

*Source: Police Annual Reports*

The overall number of reported accidents is the highest since 2005 although the number of serious injuries reported over the last three years has reduced somewhat.

### **Air Quality & CO2 Emissions**

Data has been obtained from the Guernsey Annual Greenhouse Gas Bulletin issued on 29<sup>th</sup> February 2012 which details CO<sub>2</sub> transport related emissions for the Island for the period 1990 to 2010. The trend since the year 2000 has been for a reduction in annual greenhouse gas emissions (149.6 kt of CO<sub>2</sub> equivalent in 2000 to 102.2 kt in 2010). The data indicates that approximately 80% of transport emissions are attributable to road transport.

Environmental Health manages air quality monitoring at various sites around the Island. The most relevant standards against which to compare Guernsey's air quality levels are defined in the Air Quality Strategy for England, Scotland, Wales and Northern Ireland published on 17<sup>th</sup> July 2007

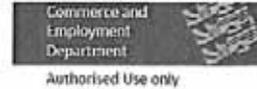
It appears from the air quality data provided for the period January to October 2012 that Nitrogen Dioxide levels at the majority of the sites surveyed falls within the objectives of the Air Quality Strategy. However, the mean Nitrogen Dioxide levels for Vale

Avenue and Fountain Street may be of more concern at 47.72 and 51.27 $\mu\text{g m}^3$  respectively.

In terms of Sulphur dioxide monitoring, it appears that the levels recorded are not of the concentrations that would be considered problematic. For example, monthly readings for all sites indicate Sulphur dioxide readings of less than 20 $\mu\text{g m}^3$  the vast majority of the time. The UK Air Quality Objectives indicate that levels of 125 $\mu\text{g m}^3$  (24-hour mean) should not be exceeded more than 3 times a year.

Notwithstanding the above, it should be noted that during February 2012 the monthly Sulphur Dioxide reading for the Commercial Arcade was recorded as 151.7 $\mu\text{g m}^3$  which is of some concern and not easily explained in terms of vehicle movements

## Appendix G. DEPARTMENTAL CONSULTATION RESPONSES



Our Ref:  
Your Ref:

Deputy R Domaille  
Minister  
Environment Department  
Sir Charles Frossard House  
La Charroterie  
St Peter Port  
GY1 1FH

By internal Post and Email

17 January 2014

Dear Roger

### **Integrated On-Island Transport Strategy**

Thank you for the opportunity for the Commerce and Employment (C&E) Board to provide comments on the above draft Strategy as part of the Environment Department's consultation.

The matter was discussed by C&E Members at its meeting on Tuesday 7th January. Individual Board members may make representations of their own with regard to the Strategy but this letter reflects those views that received widespread support at our meeting.

The Board agreed that the following points were, from a business perspective, all considered to be positive aspects of the draft Strategy:

1. An overarching aim throughout the document to reduce congestion on Guernsey's roads;
2. That the proposals appear to have no detrimental impact on the motor industry;
3. That paid parking is not proposed;
4. That there's no intention to reduce the amount of parking in St Peter Port;
5. The traffic management changes intended at locations such as Church Square and the Lower Pollet are in line with the Retail Strategy;
6. A free bus service would be potentially positive for the visitor economy sector.

However, there were a number of negative aspects also raised by Board members; I will aim to set these out and explain the rationale behind these views. While the C&E Board, of course, understands that the Strategy needs to be funded, a charge of five pence per litre of fuel would make driving more expensive. There was doubt expressed by Board members that a price 'push' like this, even coupled with a 'pull' like free bus travel would result in a significant change in travel type used. The Board had concerns that all vehicle users would have an increased financial burden placed upon them to fund a free bus service without what it saw as compelling evidence that it would actually result in a substantial increase in bus usage. This additional financial burden would appear to fall hardest on those parts of the business community that already have high motoring costs.

Continuation...../

/..... Page 2

1. The introduction of a CO2 charge and a width charge for all registrations of new and second hand vehicles will have a disproportionately large impact on sections of the business community that use larger vehicles such as vans and lorries. For those running commercial vehicles, when considering the additional 5p per litre on fuel duty and the one-off width and CO2 charges to be paid on registration, the result is an annualised additional charge (over a decade) of at least several hundred pounds per vehicle per year. This underlines the disproportionate character of these additional charges ;
2. Increasing the costs of motoring will make travel to and from work a more expensive exercise, which could have a profound effect on those people for whom flexibility is important and need the freedom of their own vehicle to be able to participate in the workforce. (Working mothers who may work 'untypical' hours, for example, would be one group in this category);
3. There was also some support expressed by Board members for more parking in town, where the Board view (different to that expressed by the draft Strategy) was that additional parking would reduce congestion in town.

There was a more general feeling that it had been hoped that the draft Strategy would have been more innovative with more creative ideas explored. In particular, Board members were keen to see more made of the opportunities presented by car sharing (perhaps a pilot scheme at Sir Charles Frossard House?) and also by bicycle sharing, which could be potentially sponsored, and has been well supported in a number of other locations and could be popular for locals and visitors alike.

In short, my Department is supportive of the Strategy's vision and some of the proposals that the document contains, but there are some fundamentals on the revenue raising side that could be negative for business which we would not be able to support. We would urge your Department to give further thought to the 'charges to business' aspect, with a view to reducing these costs and finding alternative ways of raising income.

Yours sincerely

ELECTRONIC VERSION – no Sig

Kevin A Stewart  
Minister

The Minister  
Environment Department  
Sir Charles Frossard House  
La Charroterie  
St Peter Port  
GY1 1FH

16 January 2014

Dear *Roger*,

**Transport Strategy**

Thank you for your letter dated 10 December (which was received via e mail on 31 December) inviting the Culture and Leisure Department to comment on the draft Transport Strategy which you are intending to present to the States in the near future.

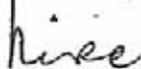
Whilst my Board has not had the opportunity to discuss the strategy collectively, the relevant papers were circulated to every member and their comments invited. As I know you will appreciate, members may well wish to comment on various aspects of the strategy taking account of their personal views and beliefs on the various principles etc., but as a point of clarification, the following comments are purely from a departmental perspective – ie with consideration only being focused on how the proposals may impact on Culture and Leisure's ability to fulfil its mandate as approved by the States.

Having considered the report, it is not thought that any of the proposals will have a significant direct impact on the Culture and Leisure Department. However, it is noted that other States' strategies and/or policies could in due course have implications for parking in and around St Peter Port. Given the potential impact this could have on several of our business units (ie Beau Sejour, Guernsey Museum, Castle Cornet and the Guernsey Information Centre) I would please ask that we are consulted on any that may involve a significant removal or relocation of parking spaces.

Finally, and whilst not directly related to the transport strategy, I am sure you will appreciate that we are always keen to find ways in which we can address the very difficult issue of providing (at least some) improved transport for cruise ship visitors, the vast majority of whom we believe would be very keen to experience the Island's unique cultural heritage. Clearly the benefits to the States could be significant and we would also therefore ask if your Department could continue to bear this in mind when considering the implications of any spare capacity in buses and/or drivers at non-peak times or during school holidays.

Once again, thank you for allowing us the opportunity to comment on what is clearly an important but complex matter.

Yours sincerely



Deputy Mike O'Hara  
Minister

Our ref: 102/230/JB/SAL

10<sup>th</sup> January,

2014

The Minister,  
Environment Department,  
Sir Charles Frossard House,  
La Charroterie,  
ST. PETER PORT.  
GY1 1FH

Dear

The Education Board is grateful for the opportunity to comment on your Department's draft Transport Strategy. I have set out below the Department's comments which focus primarily on Section 11.3 as this is the part of the draft States report most pertinent to the Education Department.

For ease of reference each extract of the report is repeated below and is then followed by the Board's comments and observations:-

11.3 Supporting cycling and walking to school

In our surveys travel by car was the most popular means of getting to and from school (graph 39) and, although the data is limited, this appears to be supported by the schools own analysis of travel habits. Prior to the opening of St Sampson high school, snap shot surveys were conducted of how students travelled to and from school. This was compared with travel habits once the new pedestrian and cycle safe infrastructure was put in place. The seasonal nature of these snap shot surveys makes reliable comparison impossible. Nevertheless, they are included for completeness.

**St. Sampson's School Travel Habits Survey**

Mode	Percentages			
	2001 Census*	Feb'08	Jun'09	Oct'13
Car	64	34	6	44
Walk	16	22	27	16
Motorcycle	5	4	9	7
Cycle	5	20	23	8
School / Public Bus	10	20	35	25
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

**Education Department Comment:-**

*The data provided is, as it states, only a snapshot and indeed only a snapshot of a single school. There are significant fluctuations between the years and seasons displayed and transport accessed by children during those years and as such the data provided is of little use in gaining an accurate picture of transport to/from school across the Island. A cross island survey of all schools is provided as an attachment which provides an up to date and more accurate picture of the current state of transport accessed by children. This information was provided by schools at the start of the Autumn Term.*

- 11.4 Whilst the data in the above table in respect of car use is disappointing it demonstrates the need for more action. Tackling school traffic is a key component of the strategy. The bullets listed below seek to establish cycling and walking as a preferred life style choice and embed it from an early age. Maintaining cycling through the teens and early adulthood provides the confidence, fitness and “normality” to continue cycling in later years. Reducing the motor car school run is one of the key ways early morning and afternoon congestion can be alleviated. The more frequent cycling becomes the more motorists will accept cycles as the norm and as something beneficial. This will lead to increased care by motorists and along with other initiatives will result in preferential cycling conditions. The more that people choose to cycle, walk or bus the less congested our roads will be.

**Education Department Comment:-**

*It seems strange that after acknowledging, “The seasonal nature of these snap shot surveys makes reliable comparison impossible” that the report then uses it to demonstrate a need for further action.*

*The Education Department would fully support any initiative to tackle the congestion that is clearly evident around schools at specific times of the school day. Likewise any initiative to further improve the fitness and healthy lifestyle of children would be welcomed; either through walking or cycling. The caveats may be that improved ‘safe’ walking and cycling ways/routes would possibly need to be established in order to fully realise the identified benefit of reduced car use. Secondly, the Environment Department may need to be willing to support/fund/loan cycles for children who do not have access to an appropriate bicycle. This could be an extension of the ‘ride to work’ scheme. At the same time members need to be aware that school children, particularly at secondary level, often have to take kit to school (e.g. books, sports clothes and musical instruments) which can make walking and cycling impractical.*

- i. Schools will be encouraged to prioritise cycling and walking as a means of getting to school. This may mean reducing the areas of parking afforded to parents and teachers cars in order to create safe and easy access for cycles. Where possible the cycle and walking network will provide the most direct and convenient access to the schools.

**Education Department Comment:-**

*Schools already promote walking to school during ‘walk to school weeks’ and promote the safe use of cycles through the Cycling Proficiency Scheme which is run in collaboration in all Primary Schools with Guernsey Police.*

*Any reduction in parking spaces at the schools which are already at a premium would undoubtedly be met with 'resistance' from parents and the wider school community, including teachers who are often finding it difficult to park at their existing places of work already. As such, The Education Department would not want to actively promote the reduction of car parking spaces.*

*The Education Department, schools and parents would need to be reassured that the promotion of cycling and walking to school would be supported by a significantly improved 'safe' network/route to school than already exists; many schools currently have no walkways leading to the schools and are often on narrow and/or busy roads.*

- II. Schools will be encouraged to provide the necessary facilities to support and encourage cycling. This might include large safe lockers to allow students to leave belongings in the school, quality covered cycle stands, school branded cycle bags etc. It is important to identify the obstacles to cycling to school and then seek to overcome them. An effective cycling club will do much of this work perhaps through the Parent Teachers Association.

**Education Department Comment:-**

*Whilst the Education Department would wish to support the use of cycles as a method to get to school and also wish to provide the appropriate facilities, currently this would not be possible considering the financial restraints that all schools and the Department are under.*

*As such, the costs of any additional facilities such as the storage described would need to be met, at least in part, through other means or States Departments.*

*As previously stated, all Primary schools already support the Cycling Proficiency Scheme; in addition to a wide array of clubs and activities during lunchtimes and after school. Any club run outside school hours on the school premises would almost certainly require 'support' from a member of staff in addition to any PTA support. This may, therefore, be met with some resistance in schools as teachers are already providing extensive clubs and giving up significant time outside school hours already.*

*Many children already access the highly successful Velo Club activities including the 10 week 'Go Ride' programme and twice weekly rides/races that are organised outside school hours. Any programme to promote cycling should undoubtedly include a partnership with this well established club as they already have existing programmes, expertise and skills in place to deliver high calibre 'training' and promotion of cycling.*

- III. Cycling clubs will be encouraged at schools. The purpose of the club is to promote cycling and provide a positive healthy image of cycling. The activities could range from cycling holidays, talks on cycle maintenance, organised groups to cycle to/from school, evening/weekend cycling outings, a cycle exchange/loan facility etc. Connection and support from the main cycling providers and clubs would be an important component.

**Education Department Comment:-**

*See above*

- IV. Achieving Cycling Proficiency needs to be an expected norm and safe competent cycling extended, perhaps through the cycling clubs, beyond the junior schools.

**Education Department Comment:-**

*As already detailed, all primary schools currently support the Cycling Proficiency Scheme. This is not compulsory for all children, although most do seem to take part. The scheme is run independently of the Education Department in each school with support from The Guernsey Police.*

*The Education Department would of course wish to continue to promote this beneficial scheme although would not be able to insist that each child or indeed all schools took part as it falls outside the Guernsey Curriculum and is, therefore, conducted 'voluntarily' by each school and child.*

- V. Road Safety education will be made available to all year groups in much the same way that drug education is provided as part of the PSHE curriculum.

**Education Department Comment:-**

*The current Primary PSHE Curriculum already has elements within it that include Road Safety Education and is delivered at different 'levels' throughout the course of the Primary phase. Any additional support from outside agencies such as Guernsey Police and/or Environment Department personnel would be welcome.*

- VI. Walking buses will be promoted and encouraged in junior schools.

**Education Department Comment:-**

*Walking buses have been highly successful in other jurisdictions and would be welcomed by the Education Department. However, staffing and organising any such scheme are difficult. Any such scheme falls outside the traditional working hours/responsibilities of existing teachers and school staff and therefore the funding and staffing of any scheme would need to be met from outside the current Education Department finances or additional funding released to allow schools to administer/implement any such scheme. In addition, as already detailed, any walk to school would need to have a safe route which in some cases would require significant improvements.*

- VII. Schools will be required to develop Travel Plans and promote alternative travel options.

**Education Department Comment:-**

*Schools are already incredibly busy delivering high quality teaching and learning to ensure that all children have the opportunity to realise their full potential. Any Travel Plan and the promotion of alternative travel options is not the sole responsibility of a school whose responsibilities are somewhat different. The Education Department believes that any plans should be drawn up by The Environment Department in consultation with the individual schools and any subsequent promotion of alternative travel options should be led by The Environment Department.*

- VIII. Speed limits around schools will be set at 20mph as is currently the case at the St Sampson High School traffic management system.

*The Education Department would fully support any proposal to ensure and improve the existing safety of children travelling to and from school.*

**Education Department Recommendations:-**

The Education Department would clearly support the ethos and aims the Environment Department are attempting to implement, although, there are significant factors which would need to be considered and worked upon before we could agree to fully support the report. The most significant are that any proposals detailed are reliant on additional funding, resources or at least goodwill from staff at a time when schools are already being asked to do more with less.

I trust that these comments are helpful.

Yours sincerely,

Deputy R.W. Sillars,  
Minister

Enc.

School	Bus	Motorcycle	Bicycle	Brought by Car	Walk	Initiatives	Other Comments
Grammar School & Sixth Form Centre	The school does not have exact figures but because of an island wide catchment the majority of students rely on school buses.				Those that are close to the school will generally walk	There are no formal initiatives that are run in school.	As the Year progresses Sixth Form students who pass their test will use their own transport.
Les Beaucamps High	275	50	20	50	100		
La Mare de Carteret High	240*	48*	31*	89*	88*		* Gathered at the beginning of term NB some students may use two or more modes of transport during the week.
St. Sampson's High		On the register at present are 61 students riding to school on motor cycles / scooters.				The police check student mopeds every year and follow up with an assembly on safe bike riding. The school has supported the desire of Living Streets to encourage more students to walk to school, and to use the pathway from the school to the Victoria Avenue. Staff are encouraged to use the path to walk students to the Bowling Alley etc. It was well used during Opportunities Week. Outside speakers have been invited to talk to students during assembly time, on safety issues, walking to school, cycling and recently the Police were in school to raise awareness of motor-bike safety and riding sensibly to and from school. All initiatives are 'on going' and will be re-visited at different times of the school year.	The school has nothing formal in the way of a travel plan.
Amherst Primary School			A small number cycle upon completion of their cycling proficiency course.	Some pupils walk.	Pupils either walk or travel by car.	The school supports walk to school week when it can.	
Castel Primary School						The school does not run any initiatives.	The school has not undertaken a survey of travel plans for more than five years.
Forest Primary School							

Hautes Capelles Primary					Apart from talking to parents daily about the car park the headteacher doesn't run any initiatives about travelling to school.	The school doesn't have a travel plan
La Houquette Primary	There are 3 school buses in the morning. At the end of the day there is 1 infant bus and 3 junior buses. Numbers can vary with the weather and time of year.	13	1	11	Some of the older pupils ride their bikes to school.	A few walk to school depending on the weather.
La Mare de Carteret Primary				125	124	Walking buses run every Wednesday morning from the Longfrie and L'Eree car park to La Houquette school in a bid to get children to walk to school more. This runs through the summer term and up to October half term. About 20 pupils regularly take this up. The school also has a walk to school week in May and three quarters of the pupils walk every day through that week. The school teaches a cycling proficiency programme in Year 5 every year. The school encourage the children to walk to school during the special week and gives out stickers etc for those who do.
Notre Dame du Rosaire Catholic Primary School	A handful of pupils use public buses.				**The rest come to school by car.	Headteacher estimates that about 25% of the pupils are within walking distance and many do walk in the summer, fewer in the winter. **
St. Andrew's Primary	Approximately 10-15 bus users in the morning and between 25-30 in the afternoon.					The school doesn't have a transport strategy. The school did look into having a school bus but there is no suitable route that would benefit enough children to make it worthwhile. The headteacher has been asked if Notre Dame pupils could use the Vauvert bus and thinks this is a reasonable request which might help reduce traffic. The numbers of bus users varies each day dependent upon: attendance at after school clubs, illness, families making alternative arrangements.
St. Martin's Primary School	There are no school buses as					The school runs two walking buses each week: one from Apple trees Residential home and one from the German Underground hospital passing the Naftiaux estate. Both run in the mornings only. They started last Easter and it is hoped they will attract more children during the year. At the moment Apple trees has between 6 - 8 children and the German Underground between 10-15. In addition the school supports Walk to School weeks - giving out stickers, certificates etc.... if children walk to school. The school also runs a cycling proficiency course with Year 6 to encourage them to cycle safely to school. There is no car park for parents which causes significant problems with the

	the catchment area is within walking distance.							<p>volume of traffic and the fact the school is on a small lane. Grand Rue car park is the nearest public car park but local businesses use most of the places for all day parking. The school did try to get more of the spaces changed to short term a few years ago but only 10 places were allocated. At the end of the day, due to this shortage of parking space, parking is allowed in the playground at 2.50pm to pick up children. The school gate then closes for cars at 2.55pm just before the pupils begin to leave school. Cars stay stationary until pupils have finished leaving the building and the gates open again at 3.15pm and cars are directed out by the caretakers. This arrangement is not ideal and the school needs a designated drop off and pick up area especially if the roll increases with planned school closures. It does, however, make driving to school less attractive as parents are forced to wait in their cars until everyone on foot has cleared the playground.</p>
St. Mary & St. Michael Catholic Primary School								The school takes part in Cycle and Walk to school weeks annually.
Vauvert Primary School								The current data collection sheets do not include information on how pupils get to and from school.
Vale Primary School								The school does not have a travel plan as such and the new Headteacher has been told by existing staff there has not, historically, been one in place with information of numbers of pupils and how they get to and from school.
St. Sampson's Infant School					68%			This is not very accurate because some have different arrangements on different days.
Les Voies School								As a new school the Headteacher has not yet begun to plan any initiatives.



Deputy R Domaille  
 Environment Department  
 Sir Charles Frossard House  
 La Charroterie  
 St. Peter Port, Guernsey  
 GY1 1FH

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4<sup>th</sup> February 2014

Dear Deputy Domaille

#### **Integrated on Island Transport Strategy**

Further to your letter of 10<sup>th</sup> December 2013, the Home Department sets out its response here. This response is formed of general comments in relation to the documentation circulated and supplementary responses from the Guernsey Police and the Guernsey Fire & Rescue Service are appended as it is acknowledged that these Operational Services have a particular interest in the proposals by virtue of the services that they provide to the local community.

#### **General Comments**

- Tightening up of existing motorcycle legislation - the Department considers this to be a positive development;
- Cycle loan, exchange and return facility - this is considered to be a very positive initiative in order to promote cycling and make it available to all who may not have access to their own cycles. The Department would welcome the developers of any such initiative to have contact with Guernsey Police in order to ensure appropriate advice in order to protect against vandalism of property, particularly where exchange-sites are located in urban areas (e.g. North Beach);
- It is acknowledged that many of the points made in the report will affect the utilisation of police resources (e.g. road safety education) and this is identified within the response appended by Guernsey Police;
- As noted in the response from the Guernsey Fire & Rescue Service, a prospective "wide vehicle tax" is likely to have an impact on the Department's budget in respect of the Fire appliances and other specialist equipment that the Department's Operational Services uses.

#### **POLITICAL RESPONSIBILITIES**

Guernsey Police, Guernsey Border Agency, Guernsey Prison Service, Guernsey Probation Service, Guernsey Fire & Rescue Service, Emergency Planning, Bailiwick Drug & Alcohol Strategy, Criminal Justice Strategy, Domestic Abuse Strategy, Broadcasting, Gambling Control, Electoral Roll

I hope that this response is considered helpful by the Environment Department and may I take this opportunity to apologise for the lateness of this reply.

Yours sincerely

A handwritten signature in black ink, appearing to be 'F Quinn', written in a cursive style.

Deputy F Quinn  
**Deputy Minister**  
**Home Department**

**TRANSPORT STRATEGY CONSULTATION****RESPONSE BY: GUERNSEY POLICE**

---

The Guernsey Police Force has participated in the consultation phase. We have consistently supported, in broad terms only, the themes of road safety and the free flow of traffic, and offered to assist with advice regarding enforcement issues as-and-when the work streams progress.

The Neighbourhood Policing Team will continue to promote road safety initiatives, particularly within schools, and it is considered that this work will complement the proposed strategy. The employment of a Road Safety Officer to co-ordinate island wide, multi-agency work in this area, as proposed, is also to be welcomed.

Reduced speed limits in the immediate vicinity of schools would seem sensible, and more likely to be effective if imposed only during school times.

MOT type tests - Whilst the Force remains neutral regarding compulsory motor vehicle safety checks (except Public Service Vehicles checks - which should continue) the Vehicle Defect Rectification Scheme (VDRS) should not be seen as a substitute. Where patrolling police officers happen upon a vehicle defect, the driver can be offered an opportunity to rectify the fault, present the vehicle for inspection and thereby avoid prosecution in court for that offence. Around nine hundred faults per year are identified and dealt with through the VDRS in Guernsey.

The proposed amendments to legislation do not appear to be an issue for enforcement; neither do the potentially more contentious issues relating parking and increased taxation etc.

**TRANSPORT STRATEGY CONSULTATION****RESPONSE BY: GUERNSEY FIRE & RESCUE SERVICE**

---

The Guernsey Fire & Rescue Service has participated in the consultation phase and offers the following comments.

Any introduction of traffic calming measures such as speed humps, or restrictions in width or changes in direction, should take larger vehicles such as Fire appliances or ambulances into account as there is a potential impact on manoeuvrability to the end that response times to incidents may suffer.

Cycles on the road – particularly groups – means that cars often cannot safely overtake leading to traffic congestion behind the cyclists. Potentially this could delay Service attendances at incidents, however this is not considered to be a high risk as we believe that our current standards of driver-training teaches our drivers to deal with all situations.

It is noted that the vast majority of journeys on behalf of the Fire service are necessary ones, therefore from our point of view the policy will not reduce (fire service) traffic, it will just increase costs. The Fire Service will be financially impacted by increases in fuel duty and any proposed width or CO2 taxes.

Minister  
Environment Department  
Sir Charles Frossard House  
La Charroterie  
St Peter Port  
Guernsey  
GY1 1FH

09 January 2014

Dear Deputy Domaille

### **INTEGRATED ON-ISLAND TRANSPORT STRATEGY**

I refer to your letter dated 10 December 2013 and thank you for consulting with the Housing Department on the above Strategy prior to its publication.

In general, the Housing Department supports the Strategy's Vision Statement and the proposed integrated workstreams. It agrees that alternative transport options must be available, and incentivised, together with complementary disincentives for private motorised vehicles. However, for such an approach to work transport alternatives must be accessible to all regardless of age, disability, income and location.

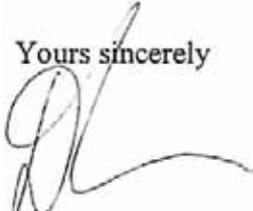
In seeking to meet the aims of the Strategy, the Department has the following comments:

1. Establishing bus use as a feasible alternative to private motor vehicles is essential and the Department supports the initiatives put forward to enable this. However, the careful planning of bus routes must take place to ensure that larger housing development areas are well serviced, with bus stops easily accessible. The Department's and the Guernsey Housing Association's larger housing estates should be accessed by a well networked, affordable, regular and reliable bus service and in doing so the Department believes that a significant number of social housing tenants could be encouraged to increase their use of bus transport. It is something the Department and the Guernsey Housing Association could also promote to its tenants.
2. A carefully planned and accessible bus route network is particularly important for residential developments that house older people or those with specific health and/or social care needs. Transport and mobility issues can be a significant problem for such people and ease of access to the bus network, and/or other alternative transport options, could well be their dominant mode of affordable transport and the gateway to their independence. For this reason, the Housing Department feels strongly that the two Extra Care developments at Le Grand Courtil and La Nouvelle Maraitaine should be well-served by the public transport system.

3. The Department is encouraged by the planned engagement with various groups and representatives of disabled people to identify, and seek to overcome, the obstacles currently faced in using alternative methods of transport. When conducting this engagement, I would encourage you to liaise with the Director of Older People's Housing Care and Support who will be able to provide you with detail on the general requirements and considerations for older people.
4. Finally, the Department was interested to read about the potential for taxi buses and Dial a Ride service and looks forward to this service initiative being considered and developed further. It believes that, if available at an appropriate price, this could provide an invaluable service in motivating people away from their reliance on individual motorised vehicles and again is something that could benefit the servicing of larger housing developments.

I hope these comments are of use when considering the further implementation of the Integrated On-Island Transport Strategy.

Yours sincerely



D B Jones  
Minister

Your ref: Env/Traffic/RTS

Minister  
 Environment Department  
 Sir Charles Frossard House  
 St Peter Port  
 Guernsey  
 GY1 1FH

28 January 2014

Dear Deputy Domaille

### **Integrated on-Island Transport Strategy**

Thank you for your letter of 10 December 2013, inviting comment on the Environment Department's draft transport strategy.

HSSD officers have been pleased to have contributed to the development of the strategy. The HSSD Board offers the further comments.

#### **Public Health Benefit**

Exercise is a vitally important preventative health and well-being intervention for both adults' and children's physical and psychological health. A good transport strategy can make taking regular exercise for our population easier through increased participation in walking and cycling activities, and can therefore make a major contribution to improved health and well-being, reducing expenditure on preventable health problems. Other obvious impacts of transport on health are the harms caused by road traffic accidents and air and noise pollution, with wider impacts related to energy use and climate change.

The HSSD Board therefore strongly supports the transport hierarchy of walking, cycling, public transport, multi-occupancy vehicles and lastly single-occupancy vehicles. Likewise, the Board supports the draft Vision Statement "to facilitate safe, convenient, accessible and affordable travel options for all the community which are time and energy efficient, enhance health and the environment and minimise pollution". The Board also supports the focus on making it "easier, safer and beneficial to use the alternative transport means more frequently".

We note there are synergies of this work with HSSD strategies where recommendations have previously been made, for instance the Guernsey Obesity Strategy, which is within the Health Improvement Pillar of the 2020 Vision. We also note that the recommendations of the NICE Briefing for Local Government released in January 2013<sup>1</sup>, which was previously shared with the Environment Department,

<sup>1</sup> <http://publications.nice.org.uk/local-government-public-health-briefing-on-walking-and-cycling-phb8/what-nice-says>

are evident in this Strategy. (NICE briefings present evidence of the most effective and cost effective approaches.)

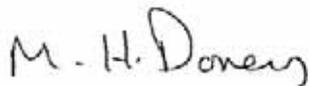
We welcome the proposal to make changes to the motorcycle provisional licenses, but we are disappointed that there are no plans to increase the age at which young people can ride a motorcycle. We would also wish to see cycling proficiency focus on certification of children to be competent to ride safely on roads, not just to be able to control a bicycle.

#### **Access to HSSD services, and promoting independence**

Access to health facilities is likely to become increasingly important as the number of older people greatly increases over the next few decades. Many of our patients and service users have disabilities. High quality affordable public transport will assume an increasingly central role in supporting the aims of the Department's 2020 Vision, especially to promote independence through patients and service users living in the community and participating in community life and activities. We therefore welcome the emphasis in the Strategy on ensuring access to public transport for people with disability, and note that a "whole journey" approach from door to destination and back will be needed.

I hope that these comments are of assistance.

Yours sincerely



M H Dorey  
Health and Social Services Minister

Your Ref: Env/Traffic/RTS/  
Our Ref: E419/PL/CS/sm

16 January 2014

Minister  
Environment Department  
Sir Charles Frossard House  
La Charroterie  
St Peter Port  
GY1 1FH

Dear Deputy Domaille

### **INTEGRATED ON-ISLAND TRANSPORT STRATEGY**

Thank you for your letter dated 10 December 2013 seeking the Department's comments on the draft Transport Strategy that you propose to submit to the States later this year.

First may I say that the Department is supportive of the concept of an integrated transport strategy and is keen to work with the Environment Department where possible to achieve the aims of any such strategy. In an attempt to ensure that the proposed strategy would be deliverable, the Department has been through the draft report in some detail and has the following comments on some of the proposals.

#### **Fuel Tax**

The Department runs a number of vehicle fleets and therefore will feel the impact of any increased fuel costs, with such costs being passed on to service users. Guernsey Water has estimated that the proposed tax will cost approximately £2,500 per annum but the impact will be felt most by States Works, which has estimated its increased costs at about £41,500 per annum, assuming red diesel is included. If it is not, this figure would come down to about £28,000 per annum. This cost increase will of course affect to some extent all States Departments.

#### **Width/Emissions Taxes**

Guernsey Water estimates that these taxes combined would increase its costs by approximately £20,000 per annum. The additional cost (i.e. the tax element only) of replacing States Works' entire fleet, based on current requirements, would be in the region of £385,000, which represents an annual cost of about £38,500 over a vehicle's service life of 8-10 years. Therefore the whole life costs of vehicles will increase, with such costs being passed on to customers which, for States Works, are largely States Departments.

Given that these costs will be incurred by any on-Island trader that relies heavily on vehicles, particularly larger vehicles, the effect of these taxes will be felt throughout the community through increased prices for goods and services. There is no analysis in the report of the effect that this could have on the economy but the Department believes this is an aspect that should

not be ignored. With regard to States Departments, it is particularly unfortunate that this proposal would see an increase in baseline costs at a time when the States are trying to eradicate a structural deficit.

Generally speaking, the Department would welcome measures to persuade motorists to use smaller vehicles as they tend to be lighter, thereby reducing wear and tear on the road surface. However, the Department does not consider it equitable to levy width tax on commercial vehicles, as it is not usually the case that the same functions could be carried out using narrower vehicles. Given that one of the reasons stated for the charge is to act as a disincentive to use them, and given that this is unlikely to happen owing to the necessity for commercial entities to rely on larger vehicles, there seems to be little justification for levying the width tax on commercial vehicles. Therefore, while the Department would support this measure in respect of vehicles used solely for private, rather than commercial, purposes it does not support it for commercial vehicles because of the impact on the economy that would result, and the fact that, for perfectly understandable reasons, behaviour change will almost certainly not occur.

For environmental reasons the Department is supportive of the emissions tax on the basis that it could trigger behaviour change. However, there is a potential issue that the Environment Department may wish to consider further, namely that while some engines (Euro 6 diesel engines) may have, in theory, very positive CO<sub>2</sub> emission figures that could heavily influence vehicle choice, it should be noted that such vehicles should only be reaching a maximum speed of 25 mph on Guernsey's roads. These slow speeds do not facilitate the required regeneration processes within the vehicle's engine/emissions systems to take place, as this would require it to be driven at a certain speed (over 25 mph) for a certain time. Not only can this cause mechanical problems and increased maintenance requirements, but of course it may give rise to a false impression that vehicle emissions are lower than they are in reality. I am unaware of the extent of this potential issue but would suggest it merits further investigation.

#### Ports Master Plan

The Department was pleased to see recognition in the report that "the Ports Master Plan is intrinsically linked with the development of the DDPs and the Transport Strategy", as it firmly believes that it is important to consider strategy development of any sort in the widest possible context. However, it was disappointed by the way in which the Ports Master Plan has been interpreted. There seems to be an assumption that the Ports Master Plan is seeking to displace parking away from the harbours and the piers, thereby increasing the demand for on-street parking. This is certainly not an option the Department would wish to encourage because such parking reduces the available width of roads and in many instances forces vehicles to mount the pavement, often resulting in damage which the Department has to repair.

On the contrary, the Ports Master Plan recognises that the solution to the conflict between harbour operations and public parking relies on the provision of suitable alternative parking. The Ports Master Plan says: "*The North Beach Car Park, constructed between 1984 and 1989 as part of the port estate but absorbed within St Peter Port's parking provision, represents an obvious area to re-purpose, but the consequent displacement of long period commuter parking spaces would be unpopular unless mitigated by alternative parking provision*", thereby acknowledging that it would not be acceptable simply to rely on on-street parking to meet the need for parking spaces in St Peter Port.

The Ports Master Plan also says: *“The North Beach Car Park represents a key component of any modernisation and expansion of the commercial port. The area will be required, in part or in full, to allow reconfiguration to meet security requirements and to allow enhanced cargo handling and distribution. However, the existing function as a free public car park is likely to result in strong resistance to change of use. As part of a wider strategy for traffic management on Guernsey, measures to disincentivise car use along the harbour front and, particularly in North Beach, could include implementation of parking charges for the area(s) as an option. Ideally the car park charges could be raised by the port for reinvestment in the port, although centralised collection contributes to island-wide infrastructure improvements. Any such initiative must align with the emerging retail and transport strategies and must be coordinated between Public Services and the Environment and Commerce & Employment Departments.”* This clearly demonstrates a strong will to work in partnership with Environment and other parties and it would be appreciated if the report could be amended to reflect this spirit of cooperation, as there is a danger that the Transport Strategy will act prohibitively rather than supporting the deliverables of the Ports Master Plan.

The report does not quantify the level of modal shift (i.e. movement from car to other forms of transport) that the proposals are likely to achieve. Similar strategies have been put in place in other jurisdictions and it would therefore be expected that there would be some data available regarding percentage shift and time frame. Such data would assist with the implementation of aspects of the Ports Master Plan as it would inform, for example, the extent to which other arrangements would be necessary to offset any loss of parking on harbour land.

#### Roads Infrastructure

The draft strategy includes the following proposals that are relevant to the Public Services Department’s mandate in respect of maintaining and cleansing the highways network:

- Ruettes Tranquilles will be connected wherever practical with each other and with the coastal paths and Green lanes.
- Additional cycle lanes will be created where practical and desirable.
- Additional pavements will be created where practical and desirable and especially in relation to the creation of one way roads.
- Selected roads will be made one way in order to make provision for cycle and foot paths and cycle contra flows.
- Consideration will be given to buying or renting edges of farmland or other open land in private ownership in order to create additional connecting cycle and walkways. It is not envisaged that such land would be designated as public highways and any development would need to conform with the planning policies.
- Where footpaths can be widened, perhaps as part of making roads one way, shared cycle/footpaths may be created. Not all footpaths will be eligible for sharing with cycles and shared footpath/cycle paths will be clearly designated as such.
- Cycling and Walking will be the focus in the heart of the main centres rather than car parking. This means some streets such as Le Pollet or Church Square

will lose parking spaces and non essential circulation of vehicles will be restricted. This is in accordance with the Retail Strategy.

The Department would welcome the loss of parking spaces in town centre areas because, as alluded to earlier, such spaces often indirectly lead to pavements being damaged and consequent costly repairs. However, with regard to the other suggestions listed above, it is noted that the capital cost of creating new cycle lanes, pavements, etc. is acknowledged in the report but there is no mention of the ongoing revenue funding required for their upkeep and maintenance. Whilst not all would be part of the public highway, it is inevitable that the Public Services Department will bear some additional cost in respect of cleaning and maintenance, as it has done since the creation of the cycle path at Baubigny. Whilst the costs in question will not necessarily be significant, the Department's budget is already stretched considerably, which makes it very difficult to take on any additional responsibilities without corresponding funding. If monies were to be made available from the proposed taxes, this would make the proposals more acceptable.

#### Conclusion

In principle, the Department is generally supportive of the aspirations of the draft Transport Strategy but, whilst accepting that a strategy document can only ever deal with issues at a high level, it is considered that some matters of detail, particularly those outlined above, would benefit from further consideration before the report is finalised.

Notwithstanding this, the Department remains keen to support the delivery of a workable integrated Transport Strategy in whatever way it can.

Yours sincerely

P Luxon  
Minister

The Minister  
 Environment Department  
 Sir Charles Frossard House  
 La Charroterie  
 St Peter Port  
 Guernsey  
 GY1 1FH

25<sup>th</sup> January 2014

Dear Deputy Domaille

**INTEGRATED ON ISLAND TRANSPORT STRATEGY**

Thank you for your letter dated 10 December 2013 and to you and your Chief Officer for attending the Treasury and Resources Department meeting held on 14 January 2014. Members noted that a productive staff level meeting had been held the previous week following which your Board would be considering changing some elements of the States Report including:

- Complying with the requirements of Rule 15(2);
- Further explaining the *'Putting existing bus service on firm footing'* contained in the table of page 45\*;
- In respect of the revenue income implications (including the table on page 47^), reviewing the anticipated % impact on fuel use and including the consequential impact on General Revenue income;
- Checking the implementation methodology (Ordinance, etc) and reviewing the timing of the proposed tax increases;
- Review the timing and 2014 effect of the income and expenditure proposals and, if necessary, include a recommendation to transfer funding from the Budget Reserve.

Members were grateful for the opportunity to discuss and make informal comment on the proposals in the draft States Report and to raise questions. The Department does not wish to make any further comments at this stage as it will, in the usual manner, be making a comment on the resource implications following consideration of the final version of the States Report.

Yours sincerely

Gavin St Pier  
 Minister

*(NB \*now the table in paragraph 14.2 of the final report, ^now the table in paragraph 15.4 of the final report.)*

ANNEXE  
MINORITY REPORT

Deputy Y. Burford  
Deputy B. L. Brehaut

INTEGRATED TRANSPORT STRATEGY AND ACTION PLAN  
*for* GUERNSEY

***Preamble***

This Minority Report presents an Integrated Transport Strategy and Action Plan as an alternative to the Department's Report. It is presented to the States by the political members of the Environment Department who were tasked to develop the Strategy (The Working Group). It is published in accordance with Rule 2(4) of the Rules of Procedure of the States of Deliberation

When the principal ideas, proposals and philosophies of the Transport Strategy Project Working Group were presented to the Environment Department Board some key aspects of the Strategy did not gain majority support. The Working Group felt strongly that separating out certain elements of the Strategy would result in the failure to achieve its overall objectives. We are therefore presenting the States with this Report and recommendations as an alternative to the Department's report. An amendment will be laid to replace the propositions in the main report with the recommendations of this Minority Report. This Report is complete in itself, but because data from local consultations are common to both Reports such repetition has been minimised. As the main report had its genesis in the outline of this Report there are many points of similarity, particularly in the objectives. **The differences lie primarily in what is believed to be necessary to effectively achieve those objectives.**

This Strategy is principally designed to achieve '*modal shift*', in other words to reduce the number of miles travelled in private motor vehicles in favour of walking, cycling and buses by changing from one mode of transport to a better one, and also to make significant progress towards the outcomes encapsulated in the Transport Strategy Vision (hereinafter referred to as the Vision). **The Strategy seeks to do this principally by making the alternatives significantly easier and more attractive than at present.**

If these changes can be effected there would be numerous positive outcomes. Research has shown that there are economic benefits to retail centres from good public transport and walking and cycling provision. There are also positive economic impacts from safer journeys, better energy efficiency, reduced pollution, and enhanced health. The Strategy is designed to deliver improved accessibility and inclusivity and a more attractive public realm. It will also meet other States objectives as described throughout the Report. Such outcomes will not result from mere tweaking at the edges of the current situation.

The principal points of difference between this Report and the Department's report are:

- Income and expenditure for this Strategy have been restricted primarily to those initiatives which will drive effective change in the modes of travel used and the types of vehicles purchased.
- The measures proposed in this Report will fund the capital required to build the much-needed bus depot, thus reducing the capital burden of infrastructure requirements, and making future tendering for a bus contract less restrictive. Although the Department's report states that the bus depot could be achieved through requiring a future bus operator to provide the depot as part of a 20-year contract, such a contract is likely to cost well over £1m each year more than one excluding such a requirement. There is no provision in the main report for financing this additional annual contract sum.
- Whilst both reports propose a vehicle duty based on a matrix of CO<sub>2</sub> emissions and vehicle width, this Report also proposes subsidies for especially small, low emissions vehicles and electric vehicles and has a duty scale that will be much more effective in driving behaviour change. Furthermore it provides an upper cap on commercial vehicle duties.
- This Report proposes long-stay paid parking both as a method of addressing the level of demand for long-stay parking and to provide funding for various elements of the Strategy. This Report does not recommend increasing fuel duty for reasons explained later; indeed it proposes a reduction of 1.2p per litre which was previously applied in lieu of paid parking, as leaving that levy in place would effectively amount to double charging.

## 1. INTRODUCTION

1. This Report is the result of six stages of local research and consultation with a variety of individuals, groups and organisations. This was undertaken to find out what people who use our on-island transport infrastructure think of the current system and what ideas they have as to how it might be improved. Additionally it has been informed by the aims and resolutions of extant and emerging States and community Strategies and Visions<sup>1</sup> as well as solutions, lessons and innovations from other jurisdictions and research into various aspects of travel and transport. With respect to other jurisdictions it is understood that what works in one place may not be suitable for Guernsey for many reasons, but there are common themes found time and again in places that have successfully made the transition to sustainable transport systems.
2. The Report is laid out in four sections. Section 1 provides a background to previous strategies and the process undertaken to arrive at this new Strategy. Section 2 outlines an action plan in the form of integrated proposals. Section 3 gives a calculation of funding with income and expenditure. Section 4 contains the recommendations arising from this Report.
3. Population, affluence and car ownership in Guernsey have been continuously increasing over the years and with it the number of journeys undertaken in private motor vehicles. The recent population management debate indicates that whilst population might be managed, it will not necessarily be contained and it is inevitable that, without an effective Transport Strategy, the miles of travel and number of journeys undertaken in private motor vehicles will continue to increase. Whilst it is fully accepted that the car will remain the principal mode of transport in the island in future because it is so convenient, the primary aim of the measures in this Report is to reduce the miles of travel undertaken in private motor vehicles. This is not a goal of itself, rather it is an objective; a way to achieve the desired goals of safer roads for other users, less traffic congestion, less pollution, less expense, better health and less public space used purely for accommodating cars. Chart 1, below, shows that four-fifths of respondents to the public consultation support measures to improve the alternatives to private vehicle use.

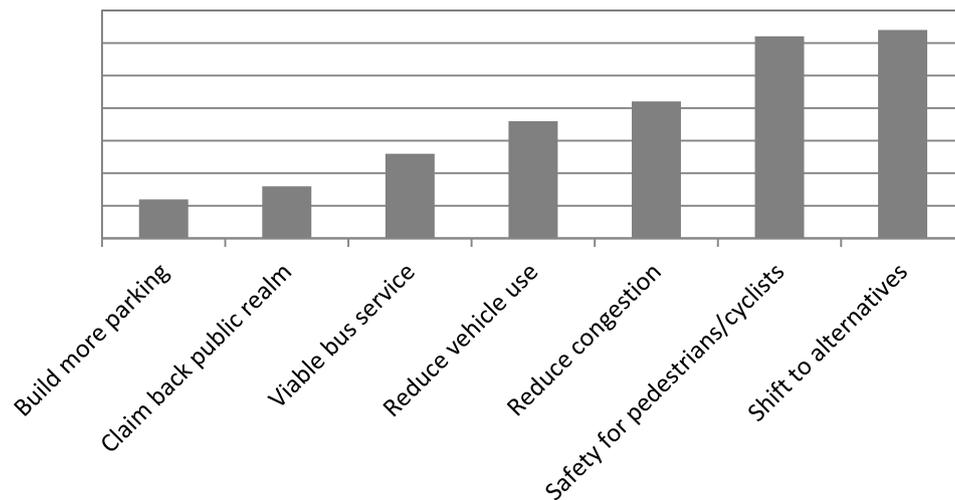
<sup>1</sup> A list of the reports used to inform this Strategy can be found at Appendix 1

Chart 1: Support for alternatives to private car use



4. The measures in this Report are intended to set in motion a noticeably improving situation that can evolve and respond in future years, building on these foundations. The principal philosophy behind the proposals is to make the alternatives to private car use much easier and more attractive. This Strategy needs to be bold. The power of the status quo should not be underestimated and behavioural patterns are hard to shift, but effective use of equitable incentives will enhance the island's economy and improve islanders' quality of life. A successful Transport Strategy should be about balancing the needs of *everyone*, including the significant minority of residents and visitors who do not or cannot drive. Chart 2, below, shows the relative frequency of comments from the main consultation about what people want from a Transport Strategy.

Chart 2: What should the Strategy achieve?  
(relative importance)



5. Our Vision for travel in Guernsey is:

To *facilitate* safe, convenient, accessible and affordable travel options for *all* the community, which are time and energy efficient, enhance health and the environment and minimise pollution.

6. This integrated Transport Strategy and Action Plan is designed to set in train changes to move positively towards these goals and to provide a roadmap to continue them into the future.

### ***Recent history of Transport Strategies***

7. In 2011 the Environment Department brought a Transport Strategy to the States in response to a successful Amendment laid by Deputy Fallaize in October 2010<sup>2</sup>. However, the report was withdrawn and not debated due to imminent changes in the operation of the bus service. The 2011 report was designed as a menu list of options. A truly effective Strategy needs to be an integrated whole and cannot rely on simply being a mix of options decided on the day. Reviewing previous strategies, the 2011 report stated:

*“The existing [2006] transport strategy is perceived by the States to be ineffective. However, the States has never clearly identified the problem or fully committed to clearly defined goals and supported policies and workstreams to deliver those goals. The extent of change and the rate of change desired have never been agreed. The initial 2003 strategy was clearly aimed at reducing commuter traffic impacts but whilst the States approved many of the incentives associated with that strategy the penalties/disincentives were never resolved. That strategy became, in the eyes of many, a resource drain. The current 2006 transport strategy, including the phrase “freedom of transport choice”, clearly attempted to deliver all things to all people rather than driving policy and actions in a clearly defined direction. Specifically it sought to remove any perception of “demonising the car” contained in the earlier [2003] strategy. As a result*

<sup>2</sup> The Amendment instructed the Department to (a) update progress on the 2006 Strategy and (b) to bring forward a new comprehensive sustainable integrated Transport Strategy to include the method of funding public transport. This minority report fulfils part (b).

*quite widely divergent expectations can be laid at the feet of the current strategy.”<sup>3</sup>*

8. This criticism of the 2006 Strategy has merit and is addressed by the proposals in this Report. As the 2011 Strategy was withdrawn, the current Strategy remains the 2006 version which states:

*“The Department believes that, as a matter of principle, the main objective of the Strategy should be to reduce the adverse environmental, economic and social impacts of vehicle use in the Island, in particular, by: encouraging the use of alternative forms of transport; discouraging unnecessary motor vehicle usage; promoting more responsible use of vehicles; and, promoting more efficient use of the Island’s transport infrastructure.*

*The Department believes that fiscal measures should be put in place to discourage unnecessary vehicle usage. The marginal costs of car use are relatively low in Guernsey and are also perceived as being cheaper than that of using public transport. Accordingly, it believes there is a **strong environmental case to support the abolition of motor tax** and introduce a corresponding increase in petrol tax. This is consistent with the “polluter pays” principle and, by increasing the marginal cost of each journey, will discourage unnecessary vehicle use and promote the use of alternatives. Subject to the considerations set out in detail in the Report, the Department is recommending the States to adopt this approach.”<sup>4</sup>*

9. In the event, the States voted against the proposal in the 2006 Strategy to abolish motor tax, however the Treasury and Resources Department brought a report in October of that year which did succeed in resolving to abolish it with effect from 2008 and to replace it with additional tax on fuel.<sup>5</sup>
10. The argument was made in the 2006 Strategy that increasing the marginal cost of car use by increasing the tax on fuel in lieu of motor tax would ‘discourage unnecessary vehicle usage’. However, the price of petrol is generally acknowledged to be relatively inelastic and therefore the effect on reducing the number of journeys is likely to have been limited. Evidence shows that although increased duty will result in a small decrease in demand for fuel, much of the decrease is due to switching to more efficient vehicles and more efficient driving

<sup>3</sup> Billet d’Etat XIX 2011, available at <http://www.gov.gg/CHttpHandler.ashx?id=3953&p=0>

<sup>4</sup> Billet d’Etat VII 2006, available at <http://www.gov.gg/CHttpHandler.ashx?id=3815&p=0>

<sup>5</sup> Billet d’Etat XVII 2006, available at <http://www.gov.gg/CHttpHandler.ashx?id=3818&p=0>

techniques rather than reducing the number of journeys made by car. Meta-analyses of 69 studies on road traffic and fuel price elasticity<sup>6</sup> showed that a 4% increase in the price of fuel would only have the effect of reducing the volume of traffic by 0.4% in the short run and 1.2% in the long run, and reducing fuel consumption by 1% in the short run and 1.6% in the long run.

11. Unfortunately, separate figures for motor vehicle fuel usage were not kept before 2008 so it is not possible to directly compare 2007 and 2008 figures to gauge the effectiveness or otherwise of the change. However, usage in 2008 was 35.2 megalitres and in 2009 it was 35.5 megalitres. Thereafter it showed a slight decline which is likely to be due in part to recessionary times as well as increasingly efficient vehicles. Figures are not kept in Guernsey for the fuel efficiency of the overall vehicle fleet, but in the UK statistics show that the CO<sub>2</sub> emissions of the fleet, which are closely correlated with fuel use (but not necessarily physical vehicle size), fell by 23% over the last 10 years<sup>7</sup>, and there is no reason to assume that Guernsey would be markedly different. In the period 2008 to 2012, petrol use fell by 9% whilst diesel use rose by 4%.<sup>8</sup> Given the probable increase in vehicle efficiency in this period, road miles travelled may have actually increased. The Policy Research Unit has not factored in changes in vehicle efficiency, reduced household income or increased use of diesel into the analysis at Appendix D of the main report as either the information is unavailable or does not have a long enough time run for the modelling process, but the absence of these factors means that no firm reliance whatsoever can be placed on the suggested degree of correlation between fuel price and consumption.
12. The 2006 Transport Strategy also proposed that paid parking should *not* be introduced but a successful amendment was carried to introduce it at 15p per hour. Ultimately this did not happen as the pricing and the methodology chosen at the time made it financially unviable to put into practice and subsequent investigation concluded that a minimum price of 20p would be necessary to make it viable<sup>9</sup>.
13. It should not be assumed that the previous strategies have not achieved positive change. There has been a 25% increase in bus use in the decade since 2003,

<sup>6</sup> Hanly et al., (2002) ESRC available at: <http://www.tcd.ie/Economics/mseeps/courses/understanding%20markets/12b.%20Income%20elasticity%20and%20road%20traffic%20UK%20full.pdf>

<sup>7</sup> Society of Motor Manufacturers and Traders

<sup>8</sup> Data from Policy Research Unit. Note: the petrol price/duty analysis at Appendix D of the main report does not take into account a switch to diesel vehicles since 2008 as it only considers petrol use.

<sup>9</sup> Billet d'Etat VII 2009, available at: <http://gov.gg/CHttpHandler.ashx?id=3877&p=0>

although it is now declining. The cycle lane along Les Banques and the contraflow at Baubigny have been built. School bus services have been extended and numerous small initiatives have been implemented. But in that period progress has been outstripped by vehicle ownership and population growth. A much more ambitious, defined, integrated Strategy is needed if any truly meaningful improvements are to be realised.

14. What is overwhelmingly evident from the extant 2006 Strategy is that whilst the desire was expressed frequently in the report to ‘encourage’ or ‘discourage’ certain behaviours, in many instances it was uncertain how such behaviour change or modal shift - that is the switching from one mode of transport to a preferable mode - would be effected. History shows that without definitive drivers and resources in place, including financial drivers both for and against, very little will change. Indeed without positive action, and excepting negative financial or population shocks, the situation is likely to continue to slowly deteriorate. Wishing for change is not enough.

#### ***The 2014 Transport Strategy and Initial Action Plan***

15. In 2012 the Environment Department established a working group to develop a new Transport Strategy. Initially, the two members of the political Board worked with staff from the Department’s planning and traffic sections and representatives from the Health and Social Services Department and Guernsey Police in order to set the general direction and agree upon the draft Vision, which was subsequently approved by the Department’s Board. The Vision received much positive feedback in the general consultation. Early in the process it was decided that a fresh approach was required, although previous strategies were studied to assess which useful features might be retained and to learn from experience. Thereafter, a smaller group comprising the two political members of the Department and staff from the traffic section embarked on several rounds of consultation as follows:
  - A personal interview and telephone survey of travel habits and general views of 545 people selected at random, conducted by students
  - 21 half-hour individual stakeholder interviews with various interest groups, transport organisations and commercial interests conducted by the Working Group
  - A Facebook student survey
  - A consultation of States Departments by letter

- A general 6 week consultation entitled ‘A Fresh Start’ which resulted in 159 responses (some representing more than one person) which were analysed by the Working Group
  - A small survey of Town shop workers (83 responses)<sup>10</sup>
16. A summary of the outcomes of the consultations is to be found at Appendix 2. The messages received were noticeably consistent across the consultations. The overwhelming majority of respondents agreed that it was time to give the alternatives to the private motor car a better chance. The Working Group also sought to find out why people don’t walk, cycle or use public transport more and asked what, if anything, would effect a change in their travel habits.

### ***Periodic review and strategic aims***

17. This Strategy and the recommendations herein are designed to make a *significant and worthwhile start* on the path to an integrated and sustainable transport system. It is proposed that progress should be subject to a major review approximately every four years, with the first being reported back to the States by December 2017, to assess the effects of the Action Plan in achieving the aims of the Strategy and Vision. The review would make adjustments and implement new measures in the light of evidence. It is important to note that this does not in any way preclude interim adjustments to fine-tune measures, indeed these will be essential.
18. There has been a conscious and considered decision not to set any precise numerical targets as targets are often arbitrary and can have the effect of creating perverse actions in order to achieve the target (that is, if the target is not redefined or ignored altogether) rather than addressing the core issue. Nevertheless, there is various baseline data and more will be gathered to enable the Department to assess accurately what progress has been made in measurable areas. It would be considered positive if a doubling of people walking, cycling and taking the bus is achieved, and if that occurs, coupled with car sharing and other improvements, it could be expected that a reduction of 10% in peak-time traffic will occur.
19. The success of the Strategy is much wider however than simple numbers. A successful Strategy will lead to many other positive by-products including economic benefits, improved health and fitness, more inclusivity and social

<sup>10</sup> This survey was conducted at a late stage for the Minority Report as it was considered to be a gap in the data that needed addressing.

equity, less pollution and emissions and an enhanced public realm. These things are not necessarily easily measurable but are of social, economic and environmental benefit and they align with other States objectives.

20. This Strategy, and the measures to achieve it as outlined in this Report, supports the Environmental Policy Plan's outcomes of a more sustainable use of energy and a reduction in air pollution. A sustainable transport policy that achieves significant modal shift will contribute towards these aims.<sup>11</sup> Many of the measures are interdependent upon each other. The whole is greater than the sum of the parts.

### ***The Transport Hierarchy***

21. The Transport Hierarchy (below) sets out the order of preference in terms of mode of travel. This Strategy proposes to give equal weight to walking and cycling in terms of promotion as it recognises that cycling is more efficient at covering distances. In terms of the vulnerability of road users however, the pedestrian is at the top of the hierarchy. The strong message from the consultations is that one of the main reasons people do not walk or cycle is because they fear being hit by a motor vehicle. This must be addressed. Those who choose to drive motor vehicles, in particular the larger and heavier vehicles, have a responsibility not only to safeguard and respect more vulnerable road users but also to operate their vehicle in a manner that does not make others feel fearful for their safety.



<sup>11</sup> States Strategic Plan: Environmental Policy Plan, available at: <http://gov.gg/CHttpHandler.ashx?id=3193&p=0>

## 2. PROPOSALS

### *People and their cars*

#### *Vehicle numbers, size and impact*

22. In 2011 there were around 63,000 private and 13,000 commercial vehicles registered. There were approximately 11,000 motorcycles.<sup>12</sup> The total number of vehicles has risen exponentially over the last four decades. In 1970 there were roughly 20,000; twenty years later in 1990 it had doubled to 40,000 and now, another twenty years on, there are over 80,000. While it is accepted that not all of these vehicles are in use (since motor taxation was abolished it is impossible to know exactly how many vehicles are in use) there is no doubt that there has been a dramatic rise in vehicle ownership over the last 40 years and it is not uncommon for households to now have three or more cars. The per capita rate of vehicle ownership in Guernsey is over double that of the UK<sup>13</sup> at around 1.2 motorised vehicles per person, similar to Jersey. The rate is closer to 1 if the estimated registered but not used vehicles are omitted. The UK rate is 0.519.
23. Nitrogen dioxide (NO<sub>2</sub>) and other emissions from vehicles are monitored in Guernsey. In busy roadside locations levels of NO<sub>2</sub> reach around 33 micrograms per m<sup>3</sup>. The World Health Organisation guideline maximum is 40 micrograms per m<sup>3</sup>. Nitrogen oxides (including nitrogen dioxide) contribute to acid rain, depletion of the ozone layer and can have detrimental effects on human health.<sup>14</sup>
24. A paper by Dresden Technical University<sup>15</sup> looked at the true cost of motoring in the EU, taking into account external factors that are often ignored. They calculated that these costs to society outweigh revenue from fuel and motoring taxes. Delays, accidents, air quality, inactivity, emissions and noise amenity, over and above road building and repairs, cost every EU citizen £600 per year. It is not possible of course to say how accurately this calculation transfers to Guernsey, but it does serve to highlight that many of the societal costs of motoring are often overlooked and externalised and that private car use is subsidised by society.
25. Jersey's Sustainable Travel Policy, introduced in 2010, set a target of reducing peak hour traffic by 15% by 2015. The principal mechanisms by which this is

<sup>12</sup> Policy Council, Facts and Figures 2012, available at: <http://www.gov.gg/CHttpHandler.ashx?id=77705&p=0>

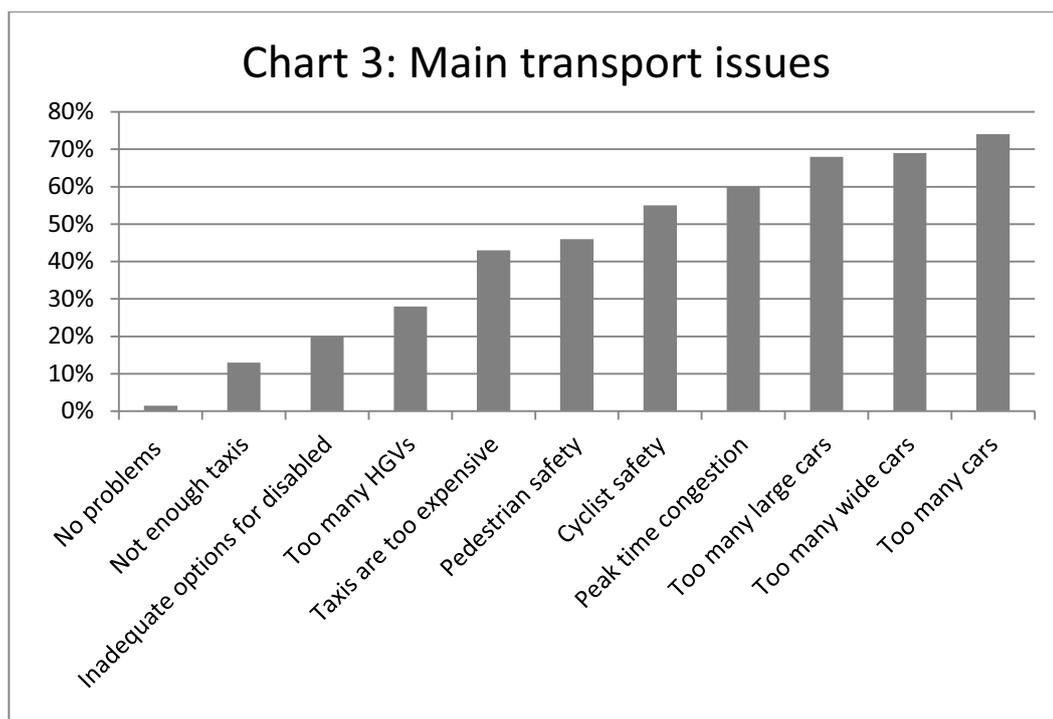
<sup>13</sup> <http://data.worldbank.org/indicator/IS.VEH.NVEH.P3>

<sup>14</sup> Policy Council Facts and Figures 2012, available at <http://www.gov.gg/CHttpHandler.ashx?id=77705&p=0>

<sup>15</sup> [http://www.greens-cfa.eu/fileadmin/dam/Documents/Studies/Costs\\_of\\_cars/The\\_true\\_costs\\_of\\_cars\\_EN.pdf](http://www.greens-cfa.eu/fileadmin/dam/Documents/Studies/Costs_of_cars/The_true_costs_of_cars_EN.pdf)

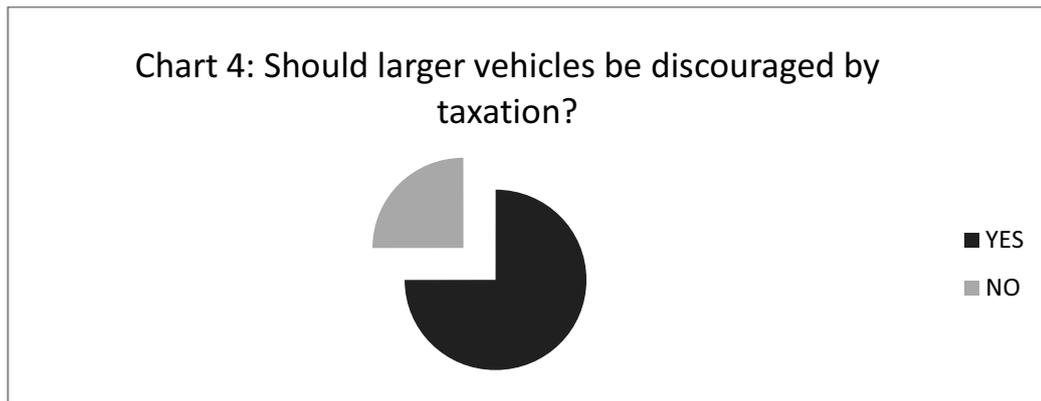
hoped to be achieved are the provision of some additional resources for cycling, an improved bus service in terms of routes and frequency (with fares rising with inflation) and a broad continuation of the existing parking policy. Three years into this five-year Policy there has only been a 1.7% reduction in peak hour traffic which, as the review acknowledges, may be too small to be statistically significant<sup>16</sup>. Peak time bus use has risen by approximately 12% against a five-year target of 100% but overall bus used has stayed approximately static. The evidence is clear. A multi-pronged approach is necessary to achieve a worthwhile modal shift. It is considered that anything less than the combination of measures proposed in this integrated Strategy runs the very great risk of failing to achieve the desired outcomes.

26. When asked what is wrong with the current situation in Guernsey, the most numerous responses were that there are too many cars, too many of them are too big or too wide and there is too much congestion in certain areas at certain times (Chart 3).



<sup>16</sup> Jersey Sustainable Transport Policy: Progress Report (2013) Available at: <http://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/R%20Sustainable%20Transport%20Progress%20Report%202013%2020131220%20DStG.pdf>

27. Whilst there were quite a few calls in the consultations to simply ban private vehicles over a certain size or to reduce the number of vehicles people are allowed to own, such a policy would be considered by many to be draconian. However it is undeniable that large vehicles have a significant impact on both the environment and on other road users. A majority of respondents to the consultations wished to see smaller vehicles encouraged, with three quarters of those proposing that this is achieved through taxation of larger vehicles and in particular wide vehicles. (Chart 4)



28. In addition to the comments in our surveys about the size of vehicles (and in particular given our narrow roads, the width of vehicles), it must be recognised that transport is Guernsey's principal source of greenhouse gas emissions, contributing over one-fifth of the total emissions in 2011.

#### ***First Registration Duty***

29. Therefore, in order to encourage smaller and cleaner purchasing decisions, it is proposed that a First Registration Duty is introduced<sup>17</sup>, calculated on vehicle width and CO<sub>2</sub> emissions (which also correlate to a degree with vehicle size).
30. Although the reintroduction of annual motor taxation would be the most effective disincentive to large or high emission vehicle ownership, this option has been discounted due to staffing and administrative reasons and the fact that it would likely be seen as a retrograde step by many. Nevertheless, it would have provided a suitable way of levying an annual tax on large or high emission vehicles as occurs in many other jurisdictions. Therefore, in the absence of an annual tax to act as a recurrent disincentive, a higher, banded First Registration Duty is

<sup>17</sup> excluding Alderney

considered to be an effective way of achieving both a worthwhile degree of behavioural change and an income stream in order to provide funding for other aspects of the Strategy. It also accords with the States' carbon and energy reduction policies as follows:

31. The Energy Resource Plan<sup>18</sup> states:

*“To date policies have been aimed at promoting consideration of the need for each individual journey. However, as many car owners will feel that once a vehicle has been purchased it should be used, a key challenge remains in persuading against vehicle purchase in the first place. We may need to consider fiscal approaches at initial purchase and with on-going running costs, as adopted in some other countries and from whom Guernsey may learn valuable lessons if we are to meet carbon reduction targets.”*

32. Recommendation 2 of that report, which was approved, asked the States:

*“To instruct the Departments of the States of Guernsey to take into account the objectives of the Energy Resource Plan when preparing policies”*

33. On the subject of reducing the island's carbon footprint the Environmental Policy Plan<sup>19</sup> states:

*“Natural fossil fuel reserves are by their very nature a limited resource. Establishing when they may no longer be readily available (and the resultant issues surrounding energy security) is not a prerequisite of setting a responsible and relevant environmental policy. It is sufficient to recognise that the wise use approach requires that a scarce non-recurring resource is not wasted. Such an approach demands that energy efficiency is key to the Plan along with substitution policies (moving away from fossil fuel to other fuel sources).”*

As well as other benefits that will come from this proposal, it will make a necessary, positive and measurable step towards these stated objectives.

34. Clearly, if a banded First Registration Duty was completely effective in driving behaviour change it would raise no funding. Conversely, if it did not succeed in changing behaviour it would not contribute to the desire to reduce the numbers of

<sup>18</sup> Energy Policy Plan, available at: <http://www.gov.gg/CHttpHandler.ashx?id=5575&p=0>

<sup>19</sup> Environmental Policy Plan, available at: <http://www.gov.gg/CHttpHandler.ashx?id=3193&p=0>

large, high emission vehicles. It is not possible to accurately forecast the shift in purchasing decisions that such a duty would have. Some purchasers will continue to buy the same vehicle they would have bought before the duty was introduced. Others will perhaps buy in a lower band whilst some may seek to avoid the duty altogether or buy in a subsidy category. The revenue that would be raised by the duty has been calculated using a record of registrations from a representative sample of vehicles and discounted by 30% to allow for a shift in purchasing decisions. However, due to the fact that it is not possible to exactly predict the shift, and therefore the revenue, some minor adjustments may be necessary to the rates shown. The calculation of potential revenue has been deliberately cautious.

35. Of course, as the duty will only be payable on a new or new to the island vehicle it will take some time for the change to filter down in terms of the island fleet, but it will be a constantly improving situation over time.
36. It is important for the duty to be sufficiently high on the largest, most polluting vehicles in order to deter those choices as far as possible. As it is a one-off duty, it will do nothing to deter the vehicle use once purchased, although it is accepted that large vehicles generally pay more fuel duty and that vehicle size, emissions and fuel use are correlated.
37. Many commercial vehicles<sup>20</sup> will fall into the top bands of the First Registration Duty because many such vehicles are wide and have high emissions by their very nature. However, it is recognised that they are a necessity for businesses to conduct their operations. Therefore it is proposed that commercial vehicles First Registration Duty is capped at £2400. The overall charging mechanism will still provide an incentive for those businesses that operate smaller commercial vehicles to purchase ones which are completely duty free or in a lower band but those businesses which depend on large commercial vehicles will not be unduly penalised by a system primarily aimed at discouraging large private cars. Emissions taxes and duties have been operating in other countries for many years and manufacturers have responded to the market by producing light vans and pick-ups with low emissions. It is therefore possible to purchase certain smaller commercial vehicles such as trades vans with no or low duty. **It is also worth noting that commercial vehicles are likely to benefit the most from the proposed reduction of 1.2p on fuel excise duty.** Full exemption from the First

<sup>20</sup> Driver Licensing and Vehicle Registration classifies commercial vehicles in accordance with the DVLA UK categories.

Registration Duty will apply to dedicated police vehicles, emergency and ambulance vehicles, dedicated agricultural machinery, vehicles specifically converted for use by disabled persons and motorcycles.

38. The figures in the matrix below have been calculated in such a way that it should be perfectly possible to purchase an efficient five-seat five-door family vehicle without incurring any duty at all. **This is a key part of the Strategy.** Allowing for behavioural shift and administration the mechanism should raise in the order of £3.85m per annum. This figure allows for subsidies that will be made for narrow and low or zero emission vehicles and all administration costs. As this measure will reduce fuel consumption and therefore fuel excise duty revenue to the Treasury, a proportion of the income has also been allocated to compensate for this<sup>21</sup>.
39. It was carefully considered whether or not subsidies should be included in the scheme as it is not the intention of the policy to effectively pay people to purchase vehicles. However, the subsidies are set at a level which should be too low to encourage someone to buy a vehicle that they would not have otherwise bought at all, but high enough that it may well cause them to make a better choice of vehicle if they are purchasing one anyway. It is not considered that people will purchase cars with subsidies for the purpose of selling them on at a profit as the amounts involved for non-electric cars would not outweigh the costs of shipping and additionally the car would no longer be considered 'new' having been already registered. The electric vehicle subsidy is higher, but still well below the UK subsidy of 25% or £5000, whichever is the lesser. Subsidies will be applicable to vehicles which are narrower than 1600mm and/or emit 85g or less CO<sub>2</sub> per kilometre as shown in Table 1
40. A subsidy is also proposed for electric vehicles. Widespread adoption would help the electricity demand profile insofar as vehicles are generally charged at night. Night time electricity supply is usually all imported from low carbon sources meaning electric vehicles in Guernsey are not only zero tailpipe emission but low carbon as well. They also use less energy than an equivalent fossil fuel vehicle. It is not considered that the level of subsidy proposed will lead to a large take up of these vehicles, however, combined with improving technology and falling manufacturers' prices it is a first step in the right direction. The advice received from the States' Energy Policy Advisor is that a small number of Town charging

<sup>21</sup> See Appendix 4 for estimates of reduction in fuel consumption

points should be provided as there are many people who do not have access to charging at home because they do not have off street parking. Additionally, there is evidence that drivers of electric vehicles are worried - usually quite unnecessarily - about vehicle range, and having a charging point makes them feel more comfortable and therefore eases adoption and, although night-time charging is preferred, the number of points will be small enough to avoid impacting in any meaningful way on electricity load management. Additionally this would provide a charging facility for visitors who might wish to bring electric vehicles with them to the island.

41. The States' Energy Policy Advisor says:

*“In the context of a future for electricity in the island, which will tend to move towards low carbon imports and renewables with less reliance on oil engines, then the use of electricity for transport would result in much lower overall emissions. Battery electric vehicles are ideal for Guernsey because they work well for low speed short range driving and cope with stop/start journeys much better than petrol/diesel vehicles. The widespread use of electric vehicles would add something to Guernsey's tourist branding, particularly if they were adopted by the hire fleets.”*

42. The Department will ensure, under Section 3 of The Motor Vehicles (International Circulation) Ordinance 1974,<sup>22</sup> that vehicles are not illegally circulated on foreign plates in order to avoid the First Registration Duty.
43. As in other jurisdictions, the emissions duty is based on CO<sub>2</sub> and duty rates do not differentiate between petrol and diesel powered vehicles. However, research is emerging to show that diesel vehicles may have other undesirable effects and these may be further exacerbated by the low circulation speeds on the island. It is therefore proposed that this issue is investigated in the light of any new evidence in time for the first full review of the Strategy and that fiscal adjustments are made to the duty rates accordingly, if deemed necessary, perhaps with separate scales for petrol and diesel vehicles.
44. Based on the figures in Table 1 below and on current registrations **approximately half of all cars will not be subject to the width duty or the CO<sub>2</sub> duty**. The CO<sub>2</sub>

<sup>22</sup> Available at: <http://www.guernseylegalresources.gg/CHttpHandler.ashx?id=68374&p=0>

bands have been grouped to match UK banding thresholds as manufacturers often design cars to just fall into a certain band. All vehicles manufactured after 2001 should have a CO<sub>2</sub> emissions figure but where, and only where, this is unavailable a corresponding engine cc will be used. (See Appendix 5).

**Table 1**

FIRST REGISTRATION DUTY			
Width mm	Duty £ (subsidy)	Emissions g/km	Duty £ (subsidy)
Up to 1600mm	(600)	Electric vehicles	(1000)
1601 to 1650	0	Up to 85	(400)
1651 to 1700	0	86 to 100	0
1701 to 1750	0	101 to 110	0
1751 to 1800	600	111 to 120	0
1801 to 1850	1200	121 to 130	400
1851 to 1900	1800	131 to 150	800
1901 and over	2400	151 to 165	1200
Total First Registration Duty = relevant width duty plus relevant emissions duty; subject to a cap at £2,400 total for commercial vehicles		166 to 185	1600
		186 to 200	2000
		201 to 225	2400
		226 to 255	2800
		256 and over	3200

45. Modern cars tend to be much larger than older ones. The modern MINI, for example, is 3723mm long and 1683mm wide, compared to 3048mm long and 1397mm wide for the original BMC version. The table below gives some examples of popular vehicles and the duty or subsidy that would be applicable. For information, the UK has an annual emissions duty whereas this proposal is for a one-off levy. For comparison purposes, the CO<sub>2</sub> duty proposed is equivalent to approximately the same cost that an equivalent emission vehicle would have incurred after 6 to 7 years in the UK. Given that vehicle life is longer than that, the proposed charges are proportionately lower over the life of the vehicle. Although the duty proposed may seem high for the widest, highest-emission vehicles, some of these large and powerful vehicles can cost in excess of £40,000 new, meaning that the proposed combined duty would be in the order of 15% of the purchase price. When compared with the combination of VAT and emissions duties in the UK and other jurisdictions, these proposed duties are still significantly lower. Examples of charges for selected vehicles are given in Table 2, below.

**Table 2: Examples of combined Duty payable on a range of vehicles**

MAKE AND MODEL	WIDTH mm	WIDTH DUTY	CO <sub>2</sub> g/km	CO <sub>2</sub> DUTY	TOTAL DUTY £ (SUBSIDY)	EQUIV ANNUAL COST (BENEFIT) 10yr*
MITSUBISHI MiEV ELECTRIC	1475	(600)	0	(1000)	<b>(1600)</b>	(160)
NISSAN LEAF - ELECTRIC	1770	600	0	(1000)	<b>(400)</b>	(40)
SMART FOR TWO PULSE MHD	1510	(600)	103	0	<b>(600)</b>	(60)
FIAT 500C 0.9 TWIN AIR	1627	0	90	0	<b>0</b>	0
FORD FIESTA MCA TITANIUM 5D	1722	0	99	0	<b>0</b>	0
TOYOTA AYGO FIRE 1.0M/M 5D	1615	0	104	0	<b>0</b>	0
NISSAN NOTE VISIA 1.2 5D	1695	0	109	0	<b>0</b>	0
SKODA FABIA 1.4 TDI HATCH	1642	0	120	0	<b>0</b>	0
FORD KA ZETEC	1658	0	115	0	<b>0</b>	0
FIAT PANDA TWINAIR 0.9 5D	1672	0	114	0	<b>0</b>	0
AUDI A1 SPORTBACK 1.2 TFSI	1746	0	118	0	<b>0</b>	0
FIAT FIORINO 1.3 MULTIJET VAN	1716	0	112	0	<b>0</b>	0
HONDA JAZZ 5D	1695	0	126	400	<b>400</b>	40
CITROEN C3 PICASSO HDI 90 EST	1766	600	112	0	<b>600</b>	60
LEXUS CT 200h 1.8 SE-I 5d CVT	1765	600	94	0	<b>600</b>	60
CITROEN BERLINGO MULTI HDi90	1810	1200	120	0	<b>1200</b>	120
VAUXHALL ASTRA 1.4i 16V S	1814	1200	129	400	<b>1600</b>	160
TOYOTA VERSO ICON 1.6M EST	1790	600	154	1200	<b>1800</b>	180
MERCEDES SLK250 CDI BLUE	1817	1200	132	800	<b>2000</b>	200
HONDA CR-V ESTATE	1820	1200	168	1600	<b>2800</b>	280
LANDROVER FREELANDER 2 SD4	1910	2400	185	1600	<b>4000</b>	400

\*Beneficial effect of 1.2p reduction in Fuel Excise Duty not included in annualised figures.

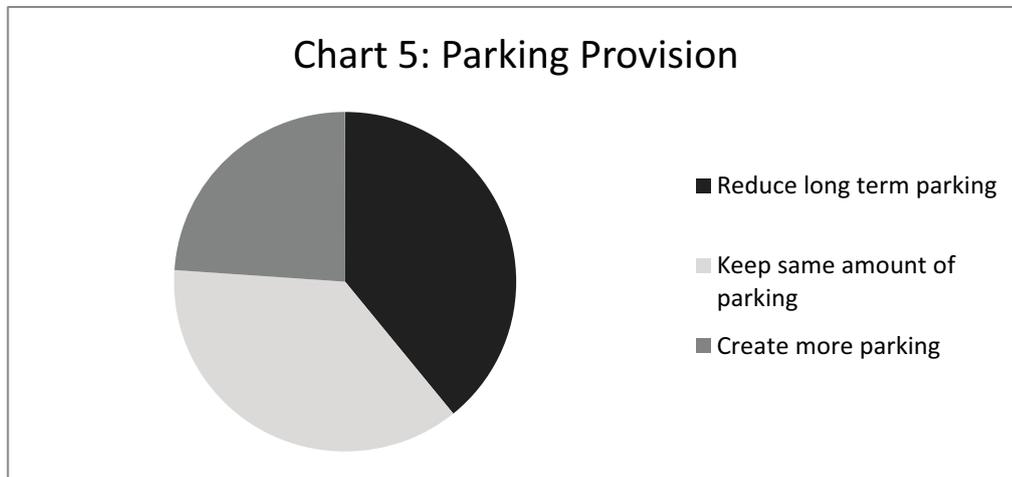
**NOTE: Width and emission figures in this table for indication only and subject to verification**

### **Parking**

46. Changes to parking policy in some European locations in recent decades have brought about impressive improvements by revitalising Town centres, improving air quality and making much better use of public space. In each case study it had become apparent over time that no matter how much more parking was built, traffic congestion only grew worse because the problem was being accommodated rather than regulated.<sup>23</sup>
47. Every car trip begins and ends in a parking space. In the main consultation, of those who commented on it, three-quarters supported either reducing the amount of parking in Town or keeping it at the same level compared with one quarter supporting increased provision (Chart 5, below). Many people recognise that parking does blight the attractiveness of St Peter Port. Providing free parking ensures that demand for it remains high. **No amount of improvement to other**

<sup>23</sup> Europe's Parking U-Turn: From Accommodation to Regulation. available at: [http://www.itdp.org/documents/European\\_Parking\\_U-Turn.pdf](http://www.itdp.org/documents/European_Parking_U-Turn.pdf)

**forms of transport will be sufficiently effective in attracting enough people away from the private vehicle when it is competing with the ability to park all day long for nothing.**



48. The Strategic Land Use Plan states:

*“Local reliance on car use has led to the creation of large car parks especially within St Peter Port. A substantial area of the harbour is dedicated to surface parking which appears visually unattractive and does not represent an efficient use of land in a prime location. While ensuring economic and social objectives of the States can be met, opportunities should be explored to minimise the negative effects of car parking, particularly within the centres.”*

49. Current parking occupancy during the working week in 10 hour spaces is between 90% and 100% depending on area and season, unchanged from surveys in 2005 and 2006. Occupancy rates on the Victoria and Albert Piers during shop opening hours average around 80% to 95%, with peaks of 100% during particularly busy periods such as Christmas. It is not denied for a moment that if more long-stay parking were to be built it would be used - Jersey and many other jurisdictions have shown this to be so - but it is clear that it would have many downsides including increased congestion, making roads less safe for pedestrians and cyclists and increasing pollution, **all of which are at odds with the desired outcomes of this Strategy and numerous other States’ strategies and objectives.**

50. Furthermore, even if one were to ignore the congestion and other implications of providing more parking, would it be wise to embark on the significant capital spending required to construct it without first implementing a comprehensive programme to discover how many people would switch to alternative modes of travel if these were incentivised, facilitated and promoted? A recent proposal in Jersey for additional multi-storey car parking has been costed at £53,000 per individual parking space, and underground construction has been costed at £41,500<sup>24</sup> per space excluding land. The Jersey Car Parks fund is currently predicting an £18m shortfall in its long term capital plan<sup>25</sup>. Many UK councils have found that multi-storey car parks are not generating sufficient revenue for capital repayment and ongoing maintenance costs.<sup>26</sup> **Therefore instead of increasing the supply of parking, together with the attendant costs and induced congestion, it is proposed to implement ways of reducing the demand for parking.** Rather than trying to accommodate the problem this Strategy seeks to address it by introducing attractive alternatives which have been shown to significantly reduce car journeys in other jurisdictions, particularly at peak travel times.
51. Much of the parking in Town is on extremely valuable land, some of which in due course could be given over to other public uses which would benefit a significantly greater percentage of the population than at present and enhance the beauty of Town and our visitor offering. The Ports Master Plan states that *“as part of a wider Strategy for traffic management on Guernsey, measures to disincentivise car use along the harbour front and, particularly in North Beach, could include implementation of parking charges for the area”*<sup>27</sup>
52. Therefore, it is proposed to introduce paid long-stay parking hand-in-hand with facilitating greatly improved alternative methods of travel in order to drive a switch in the travel mode of a sufficient number of journeys, thus making a difference for everyone. This proposal is not primarily about raising revenue, although that is of course important for funding the alternatives. It is about facilitating behaviour change. In all of the consultations undertaken, all those in

<sup>24</sup> Parsons Brinckerhoff, 2013, available at:

[http://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/R%20St%20Helier%20Parking%20Needs%20\(June%202013\)%2020130930%20AA.pdf](http://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/R%20St%20Helier%20Parking%20Needs%20(June%202013)%2020130930%20AA.pdf)

<sup>25</sup> States of Jersey Scrutiny, available at: <http://www.scrutiny.gov.je/Pages/Review.aspx?ReviewId=191>

<sup>26</sup> Parsons Brinckerhoff, 2013, available at:

[http://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/R%20St%20Helier%20Parking%20Needs%20\(June%202013\)%2020130930%20AA.pdf](http://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/R%20St%20Helier%20Parking%20Needs%20(June%202013)%2020130930%20AA.pdf)

<sup>27</sup> Ports Master Plan available at: <http://www.gov.gg/CHttpHandler.ashx?id=81041&p=0>

favour of a form of paid parking outweighed those who were not, albeit not by a large margin. When asked how alternative modes of travel should be funded, paid parking was the top response.

53. Some jurisdictions earmark revenue from parking funds to support sustainable alternatives.<sup>28</sup> Research has shown that majority public support can be won for parking charges when the money is used for public transport and walking and cycling initiatives, rather than being ‘lost’ in general revenue and indeed this was a recurrent theme in our own consultations.
54. The main changes proposed in respect of parking in St Peter Port are as follows:
  - i. Introduce *long-stay* paid parking at the Odeon, the majority of North Beach, Havelet (South Esplanade long-stay section), La Valette, Castle Emplacement, the Salerie and St. Julian’s Avenue. Charges in these areas will be based on a rate of 60p per hour. It is proposed that there will be a 50% discount for vehicles emitting less than 100g CO<sub>2</sub>/km<sup>29</sup> and free parking for disabled badge holders in designated and redesigned spaces. A limited number of pay and display machines will be installed and there will also be the option to pay via mobile phone or internet<sup>30</sup>. Although some pay and display machines will be necessary, the advantages of mobile phone and internet payment are their ease and speed of use and that they require very little in the way of physical infrastructure. Also, because they don’t involve cash payment, they cannot become targets for street crime. The survey asked how much people would be prepared to pay to park in Town generally and for the 56% who supported payment, the mean hourly price that they were prepared to pay was 56p. Parking charges will apply Monday to Friday, 8am to 6pm. An Ordinance will need to be made under the Road Traffic (Parking Fees and Charges) (Enabling Provisions) (Guernsey) Law, 2009, together with consequential amendments to the current Road Traffic (Parking Places) Ordinance, 1963 and the Vehicular Traffic (Control of Parking on Certain States Land) Ordinance, 1988,

<sup>28</sup> [http://www.itdp.org/documents/European\\_Parking\\_U-Turn.pdf](http://www.itdp.org/documents/European_Parking_U-Turn.pdf)

<sup>29</sup> The reason for discounting parking charges to low-emission (and by correlation, small) vehicles is that evidence shows that in-life benefits provide motivation for switching.

<sup>30</sup> There are companies which provide this type of service

- ii. Incorporate the North Beach 3 hour disc zone area into the North Beach long-stay section in order to compensate for future potential losses of long-stay parking due to harbour activities and the implementation of elements of the Ports Master Plan. Evidence shows that the vast majority of 3 hour spaces are, in any case, used by commuters (not shoppers) who return to their cars to move them periodically. This will go some way to addressing that issue.
- iii. Redesignate the Victoria and Albert piers and the current 2-hour area at North Beach as 2.5 hour short-stay disc zones, aimed at shoppers. These spaces would be free at the point of use.
- iv. Motorcycles will not need to display a clock. (The Department has other nuisance legislation in the pipeline that would help control abandoned or permanently parked motorcycles.)
- v. All other disc zones of 2 hours or less will keep their existing designated disc time limit and require use of an annual parking clock (see part viii).
- vi. Preferentially-situated sections of short-stay and long-stay parking areas will be designated as small car parking according to the current definitions. Small cars have a footprint of around 5m<sup>2</sup>, whilst at the other end of the scale some sports utility vehicles have a footprint of nearly double that. Therefore not only does preferential small car parking encourage the use of small vehicles, it also makes a more efficient use of land and will compensate for spaces removed to enhance pedestrian areas and cycling/motorcycling initiatives.
- vii. Parking in all disc areas of 2.5 hours or less in Town<sup>31</sup> and in all disc areas elsewhere in the island will require the use of a registration-marked, annual parking clock which will need to be purchased at a cost of £16 including, if practicable, a £1 refundable deposit to encourage recycling through current schemes. The registration will be required to be written on the clock in ink and will correspond with the vehicle registration. Clocks will be valid from the 1 November of the preceding year. Therefore every car user who uses public parking on the island is contributing in some way. The cost is also at a level

<sup>31</sup> For the purposes of this paragraph, 'Town' means the central St. Peter Port area including areas to be covered by Residents' Parking Schemes.

which will not be unreasonable for visitors bringing their cars to the island on holiday and should not lead to the theft of, or a trade in, clocks. An Ordinance will need to be made under the Road Traffic (Parking Fees and Charges) (Enabling Provisions) (Guernsey) Law 2009 together with any consequential amendments to give effect to this proposal.

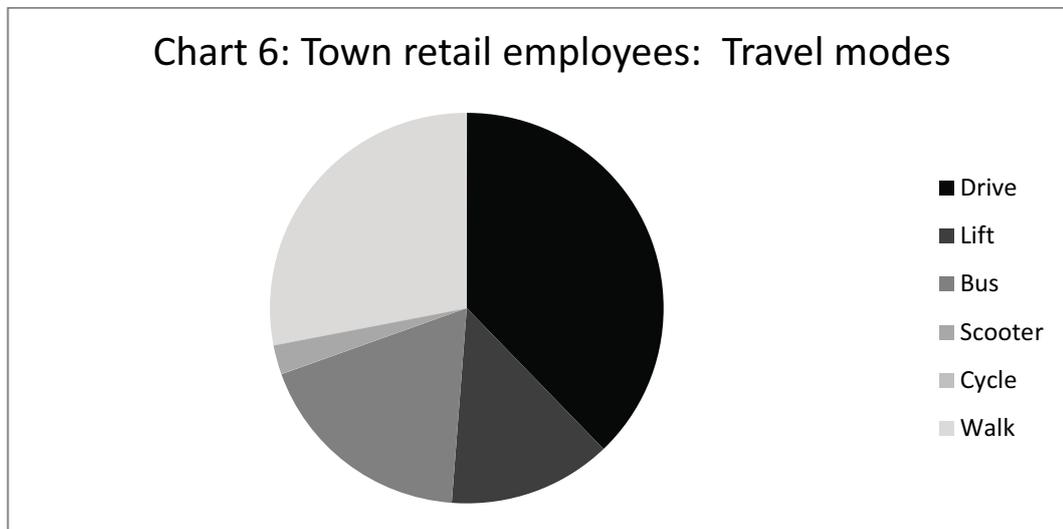
Any remaining small parking areas not captured by the above will be incorporated onto the overall scheme at detailed level by the Department. Enforcement of time limits will be conducted in a similar manner to how it is done now, although electronic long-stay payment has the benefit of allowing a driver to increase the time limit without returning to the vehicle.

55. There was concern expressed by respondents to the consultation that any form of paid parking for shoppers would serve to further undermine Town, which is already being affected by a shift in purchasing to online retailers. While a reduction in the number of cars in the centre of Town is in line with this Strategy's Vision and with increasing enjoyment of the public realm, it is not considered that there is sufficient public or business support for short-stay paid parking, with only 40% of respondents in favour. There was concern expressed that 2 hours' free parking may be insufficient for shoppers as it would not allow enough time for shopping and lunch, for example. However, as the evidence shows that 3 hour spaces tend to be taken up by commuters anyway, the decision was made to set the maximum disc zone parking clock limit at 2.5 hours in the immediate town area. Shoppers would of course have the option to park for longer than 2.5 hours in paid areas. These proposals mean that Town will not risk suffering reduced footfall due to short-stay parking charges and, additionally, there will be a much improved bus service and other enhancements to encourage more people to visit. It is considered that this maximum time limit will also promote turnover of spaces and thus the numbers of people visiting Town. It is recommended as part of future routine data collection that shopper/commuter use split of short-stay spaces is established.
56. Already there is evidence to show that some commuters park in various residential streets whilst at work in St. Peter Port. Paid parking is likely to exacerbate the tendency for this to happen to the detriment of residents living in those areas. The Department presently operates a Residents' Parking Scheme in certain parts of Town whereby a resident can park near their home for up to 23 hour periods, whilst non-residents are limited to a short stay. The Department is already at an advanced stage in the preparation of a report on the expansion of the Residents'

Parking Scheme which will be brought to the States in the very near future. It is envisaged that this scheme will propose that many on-street 5 and 10 hour disc zones will be redesignated as preferential residents' parking. There is likely to be a small number of 5 or 10 hour on-street disc zone areas on the outskirts of St Peter Port not captured by the Residents' Parking Scheme and these will remain as 5 or 10 hour disc zones free at the point of use for the time being.

57. It is considered that the paid parking measures outlined here address, to a greater or lesser degree, many of the issues raised during the consultation processes about paid parking. This scheme has been designed in such a way as to address concerns about:
- the impact paid parking will have on Town, by not charging at the point of use for stays of up to 2.5 hours
  - the belief by some that paid parking should be island wide by introducing a £16 annual paid parking clock for all short-stay disc parking in Town and in all disc zones elsewhere on the island
  - fairness of the system in relation to some Town workers (public and private sector) having free parking at work by proposing a form of benefit in kind or workplace parking levy (see paragraphs 64 to 67).
  - unsightly street furniture and infrastructure and litter by using a pay-and-display system in discrete and easily-managed areas in conjunction with a mobile phone/electronic payment system.
  - the impact upon people living in the Town area who have a car but do not have off-street parking by significantly extending and improving residents' parking.
  - not wanting formal paid parking at the beaches
58. Some people expressed concern about the fairness of long-stay paid parking in Town on shop staff on lower wages who may not be able to practicably use public transport as perhaps they have to drop off children on the way to work. The Working Group is very mindful indeed of the effects of all proposed measures in this Strategy on the less well-off members of our community. It is impossible to introduce any system which disadvantages absolutely no-one but it is firmly believed that paid parking is an absolutely essential piece of the Transport Strategy jigsaw in order to bring about a great deal of positive change. It will

provide for a much more viable bus service which will assist many people on this island who cannot or do not drive for any reason, including affordability.



A small survey of Town retail employees was conducted. Approximately 150 surveys were distributed and 83 were returned. The responses show that just over a third of respondents drive in to work and a little over a quarter walk. A fifth use the bus and the remainder get a lift or use a motorcycle. Just under half of those who drive to work said they would consider catching the bus if the service was better or cheaper. In general the perceived unreliability of the bus service and the lack of suitable routes or timings were the reasons given for not using the service. In other words it can be inferred that if there were a suitable bus service only 21% of respondents would rely completely on driving to and from work. Of those who drive to work and who responded to the question “do you routinely drop off or pick up someone on your way to work or home?” 75% said no.

59. It is not proposed to introduce long-stay paid parking in areas outside of the Town area as there are no other long-stay areas in the island that are either subject to the same pressures or built on such valuable land. Only a third of respondents were supportive of island-wide paid parking. Nevertheless it is proposed to review the congestion issues on the Bridge, largely caused by people waiting for spaces immediately outside the shops, to see if traffic flow can be improved. Such a review should, if possible, be timed to incorporate consideration of possible upcoming development at Leale’s Yard and to consider ideas in the Vision for St

Peter Port, The Bridge and St Sampson's Harbour<sup>32</sup> guided by the Transport Strategy Vision. Of course a reduction in vehicle use emanating from a better bus service and safer pavements and roads will, of itself, assist in alleviating congestion.

60. It is proposed to investigate implementation of dynamic pricing for long-stay parking in order to achieve occupancy rates of 85%. It has been empirically shown that this method eliminates the need for cars to 'cruise' in search of parking spaces and therefore reduces or eliminates congestion caused by cruising and waiting for spaces.<sup>33</sup> This may result in some areas having different charges to others depending on demand. It also provides a method for managing demand for different parking areas, particularly in relation to the needs of the Ports Master Plan.
61. Parking occupancy surveys will be undertaken to determine the extent to which pressure on long-stay Town parking has changed. The medium to longer term the aim is to return some parts of the Town currently used as car parks to other recreational or leisure uses, significantly enhancing the public realm. The Working Group has consulted directly with the Harbour and the Department will continue to work closely together with Public Services on this issue.
62. States' members who currently park at Lukis House during States' meetings should expect there to be a cost to doing so. For simplicity of administration, it is considered that a charge of £165 per member per year would account for the circa 33 days per year that States' Members, who wish to avail themselves of it, use the facility.
63. Finally, the 2009 Brouard Amendment resulted in 1.2p being added to the cost of a litre of fuel in lieu of paid parking, to fund the island's Road Transport Strategy<sup>34</sup>. Although this amendment has raised money, nominally towards the bus service, it has not driven any significant behaviour change. It is proposed that the duty on petrol and gas oil (other than fuel used for air or marine navigation) is decreased by 1.2p as it would be unjust to keep this levy in place under the new parking system.

<sup>32</sup> Available at: <http://www.ybg.gg/wp-content/uploads/2013/10/Vision-for-St-Peter-Port-The-Bridge-web.pdf>

<sup>33</sup> Shoup, D. (2011) *The High Cost of Free Parking*, APA Planners Press

<sup>34</sup> Available at: <http://gov.gg/CHttpHandler.ashx?id=4414&p=0>  
and <http://www.gov.gg/CHttpHandler.ashx?id=5833&p=0>

*“We should be redressing the balance; taking all necessary measures to claim back more of the public realm from private vehicles in the urban areas. We inherited one of the most attractive port-towns in Europe and we have turned it into a giant car park”*

*Consultation respondent*

### ***Benefit-in-kind***

64. From a perceived fairness point of view, many people feel that if long-stay parking becomes chargeable then they would wish to see private parking spaces provided by employers within the wider Town area designated as a taxable benefit-in-kind.
65. In 2006 the Income Tax Office prepared a report into the feasibility of benefit-in-kind taxation for workplace parking. The Working Group, having reviewed this paper in response to many calls in the consultation for such a levy, considers this to be worthy of progression.
66. The Income Tax (Exemption of Benefits) Ordinance 1995<sup>35</sup> presently provides exemption under section 2(g) for employer-provided car parking facilities, thus from the legislative angle it would be a relatively simple matter to repeal or amend section 2(g) under the powers conferred by the Income Tax (Guernsey) Law 1975. One particular merit of such a system would be the likelihood of a better use of spaces in employer-provided car parks which would take further pressure off public parking. Anecdotally it is understood that people sometimes hold onto spaces that they rarely use; if there was a cost to doing so they may give up the space to someone else, in turn freeing up a space in the public car parks. Alternatively, it may be preferable to introduce a workplace parking levy which overcomes some of the possible issues of a benefit-in-kind system. However, there are some specific issues to resolve first, in particular defining the boundary or zoning of the charging area(s). There would be exemptions for disabled people with a valid permit and possibly for certain groups who cannot access public transport due to shift and on-call working times. A 2013 study by Parsons

<sup>35</sup> Available at: <http://www.guernseylegalresources.gg/CHttpHandler.ashx?id=69066&p=0>

Brinckerhoff for the States' of Jersey outlines the advantages of workplace parking levies.<sup>36</sup>

67. It is proposed that the States direct Treasury and Resources in conjunction with the Environment Department to investigate the best method of accounting for and taxing the benefit that arises to employees with an employer-provided parking space if long-stay paid parking in public Town car parks is introduced, either by means of benefit in kind or a workplace parking levy, and to report back to the States with a recommended system.

***Park and Ride***

68. Guernsey has had a park and ride facility at Footes Lane for some time. Issues with the site have meant that in recent years it has not been operating in an effective manner. Whilst only about 20% of respondents specifically supported the idea of such a facility, the Working Group feels there is merit in a revised system. Presently there is little to be gained by an individual using park and ride except when there are special events taking place in Town. However, with paid long-stay parking and a much-improved bus frequency it would offer new benefits and it would therefore be desirable to designate one location as park and ride to gauge its effectiveness and popularity. Providing good cycle shelters at the park and ride would also give people the opportunity to cycle part distances and possibly avoid hills, which could encourage cycling uptake for those who feel the full journey into Town is too far. It is accepted that there is not a wealth of suitable sites, but such a scheme does have the potential to be another tool in reducing congestion. If such a pilot location proves successful and other sites can be found, further locations could be added.

***Multi-occupancy vehicles and car sharing***

69. Around 85% of commuting vehicles have only one person on board. There was a general view amongst respondents to the surveys that it would be beneficial to encourage multi-occupancy of vehicles but an equally large number of people thought it would be difficult to achieve this in practice. Guernsey does not have the space for multi-occupancy vehicle lanes as used in some other places.
70. It is considered that the two measures most likely to result in car sharing are long-stay paid parking, whereby people are directly incentivised to share journeys and

<sup>36</sup> St Helier Parking Needs Study, June 2013, available at: [http://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/R%20St%20Helier%20Parking%20Needs%20\(June%202013\)%2020130930%20AA.pdf](http://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/R%20St%20Helier%20Parking%20Needs%20(June%202013)%2020130930%20AA.pdf)

therefore parking costs, and Travel Plans which are discussed in more detail later in this Report. A Guernsey-based website to introduce car sharers will be set up by the Department to facilitate car sharing.

***Improving driving standards***

71. Many people cited aggressive or discourteous drivers as an issue. Research reveals that there are numerous factors that make people behave in such a potentially dangerous manner. Many reasons are well outside the likely control of a Transport Strategy, but one main factor cited is road congestion, as aggression can result from frustration. Thus measures to address congestion could mitigate this issue to a degree. Antisocial behaviour in any form needs to be dealt with by education and enforcement and the Strategy proposes action on this. People should not consider that pulling on to the pavement or the side of the road to take a mobile phone call thus causing a tailback, or parking in no waiting or no parking areas to collect someone or something is appropriate.
  
72. Learner Drivers will be required to pass the relevant Theory Test of the category specified in the provisional licence before being permitted to circulate a vehicle on the public highway under that licence. An applicant will be permitted to take the test up to 3 months before their 17<sup>th</sup> birthday. The Driving Licences Ordinance and the Driving Licences Theory Test Regulations 2005, as amended, will need to be amended to enable this policy change.

***The convenience of the car***

73. Whilst this Strategy does not in any way set out to deliberately make the car less convenient, it is the case that improvements and adjustments to pedestrian, cycling and public transport infrastructure will have an impact on the convenience of some journeys, as will enforcement of existing regulations.

***Vehicles for sale on public land***

74. The Department is currently working on a report to address the issue of abandoned vehicles and vehicles for sale on public land which will be brought to the States in 2014.

***Non-drivers***

75. There are approximately 8,000 people in Guernsey aged 17 or over who do not hold a driving licence, equivalent to 15% of the driving age population. This is based on current driving licences, although it is not of course known how many people have stopped driving for whatever reason but still have a non-expired 10-year licence, so the true figure will be higher. Furthermore this assumes a population of 63,000; if the population is greater this number will be higher still.

Being unable to drive, whether due to age, infirmity or financial constraints, places social and other restrictions on people in a car-dependent culture such as ours. The Strategy aims to address this by making other methods of getting about easier, cheaper and more attractive.

### ***Public Transport – Buses***

#### ***General***

76. The bus service was, unsurprisingly, a principal focus of our consultation responses. The main messages which came through strongly were that people wanted smaller buses, more frequent buses, a better route network and better reliability. There were also some calls for cheaper or free fares. Unlike in many places, the buses represent Guernsey's only mass-transit mode of public transport. The Energy Resource Plan<sup>37</sup> requires the States to promote public transport and it is proposed that this is achieved by actively making the buses an attractive option for everyone rather than a default option for those with no other choice.

#### ***Bus Lane***

77. The concept of a bus lane from St Sampson to St Peter Port did not garner significant support in the consultation. While it is feasible for sections of this route to have a dedicated bus lane, it was considered that the funding required would be significant and better directed to other initiatives. The attraction of a bus lane should be that it achieves a faster journey time than cars on the same route and, given the infrastructure constraints along Les Banques, any time advantage would be marginal. If in the future it is decided to undertake significant civil engineering infrastructure along the seafront for coastal defence purposes then at that time investigating a dedicated public transport lane would be prudent.

#### ***Bus Fleet***

78. The current bus fleet comprises 41 buses, most of which were purchased new in 2003. The fleet is now outside its warranty period and maintenance costs are escalating. It is also accepted that the buses are too large for some parts of the island's roads and that for some thinner routes buses with fewer seats could provide a more cost-efficient service, as well as offering the possibility of increased frequency.

<sup>37</sup> Objective 2, Action 5 of Energy Resource Plan

79. It is industry practice to manage the age of a bus fleet on a rolling basis, achieved by part replacement and part refurbishment. The Capital Prioritisation process for 2014 to 2017 has listed vehicle replacement as a Category A project and subject to the States' Capital Investment Portfolio process it will allocate funds for vehicles, thus enabling fleet replacement to commence at a rate of approximately 4 buses per annum. In addition, the Strategy has allocated funding for the lease of additional vehicles to meet increased demand at peak times in the initial phase and then to expand the fleet. Together, this should be sufficient for the expansion and part replacement of the fleet for the period covered by this Strategy, but further replacement funds will be required to continue the replacement programme from 2018. It is envisaged that approximately one third of the expanded fleet could be replaced in this initial 4-year period depending on specification.
80. The Department's Capital Prioritisation application for the bus fleet explained the importance of fleet enhancement. The States has a duty to ensure "*there are at all times available in this Island, sufficient, efficient and safe systems of public transport to meet the requirements for the time being of the public.*"<sup>38</sup> An efficient public bus service therefore meets the requirements of the law and assists in delivery of environmental, social and energy policy. Current services, let alone enhanced services, are unlikely to be sustainable over the long term with the existing fleet. An effective public bus service is not selective. It benefits every member of the community and every business. Even those who do not use the bus directly benefit from there being fewer vehicles on the road. An effective bus service is part of the tourism offer. By owning the fleet the States retains control, reduces risk and increases the options open to it.
81. In summary, it is proposed to move towards the running of a mixed fleet by gradually replacing a proportion of the current fleet with a greater number of smaller, more environmentally friendly buses to allow a better and more comprehensive route network as well as achieving a much higher seat occupancy level and greater frequency on popular routes. The total number of buses will not need to increase significantly as there are many empty seats at present. It is the case however that peak school and commuting times mean that some buses will not be fully utilised, although these vehicles could take advantage of the cruise market in the summer. This will work towards a larger but more flexible fleet. The cost of additional drivers and other expenses is also addressed in the funding section.

<sup>38</sup> Section 2 of The Public Transport (Guernsey) Law, 1984

### ***Bus Depot***

82. The Capital Prioritisation report which was debated in September 2013 did not earmark funds for the building of a dedicated bus depot. Therefore this Report identifies a method of funding this capital asset which is absolutely essential to the future secure and efficient operation of a modern public transport system. A bus depot is essential to provide garaging, servicing, fuelling, cleaning and maintenance facilities. Fleet and driver scheduling including changing facilities, rest periods, training, cash handling etc. is only effectively managed alongside the vehicle servicing and maintenance facilities. An operator needs to be able to control their own servicing, garaging and fuelling. Running empty buses from one service facility to another is wasteful of assets as well as staff time and revenue costs. Any enhancement of the fleet (smaller buses, electric buses, school buses) is currently extremely difficult due to the constraints imposed by the present inadequate and fragmented essential support facilities. The overriding objective of the SAM Plan is “the efficient and cost-effective use of property to best enable and deliver services and Government functions in accordance with States’ strategic objectives”. Funding has been identified in Table 3 for the construction of a bus depot.

### ***Transforming the bus service***

83. Over the last decade bus passenger numbers have risen slowly but steadily from 1.2m to 1.6m per annum. However, numbers have started to fall away recently and are approaching the 1.2m level once more. The start of the fall coincided with a rise in fares. The downward trend continued as several hundred thousand pounds<sup>39</sup> was removed from the contract as part of the Financial Transformation Program and a new operator took over, and continued further when fares were increased in an attempt to plug the financial gap. Although there has been an increase in visitor journeys due to cruise ship passengers, local passenger numbers are down, including at commuter times. The single most important factor where a bus service is concerned is reliability and the Department will ensure that this requirement is paramount in any contract. Reliability can be affected by numerous factors including staffing, maintenance, roadworks and sector timings and all aspects must be managed to ensure that a service is delivered which people can rely upon.

<sup>39</sup> A figure of between £250k and £500k depending on the method used for calculation and recalculation of real terms value

84. Presently, a commuter can drive their car into work and park free of charge by occupying a car parking space for up to ten hours. Alternatively, they can pay to travel in by bus. Thus there is little incentive, if any, to leave the car at home. It is proposed that this situation should be reversed so that if someone wishes to leave their car in long-stay parking then they should pay to do so, but if they are prepared to use the bus then it will be free at the point of use. 85% of cars travelling into St Peter Port in the rush hour have only the driver aboard. The potential exists for one bus to remove up to 40 cars from the roads.
85. While fares are not the only, or even the principal, barrier to bus use, evidence from around the world shows that making bus travel free can increase passenger numbers by anything between 5% and 1000% making predictions of the likely effect difficult. The town of Chateauroux in France (pop. 49000) has seen a 208% increase in passenger numbers since making the service free in 2001. The city of Tallinn in Estonia has operated a fare-free system since 2012. Reviewing this, Cats et al (2014)<sup>40</sup> state that there has been little increase in passenger numbers but concluded that this may well be due to the relatively low fares and high market share (40%) that already existed prior to the start of free travel. There are downsides with any system but research would seem to indicate that problems usually occur in large cities or in places where public transport is already the easiest option. A free and enhanced service has the potential to remove many car journeys from the road, to markedly increase the occupancy rate of existing services, and to change travel habits. A further advantage of free travel is that bus journeys become quicker as time is not taken up paying fares. This would also be an excellent marketing strategy to tourists, although the system needs to be very carefully structured to avoid being swamped by cruise ship passengers to the exclusion of residents trying to make routine trips. It is proposed that this is achieved by a requirement that, in order to use the buses, a swipe card at a cost of £8, is purchased which would thereafter allow unlimited free travel. This also addresses to a degree the argument that people may not value something which is entirely free. The fine detail of how this will be managed will be finalised by the Department if the proposal for a free service is agreed, although night buses will be excluded from the free scheme. While it would be expected that free travel would improve occupancy rates of off-peak services, peak-time services could be pushed over capacity so provision will be made for extra services at these times. Funding has been allocated for this. In order to allow flexibility in the

<sup>40</sup> Cats, O., Reimal, T. and Susilo, Y. (2014) Public Transport Pricing Policy – Empirical Evidence from a Fare-Free Scheme in Tallinn, Estonia. Available at: <http://www.tallinn.ee/eng/tasutauhistransport/g13168s70247>

improvement program for the buses it is proposed that some cross funding is allowed between the budgets for service and infrastructure improvements. The funding details of this proposal are shown in Table 3 and associated footnotes.

86. A paper by Goeverden et al (2006)<sup>41</sup> quotes the benefits of a free public transport system arguing that it should be offered as a permanent change because temporary offerings do not lead to structural change, such as people basing decisions on where to live, on public transport. Clearly one objective of this policy would be for the increased ridership to come from cars, in particular single occupancy vehicles. There is a risk that those who walk or cycle may also switch to the bus; however it is felt that this is unlikely to be significant as many of those who cycle and walk at present would appear do so for lifestyle rather than economic reasons. It is also likely that people will make journeys that would not have been made at all before, therefore not contributing towards modal shift, but this may well contribute towards social inclusion.
87. The Department will provide a 3 month period of notice before any new system is introduced to enable holders of Ormer Cards loaded with journeys to use up the outstanding credit and to implement suitable transitional arrangements. The aforementioned swipe card will permit recording of passenger numbers and journeys.
88. It is proposed to increase both frequency and number of routes which will make for a much more useable service, including smaller buses to more sparsely populated areas to make the service as inclusive as possible. Many people surveyed who do not use the service now indicated they would do so if the frequency and routes were improved. People are more likely to use buses if they are aware of the routes and timings serving their location, so comprehensive advertising campaigns will be undertaken.
89. The increased capital and operational costs of running a free bus network with better frequency and routes and additional, smaller vehicles is outlined in Section 4. It is considered that this strong improvement in service will also have benefits to the economy in terms of reductions in congestion and pollution and freeing up of space in the Town area for more attractive and productive uses. It will reduce the costly wasted time experienced by tradespeople and others sitting in traffic

<sup>41</sup> available at: [http://www.openstarts.units.it/dspace/bitstream/10077/5892/1/vanGoeverden\\_et\\_al\\_ET32.pdf](http://www.openstarts.units.it/dspace/bitstream/10077/5892/1/vanGoeverden_et_al_ET32.pdf)

tailbacks. It also has the benefit of enhancing the aesthetic and practical appeal of Guernsey for residents and visitors alike.

90. Other features that add to the attractiveness of using the bus, including onboard Wi-Fi, real-time mobile information apps, terminus and shelter visual and audio information and additional well-designed bus shelters will be implemented where possible. Further improvements may include bike-friendly and dog-friendly policies and evening services aimed at shift workers.

#### ***Accessibility on buses***

91. The Department is committed to choosing accessible vehicles. Despite the criticisms of the size of the current buses, many disabled members of our community and people with buggies find them invaluable. However, it is recognised that the needs of some disabled people go further than wheelchair friendly/low-step buses and improvements such as increasing the numbers of shelters, providing seats where possible and keeping the ability to hail buses from safe places outside the immediate Town area (to enable shorter walks than might be needed to official bus stops) will all improve the usability of the service. By making the buses free of charge, carers will no longer have to pay to accompany a disabled person.
92. The Department received some responses in favour of a dedicated free dial-a-ride service for certain disabled people who find it difficult or even impossible to use the buses and this is discussed in paragraphs 146 and 162.

#### ***Bus Contract***

93. The current CT Plus contract has a mutual break point in March 2015, and the service will be going out to tender for a new contract to operate from that date. Given the essential nature of a bus service, it is proposed that as part of that process consideration is given to the States operating the service.
94. If the States approve the changes to the bus service detailed in this Report it is proposed that the Department investigates purchasing additional services and routes where needed as soon as possible to begin the enhancement of the service. Infrastructure improvements and real-time information can also be commenced. The introduction of free travel may be possible by negotiation; otherwise it is envisaged that it will commence in April 2015 at the start of any new contract. In any event, paid parking will not be introduced ahead of free travel.

### ***Public Transport – Taxis***

95. Taxis clearly provide a vital part of Guernsey's transport system. The most popular response reported in the consultation is that taxis are too expensive and there were concerns expressed about insufficient availability.
96. In the UK 53% of licensed taxis are wheelchair-accessible. In Guernsey the figure is less than 5% of the 115 plates in circulation. It is proposed to increase this number by issuing up to 8 additional non-transferable plates in a new category which will be tied to the use of an accessible vehicle, complete with hearing loops, as well as a requirement for driver training in disability issues. It is acknowledged that the answer to many disabled people's transport needs lies in door-to-door services. The Department will work with the Disability and Inclusion Strategy Implementation Group and local disability organisations to produce the best outcome.
97. The department will also investigate facilitating private operators who wish to offer a dial-a-ride service for picking up multiple passengers, but will work with the taxi industry to avoid any new service affecting established businesses unreasonably (see also paragraph 162). Furthermore, the Department will look at the feasibility of a buy-back and rent out scheme for taxi plates. These issues will be the subject of a future, comprehensive report, after appropriate consultation with the industry and others.

### ***Motorcycling***

98. The main issue raised in the consultations regarding motorcycling was a view that from a safety perspective perhaps the age for starting to ride a scooter should be raised from 14 to 16. However, it is possible that some of the accidents and incidents that do occur are due to inexperience and that to raise the age would merely serve to delay the gaining of such experience, rather than having an overall effect on safety. Furthermore, if young people cannot ride a scooter until 16, this will increase the number of car journeys made by parents ferrying 14 and 15 year olds around. In consultation, the police stated they are content with the age remaining at 14. Notwithstanding this however, statistics on accidents involving 14 and 15 year old motorcyclists are difficult to extract from police and hospital data and it is recommended that this information is kept in future to inform subsequent iterations of this Strategy.
99. The use of motorcycles and scooters reduces pressure on congestion and parking and there needs to be sufficient parking facilities for them. Motorcyclists take up

less space and use less fuel and the Strategy seeks to increase use of motorcycles over cars. Preferential parking will be provided in key areas, including covered stands. As at present, motorcycles will not be required to display parking clocks. The proposals in paragraph 100 below for motorcycle licensing and testing are the same as in the main report.

100. Motorcyclists will be required to pass the relevant Theory Test of the category specified in the provisional licence before being permitted to circulate a vehicle on the public highway under their provisional licence. Applicants will be permitted to apply to take a theory test up to 3 months before the age limit for the category of vehicle they wish to circulate. Some provisions under the Driving Licences Ordinance and the Driving Licences Theory Test Regulations 2005, as amended, will need to be amended to enable this policy change. The legislation which currently allows motorcyclists to circulate permanently on L Plates, by repeatedly renewing the provisional licence, will be amended to reintroduce a requirement to take a test. Motorcyclists will be required to submit themselves for the practical test within 12 months of gaining a provisional licence. For those already holding a provisional licence the requirement will be 12 months from the date of the amendment to the legislation. A motorcyclist who has not passed the practical test during the 12 month period but has presented themselves for and taken a practical test will be afforded a further 6 months provisional licence in which to achieve a pass on the practical test. After this period a motorcyclist will not be able to circulate a vehicle of the same or higher category on a provisional licence nor be able to renew the provisional licence for a period of 1 year. The Driving Licences Ordinance 1995 will need to be amended to enable this policy change. In addition it is proposed to change the age at which a motorcyclist can ride the various categories of bike under the Driving Licence Ordinance. The current legislation allows a person to hold a provisional licence for an A1 light motorcycle at the age of 16 or an A motorcycle (exceeds 125cc) at the age of 17 but does not allow a person to hold a full licence in those categories at that age unless that person has held a full licence in a lower category for a period of 12 months. It is these provisions in the law that lead some people to step up a category of bike and circulate it under a provisional licence to avoid taking the test on the lower category of motorcycle. It is proposed that a person will have to attain the age of 17 to hold a provisional licence for a category A1 light motorcycle unless at the age of 16 they had held a full licence for a category P moped for a period of 12 months. Similarly a person would have to attain the age of 18 to hold a provisional licence for a category A motorcycle unless at the age of 17 they had held a full licence for a category A1 light motorcycle for a period of 12 months (see appendix E of main report). A person over the age of 25 having

held a full Category B driving licence (motor vehicle up to 3.5 tonnes) for over 3 years will, in addition to the current entitlement to ride a Category P (moped), be permitted to ride a motorbike up to category A1 light motorcycle (which does not exceed 125 cc or 11Kw), without being required to take a theory or practical test but must first take and pass the Compulsory Basic Training course for motorcyclists. Such a licence would be restricted to Bailiwick of Guernsey use only having no validity in the UK or any other jurisdiction. Amendments to the Driving Licences (Guernsey) Ordinance, 1995 as amended will be necessary to enable this slight liberalisation of motoring standards.

### ***Electric Bicycles***

101. Many manufacturers are now producing battery assisted bicycles with ranges of up to 100km. The Department will ensure that there is secure under cover parking in cycle shelters in various locations and ebikes will be promoted as part of the Active Travel element of this Strategy, with consideration given to a subsidy from the active travel budgets.

### ***Active travel***

102. It is difficult not to be aware of the health implications of insufficient exercise and rising obesity levels. According to the Guernsey Obesity Strategy "...[if obesity] trends continue until 2050 and ... 60% of males and 50% of females in the UK become obese, the costs to society and businesses are forecast to rise to £45.5 billion annually ... equivalent to £45.5 million in the Guernsey context."
103. The same report also notes that:

*"This cluster of variables [causing obesity] includes anything that may either facilitate or obstruct physical activity. For example, the 'walkability' and 'cyclability' (i.e. how easy it is to walk or cycle) of the local environment ... are all variables thought to contribute towards the risk of obesity. Similarly, here in Guernsey the high volume of traffic and poor pavement and cycle lane provision have been cited as reasons why cyclists and walkers feel unsafe when out on the roads. Car parks are provided everywhere but cycle racks are not and employees who want to walk or cycle to work are deterred by the lack of changing facilities when they arrive.*

*Changes to the built environment will be an important element in bringing about widespread increases in activity.”<sup>42</sup>*

104. In 2012, the National Institute for Health and Care Excellence (NICE) issued guidelines entitled ‘*Walking and cycling: local measures to promote walking and cycling as forms of travel or recreation*’<sup>43</sup> that reported on rising levels of health problems which could be avoided by increasing physical activity. The report states:

*“Regular physical activity is crucial to achieving and maintaining a healthy lifestyle. It can help to reduce the risk of coronary heart disease, stroke and type 2 diabetes by up to 50%, and is also important for good mental health. At present, we are not active enough as a nation - around two-thirds (61%) of men and nearly three-quarters (71%) of women aged 16 and over are not physically active enough. Just over half of boys aged two to 10 years old and a third of girls in the same age group achieve the recommended level of daily physical activity. Physical inactivity is the fourth leading risk factor for global mortality, accounting for 6% of deaths globally...*

*NICE recommends coordinated action to identify and address the barriers that may be discouraging people from walking and cycling more often or at all. These include:*

- *Implement town-wide programmes to promote cycling for both transport and recreational purposes. These could include cycle hire schemes ... providing information such as maps and route signing, activities and campaigns that emphasise the benefits of cycling, fun rides, and others.*
- *Ensure walking routes are integrated with accessible public transport links to support longer journeys. Signage should give details of the distance and/or walking time, in both directions, between public transport facilities and key destinations.*
- *Develop and implement school travel plans that encourage children to walk or cycle all or part of the way to school, including children with limited mobility. Pupils should be involved in the development and implementation of these plans.*
- *Ensure walking and cycling are considered alongside other interventions, when working to achieve specific health outcomes in relation to the local population (such as a reduction in the risk of cardiovascular disease, cancer, obesity and diabetes, or the promotion of mental wellbeing).”*

<sup>42</sup> Guernsey Obesity Strategy, Billet d’Etat XXXI, 2009, available at: <http://gov.gg/CHttpHandler.ashx?id=3166&p=0>

<sup>43</sup> <http://www.nice.org.uk/guidance/index.jsp?action=byID&o=13975>

105. A report on Transport Demand Management for small and medium sized communities, examining the promotion of active travel states:

*“Any transport strategy needs accompanying education and social marketing programs to encourage people to use different modes of transportation. Education uses logical and rational arguments to persuade people to do something different. Social marketing uses audience-specific campaigns to address real and perceived barriers and also uses peer social pressure to foster change. Both are crucial components to ensuring any programme successfully changes individuals’ travel behaviours. Education gives people full and accurate information about options and benefits relating to transportation. In reality, not everyone is looking for more or better information to challenge their transportation choices, and no one has the time to fully research every option in front of them. Although this reality does not undermine the real value of education, it does limit the ability of education alone to influence behaviour, particularly around the use of cars. Sustainable transportation initiatives have effectively used educational techniques. Adult commuter cyclists can benefit from skills education courses to allow them to properly position themselves in traffic and safely share the road with other users. Education programs are most effective when coupled with social marketing campaigns. Individuals are more likely to change their travel behaviour when rational arguments to encourage change are presented in a way that appeals to their core values. Simply put, social marketing tugs at the heart to influence the head, not the other way around. Social marketing is a tool that is adept at selling ideas, attitudes and behaviours instead of commercial products.”<sup>44</sup>*

106. It is proposed that in order to implement various measures for walking and cycling, as outlined in the following two sections, and to overcome the barriers that prevent people from embracing active travel options, two suitably qualified people experienced in such matters are employed by the Department as Active Travel Officers to drive these issues forward, including strong advertising and promotion of initiatives. With recent staff rationalisation there is presently no spare capacity within the Environment Department or its Traffic Services Unit for these significant workstreams to be championed. Their responsibilities will include taking forward specific projects and education and walking and cycling promotion as outlined in this and the following two sections. The staffing costs will be met from the walking and cycling alternative measures improvement budgets. There is absolutely no point producing and approving a Strategy if there

<sup>44</sup> [http://www.fraserbasin.bc.ca/Library/CCAO/toolkit\\_tdm\\_2009.pdf](http://www.fraserbasin.bc.ca/Library/CCAO/toolkit_tdm_2009.pdf)

are no resources to effectively implement it. Whilst certain workstreams and proposals have been highlighted, it will be the task of the Active Travel Officers to identify other ideas which will deliver the Vision. Many of the changes and improvements that will be progressed by the Active Travel Officers will fall under existing Department powers or are proposed in this Report. For those that do not appropriate reports will be submitted to the States.

107. The Department made an unsuccessful Capital Prioritisation bid for £2m (£0.5m per annum over 4 years) for the implementation of alternative transport options to facilitate walking and cycling. This Report details alternative methods of funding these crucially important measures. It should be noted that this funding also includes providing for ongoing maintenance of any new facilities.

### ***Cycling: Making it happen***

#### ***General***

108. Many people told us that they don't cycle or don't allow their children to cycle on the roads because they simply do not feel safe. Part of this is perception and part is reality, but either way it is deterring people from taking to two wheels.
109. It is also clear that some drivers regard cyclists as an impediment to traffic. However, as bicycles are far more space efficient and can move more quickly than cars in heavy traffic, bicycles can actually ease congestion, and when roads are not congested cyclists are not difficult to safely overtake. It should be remembered that every cyclist represents one fewer car in the queue of traffic. In a recent traffic count of vehicles and cycles travelling southbound along the seafront between 07.30 and 09.00 on a weekday morning, there were 1296 cars and 127 cycles. Clearly, if on that day all those cyclists had driven in to Town, there would have been a 10% increase in congestion and evidence shows that when vehicles numbers approach critical saturation levels, even a very modest increase can cause disproportionate delays and, at worse, gridlock. Cycling also reduces pressure on car parking spaces, so increasing the proportion of journeys made by bike is of significant benefit to other road users. Both drivers *and* cyclists can behave poorly, and such behaviour is unacceptable and must be addressed by education and enforcement. However, it's important to note that ultimately the cyclist is the more vulnerable road user.

110. The UK's national cycling charity, the Cyclist's Touring Club's (CTC) Safety in Numbers campaign<sup>45</sup> explains that the more people who cycle, the safer it is for each individual cyclist. Places with high levels of cycling are associated with lower risks. Some possible reasons for the "safety in numbers" effect are that drivers are more aware of cyclists and that they are more likely to be cyclists themselves. Taking steps to increase cycling, and at the same time improve safety, will benefit our streets, our health, our communities and the environment.
111. CTC believes that to tackle the fear that prevents more people from cycling the road environment needs to be more welcoming for cyclists through reductions in traffic volume and good cycling infrastructure, and by funding schemes that promote cycling and improve confidence.
112. A recent report on BBC Newsnight highlighted the sort of measures and mindset that are needed to foster a cycling culture.<sup>46</sup> The overriding message is that results come from making a decisive choice at a political level and then prioritising the actions needed to achieve it. The Dutch government spends £30 per head per annum on cycling whilst the British government spends £2 per head across the UK. The Mayor's Vision for Cycling in London<sup>47</sup> published in March 2013 made a commitment to spend £18 per head each year. It is proposed to invest a figure of £7 per head per annum to fund cycling improvement and promotion measures outlined in this section.
113. A review by Pucher et al (2009)<sup>48</sup> into policies to increase cycling found that in almost all cases comprehensive packages of interventions led to large increases in the numbers of people cycling and the frequency of trips they made. The report underlined the crucial importance of public policy in achieving this increase, showing that many different and complementary interventions are required, including infrastructure provision, pro-bicycle programs and supportive land use planning.

### ***Actions***

114. The Working Group recognises that encouraging many more people onto bicycles is a key component in increasing cycle safety, actual and perceived, so the main focus must be to make our roads safer and more welcoming to cyclists and to

<sup>45</sup> Available at: <http://www.ctc.org.uk/campaign/safety-in-numbers>

<sup>46</sup> Available at: <http://www.youtube.com/watch?v=0X3jzmetG0s>

<sup>47</sup> Available at: <http://www.tfl.gov.uk/assets/downloads/roadusers/gla-mayors-cycle-vision-2013.pdf>

<sup>48</sup> Available at: <http://www.ncbi.nlm.nih.gov/pubmed/19765610>

reinforce the positive feedback. To effect this cultural change a long-term educational campaign is needed to promote cycling as a viable, convenient, healthy, enjoyable and sustainable form of transport, or as Boris Johnson, the Mayor of London, puts it in his Vision:

*“I want cycling to be normal, a part of everyday life. I want it to be something you feel comfortable doing in your ordinary clothes, something you hardly think about. I want more women cycling, more older people cycling...more cyclists of all social backgrounds – without which truly mass participation can never come.*

*As well as the admirable Lycra-wearers...I want more of the kind of cyclists you see in Holland, going at a leisurely pace on often clunky steeds. I will do all this by creating a variety of routes for the variety of cyclists I seek.*

*There will be greatly-improved fast routes on busy roads for cyclists in a hurry. And there will be direct, continuous, quieter routes on side streets for new cyclists, cautious cyclists and all sorts of other people who would rather take it more slowly. But nothing I do will affect cyclists’ freedom to use any road they choose.*

*But at the very heart of this strategy is my belief that helping cycling will not just help cyclists. It will create better places for everyone. It means less traffic, more trees, more places to sit and eat a sandwich. It means new life [and] new vitality. It means... less competition for a parking place and fewer cars in front of yours at the lights.”*

115. Clearly, Guernsey is limited by land and road availability and not everything that works in London or the Netherlands will work here, but nevertheless the Mayor’s Vision is instructional for the kind of change that is sought. To embed that cultural shift from a young age, it is proposed to work with the Education Department to ensure that each primary and secondary school endeavours to have at least two members of staff who are qualified to teach and assess cycling proficiency, funded from the Strategy, and that cycling should be included as part of the curriculum. Students should of course be encouraged and enabled to cycle to school once they have achieved the relevant level of proficiency. This would reduce the ‘school run’ congestion, and a recent Danish study also suggests it would have a demonstrably positive impact on students’ academic performance too. Cycling proficiency teaching and testing is currently carried out (part-time) by the single police officer on-island qualified to do so. It is also proposed that a scheme to help adults who wish to take up cycling but who perhaps lack confidence is implemented.

116. The Department will engage with businesses to significantly increase the number of people commuting to work by bike, primarily through the implementation of workplace Travel Plans (see below).
117. Guernsey's hills are often cited as a barrier to cycling, and one way to overcome this is to accommodate bikes on buses, achieved either by a bike rack on the front or back of the bus or by being able to take a limited number of bikes onto the bus. This would be of benefit to many cyclists, locals and tourists alike, especially those who are less able or less confident on two wheels.
118. Although the primary focus must be on cultural and behavioural change and education to encourage a greater uptake of cycling, improvements to infrastructure are proposed. To have any chance of significantly increasing cycling uptake however, the fundamental ethos needs to be one of sharing and inclusiveness rather than separation and segregation. This has been shown to be the case in other jurisdictions which have been successful in increasing cycling.
119. Many of our one-way streets have been so designated because two cars cannot pass each other. However, some one-way roads have plenty of room for a cycle contraflow, created simply by marking a painted lane on the road. These contraflows would enable cyclists to take more direct routes legally, making a bike an even more convenient transport option. Over half of respondents supported investment in cycle contraflows. The road system around St Sampson's High was criticised before it came into operation but it has been a big success. It is proposed to introduce contraflows where it is possible and safe to do so.
120. Similarly, the legal right to ride a bicycle uphill on the pavement (giving way to pedestrians, of course) on long steep hills such as the Val des Terres would be a logical and inexpensive way of improving on the current situation for both cyclists and motorists alike. Two thirds of respondents to the survey supported cyclists and pedestrians sharing pavements generally, but it is likely that many of these are motorists who simply wish to move cyclists out of the way. That said, however, pedestrians would neither be put at risk nor inconvenienced as they would retain the right of way, and cyclists traveling up such hills would have an average speed only marginally faster than walking pace. It is therefore proposed to investigate, and if practicable implement, uphill pavement cycling routes. Such routes would be clearly marked by painted signs on the pavement.
121. A comprehensive audit on the main east coast cycle path will be undertaken in order to identify and implement measures to significantly improve this popular

route. Bicycle access to countryside routes and paths will be broadened. Jersey has a very popular network of mixed use rural paths that form a significant part of their tourism proposition and they successfully market the island as a cycling destination. The mixed use paths work well because pedestrians naturally retain the right of way. With a similar approach, and improvements to the consistency and clarity of cycle route signage Guernsey could emulate Jersey's success in this area with the economic benefits that would generate.

122. Better bicycle shelters and facilities are needed, including at the top of hills. Some cycles can cost many hundreds, if not thousands of pounds and it is understandable that owners might not want them left chained up to other bikes in the rain. Attractive, covered shelters can accommodate many cycles and provide a much more efficient use of space than vehicle parking spaces. Therefore creation of bicycle shelters may result in the loss of parking spaces. Temporary bicycle parks could be provided at events. Sponsorship will be sought for some of these facilities. A Bikeshare Scheme<sup>49</sup> will also be investigated.
123. Several respondents suggested implementing the law of presumed liability which is widespread in Europe. In the case of a collision with a cyclist, this law places the responsibility on the driver to prove it was not their fault. Whilst some argue that this increases safety for the more vulnerable road users, others argue that such countries have higher proportions of motorists who are cyclists and that this accounts for the difference in accident statistics, although this seems a weak argument given the number of jurisdictions which have implemented the law. It is proposed that the Department investigates this matter in more detail as the subject of a separate report.

### ***Pedestrians: Walking as transport***

#### ***General***

124. As identified in the Active Travel section above, walking as a method of transport has many benefits. Whilst it may not instinctively be considered time-efficient, for short journeys of up to two miles it can actually be more efficient than driving – if compared, for example with leaving home early to drive in slow moving traffic and parking some distance from the workplace.

<sup>49</sup> For example see: <http://www.youtube.com/watch?v=tHMqRRZj8LE&feature=youtu.be> Such a system could be positioned in Town, at Admiral Park and on the Bridge for east coast commuting.

### *Actions*

125. A new report by Living Streets<sup>50</sup> provides evidence-based research to show that improvements to the public realm and making places better for walking can result in increased footfall and trading in retail areas. The Working Group supports the proposals in the Vision for St Peter Port, The Bridge and St Sampson's Harbour to enhance the public realm by extending and linking safe and attractive walking routes in and around the two main centres.
126. In St Peter Port it is proposed to make Church Square and the Lower Pollet shared spaces by removing car parking and replacing it with bicycle parking. There will still be access for delivery vehicles, taxis and parking for disabled vehicles, but the distinction between road and pavement will be removed if feasible. Further investigation into how more pedestrian-friendly measures could be implemented to encourage walking and enhance the public realm, for residents and tourists alike will be undertaken. This is in broad accordance with the aspirations of the Retail Strategy.<sup>51</sup> Public Realm measures can ensure that less mobile citizens, including those using wheelchairs and mobility scooters, find it easier to negotiate the streets and that everyone has pleasant places for social interaction and community events.
127. As previously mentioned, pavement surfing by cars and commercial vehicles was a frequent complaint in our consultations. Whilst it is inevitable that vehicles will occasionally need to mount the pavement in order to pass others, driving on pavements is illegal and both education and enforcement are needed to resolve this issue. The increasing width of vehicles is also a significant contributory factor and has the added effect of holding up other traffic when vehicles are too wide to pass each other easily.
128. There is much potential for education to increase the number of journeys that are made on foot. People routinely overestimate the length of time it takes to walk somewhere. Many initiatives can increase pedestrian journeys including publishing walking maps with walking distances and signing walking routes with times. Most people can walk a mile in around 15 minutes and can walk for 30 minutes or approximately 2 miles (3km) in good weather. It is reasonable to target distances of 2 miles or less for the promotion of active travel when combined with

<sup>50</sup> The Pedestrian Pound: The business case for better streets and places. Available at: <http://www.livingstreets.org.uk/sites/default/files/content/library/Reports/ls-summary-report-web-v2-single.pdf>

<sup>51</sup> A Retail Strategy for Guernsey. Available at: <http://www.gov.gg/CHttpHandler.ashx?id=85305&p=0>

strategies to change people's perception of the time and effort it takes to walk. Evidence shows that once people start walking to work and other places they will often continue; the difficult part is breaking the ingrained habit of jumping in the car to go somewhere.

129. The Department will work with the Douzaines with a view to making Ruettes Tranquilles pedestrian and cycle priority routes with a mandatory 15mph speed limit (currently the speed limit is only a recommendation) and creating a linking system of such routes for locals and tourists alike.
130. A review of pavements and crossings will be undertaken to ensure that routes are as continuous and safe as possible. There are opportunities to link up or create new walking routes away from main roads. Such routes can be quicker, more direct and more pleasant than following the road. A concerted campaign to clamp down on pavement surfing and parking on pavements and other pavement obstructions is proposed so that over time it becomes socially unacceptable. It is proposed to investigate the feasibility of a 25mph speed limit for roads that have no pavements. Work will be undertaken to identify these opportunities and put them into effect.

## ***Travel Plans***

### ***General***

131. Travel Plans are a well-established concept. They are a package of actions designed by a workplace, school or other organisation to encourage safe, healthy and sustainable travel options to and from that organisation by all who use it. By reducing car travel, particularly single occupancy car travel, Travel Plans can improve health and wellbeing, free up car parking space, sometimes for other uses, and they can make a positive contribution to the community and the environment. Every Travel Plan is different, but most successful plans follow a structured process in their development.

### ***Proposals***

132. Businesses that do not already operate a Travel Plan will be encouraged and assisted in the creation and implementation a bespoke scheme. Depending on the uptake and outcomes of this voluntary scheme, consideration will be given at the next review of the Transport Strategy to making them compulsory for businesses with over 20 employees. Research in the UK showed that Travel Plans increased

car multi-occupancy rates by 21%. Evidence shows that left to themselves, people are unlikely to initiate shared journeys despite being happy to do so as part of a workplace scheme. Other possible Travel Plan initiatives could include reallocating some car parking to bike parking, providing shower and changing facilities and bicycle purchase initiatives and distributing information such as cycle routes and pedometers. The Department will provide free advice and assistance. Active travel leads to increased productivity and alertness as well as fewer days lost to sickness<sup>52</sup>. States' departments should lead by example and it is proposed that all States' departments should have a comprehensive Travel Plan in place by the end of 2016. The Department's staff will work with other Departments to achieve this.

### ***Commercial Vehicles***

133. 1 in 7 motorised vehicles is a commercial vehicle. There was little proposed in the previous Transport Strategy regarding commercial vehicles as at that time the Ports Master Plan was yet to be published. Commercial vehicles are a considerable sector in their own right, and now that the Ports Master Plan has been noted by the States it is proposed that the Environment Department, Commerce and Employment Department and Public Services department are directed to work together with industry to produce a report with recommendations outlining what changes could be made in order to deliver as far as possible the aims of the Transport Strategy Vision and improve the efficiency of the sector and its effect on more vulnerable road users.

### ***Safety***

#### ***Education***

134. It goes without saying that every collision or accident that can be avoided saves individuals and families from suffering the physical and emotional trauma that can result from it. It can be very cost-effective to invest in prevention strategies. Guernsey Police do not maintain specific figures for the cost to society of road traffic accidents but costs can include (but are not limited to) police time, court

<sup>52</sup> <http://www.sustrans.org.uk/wales/what-we-do/workplaces>

time, legal aid, hospital and medical treatment and damage to property. Jersey estimate the annual cost of road traffic accidents to be £18m per annum.<sup>53</sup>

135. The majority of safety issues that were raised in the consultation related to cyclists and pedestrians. It is proposed to create a dedicated post of Road Safety Officer as there is an identified gap in the provision of certain initiatives that could be filled by such a post. Responsibilities would include working with the police, local businesses and the community, schools and the media and spearheading safety education campaigns. This was one of the principal recommendations made by Guernsey Police in their submission to the Working Group. Discussions have taken place with the Police and the Home Department who are supportive of the measure.

### ***Enforcement***

136. In addition to the two Active Travel Officers who will have the responsibility of delivering the Strategy, there is a need for a Promotion and Enforcement staff member who will also be able to work with Guernsey Police and the Road Safety Officer to address such issues as safety promotion, driving on pavements, education and driver courtesy amongst others. This is likely to be achieved in the most practical manner by designating the member of staff as a Special Constable under the Special Constabulary Ordinance, 1950, with powers limited to issuing fixed penalty tickets. This would allow the Department to enforce specific issues of importance to the Transport Strategy which may not be a priority for the police. The intention is that fixed penalties would be issued for furtherance of Transport Strategy objectives and not gratuitous fund-raising.

### ***Speed Limits***

137. It is proposed that the issue of speed limits is revisited to address two specific issues, namely speeds around schools and on roads where pedestrian or cycle safety could be enhanced (such as roads which have no pavements).

### ***Crossings and Street Lighting***

138. Reviewing and improving crossings will be an important part of pedestrian infrastructure improvement. Even within the limitations of the roads infrastructure there are many places where pedestrian routes could be made more contiguous and safer. Perhaps surprisingly there was little call in the consultations for improved street lighting. This is to an extent a parish issue, but the Department

<sup>53</sup> Jersey Sustainable Transport Policy: Progress Report. Available at: <http://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/R%20Sustainable%20Transport%20Progress%20Report%202013%2020131220%20DStG.pdf>

will investigate any specific instances where it is considered that lighting would encourage people to walk.

### ***Schools transport and infrastructure***

139. Evidence shows that when children walk or bike to school, instead of being driven in a car, they concentrate much better. This is one of the main conclusions of a Danish study of over 19,000 school children aged 5 to 19. In 2010 58% of primary school children and 50% of all children in Scotland walked to school<sup>54</sup>, significantly higher than in Guernsey.
140. Consolidating primary schools over the years has reduced the number of pupils for whom walking is a viable option. Measures elsewhere in this Report outline ways of increasing the number of school children walking and cycling. Most people will have experienced the change in congestion on the roads in certain areas when the schools are on holiday, therefore actions to reduce the number of children driven to school in private vehicles will reduce congestion. We propose working with schools to assist them in producing individual school Travel Plans
141. In accordance with the response to our consultation from the Education Department, we propose a review of the school bus service with a view to extending the current provision and ensuring that general scheduled improvements fully take into account school timings and routes. We also welcome the desire of the Education Department to work with the Environment Department in respect of the travel arrangements of its staff, students and community users. A simple survey provided to the Working Group by the Education Department showing the breakdown of how children travel to school and what measures schools have in place to promote active and sustainable travel revealed widely differing percentages and approaches. Whilst catchment boundaries and age ranges account for some of these it is clear that there is much potential for improvement. Schools will be assisted in implementing travel plans and creating safe walking and cycling routes and improved facilities for cycling. Numerous initiatives are possible including cycling clubs, loan schemes and practical cycle maintenance sessions.

<sup>54</sup> Scottish Household Survey 2011, available at <http://www.scotland.gov.uk/Topics/Statistics/Browse/Transport-Travel/TrendTraveltoSchool>

142. It is proposed to progressively extend the type of traffic management that exists around St. Sampson's High and Le Murier schools to other schools on the island where appropriate.

***Meeting the needs of disabled people***

143. The 2020 Vision identifies the need for the States to “champion the removal of structural disadvantages, such as ... poor transport infrastructure, which means that some people who are disabled or in poor health suffer, or are socially excluded, for avoidable reasons.”<sup>55</sup>
144. We propose a programme of disability equality training for bus and taxi drivers and to increase the number of accessible taxis and to ensure that all new buses are accessible.
145. All disabled parking will remain free and disabled badge holders will be able to obtain a parking clock free of charge. Free accessible parking is a small concession from society that makes a big difference to disabled people.
146. We will work with the Disability and Inclusion Strategy Implementation Group and local disability organisations to endeavour to enhance transport options for those people with disabilities who cannot avail themselves of public or private transport, in line with the Disability and Inclusion Strategy. Funding provision of £150,000 has been identified in this Strategy to progress workstreams related to disability-related issues.
147. The department will continue with its existing programme of installing drop kerbs, audible and blister marking for crossings, resized parking bays and other similar measures.
148. We will work with the Disability and Inclusion Strategy Implementation Group and local disability organisations to investigate and implement a shopmobility system.

<sup>55</sup> 2020 Vision: Progress report and next steps. available at: <http://www.gov.gg/CHttpHandler.ashx?id=81085&p=0>

### ***Roads network***

149. In our consultation there were many mentions of the effects of roadworks on congestion. While there is always room for improvement, and indeed Environment is constantly looking for ways to minimise the impact of road closures, it must be accepted that with a constrained road network which has utility services laid under the roads, and some 2,000 closures a year, roadworks will unavoidably continue to have an impact on traffic. Environment has well developed policies to co-ordinate roadworks. However reductions in congestion will of itself help alleviate the effects of road closures.
150. Road maintenance, including dealing with potholes, is part of the Public Service Department's remit and is being managed with a comprehensive review of the condition of the Island's roads. Cyclists are the most vulnerable to road potholes and from a safety perspective it is vitally important that these are addressed. Many, if not most, potholes occur on the leftmost part of a carriageway which is where cyclists tend to cycle in order to let cars pass. These provide a risk to cyclists, particularly at night.

### ***Tourism***

151. The Working Group believes that an integrated Transport Strategy must take into account the effect that tourism has upon our transport network and infrastructure, the offering we make to tourists and the impression they take away with them when they return home. Travel around the island is a fundamental part of every tourist's experience of Guernsey, whether it involves bringing their own car to use on the roads, using our buses, or cycling and walking in the country lanes. For the most part the increase in traffic caused by visitors' own cars and hire cars coincides with the decrease in local traffic occasioned by school holidays.
152. Initiatives in this Action Plan that we believe will be attractive to tourists have been mentioned in preceding sections of this Report but for clarity they are brought together here:
- Unlimited bus travel for £8. This will be an attractive offering when marketing Guernsey
  - Attractive pedestrian and cycling priority routes in rural areas
  - An improved public realm in St Peter Port to enjoy attractiveness of the Town and harbour
  - Improved access for disabled tourists

### ***Development and Land Use***

153. Policy LP2 of The Strategic Land Use Plan<sup>56</sup> outlines the need to reduce travel and ensure good accessibility to public and other sustainable modes of transport. The Plan states, *inter alia*:

*“Guernsey has a very high car ownership and there are long-established expectations that individuals should have the personal choice to use cars rather than public transport. However, traffic affects the quality of the urban environment by contributing to localised noise and air pollution and often setting aside considerable amounts of public space for the exclusive use of vehicles. Consideration needs to be given to ensuring the main centres are accessible for all, including families with young children, offering safe and convenient access.”*

*“A fast, reliable and comfortable public transport system can provide a viable alternative means of transport to reduce the need to travel by private motor car. This in turn can lead to quieter, safer roads, more attractive centres and opportunities for new economic development benefitting from a more attractive environment. The land planning system therefore has an important role to play in ensuring public transport facilities are appropriately designed and located in order to maximise their use. The Development Plans should therefore make provision for public transport facilities...”*

*“The creation of compact, walkable communities centred on a high quality public transport system can make it possible to live a higher quality life without complete dependence on a motor car. It is therefore beneficial to provide improved and attractive infrastructure facilities for public transport, walking and cycling. It remains important for services to be well linked in relation to the main transit routes. These policy measures ... will ensure more effective utilisation of the road network.”*

154. Research shows that land use policy is a vital factor in the prevalence of walking and cycling. The role that transport plays in planning policy will be considered as part of the current Development Plan Review. Consultation has taken place with the team working on the review. In accordance with the Vision of this Strategy we

<sup>56</sup> Billet D’État XIX 2011. Available at: <http://www.gov.gg/CHttpHandler.ashx?id=4673&p=0>

propose that the Development Plan Review should consider policy formulation to encourage sustainable transport and accessibility for all in accordance with the above statements and requirements of the Strategic Land Use Plan.

The following principles should be considered:

- Maximum Parking Standards for new developments
- Minimum Standards of cycle parking provision in new developments
- Bespoke, sustainable Travel Plans for commercial and public sector developments over a certain size
- Investigation into ways of promoting Town as a place to live and work without a reliance on private motor vehicles
- Enhanced pedestrian and cycle routes

### ***Other issues and measures***

155. This part of the Report details other proposals as well as reasons for those which are not being proposed. It should also be emphasised that there are already many ongoing minor and safety-related initiatives that take place routinely as part of the Department's day-to-day mandate delivery and these will continue.

### ***Technology***

156. The rapidly increasing pace and sophistication of digital, mobile communications technology means that many opportunities will arise for transport initiatives that would not have been viable in the past. The Department will actively explore such opportunities.

### ***Responsibility deposit***

157. The main consultation paper advanced the idea of a responsibility deposit, whereby a refundable deposit is paid to the States when a vehicle is first registered and then moves with the vehicle each time it is sold on. This deposit system has two advantages. Firstly, it helps ensure that vehicles on the Department's register are likely to actually be still in use on the island, giving more accurate data about the island fleet make-up and, secondly, it deters people from abandoning old vehicles as they wish to recoup the deposit, but it would not do anything to clear disused vehicles which are currently rusting away on private property. The measure received good support and it has the potential to raise worthwhile funds from the interest on the deposits.

158. Of course, it would not just be a matter of applying the deposit to all newly-registered vehicles. To gain the income suggested in the consultation document it would be necessary to retrospectively apply the deposit to all existing vehicles. It is still considered that the system has merit, but on balance it is proposed to proceed first with the recommended measures outlined in this Strategy and reconsider the issue of a responsibility deposit in the first review once the proposed changes have had time to bed in.

### ***Vehicle Transfer Duty***

159. A charge payable when transferring a vehicle from one owner to another, based on percentage of the initial width and CO<sub>2</sub> charge, was considered. This has been discounted due to the possibility of disadvantaging those who have already purchased such vehicles and to enable data on the effect of the proposed First Registration Duty to be gathered.

### ***Trams***

160. Whilst the idea of a seafront tram is very attractive both from aesthetic and congestion-reducing points of view, because of the level of investment required and the width limitations of the road the Working Group have dismissed this idea, believing that the investment could be better used and for a greater number of people. However, as with the case for a dedicated bus lane it would be worth seriously considering this idea in the future as part of any coastal defence development that may be necessary in this area.

### ***The Public Sector***

161. The States of Guernsey is the largest employer and the largest single service provider on the island. Therefore, States departments have significant scope to positively impact on travel and transport and to set an example. Responses from individual Departments to the consultation have been incorporated in this Report and its recommendations. Emerging plans such as the Strategic Asset Management Plan and Modern Ways of Working also have the potential to reduce journeys.

### ***Dial-a-Ride***

162. Dial-a-ride, also known as demand-responsive transport (DRT), is a form of public transport characterised by flexible routing and small or medium-sized vehicles operating in a shared-ride mode between pick-up and drop-off locations according to passengers' needs. This type of transport system received some positive feedback in our consultation. It is highly unlikely that DRT could fully replace a conventional bus service as the average unsubsidised cost per passenger

of a DRT system is likely to be in the range of £4 to £6; this compares with a projected cost of less than £2 per passenger journey for a conventional bus service. Nevertheless, and especially when facilitated by mobile technology, there may well be a market for a privately-operated DRT system and the Environment Department will look to facilitate such transport systems where possible. In addition, dial-a-ride may be the best response for some disabled people and the Department will work with the Disability and Inclusion Strategy Implementation Group and local disability organisations to investigate this.

### ***Timescale for implementation***

163. The proposed implementation sequence for the principal measures in this Report is as follows:
- i. Introduction of the First Registration Duty as expeditiously as possible, both to avoid a rush to purchase large, high emission vehicles and to establish an income stream to start funding various elements of the Strategy, including walking and cycling programmes and additional bus services infrastructure improvements.
  - ii. Introduction of free bus travel in April 2015 to coincide with the new contract, together with further service provision, or sooner if a satisfactory renegotiation of the existing contract is possible for the remaining period.
  - iii. Introduction of annual paid parking clock in January 2015 (as they will be for a calendar year).
  - iv. Introduction of paid long-stay parking in April 2015.

*“People worry about change; they think their journey is unique. Current traffic policies make it easy for them to continue but once we experiment we often find convenient alternatives”*

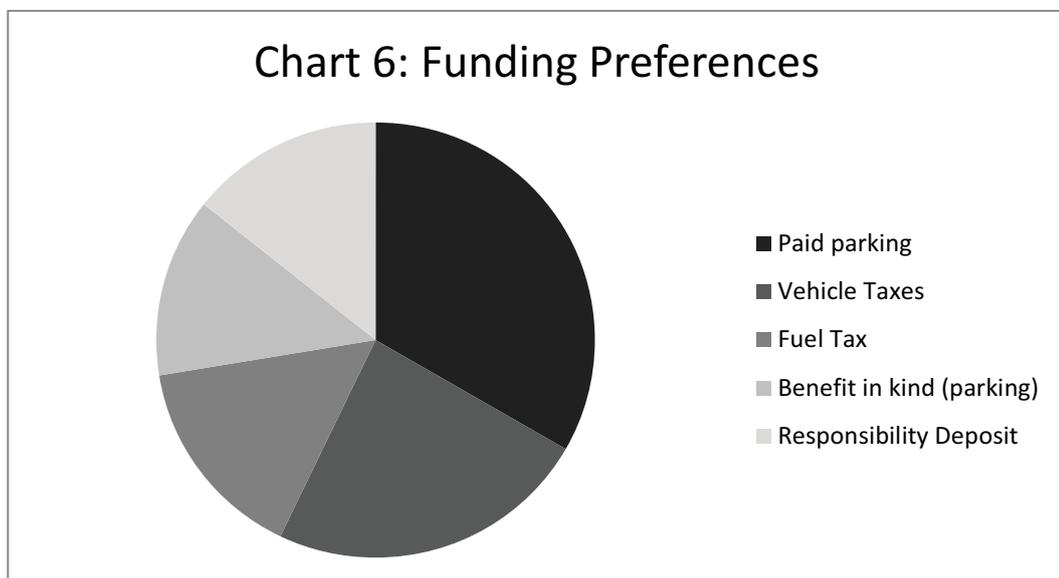
*Consultation respondent*

### 3. FUNDING

164. If there is to be a *worthwhile* modal shift to the higher stages of the Transport Hierarchy, with all the associated benefits which it would bring, then there will need to be investment. It is simply not possible to effect meaningful change without it. As mentioned previously, one viewpoint that has come across in the Department's consultation processes is that there is strong support for ring-fencing of funds. People are considerably *less* averse to measures such as paid parking or registration taxes or duties if the money so raised is ploughed back into public transport and other alternative measures and not absorbed into general revenue. In accordance with Rule 15 (2) (i) and (ii) of the Rules of Procedure, the sources of funding and the increase in expenditure are given (see Table 3 and Appendix 6). In respect of Rule 15 (2) (iii), the real-terms growth freeze *may* be impeded. It is argued that there is little justification for the charges and duties outlined in this Report unless it can be shown that the funds are being reinvested in alternative transport strategies; **in other words without the transport-related expenditure the revenue identified is not realistically available**. The cost of the Strategy action plan elements excluding capital expenditure repayments is around £47 per annum per person, or around the price of one tank of petrol. Including capital repayments and offsets it is around £85 per person per annum. The majority of the income is from the First Registration Duty which is, for the consumer or taxpayer, largely avoidable by exercising certain choices. It is proposed to direct Treasury and Resources Department to take account of the additional revenue income and the requirements for expenditure associated with this Strategy, as set out in Table 3, and to increase the Environment Department's budget accordingly.
165. In 2008, the House of Commons Environmental Audit Committee advised:
- “The Treasury must develop a proper communications strategy for its green taxes, to explain the purpose behind them, to increase preparedness to pay, and to intensify the message of behavioural change they are meant to convey. It should look again at hypothecating [vehicle excise duty] revenues to areas such as public transport, or by matching levies on high emissions vehicles with discounts on low emissions vehicles.”*
166. A significant part of the total annual expenditure is to provide for a bus depot, which is a crucial part of a sustainable transport system but failed to obtain funds through the Capital Prioritisation process. The funding identified for the bus depot would mean that any future bus contract does not risk being reliant on an operator having to provide this facility and therefore locking the States into a single

provider for a lengthy term, leaving more options open. It is considered that by the States retaining ownership of the depot and the vehicles, the island has strategic protection in the event of an operator failing or otherwise withdrawing.

167. As has been mentioned, the rationale behind any new tax, duty or charge is vitally important. The principal funding methods have deliberately been designed to both raise money for alternative transport measures and to effect behaviour change in a desirable direction. In addition, and of paramount importance, the proposed new duties have been structured in such a way as to allow the vast majority of people to avoid these costs to a significant degree by making alternative choices. Chart 6 shows the relative support from the consultation for funding by five main measures.



168. It is acknowledged that it would be easy to simply propose raising all the necessary funding for improved services and infrastructure by an increase of around 13p per litre on the cost of fuel. Administratively it would be the most efficient measure. **However, it would be unlikely to have anywhere near enough impact on changing behaviours in the way people travel or on the size of vehicles circulated.**
169. It is understood that some of the funding measures proposed in this Strategy will not meet with universal acceptance and may be controversial. However, they are necessary in order to achieve the changes that the majority of people who responded to our various consultations have said they wish to see, which are supported by evidence from other jurisdictions, which progress other States'

strategic policy and which will contribute to a better quality of life and better health on our increasingly busy island. Any significant departure from the integrated measures in this Report runs the risk of making the outcome much less certain. Playing ‘Jenga’ with the elements of this Strategy runs the very real risk of the Strategy outcomes collapsing.

170. The measures outlined in the previous section lead to an annual income and expenditure table as shown below. It is reasonable to assume that income from the First Registration Duty will decline as behaviour changes. This fall in income can be accommodated by periodic adjustments in the bandings and duties. Nevertheless the aim will always be to leave a clear path free of such duties for those who wish to exercise the options of smaller, lower emission vehicles, public transport, cycling and walking.
171. Whilst the figures allocated to walking, cycling and public transport may seem high to some, especially in the light of the current economic climate, it is important not to disregard the numerous benefits that a successful Strategy will bring to the island in terms of health, commerce, tourism, reduced pollution and fewer accidents. The Strategy will be subject to a major review in 2017 and it is anticipated that the sums for cycling and walking will be able to be reduced as much work will have been done in the first three years to kick start the change.

***Income and expenditure***

172. The figures in the table are based on reasonable, calculated estimates using current data. If the States approves this Report, the figures will need to be worked up with a higher degree of detail. The current funding allocated to the Department in respect of the scheduled and school buses will continue.

**Table 3**

Summary of estimated annual income and expenditure <sup>57 58</sup>			
ANNUAL INCOME (net)	£	ANNUAL EXPENDITURE	£
First Registration Duty <sup>59</sup>	4,150,000	Free buses (foregone fares) <sup>60</sup>	1,000,000
		Expand bus network <sup>61</sup>	300,000
		Replace previous cut to bus contract <sup>62</sup>	400,000
		Bus infrastructure <sup>63 64</sup>	150,000
		Cycle infrastructure etc <sup>65</sup>	420,000
		Pedestrian infrastructure etc <sup>66</sup>	330,000
		Public realm improvements <sup>67</sup>	200,000
		Disability transport measures <sup>68</sup>	150,000
		Vehicle subsidies <sup>69</sup>	300,000
<b>SUB TOTAL</b>	<b>4,150,000</b>	<b>SUB TOTAL</b>	<b>3,250,000</b>
Offset reduced fuel loss of duty	(1,000,000)	Paid parking, long-stay <sup>70</sup>	(1,150,000)
Reduction in fuel duty of 1.2p <sup>71</sup>	(400,000)	Annual parking clock <sup>72</sup>	(500,000)
		<b>SUB TOTAL</b>	<b>1,600,000</b>
		Build bus depot <sup>73</sup>	1,150,000
<b>TOTAL</b>	<b><u>2,750,000</u></b>	<b>TOTAL</b>	<b><u>2,750,000</u></b>

<sup>57</sup> (Rule 15 (2)(a)(i and ii))

<sup>58</sup> See Appendix 6 for details of individual years, allowing for varying commencement dates etc.

<sup>59</sup> This figure is calculated on income that would be derived from current registrations less 30% to account for behavioural shift.

<sup>60</sup> This is based on the fares received in 2011 which was the last full year with no major amendments or variations.

<sup>61</sup> This allows for extra costs needed for increased routes and vehicles, including the expansion of school bus service.

<sup>62</sup> Depending on which way it is calculated, the sum removed from the bus contract is anywhere between £300,000 and £500,000 and subsequent experience has shown that this reduction has impacted the service considerably.

<sup>63</sup> Bus shelters, real time info, etc.

<sup>64</sup> Note: all additional funding for buses will be interchangeable to achieve desired bus service

<sup>65</sup> £7 per head of population per annum. This is a relatively low figure when compared with bicycle friendly cities but we believe it is sufficient to effect a worthwhile modal shift and start changing culture. Implementation of cycle paths, contraflows, including around schools, Active Travel Officer, promotion, etc. It is recommended that the pedestrian and cycle budgets are interchangeable to a degree to allow for specific projects.

<sup>66</sup> Footpaths, crossings, pedestrianised areas, Active Travel Officer, road safety work and Road Safety officer etc. See previous note.

<sup>67</sup> To fund measures to improve the public realm, particularly in St Peter Port and St Sampson.

<sup>68</sup> Funding for providing transport for disabled people who have difficulty travelling by other means.

<sup>69</sup> Portion of First Registration Duty that would be returned in subsidies for qualifying vehicles

<sup>70</sup> Odeon, part of North Beach, Salerie, Havelet, Castle Emplacement. Approximately 1500 spaces calculated at 80% occupancy for 8 hours each day for 250 days per year at average of 60p per hour less 20% administration (includes infrastructure costs) and discounts = £1.15m pa (Note: admin costs expected lower with more smartphone technology, but worst case used)

<sup>71</sup> To offset 1.2p reduction in fuel excise duty

<sup>72</sup> Annual Parking clock: 40,000 vehicles, including visiting and hire cars, at £15 each nett less 15% administration and costs, yields approximately £500,000 p.a.

<sup>73</sup> Based on capital prioritisation bid amount at treasury rate.

## 4. RECOMMENDATIONS

### *Legal Consultation*

The Law Officers have been consulted in relation to the legal issues set out in this Minority Report.

### *Recommendations*

*[Note: An amendment will be laid in order to propose these recommendations become propositions, replacing all those in the Department's report. Although there is much that is similar between the two reports, this is considered to be the simplest and least confusing course of action.]*

1. To agree the Vision as set out in paragraph 5, and the Transport Hierarchy as set out in paragraph 21, of the Minority Report of Deputy Y Burford and Deputy B L Brehaut entitled "INTEGRATED TRANSPORT STRATEGY AND ACTION PLAN for GUERNSEY", and published in an annexe to that States Report in accordance with Rule 2(4) of the Rules of Procedure of the States of Deliberation.
2. To rescind resolution 9 of Billet D'Etat VII 2006 "*To approve the Environment Department's intention to acquire and develop suitable sites that might become available for the construction of off-street residents' parking facilities, as set out in section 4.9.7 of that Report*".
3. To agree that the Department will record data in such a way as to enable meaningful measurements of change in travelling modes to be calculated.
4. To agree that a banded First Registration Duty based on CO<sub>2</sub> emissions and vehicle width shall be introduced as specified Table 1, and as described in paragraphs 29 to 45 of the Minority Report referred to in Recommendation 1.
5. To agree that paid parking shall be introduced through:
  - a. a system of long-stay paid parking at the Odeon, the majority of North Beach, Havelet (South Esplanade long-stay section), La Valette, Castle

Emplacement, the Salerie and St Julian's Avenue, (see paragraph 54 i of that Minority Report);

- b. a chargeable annual disc parking clock for short -stay parking in disc zones of 2.5 hours or less in St. Peter Port, with minor exceptions, and in all disc zones in the rest of the Island, (see paragraph 54 viii of that Minority Report); and
- c. the re-designation of certain disc zone areas and spaces into long-stay paid parking (see paragraph 54 ii of that Minority Report); and
- d. the re-designation of Victoria and Albert Piers and the current 2 hour disc zone at North Beach into 2.5 hour disc zones (see paragraph 54 iii of that Minority Report).

and as described in paragraphs 46 to 63 of that Minority Report.

- 6. To agree that States Members who wish to avail themselves of parking on any or all States Days at Lukis House shall pay £165 per year commencing 1 November 2014 as described in paragraph 62 of that Minority Report.
- 7. To agree a decrease of 1.2p per litre in the duty on petrol and gas oil other than fuel used for air or marine navigation with effect from April 2015, as described in paragraph 63 of that Minority Report.
- 8. To direct the Treasury and Resources Department in conjunction with the Environment Department to investigate the best method of accounting for and taxing the benefit to employees of employer-provided parking, by implementing a benefit-in-kind charge to tax or a workplace parking levy as described in paragraphs 64 to 67 of that Minority Report, and to report back to the States with proposals by January 2015.
- 9. To approve the intention of the Environment Department to investigate and implement a trial system of Park and Ride, subject to a suitable site being located, as outlined in paragraph 68 of that Minority Report.
- 10. To approve the intention of the Environment Department to investigate and implement measures to encourage car sharing as outlined in paragraph 69 to 70 of that Minority Report.
- 11. To approve the changes applicable to learner drivers as outlined in paragraph 72 of that Minority Report.

12. To agree to the construction of a bus depot and to direct the Treasury and Resources Department to classify the bus depot as pipeline project for Capital Reserve funding as detailed in paragraph 82 of that Minority Report.
13. To approve the policy in respect of free bus travel as set out in paragraph 85 of that Minority Report and the implementation of the other improvements to the public bus service as set out in paragraphs 86 to 91 of that Minority Report.
14. To endorse the issuance of up to 8 additional taxi licences in a new category which require vehicles specifically adapted for the needs of disabled people as set out in paragraph 96 of that Minority Report.
15. To direct the Environment Department to investigate possible improvement to taxi provision in Guernsey and to report back to the States by July 2015 with its proposals.
16. To approve the measures in relation to motorcycling, as outlined in paragraphs 98 to 100 of that Minority Report.
17. To approve the measures in relation to cycling infrastructure provision, promotion, education and investment as set out in paragraphs 101 and 114 to 122 of that Minority Report.
18. To approve the intention of the Environment Department to investigate the feasibility of introducing legislation in presumed liability for greater protection of cyclists and pedestrians as set out in paragraph 123 of that Minority Report.
19. To approve the measures in relation to walking and pedestrian infrastructure provision, promotion and investment as set out in paragraphs 125 to 130 of that Minority Report.
20. To agree to the promotion and requirements of Travel Plans for businesses, schools and States Departments as set out in paragraphs 132 and 140 of that Minority Report.
21. To direct the Environment Department in conjunction with the Commerce and Employment Department and the Public Services Department to conduct a review of commercial vehicle activity and circulation with a view to improvements in accordance with the Vision as set out in paragraph 133 of that

- Minority Report, and to report back to the States by July 2015 with their proposals.
22. To approve the intention of the Environment Department to agree to a review of speed limits as described in paragraph 137 of that Minority Report.
  23. To approve the proposals in relation to disabled people as set out in paragraphs 143 to 148 and 162 of that Minority Report.
  24. To direct the Environment Department to consider the Vision and the recommendations in paragraph 154 of that Minority Report in reviewing the Development Plan.
  25. To approve that the Strategy as set out in that Minority Report will be funded by a combination of
    - (a) a First Registration Duty as set out in paragraphs 29 to 45 of that Minority Report
    - (b) Income from paid parking including parking clocks as set out in paragraphs 46 to 55 and 57 to 63 of that Minority Report.
  26. To direct the Treasury and Resources Department to take account of the strategy funding requirements, as set out in Appendix 6 of this Report, when recommending cash limits and routine capital allocations for the Environment Department for 2015 and subsequent years.
  27. To authorise the Treasury and Resources Department, if required, to approve a transfer from the Budget Reserve of up to £835,000 to the budget of the Environment Department in 2014 to fund implementation of the strategy.
  28. To direct the Environment Department to conduct a review of the Transport Strategy and report back to the States by December 2017 with an analysis of the effectiveness of the measures implemented and recommendations in relation to changes that may be required in order to continue to deliver the Vision.
  29. To direct the preparation of such legislation as may be necessary so as to give effect to their above decisions.

## Appendix 1: Reports used to inform the Strategy

### *Current and Historic Reports*

States Strategic Plan

Environmental Policy Plan

Energy Resource Plan

Obesity Strategy

2003 and 2006 Transport Strategies

Coastal Defence Strategy

Ports Master Plan

Strategic Land Use Plan

Disability and Inclusion Strategy

Managing the Size and Make Up of the Island's Population

2020 Vision: Progress Report and Next Steps

Strategic Asset Management Plan

### *Forthcoming Reports*

Development Plan Review

Island Infrastructure Plan

Economic Development Strategy

### *Non-States Reports*

The Vision for St Peter Port, The Bridge and St Sampson's Harbour

Jersey Sustainable Transport Policy 2010

Jersey Sustainable Transport Policy Progress Report December 2013

Retail Strategy

## Appendix 2: Summary of Consultations

The Working Group made a conscious decision in all its consultations to ask open questions and to give the opportunity to respondents to say anything that was on their mind about transport in Guernsey, through a predominantly qualitative approach<sup>74</sup> to social research. This means that although data can be and has been extracted in numerical or chart form, there is also a wealth of information that is not so easy to neatly pie-chart, but that gives a much more nuanced and detailed view of public opinion and also allows respondents to expand on their ideas and views. Such an approach also avoids respondents feeling frustrated that none of the stock questionnaire options truly represents their views. We believe this approach was successful as the feedback on the consultations was very positive. Immediately below we give a brief summary of each consultation and the principal outcomes. We don't propose to implement all of the popular responses, but we do address in the Report the reasons for not doing so. Other statistics are referenced throughout the Report.

### *Travel Habits Survey*

This interview style survey of 545 local residents was conducted by students over the winter holiday period (which accounts for a lower showing in walking and cycling trips).

Respondents were asked to comment freely on what they considered to be the main transport issue facing Guernsey. Most people believe there are too many cars on the roads. This is not surprising, but what was perhaps less expected was the number who felt the government should actively intervene to limit the number of vehicles that families/people can own. There were a high number of comments made about excessive vehicle size with many people also commenting on vehicle width in particular. A recurrent theme within these comments was the observation that choosing large vehicles impacts negatively on other people.

<sup>74</sup> Qualitative survey designs facilitate understanding of social attitudes and beliefs through communication with participants and analysis of texts.

Many comments were also made about discourteous drivers and, worse still, aggressive drivers. Pavement surfing and driving whilst using a mobile was a concern for many respondents.

There is majority support for paid parking, in particular relating to long-stay parking in Town. The overriding point drawn from the various comments on parking would seem to be this: if we are to have paid parking then the revenue must be fed back into alternative methods of transport. There was a very strong message that people do not want the States to simply charge people and put the money in a central pot. Other comments on paid parking were that Town shopping must be protected (and a belief that free parking does this) and that there must not be paid parking at the beaches. There is a strong desire for fairness expressed as requiring those in both the public and private sector with employer-provided parking to contribute also.

In respect of cycling, the loudest message is that people consider the roads simply too dangerous for cycling. It is also clear that many car drivers think that cyclists are the problem (presumably as they are deemed to get in their way). More cycle paths are called for, although at the same time many people realise there just isn't the space in our network for a vast expansion.

Unsurprisingly the comment with the highest frequency concerning buses was that they are too big. Taking this with the calls for more services on more routes underlines the demand for a mixed fleet. Other principal comments centred on the need for reliability, better driver standards and ability, and price, with many people wanting free or cheaper services.

Where pedestrians are concerned the single message is that there are too few pavements and where they do exist cars make them dangerous. This can also be related to vehicle size.

Other general comments received concerned policing and enforcement of existing laws and also roadworks and road condition. Many people don't realise or believe that there is a roadworks coordination system (IRIS). There were quite a few comments on the need and opportunity for schools to play a part in improving travel options for pupils.

### ***Stakeholder interviews***

Twenty-one half-hour interviews were conducted with various bodies and groups who have a particular interest in aspects of transport. These groups included business representatives, bus, taxi and HGV representatives, and interest groups including cycling, environmental, pedestrian and disability organisations amongst others. Whilst, as might be expected, the stakeholders outlined traffic issues from their organisation or group's perspective, in the main they also appreciated the wider issues affecting

Guernsey as a whole and were keen to see general improvements. At Appendix 3 is a disidentified bullet point list of the main points raised by stakeholders. As would be expected it is impossible to address every point raised when drafting a strategy, especially as in a few cases some of them directly act against others.

### ***Consultation with States Departments***

A letter was sent to the Chief Officer of each States Department seeking the Department's opinion on what could be done to make travel easier and improve transport options for their staff and service users. All departments responded and these responses were extremely helpful in formulating and informing the Strategy.

### ***Main Public Consultation: A Fresh Start***

The main public consultation, entitled 'A Fresh Start' was launched in May 2013. 159 responses were received. A brief summary of the most popular responses is as follows:

When asked what is wrong with our current system the top answers, in order, were that there are too many cars, too much congestion, too many large cars, poor driver discipline, too much driving on pavements, buses that are big and an inadequate bus service

We asked people what we should be trying to achieve and they told us that people need to get out of cars and start walking, cycling and taking the bus. They said that roads need to be safer for pedestrians and cyclists and that we should address congestion. They told us that there needs to be a much better bus service and that we should claim back public places from cars where possible.

People wanted us to encourage smaller vehicles, tax larger vehicles and encourage multi occupancy journeys. They told us that the bus service needs to have higher frequency routes, smaller buses, better reliability and punctuality and reduced or free fares.

Regarding taxis, many people felt that they were too expensive and that we should open up the market place. People also sought a relaxation of the rules on who can travel on school buses and they wanted improved walking and cycling routes to schools.

The main issue for cyclists or potential cyclists was safety, in particular the interface between cyclists and motor vehicles. There are calls for cycle contraflows and improved facilities for cyclists in the form of cycle lanes (urban and rural), bike parks, and support from business.

Pedestrians have similar safety concerns to cyclists. Many do not feel the pavements, where they exist, are safe. They have asked for more and better pavements, a crackdown on vehicles that park on and obstruct pavements and vehicles that pavement surf. Generally people were in favour of more enforcement in cases of antisocial and unsafe

behaviour. There was less consensus on whether improvements to crossings and increased numbers of street lights were necessary.

When asked about drivers' age, most people thought the system should be left as it is. Where the age to start riding mopeds is concerned roughly equal numbers thought it should stay at 14 or be increased to 16.

There were mixed views on speed limits, although the consensus was to slow things down rather than speed them up. The top two methods for funding alternative modes of transport were paid parking and taxing large vehicles.

### ***Student Facebook Survey***

We undertook a survey of students, mostly in the 14 to 19 age group via Facebook and Survey Monkey. There were 144 responses from 10 schools. The top concern was the quality of the bus service, but this was closely followed by lack of parking. The next three concerns in order were the size of vehicles, the safety of pedestrians and the number of vehicles on the roads. A third of respondents used the school bus regularly whilst a fifth used a motorcycle or moped. Only one third of students considered that safe walking routes exist in general and less than half thought the roads around their place of study were safe. Around 60% of respondents said their family owned two or more bicycles, the same number that said their family owned two or more cars.

### ***Town worker survey***

Approximately 150 surveys were distributed and 83 were returned. The responses show that just over a third of respondents drive in to work and a little over a quarter walk. A fifth use the bus and the remainder get a lift or use a motorcycle.

Just under half of those who drive to work said they would consider catching the bus if the service was better or cheaper. In general the perceived unreliability of the bus service and the lack of suitable routes or timings were the reasons given for not using the service. In other words it can be inferred that if there were a suitable bus service only 21% of respondents would rely on driving to and from work.

Of those who drive to work and who responded to the question "do you routinely drop off or pick up someone on your way to work or home?" 75% said no.

## **Appendix 3: Stakeholder interview summary**

*See Appendix A of Department's report*

## Appendix 4: Estimation of reduction in Fuel Consumption.

### *Estimated effect on fuel consumption due to reduction in car journeys*

Arriving at an accurate prediction of the change in fuel consumption is extremely difficult as there are numerous variables and a lack of certain data on which to base assumptions. Nevertheless, an estimation is as follows:

Fuel sold in 1 year:	34,000,000 litres
Estimated average fuel consumption of fleet	7 miles per litre
Estimates average journey length	2 miles
Estimated number of journeys per annum	119m
Bicycle journeys at 3% of car journeys	3.5m
Estimated pedestrian journeys	3.5m
Current number of bus journeys	1.5m

Assuming bus, bike and pedestrian journeys double there will be 8.5m fewer car journeys or a 7.1% reduction in journeys and a corresponding 7.1% reduction in fuel use.

### *Estimated effect of First Registration Duty on fuel consumption*

Assume the life of car is 12 years; therefore each year 1/12<sup>th</sup> of the vehicle fleet is replaced.

Assume that changed buying habits result in 10% increase in fuel efficiency.

Therefore each year fuel use will fall by 0.83%.

Therefore total predicted fuel consumption reduction would be 8% in the first *full year* of operation, rising to 8.8% in the second year and 9.6% in the third year.

In reality it will take a while for improvements to become established the Strategy provides replacement revenue for a 7% fall.

Fuel excise revenue is also likely to fall, as it has done over previous years, due to a combination of increasing world oil prices, low growth rates linked to disposable income and, most significantly, increased vehicle efficiency. This is

not an outcome of the Transport Strategy and is for Treasury and Resources to manage, however the Registration Tax provides a method of recouping lost fuel excise duty by adjusting bands in accordance with improvements in vehicle efficiency as is done in other jurisdictions.

## Appendix 5

EMISSIONS BANDING FOR OLDER VEHICLES WHICH EXCEPTIONALLY DO NOT HAVE A CO <sub>2</sub> RATING	
Emissions g/km	Engine size equivalent only in absence of CO <sub>2</sub> data (cc)
Electric vehicles	n/a
Up to 85	< 700
86 to 100	701 - 1000
101 to 110	
111 to 120	
121 to 130	1001 - 1200
131 to 150	1201 - 1500
151 to 165	1501 - 1800
166 to 185	1801 - 2100
186 to 200	2101 - 2400
201 to 225	2401 - 2700
226 to 255	2701 - 3000
256 and over	>3000

## Appendix 6

### *Income and Expenditure for individual years*

It can be seen from the tables below that in the remainder of 2014 and in 2015 the Strategy generates a surplus. This is largely due to the lead time that will be necessary for commencing the construction of a bus depot which would not be expected to commence before mid-2015. It also allows time to establish the income stream of the first registration duty in practice.

Summary of estimated annual income and expenditure <b>2014</b>			
<b>ANNUAL INCOME (net)</b>	£	<b>ANNUAL EXPENDITURE</b> (4 months' expenditure)	£
First Registration Duty	1,400,000	Free buses (if introduced early)	250,000
		Expand bus network	100,000
		Replace previous cut to bus contract	0
		Bus infrastructure	50,000
		Cycle infrastructure etc	140,000
		Pedestrian infrastructure etc	80,000
		Public realm improvements	65,000
		Disability transport measures	50,000
		Vehicle subsidies	100,000
<b>SUB TOTAL</b>	<b><u>1,400,000</u></b>	<b>SUB TOTAL</b>	<b><u>835,000</u></b>
Offset reduced fuel loss of duty	(100,000)	Paid parking, long-stay	0
Reduction in fuel duty of 1.2p	0	Annual parking clock	0
		<b>SUB TOTAL</b>	<b><u>835,000</u></b>
		Build bus depot, annual repayment	0
<b>TOTAL</b>	<b><u>1,300,000</u></b>	<b>TOTAL</b>	<b><u>835,000</u></b>

Summary of estimated annual income and expenditure <b>2015</b>			
<b>ANNUAL INCOME (net)</b>	£	<b>ANNUAL EXPENDITURE</b>	£
First Registration Duty	4,150,000	Free buses (£0.75 to £1m)	1,000,000
		Expand bus network	300,000
		Replace previous cut to bus contract	300,000
		Bus infrastructure	150,000
		Cycle infrastructure etc	420,000
		Pedestrian infrastructure etc	330,000
		Public realm improvements	200,000
		Disability transport measures	150,000
		Vehicle subsidies	300,000
<b>SUB TOTAL</b>	<b><u>4,150,000</u></b>	<b>SUB TOTAL</b>	<b><u>3,150,000</u></b>
Offset reduced fuel loss of duty	(700,000)	Paid parking, long-stay	(850,000)
Reduction in fuel duty of 1.2p	(300,000)	Annual parking clock	(375,000)
		<b>SUB TOTAL</b>	<b><u>1,925,000</u></b>
		Build bus depot inc. procurement	775,000
<b>TOTAL</b>	<b><u>3,150,000</u></b>	<b>TOTAL</b>	<b><u>2,700,000</u></b>

Summary of estimated annual income and expenditure <b>2016</b>			
<b>ANNUAL INCOME (net)</b>	£	<b>ANNUAL EXPENDITURE</b>	£
First Registration Duty	4,150,000	Free buses (foregone fares)	1,000,000
		Expand bus network	300,000
		Replace previous cut to bus contract	400,000
		Bus infrastructure	150,000
		Cycle infrastructure etc	420,000
		Pedestrian infrastructure etc	330,000
		Public realm improvements	200,000
		Disability transport measures	150,000
		Vehicle subsidies	300,000
<b>SUB TOTAL</b>	<b><u>4,150,000</u></b>	<b>SUB TOTAL</b>	<b><u>3,250,000</u></b>
Offset reduced fuel loss of duty	(1,000,000)	Paid parking, long-stay	(1,150,000)
Reduction in fuel duty of 1.2	(400,000)	Annual parking clock	(500,000)
		<b>SUB TOTAL</b>	<b><u>1,600,000</u></b>
		Build bus depot, annual repayment	1,150,000
<b>TOTAL</b>	<b><u>2,750,000</u></b>	<b>TOTAL</b>	<b><u>2,750,000</u></b>

Summary of estimated annual income and expenditure <b>2017</b>			
<b>ANNUAL INCOME (net)</b>	£	<b>ANNUAL EXPENDITURE</b>	£
First Registration Duty	4,150,000	Free buses (foregone fares)	1,000,000
		Expand bus network	300,000
		Replace previous cut to bus contract	400,000
		Bus infrastructure	150,000
		Cycle infrastructure etc	420,000
		Pedestrian infrastructure etc	330,000
		Public realm improvements	200,000
		Disability transport measures	150,000
		Vehicle subsidies	300,000
<b>SUB TOTAL</b>	<b><u>4,150,000</u></b>	<b>SUB TOTAL</b>	<b><u>3,250,000</u></b>
Offset reduced fuel loss of duty	(1,000,000)	Paid parking, long-stay	(1,150,000)
Reduction in fuel duty of 1.2	(400,000)	Annual parking clock	(500,000)
		<b>SUB TOTAL</b>	<b><u>1,600,000</u></b>
		Build bus depot, annual repayment	1,150,000
<b>TOTAL</b>	<b><u>2,750,000</u></b>	<b>TOTAL</b>	<b><u>2,750,000</u></b>

END OF MINORITY REPORT

**(NB In accordance with its mandate, the Treasury and Resources Department is commenting on the resource implications of this States Report.**

**One of the key strategies within the States' Fiscal and Economic Plan is the fiscal framework strategy which has a macroeconomic and fiscal objective of a "Real term freeze on aggregate States revenue expenditure." Therefore, as the proposed funding arrangements for the Guernsey Integrated On Island Transport Strategy and those outlined in the Minority Report are largely dependent on increasing revenue income, this would mean that either States revenue expenditure would have to be reduced in another area or the objective of a "Real term freeze on aggregate States revenue expenditure" would not be met.**

**In January 2013, following a successful amendment to the Policy Council's Report on the Financial Transformation Programme, the States resolved "To agree to set all FTP savings against the fiscal deficit and not utilise them to fund new services until the fiscal deficit has been eliminated." This confirmed the approach taken by the Treasury and Resources Department, when making Cash Limit recommendations as part of the annual Budget Report, to apply Financial Transformation Programme benefits to reducing the deficit instead of making them available to fund other areas of expenditure (apart from the States Strategic Plan projects which the States specifically agreed be funded from Financial Transformation Programme benefits). Therefore, States revenue expenditure has been frozen in real terms plus a real terms reduction arising from the Financial Transformation Programme benefits.**

**Whilst recognising that this States Report contains proposals to increase revenue income, the Treasury and Resources Department is concerned that a significant increase in net ongoing revenue expenditure is being proposed in the absence of a prioritisation mechanism.**

**In respect of the overall States financial position, the Environment Department's proposals would be broadly neutral over the five year period (taking into account net revenue costs and routine capital expenditure but not major items of capital expenditure including a replacement bus fleet, real time bus information and a bus depot). Whilst the replacement bus fleet – phase 1 was, in September 2013, classified as a pipeline project for Capital Reserve funding, the bus depot was not and a bid for the real time bus information was not submitted. Therefore, progressing the bus depot and real time bus information would either require additional appropriations to the Capital Reserve, reprioritisation of the pipeline projects or additional revenue funding to pay an operator to provide the facilities.**

**The minority report includes proposals to raise ongoing funding of £1.15million per annum to fund a bus depot in addition to covering the net ongoing revenue and routine capital expenditure and, therefore, would be revenue neutral in the long-term for the overall States financial position (apart from the replacement of the bus fleet).**

**It is recognised that this States Report contains proposals to increase revenue income which, particularly in the case of the CO2 and width taxes arguably could not be introduced unless to fund transport strategy expenditure. However, an increase in the duty on fuel will inevitably reduce the ‘headroom’ available to raise additional income for purely fiscal reasons.**

**There would be an (unquantified) impact on States expenditure for the acquisition and operation of its vehicle fleet arising from the proposed measures. It is understood that there would be limited additional costs to introduce and administer CO2 and width taxes which should be managed within existing budgets.**

**The Treasury and Resources Department would, within the 2015 Budget Report, include appropriate recommendations to address the resource implications and any consequential effect on the States’ Fiscal and Economic Plan arising from the States decisions in respect of this States Report.)**

**(NB The Policy Council acknowledges the merits of both the Environment Department’s proposed transport strategy and the minority report. Ministers have indicated that they may wish to express their personal views on the reports during debate.**

**The Policy Council considers that both the Environment Department’s proposed transport strategy report and the minority report comply with the Principles of Good Governance as outlined in Billet d’Etat IV 2011.)**

The States are asked to decide:-

VI.- Whether, after consideration of the Report dated 9<sup>th</sup> February, 2014, of the Environment Department, they are of the opinion:-

1. To approve the transport strategy vision as set out in section 6.1 and as described in sections 7.1 to 7.13 of that Report.

2. To rescind resolution 9 of Billet D'Etat VII 2006 "*To approve the Environment Department's intention to acquire and develop suitable sites that might become available for the construction of off-street residents' parking facilities, as set out in section 4.9.7 of that Report*".
3. To approve the promotion and communication approach in accordance with the general direction set out in section 11.2 I. to VI. of that Report.
4. To approve the promotion of cycling and walking in accordance with the general direction set out in section 11.3 I. to X. of that Report.
5. To approve the promotion of cycling and walking at schools in accordance with the general direction set out in section 11.5 I. to VIII. of that Report.
6. To approve the development of cycling and walking infrastructure in accordance with the general direction set out in section 11.6 I. to X. of that Report.
7. To approve the promotion of bus use in accordance with the general direction set out in section 11.7 I. to XVI. of that Report.
8. To approve facilitating an increase in taxi provision in accordance with the general direction set out in section 11.8 I. and 12.5 X. of that Report.
9. To approve developing enhanced travel options for people with a disability in accordance with the general direction set out in section 11.9 I. to VI. of that Report.
10. To approve the incentivisation of motor cycling in accordance with the general direction set out in section 11.10 I. to IV. of that Report.
11. To approve the promotion of responsible vehicle ownership and driving in accordance with the general direction set out in section 11.12 I. to XIV. of that Report.
12. To direct the Treasury and Resources Department, at the earliest opportunity, to increase the rate of duty on petrol and gas oil (other than fuel used for air or marine navigation) by 5p per litre as set out in section 11.13 I. of that Report.
13. To approve the measures to discourage vehicle use in accordance with the general direction set out in section 11.13 II. to VI. of that Report.
14. To approve the policy to designate additional small car parking spaces in priority parking areas as set out in section 11.14 III. of that Report.
15. To direct, at the earliest opportunity, the introduction of CO<sub>2</sub> duty as set out in paragraph 11.14, 12.2 and 12.3 of that Report.

16. To direct, at the earliest opportunity, the introduction of Width duty as set out in paragraph 11.14, 12.2 and 12.3 of that Report.
17. To direct the Treasury and Resources Department to consult with the Environment Department annually in respect of the bands and rates to be applied to the Width and CO2 duties.
18. To rationalise the carrying capacities of the various services eligible for licensing under the law as set out in paragraph 12.5 VI of that Report.
19. To enable the authority to include Taxi buses and Dial a ride buses within a single operator contract as set out in paragraph 12.5 VII of that Report.
20. To authorise the Treasury and Resources Department, if required, to approve a transfer from the Budget Reserve of up to £1.65 million to the budget of the Environment Department in 2014 to fund implementation of the strategy and direct the Treasury and Resources Department to take account of the strategy funding requirements, as set out in paragraph 14.2 of that Report, when recommending cash limits and routine capital allocations for the Environment Department for 2015 and subsequent years.
21. To direct the preparation of such legislation as may be necessary to give effect to the above decisions.