PLEASE NOTE THIS CONSULTATION HAS NOW ENDED On-Island

TRANSPORT STRATEGY

A Fresh Start



ENVIRONMENT DEPARTMENT CONSULTATION

PLEASE NOTE THIS CONSULTATION HAS NOW ENDED

SECTION ONE: INTRODUCTION

BACKGROUND

Over the last 10 to 15 years The States has had numerous debates on transport, either as major strategy debates or in order to take forward various elements of the then approved strategy. Whilst we appreciate that we can learn from the past we want to look forward. Therefore, we will make no further reference to those previous reports and debates, hence the title of this document. It is time for a **Fresh Start** and we would like your input. This is a consultation document, so by necessity it contains some ideas and quite a lot of detail but that is intended to promote thought and discussion. Nothing is set in stone and we are in listening mode. We have done some work already to establish what specific interest groups think and we have carried out focused surveys but now we are opening the doors to everyone.

We want to know what you think.

WHAT IS WRONG WITH OUR CURRENT SYSTEM?

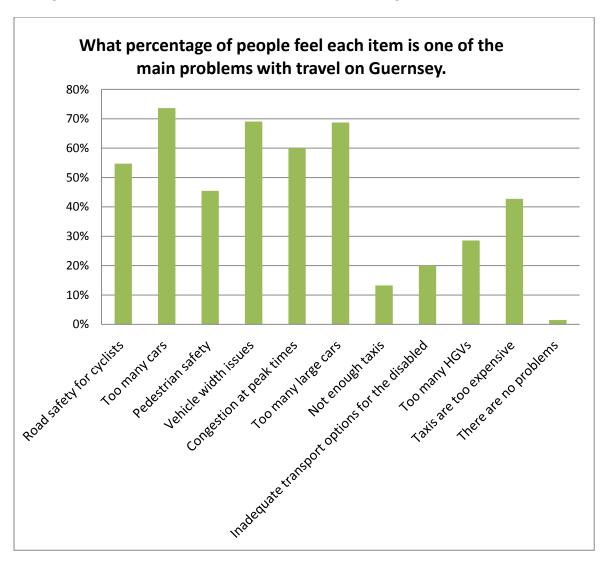


If we're arguing for change it presumes we think that we could do things better for most people than we do now. It presumes there are issues to be resolved. Over the autumn and winter months we have been fact-finding and carrying out surveys, including a survey of 550 households, to discover what it is that people think is wrong or could be improved about how people and goods move around our island.

The feedback shows that there is sufficient frustration and annoyance with all or part of the existing situation to demonstrate that change is not only wanted but also needed. In brief this is what the people of Guernsey told us. The main problems in order of frequency of being raised are:

- There are too many vehicles
- Vehicles are too wide
- Vehicles are too big
- There is too much congestion, particularly at peak times
- The roads are not safe for cyclists
- The roads are not safe for pedestrians
- Taxis are too expensive and there are not enough of them
- There are too many HGVs
- There are inadequate options for disabled travel
- There are not enough taxis

Other points brought up frequently in our surveys included aggressive drivers, pavement surfing, roadworks and a lack of enforcement of speeding and other offences.



> Do you agree? What bothers you about travelling around?

WHAT DO WE WANT TO ACHIEVE?

We need to be clear about what we are trying to achieve before we get too excited about the details of the solutions. That said, we don't want to become bogged down in layers of Strategy, Policy and Protocols to the extent that we spend all our time drafting policies and no time implementing real on-the-ground change. We want a strategy that can be stated quite simply and that focuses on action. To do that we need to be mindful of what the issues are that we are trying to tackle. That is why we engaged with the various stakeholder groups and carried out a one to one survey with randomly selected households. As a result of that work we think, in a nutshell, what we should be aiming for 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.

What follows in this consultation are a number of observations about transport in Guernsey. Most of these result from our survey but they are also things that have been raised by various travel, industry, charity and other groups we have spoken to. We have also included a few bug bears of our own borne out of much discussion, reading and other input and research. Against these observations or issues we have started to *float some ideas* of what could be done to change things and some potential fixes to the problems, but all of this is provided as a stimulant to debate. If Guernsey really is, once and for all, to address its transport issues then we need a very clear picture of what it is we the people of Guernsey really want and what we are prepared to commit to.

> Do you agree? Tell us what you think we should be trying to achieve and what the issues are we should be resolving.

SECTION TWO:

THE PROBLEMS WE NEED TO DEAL WITH AND THE OPPORTUNITIES WE CAN SEIZE

PEOPLE AND THEIR CARS

Whilst believing that there is a real call for change we recognise that people not only need their cars, in many respects they love them. Car ownership and multicar ownership were twice as prevalent in our survey as pushbike ownership. Use of the car has become part and parcel of Guernsey life with 70% of respondents driving a car more than 5 times per week. We recognise that there is absolutely no desire, indeed perhaps no need, to try and restrict people's access to their cars. But it appears to be clear from the survey that people are identifying the impacts that result from the dominance of the motor vehicle and that what is needed, indeed called for, is a reduction in the reliance on the private motor vehicle.

Our survey suggests that people understand the importance of walking and cycling as a means to achieving better health and that they appreciate that sitting in traffic jams leads to stress, pollution and wasted time and money. But the alternatives of cycling and walking are simply not always attractive enough, for a variety of reasons. The bus system is considered by some not to be extensive or convenient enough and car sharing can be a bit too complex or burdensome. The cost of the car journey is hidden whereas the cost of the bus journey is abundantly transparent. These factors lead many of us to head for the car in preference to any of the alternatives. When asked whether people were likely to use other forms of transport more next year the overwhelming response was no.

Recent manual classification counts along Les Banques during the morning peak identified that 77% of people heading into Town were driving or being driven in motor cars. The full breakdown was as follows:



77%



10%



5%



5%



3%

We have an option to simply stand back and take no action. If we do then the dominance of the car as the first choice for transport will remain, and perhaps increase, as will all the problems identified with our current system and listed above. Alternatively, we can take action in the belief that we need to swing the balance and give the alternatives a higher profile and fairer chance. We think it is time to give the alternatives a better chance.

Do you agree?

SIZE OF VEHICLES

Guernsey is, of course, an island of small roads and lanes with very few pavements. Vehicles mounting the pavement and moving forwards slowly and with care is an unavoidable element of driving in Guernsey. Hedge bank erosion and residential drives create passing points for vehicles in lanes. This is accepted as normal custom and practice and appears, to a degree, to be tolerated. Our survey, however, suggests that such tolerance is waning and that the size of vehicles needs to be addressed. Guernsey has no power with which to influence the manufacturers and vehicle designers and hence if vehicle size and width is to be addressed it becomes a matter of influencing the purchasing behaviour of the vehicle owners. It would be possible to legislate against vehicles over a certain size but perhaps, more realistically, a new first registration tax structure aimed at discouraging the purchase of larger vehicles would be the mechanism of choice. Some would of course choose to pay the tax and have the bigger vehicles but it is a tool to help initiate change and create a swing of movement in the right direction. Such a tax would have a cut off level whereby no tax was payable for smaller vehicles. It could even offer a rebate (tax break) for the smallest vehicles.







The same approach can be adopted for engine size and/or vehicle emissions with exemptions and/or tax breaks for electric vehicles. A composite tax drawing together 2 or 3 of these elements has the potential to drive purchasing behaviour towards smaller cleaner vehicles. It also presents a funding option for other strategy elements.

Would you support a system that encourages smaller vehicles?

MULTIPLE OCCUPANCY OF VEHICLES

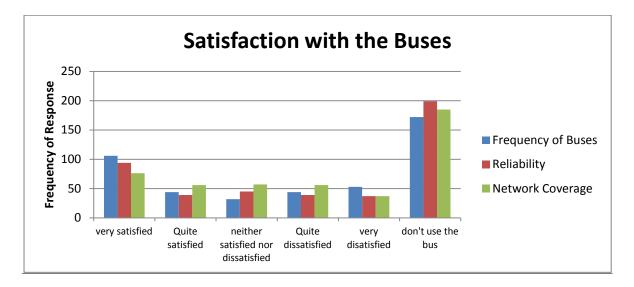
We all do it and some of us do it most of the time i.e. drive a car with no passengers! One of the favourite comments of walkers is how many cars with a single occupant they walk past during the congestion period. Recent vehicle occupancy counts identified that 85% of cars being driven along Les Banques towards Town during the morning peak were single occupancy with 14% double occupancy and only 1% with three or more people on board. So why do we do it?.

Liftshare schemes, where people log their journey and look for or offer a car share are well established. There are already websites that recognise Guernsey post codes and these have been tested and shown to work. So we don't even need to spend money designing a web site we just need to start using it. So what stops us? Is the complexity of our lives such that we undertake a series of interconnected journeys that are so unique to us others cannot share our car? Is it a lack of knowledge/awareness? Are we a bit wary of a UK web site where we would be more comfortable with a Guernsey one? Is it the fear of strangers in our cars and would we be more happy if our employers, social clubs, schools and churches were to organise the Liftshare scheme for us? Is Liftshare a real option to reduced single-occupancy car use and if so what is needed to get people using Liftshare schemes?

Please tell us what you think.

PUBLIC TRANSPORT: BUSES

Buses were not identified as one of the main problems in our surveys but support is relatively low with only 31% of respondents using the buses at least once a month and only 12% using the bus weekly. When questioned specifically about buses there appeared to be a general level of satisfaction and, interestingly, frequent users rated the bus performance higher than infrequent users.



This suggests that the low use of buses is more about convenience than anything else and this is supported by our survey which had 91% of respondents saying driving was more convenient than public transport. Nevertheless, the bus service is not without its problems. In the main people seem to want more routes and greater frequency and punctuality. Information at bus stops and real-time GPS to mobile phones was also cited.

There is no expectation that buses, without very radical changes in the model of service provision, can match or even approach the convenience of the private motor vehicle. A transport strategy cannot realistically seek to persuade car drivers to give up their cars in favour of the bus. What does appear to be eminently possible though is to create a swing away from private motor vehicle use in favour of buses for SOME journeys. Perhaps a really good public transport service would persuade a two or three car family to become a one or two car family. Of course, more people using the buses instead of cars would reduce congestion for those who continue to drive so it can be viewed as a win-win situation.

The survey results suggest that, although the majority of respondents considered the current bus fare to be about right, if increased usage is to be achieved then the bus routes and frequencies need to be improved to make the buses more convenient. Smaller buses may be necessary and the price differential between the car and the bus perhaps needs to be weighted in favour of the bus.

➤ Is the analysis in this paragraph correct? What would persuade you to use the bus, or to use it more?

PUBLIC TRANSPORT: TAXIS

In our Survey 41% of respondents identified the cost of taxis as a major problem preventing use of them. The message the Department receives most frequently in respect of taxis is that they are too expensive and rarely available when needed.

Conversely the taxi industry tells the department that there is not enough business for the number of plates in issue and hence taxi drivers struggle to make a living.



The problem appears to be one of a mismatch in supply and demand leading to a defective market place. This problem has its roots in the 60s and 70s when Government sought to protect the self-employed taxi driver by creating a limited supply of taxi White Plates and imposing requirements such as the number of miles to be driven, dress codes, maximum fare tariffs etc. This ultimately led to the private sale trade in taxi White Plates. Many individuals or companies have invested in the region of £25,000 to purchase a White Plate and hence the right to trade as a taxi. There is a perception therefore that because of that investment the businesses need a degree of protection and hence there is, in effect, a closed pool of plates for sale. Government has also considered it necessary to regulate the private hire market Blue Plates in order to prevent business being taken away from the taxi trade and has also had to introduce Green Plates to deal with retirement and ill health issues faced by White Plate holders. Trying to maintain a balance using the historical jigsaw of policies and legislation is fraught with problems.

It has been argued that what is needed is something more akin to a free market place where public service vehicle car drivers can compete for their chosen market niche using price, product offering, and place (timing etc) like any other marketable good and that Government should take steps to bring about a more open market place.

One option to achieve this would be for Government to offer to buy back the White Plates and simultaneously rent out white plates on a 1 or 2 year basis. The "rental" value of the plates would depend on the number offered on the market and hence a market place would be created. If taxi provision was outstripping customer demand the amount operators would be prepared to pay for plate rental would fall. Government could then either continue to offer the same number of plates at reduced rental value or could reduce the number of plates thus driving rental value back up. An initial surplus of plates at low rental value could encourage operators to become more competitive and creative over their customer offering.

> What are your views?

SCHOOL BUSES AND SCHOOL TRAFFIC

Under current rules school students having access to a free school bus seat must be either under 8yrs old and living over 1 mile away from the school or must live more than 2.5 miles away if they are 8 or over. For the States catchment schools and Grammar School this service is generally provided by dedicated school buses whereas for the nonfee-paying College students (including the College of Further Education) the service is provided by use of vouchers on scheduled buses. Managing supply and demand is a major problem and, with around 8,700 students, it would be impossible to provide a bus seat for everyone, hence the distance from school restriction is important. Wet weather increases demand and therefore the distance rule must be applied but on fine sunny days it makes little sense operating the distance rule and running buses with empty seats. These issues tend to result in a degree of uncertainty of seat availability and this causes frustration and, for some, a return to relying on the car.

Against all of this we know that the roads are least congested during school holidays (even during very short breaks where few families have left the island) and hence dealing with the school car run is a key element of any transport strategy.

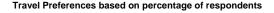
Journey times from Bulwer Avenue to Weighbridge Roundabout:

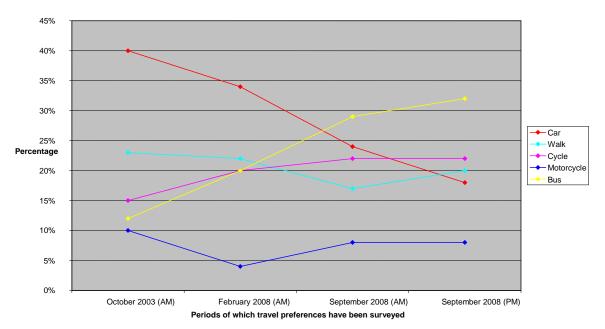
Morning peak period Term Time: 15min 25sec average; 17min 48sec longest

Morning peak School Holidays: 5min 15sec average; 5min 49sec longest

(Source: Seafront Journey Time Surveys – Feb &Mar 2013)

Comparison of school travel preference surveys for St. Sampson's and St. Peter Port school children undertaken in 2003 and 2008 showed that by introducing additional school buses reliance on the car as the preferred means of transport to and from school reduced significantly.





How then do we get more students walking and cycling and how do we balance the resource issues with the demands for the school bus service? How do we encourage these alternatives when driving to the school and parking and drop off is, by and large, relatively straight forward? For example, should we look to design access arrangements at Island schools along similar lines to the system of one-way streets, 20mph speed limits, cycle contraflows and painted pavements that were introduced as part of the development of St. Sampson's High School in 2008 which produced a further swing away from travelling to school by car and an increase in cycling and walking as the option of choice?

➤ What do we need to do about school traffic?

PUBLIC TRANSPORT: CONCESSIONS

There are two ways at looking at free or reduced-cost travel on public transport. The first is that a service is being provided and all should pay the going rate. Anyone unable to pay should get that subsidy through social policy. So, for example, part of supplementary benefit or disability benefit might be an Ormer card to ride the buses or a discount card for taxis.

The other way to look at concessions is to say that the transport strategy is, in part, about getting people to use public transport and so concessions should be readily available. Under such a philosophy concessions are typically given to all OAPs, all registered disabled people and all students with additional concessions for children under 3 years and families. All these concessions are given regardless of how wealthy the recipients may or may not be.

At present in Guernsey concessions are fairly limited applying only to children under 3, OAPs resident on the island and students living a specified distance from their place of study, and in each case only in respect of bus fares. Of course concessions reduce the fare income from public transport hence increasing the overall cost to the taxpayer. However, if more people get on the bus, those who choose to drive benefit from less congested roads and we all benefit from less pollution.

Which approach do you support? Do you have other ideas?

PUBLIC TRANSPORT: INFRASTRUCTURE

Public transport, both buses and taxis, relies on elements of fixed infrastructure including taxi ranks, the radio/link system, bus stops, termini, garaging and maintenance facilities.

In respect of taxis much of this is provided individually or collectively by the individual operators. Taxi ranks are provided by government but are limited in number and little if any shelter or comfort is provided in the waiting areas





For the bus service the same concerns have been raised in respect of bus stops and termini being inadequate in terms of comfort and shelter.





In addition overnight parking, washing and refuelling facilities for the buses are currently inadequate and repair and maintenance is only possible through third party contracts with other suppliers.

There is a view that if public transport systems are to be presented as real alternatives to the private motor vehicle, then the supporting infrastructure must be enhanced to ensure a modern, efficient and reliable service. This could potentially include enhancements to the existing terminus to create improved waiting areas or relocation to a modern purpose built terminus. In addition a modern bus depot including garage facilities and overnight parking could be provided. Consideration could be given to a fleet of smaller wheelchair and disabled friendly buses or a mixed fleet.

> What is your opinion?

PARK AND RIDE

Guernsey already operates limited park and ride facilities but only with a small degree of success. The reality is that there is little incentive to drive one's car part of the way to park up and get on a bus which will then be stuck in the same line of traffic that you

would have been in if you had stayed in your car. Park and ride really only works well where there is a clear benefit from bus lanes or from avoiding other charges such as congestion charges or paid parking. The north-south route does however offer the potential for a bus lane and there is under-utilised land to the north of the Bridge that could perhaps provide the areas for park and ride.

A BUS LANE

Anyone who has driven from Town to the Bridge at around 8am on a work day will know that there is a continual stream of slow moving traffic coming from the Bridge. Two of the main pinch points are the Half Way junction and Red Lion roundabout but pretty much anywhere along the front is an area of southbound morning congestion. In the evening the problem is reversed with northbound congestion but perhaps to a lesser degree due to the staggered office, school and work leaving hours. It would be great if a bus lane could be provided in both directions but that is pretty much impossible. Even a southbound bus lane has difficulties with a number of areas where the buses would have to feed back into the main stream of traffic. But if such a bus lane existed and if it required drivers to give way to the buses thus allowing them to feed into and out of the main stream of traffic then the bus would have the benefit of something approximating a clearway. Are there enough people that live at, or would be prepared to park or cycle and ride from, the Bridge area and who would do so if there was a bus lane that could beat the morning southbound congestion? Would such a scheme contribute significantly to the swing away from the private motor vehicle for SOME journeys? Would the popularity of such a scheme depend on the bus fare or should it even be free to use?

What would make you support park and ride with a bus lane?

BIKE AND BUS

Guernsey is quite hilly and even on the flat in a strong Westerly wind the coastal road does not always offers a pleasant cycle ride. But what if you could ride so far and then either put your bike on a bus or in a shelter and catch the bus. Would you, for example, use cycle stands at the top of La Val Des Terres or The Grange and bus up and down the hill before continuing home by bike? Or perhaps cycle to the Bridge or Cobo and then take the bus the rest of the way. How about if you could put your bike on racks on the bus would you use them?



> Please let us know what you think.

CAR PARKING

Interestingly our survey did not identify lack of car parking as an issue, except for a specific group of car drivers, namely students, seeking to park around their place of study. However, any consideration of a transport strategy must consider the issue of parking and cost.

From surveys undertaken in 2005, 2012 and 2013 it is clear that the 1,450 plus long-term (5hr and 10hr) parking spaces in St. Peter Port are pretty much fully utilised throughout the working day which explains why commuters can be found parked up in 10hr spaces by about 08:00 each morning. Utilisation of short-term parking spaces (½hr to 3hr) of which there are about 900, varies at different times of the day, week and year with demand at its highest in the summer months and on Saturdays. Typically between 5 and 10% of these spaces are available at any one time.

According to recent surveys pressure on parking spaces on the Bridge is much lower with between 10 and 25% of the 600 or so long-term and short-term parking spaces being available at any one time. Demand for short-term parking outside of the shops generally outstrips supply whereas parking along North Side is often under-utilised for much of the day.

Overnight parking in both locations, particularly on the piers in St. Peter Port is in plentiful supply but cars must generally be moved by 08:00

Two core approaches can be adopted in respect of parking provision when considering a transport strategy.

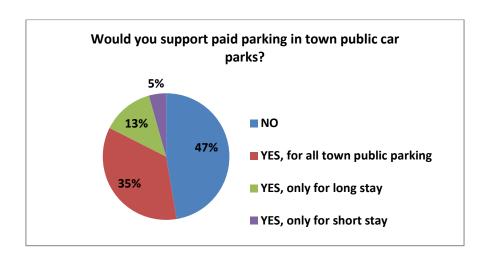
- The first is that as part of a transport strategy the end point of the journey must be provided for. In other words parking must match demand otherwise vehicles will simply circulate on the roads looking for spaces.
- The alternative approach argues that provision of more parking simply increases the convenience of the car and encourages more private vehicle use thus undermining any attempt to swing the balance and give the alternatives a higher profile and fairer chance and it also creates greater congestion at the same time.

A subset of the second argument is that removing parking spaces would discourage private vehicle use and further encourage use of the alternatives. Of course this matter is complicated by the type of parking, whether long or short term.

Which approach do you support? More town parking even if that means more traffic and congestion, or less parking as a means of discouraging car driving, or would you leave things pretty much as they are?

Transport strategy debates in Guernsey rapidly degenerate into paid parking debates which is a shame. A transport strategy is much, much more than paid parking. Nevertheless, the issue of paid parking must be addressed. Paid parking presents not only a means of funding some of the other elements of a transport strategy, for example improved public transport services, but is also a direct way of moving the price differential between the car and other transport options such that it is weighted in favour of those other options and especially the bus. In our survey, support for paid parking was mixed. Even amongst those in favour of paid parking, there are differing views or how and where it should be done.

The chart below shows the result of our survey into town paid parking.



A common argument put forward is that paid parking in public spaces is unfair because those with access to private parking provided by their employers continue to have free parking. This unfairness can be addressed either by making free car parking a taxable benefit in kind or by requiring employers who provide parking spaces at their work place to pay a workplace parking levy.

Some of those who park longer hours, largely commuters, argue that if they have to pay then it is only fair that short-term parkers pay as well. This then means all on street parking has to be charged which either means a proliferation of street furniture (pay machines) or scratch tickets. It also means that parking spreads outwards from town as people move into more remote streets to escape the parking charges. This then leads to the argument that paid parking kills the Town.

However, an alternative argument is that if certain designated areas including, for example, an area of the North beach, the Crown Pier, the Albert Pier and much of the on street parking is made short term parking (say up to 2.5 hours) and if other areas (such as the rest of North Beach, the Salerie and Havelet) are zoned as open duration parking areas then it becomes possible to introduce paid parking for those areas where people can park for longer periods. Pay and display machines along with perhaps the use of pay by mobile phones could be used in these paid parking areas. We would still use our parking clocks as we currently do in the non-pay areas. It is argued that in this way those on short quick shopping trips will head for the free parking closer to the shopping areas. Others would use the piers but with the objective of moving on as soon as possible to reduce the paid parking bill. This would create a greater turnaround of parking and the increased movement would benefit rather than damage the Town. It may well be possible to set up the parking areas and pay machines to provide for a discount for parking smaller vehicles.

Yes the commuters would still feel unfairly treated and ultimately that is the problem with paid parking. There is no one system that will please everyone. It would be possible to also introduce a relatively modest annual charge for the parking clock so everybody contributes something. Even leaving the situation as it is at the moment is causing a problem because it is a key element of the transport system that results in the complaints of too many cars and too much congestion.

What are your views on paid parking?

HEAVY GOODS VEHICLES AND WIDE BUSES

Heavy goods vehicles are at least as essential as the private motor car (and perhaps more so) and yet there is no denying they are seen as a nuisance. Concerns include problems caused by their width leading to pavement surfing and hedge bank erosion, speeding and parking abuse, their proliferation in town including prohibited streets and unloading bays, and circulation in country and other narrow roads.

A road hierarchy exists and especially-large vehicles which cannot operate on our roads without a permit and/or escort are largely restricted to those roads and routes more able to accept these large vehicles. However, a number of specialist vehicles such as road repairing equipment, mobile cranes and low loaders carrying excavators and other heavy

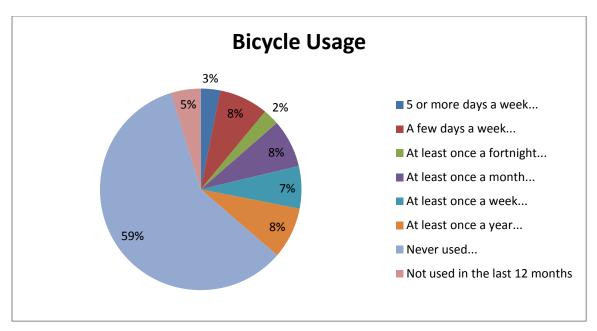
plant need access to all parts of the island. Similarly, refuse trucks, sewage carts and fuel lorries need to access private properties situated in the narrowest of lanes

It has been argued that companies should be forced to breakdown loads into smaller vehicles whenever possible and especially when serving the Town centre and other built up areas. It has also been argued that the permit system is too generous making it all too easy for companies to utilise ever bigger vehicles on Guernsey's roads. Against this it is a fact that European safety regulations are resulting in bigger vehicles and it is often not possible to purchase purpose built vehicles within the Island's legal limits. Buses present similar problems. If we want buses that can carry wheelchairs, children's buggies and be able to carry 34 people seated and up to 18 standing on the school runs then we face very real length and width issues. Of the fleet of 41 buses 13 are used in the morning and 19 in the afternoon at full capacity carrying school students. If we reduce the size of the buses and hence the carrying capacity we will need to dedicate more of them to the school run. And so it is a delicate balancing act to between size of vehicles, carrying capacity and cost of operations. Where do you think this balance should rest?

What are your views on how to control the size of large commercial vehicles including buses?

CYCLING

Our survey responses show that use of a push bike as a means of regular travel is only adopted by a small percentage of people (20%).



Even for students under the age of 21 (of which half of those surveyed were below driving age) only about a third regularly use a bicycle. And yet most of us have learnt to cycle at some stage. The benefits of cycling are obvious, it is inexpensive, keeps us fit, burns off the calories and very often presents a quicker journey option. And yet we seem to be all too willing to abandon the bicycle. Why is this? What stops us from using the bike more as a preferred means of transport?

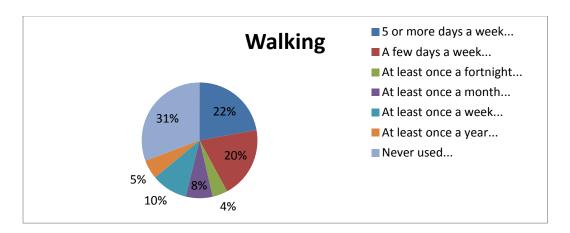
Do we need more cycle lanes to make us feel safer and more cycle racks to make our bike safer? Is the cost of bike purchase a problem? Are there enough changing facilities at the journey's end at the office, school etc., and would public changing facilities, much like those provided for yachtsmen at the harbours, be used by cyclists? Would you pay to hire a bike from a bike bank located at, for example, the Bridge and cycle it to Town and deposit it in a bike bank ready for the next user?

We want to know whether there are real issues or problems connected with cycling that stop you from using this travel option and whether we can get more people onto bikes by making it a more pleasant experience.

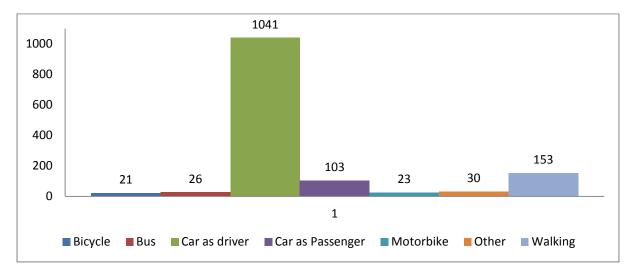
➤ What would encourage you to use a bicycle to get around?

WALKING

Walking, in many respects, has the same issues as cycling. Unless we are unfortunate enough to have a disability, we have all learnt to do it, it is free, save for the cost of shoes, it keeps us healthy and it is the most natural travel means available. Our survey responses for walking point to two rather conflicting messages.



When asked about how frequently people walked (other than for leisure) we got the above chart which is quite encouraging. It suggests that over 50% or people walk at least weekly as means of getting from A to B. However the Travel Diary which people completed paints a different picture with only 11% of journeys being walked compared to 75% being taken by car.



So what can be done to get people out of the car and walking instead? Would you walk more if the street lighting was better or if the pavements were wider or there were more of them? Is there a demand for more zebra crossings or pedestrianised areas and if this demand was met would people walk more? Are more changing facilities required? Is it the time the journey takes that puts you off walking or are there other reasons?

> Please tell us what you think?

SAFETY

Despite Guernsey's thankfully relatively low major accident statistics, safety is a key concern of our respondents. On the face of it Guernsey should be the ideal place to cycle to and from work, home etc, of course the hills may present either a challenge or an incentive depending on your view point. But there can be little doubt that safety is a concern for a number of people. Even older more experienced cyclist would admit to feeling vulnerable from time to time. Cycling organisations tell us that cycling is safer in numbers, but how do we increase the number of cyclist when many believe the commute into work each day puts them at risk. Is it conflict with the high number of other road users, cars, lorries, buses, motorbikes etc that leave even experienced cyclists feeling vulnerable from time to time? Approximately half of cyclists, whether they are frequent or infrequent cyclists, agree that they do not feel safe on Guernsey's roads.

Pedestrians appear to fare slightly better with just over half the respondents stating that the pavements are safe to use but of course the presence of pavements is far from universal in Guernsey's width-restricted roads. Pedestrians with a disability identify the inadequacy of pavements as a major issue.

Both groups, i.e. cyclists and pedestrians, appear to think that sharing pavements between cyclists and pedestrians would be a good idea with over 70% in support for this initiative. The call to build more cycle lanes and paths is less strong with 43% of infrequent cyclists saying these are needed before they will consider cycling more. There was majority support for contraflows for cyclists. These are routes designated as one ways for the motorist hence freeing up a "cycle lane" option giving cyclists a more direct access route. The car journey may be a little less convenient as a consequence but cycling becomes a safer and a more attractive option and pedestrians could also use the cycle lane.

In our students' survey the majority of respondents considered the roads and pavements around their place of study to be safe but safety for pedestrians beyond the immediate school area was raised as an area of concern. There is no evidence to suggest that improving safety will result in significant swings in favour of cycling and walking but improving facilities for cyclists and walkers is clearly supported by our respondents.

> Should we commit resources to improvements in this area?

MOTORISTS AGE & HEALTH

Occasionally, especially after an accident, there are calls for an upper age limit for motorists.

Exactly what age is considered too old to drive is a moot point as clearly we all age differently but ages of 75, 80 and 85 have all been suggested in the past. We feel that we should say from the outset that such ageism does not feature in our thinking. It is not

how old you are but how able you are that counts. It is perhaps worth stating that there is a responsibility on all motorists to inform the Department if they are suffering from any relevant or prospective disability that they have not previously disclosed or which has become more severe since the licence was granted. As such we are not minded to make any changes in this area and as far as we can tell there is no groundswell of opinion that changes are needed.

> If you think we are wrong though, we need to hear your views.

MOTORCYCLISTS AGE

At the other end of the age spectrum there are often calls to raise the age at which youths can ride a motorbike or scooter. Again this is a tricky area. There is research that demonstrates that the way the brain develops is such that youths (young men in particular) have a natural tendency to take risk and are less concerned about the danger and potential results that come from taking those risks. This then explains to a degree the erratic, careless, some may say dangerous, motorcycle use sometimes seen on the roads. This evidence leads to considering raising the age of motorcycling so that new motorcyclists have obtained a more mature, responsible stage of development before going on the roads. However the same research would suggest that the magic age where the responsible stage starts to dominate the urge to be a risk taker is in the late teens early 20s. If one uses that research as evidence to raise the age of motorcyclists then presumably the age barrier would be set quite high perhaps 18 or 19 rather than 14 to 16. That of course then impacts on the starting age for driving cars (currently 17).

The other piece of evidence used to suggest raising the age for motorcyclists is the Accident and Emergency admissions data which shows a peak for admissions (for sprains, breaks etc., resulting from traffic accidents) around the age of 14. What cannot be said with any certainty is whether these admissions are as a result of the age of the motorcycle rider or the inexperience of the rider. So if the motorcycle starting age was increased would there be fewer accidents or would the accident peak follow suit and occur at that older age. It is worth noting that Guernsey is not out of step with the EU in this area. International driving regulations do allow jurisdictions to permit scooter use by 14 year olds but only within their own territory.

Again our view is that there is no groundswell of opinion that changes are needed.

If you think we are wrong though, we need to hear your views.

LEARNERS

Age aside, the one thing that does appear to concern islanders is the manner in which learners perpetually circulate their motorcycles and scooters. Many never take a test, preferring to circulate the vehicle on an endless series of L-plates. Many no longer bother displaying L-plates on the rear of the vehicle at all, and quite a few don't display a legal rear number plate either.

It is fair to say that allowing learner motorcyclists to avoid the need to take a test by simply reapplying for a provisional licence and retaking compulsory basic training was a mistake and an unintended consequence of solving another problem. Whilst we don't think it is a major issue as far as the transport strategy is concerned we do feel that this situation needs to be resolved as a separate piece of work. If youths are to continue to be allowed to ride bikes from the age of 14 then we feel we must ensure that they have demonstrated their competence through a proper testing regime. This is something we intend to address outside of the strategy debate. Do you think learner motorcyclists should have to pass a theory test before they can ride on the road?

➤ If you think we are wrong though, we need to hear your views

SPEED LIMITS

Speed limits are another of those areas that split opinion. Generally speaking the Department receives calls from residents in a road to reduce speed limits in that road only. Motorists (other than those living in the road in question) tend to want things left as they are. There have been calls to increase speed limits in some roads such as the Coast road and Forest road whilst in other roads adjoining the 25 mph lanes there have been calls to reduce speeds.

Speed limits are not or at least should not be arbitrary. They should be set according to logic and policy and, therefore, calls to review speed limits in specific roads should only be heeded if the speed limit in that road does not accord with the published policy.

So how does one establish the policy? One argument says that the majority of drivers are safe and responsible and will drive at sensible safe speeds regardless of what the signs

say. This argument says that speed limits should reflect the speeds the majority of drivers currently drive at. This view point also argues that to set limits at lower speeds is counterproductive as most drivers would then ignore them (even if only by a few mph). Alternative arguments suggest that speed limits should be based around the "safe collision speed" i.e. where survival from an accident is more likely. This leads to a near universal speed limit of 20 to 25 mph. But unless there are very significant efforts to enforce these limits they are largely ignored. Some people we surveyed said that it was an issue of enforcement not of speed.

At present the Department only has plans to reduce speed limits around schools during school periods and beyond that to largely leave speed limits as they are.

➤ If you think we are wrong though, we need to hear your views

STREET LIGHTS

Street lighting is largely undertaken by the Parishes and is charged against the Parish rate. As such it is perhaps not surprising that it has had little attention from a traffic strategy perspective. But is there a need to look at this area? Should all street lighting be co-ordinated and funded by one body as part of a transport strategy? Can street lighting continue to be managed effectively the way it is? Is street lighting an important enough safety issue to warrant any consideration of change?

Should we commit resources to improvements in this area?

SAFE CROSSING POINTS

It is human nature to take the most direct route when walking. This, along with Guernsey's ribbon development (where most roads are lined with houses and shops), means that often there is no obvious preferred crossing point. A typical example is at the bottom of the steps at the junction of Fountain Street/Town Church Square where pedestrians can be seen daily to diagonally cross the road within 15 meters or so of a signalised crossing. This example is far from unique and at Grand Rue St Martin's people will cross almost anywhere depending on where they are going rather than walk to the single crossing point. In many towns this practice is discouraged through the use of railings but that approach generally does not fit well with Guernsey's narrow streets and heritage.

Efforts and resources have, by and large, been targeted at significant problem areas such as Glategny Esplanade and around schools. Is more needed?

> Should we commit resources to improvements in this area?

PAVEMENT OBSTRUCTIONS

There is a perception that the car should be accommodated at the cost of other transport options. For example roads are often closed or made one way during road works to ensure that pavements remain safe for pedestrians but this results in complaints and calls for the roads to be made two-way and pavements closed. Cars, vans and lorries frequently park on pavements in an attempt to limit the extent to which they block the road thus allowing traffic to flow but preventing pedestrians and possibly in the future cyclists from passing. Other reasons for obstructing pavements include scaffolding, skips and window cleaning equipment. Early this year, following the snow fall, our target was to clear the roads of snow rather than the pavements, although possibly at that time more people were walking than driving.

Have we reached a stage where this pavement abuse/neglect has gone too far and our tolerance of it waned? Is there a need for far stronger enforcement? Should the pedestrian and cyclist be better catered for?

> Let us know what you think.

MEETING THE TRAVEL NEEDS OF DISABLED PEOPLE

In our survey we compared responses from those who stated they had a disability (11%) with those who said they had no disability. By and large there was not a big difference between the responses. Both groups seemed to be equally reliant on the motor car and equally reluctant to use public transport. Both groups displayed similar views on the availability of cycling facilities and the benefits of walking, but the disabled group was less able to actually benefit from cycling or walking. The most noticeable result, however, was that 35% of those with a disability disagreed strongly that pavements were safe compared to only 19% of those with no disability. This was supported by the "any other comments section" where narrow and obstructed pavements were commented on as a problem for disabled people.

Accessibility and social inclusion were two of the key issues raised in various stakeholder discussions with representatives of the disabled community. Whilst the need for more dropped kerbs was a common theme throughout these discussions, a more fundamental review of accessibility would also need to include an assessment of access to and safe

waiting areas at bus stops; the location, number and design of disabled parking spaces and the provision of safe routes and crossing points from these areas to shops and services. In so doing it would also be sensible to agree appropriate design standards to accommodate the needs of people with varying degrees of disability.

Other comments made during the survey concentrated on the lack of and abuse of disabled parking spaces and the need to ensure that public transport provision (taxis and buses) met the needs of disabled people including wheel chair spaces and "kneeling/leaning" buses. Interestingly a number of respondents did not realise that the existing bus fleet is designed as kneeling buses with integral wheel chair ramps.

Another issue that has been raised during our consultations is the benefit that can be gained by providing a shopmobility wheelchair style service close to the bus terminus. Recent developments in the Town area including the ramps at the Town Church and the Markets go some way to making town more wheel chair friendly. Is the time now ripe for such mobility services whether provided by Government or charity organisations?

Please give us your views on how transport provision could generally be improved for people with a disability.

SECTION THREE: THINKING OUTSIDE THE BOX

The danger of floating any new or different concept is that the media will run with the radical exciting ideas and in doing so undermine debate on the other more realistic solutions. But to not float some out-of-the-box thinking when considering a new strategy is an opportunity wasted. So we set out below some rather radical thoughts as to what might be possible.

TAXI BUSES

What would it be like if there was no such thing as a taxi and no such thing as a bus? Those wanting to "hire" a car or coach and driver to collect them or their business colleagues from the airport or to go to a wedding or restaurant etc., would still be able to do so using the private hire companies but the taxis with their meters would be a thing of the past as would the large buses. Instead we would have a large fleet of smaller minibuses all networked onto a single radio and GPS link. This fleet of mini buses would travel around the island responding to dial-a-ride phone calls made to the central link. The link, using the GPS, would identify the nearest minibus on an appropriate route and divert it to collect the caller. We would have a near door to door service at fares a fraction of the standard taxi fare but dearer than bus fares. The vehicles would be parked up each night in the operators' own drives, so no need for large areas of overnight bus parking, just as taxis currently do and they could be serviced by the normal (approved) garages, so no need for a bus service depot. Of course existing taxi businesses would need to be given the opportunity to join the scheme as mini bus drivers and would need to be recompensed for their investment in their current business. And the private hire or mini cab businesses would need to develop. Perhaps a limited number of larger buses would need to operate alongside the dial-a-ride taxi buses.



TRANSPORT HUBS

Instead of driving the children to school or driving all the way into work or shopping could local hubs have a role to play? How would it be if the school bus or a taxi bus or even a car share scheme was to drop off the after school students at, for example, a church car park where a small shelter with seats had been built. The parents could walk or drive to that hub to pick them up. Perhaps if the hub is away from the worst of the traffic parents would be happy for their children to collect their pushbike from the racks at the hub and then make the rest of their way home. Would friends walk or cycle to the hub and meet up there and then share the cost of a taxi or taxi bus into town? Is there a role for the Church or Parish Douzaine to manage the hub bringing back an element of local centres and local community spirit? Would larger businesses welcome a hub on their premises as part of their corporate social commitment and as a means of attracting more customers? Could hubs and park and rides work together? What about hubs with park and ride at community centres offering coffee mornings and nursery facilities?

RESPONSIBILITY DEPOSIT

What would it be like if there were no more abandoned vehicles, no more concern that the vehicle being sold might not be registered to the person selling it, fewer old bangers on our roads and an incentive to properly get rid of the old redundant vehicle rather than leave it in a field, vinery or at the roadside? A refundable deposit paid when the vehicle is first registered can deliver all of the above. In essence a one off deposit of perhaps £500 or so would be paid by the registered keeper. Each time the vehicle is sold the new owner not only buys the vehicle but pays over the deposit money to the previous owner thus taking ownership of the vehicle and the deposit. This would mean that the new owner ensures the car is properly registered to them because proof of being the registered keeper is the only way they will eventually get their deposit back. As a car gets older and of less value the deposit becomes more important than the car so the old bangers are destroyed (or exported) by the final owner and the destruction/export papers are the means to get the deposit back from government. Government has the benefit of the interest earned on the combined deposits and could use this interest to fund elements of the transport strategy. With circa 70,000 vehicles registered and applying a £500 deposit figure and just a 3% interest rate the strategy funding could amount to £1million per year.

TRAMS

One of the biggest problems with traffic is the congestion. Dedicated bus lanes solve that to a degree but two way trams with passing points do a much better and cleaner job. Especially as several carriages can be joined providing greater carrying capacity. The problem is the space (land availability) and the huge cost. But if new coastal defences demanded a small degree of reclamation along the front and if the reclaimed land could be put to such good use then at least the land issue, if not the cost, could be addressed.

SHARED STREETS

Shared streets or shared spaces have been around for a number of years. What it means, when done properly, is that within the shared area there is no defined road, no raised pavement, no zebra crossings, no railings or bollards, no traffic lights or traffic lanes and no street signs. Instead there is a space, often cobbled and ideally landscaped, which is shared by vehicles, cycles, pedestrians all having equal right of way.





The benefit is that the uncertainty over right of way that results makes traffic move more slowly and safely and in many cases avoid the area altogether creating a pedestrian friendly and safe area. The disbenefit, besides the cost of remodelling the space, is that where there are continual streams of traffic it is all too easy for the car, simply by its presence, to "claim" the carriage way back and then the absence of crossing points etc can lead to a perception if not a reality of reduced safety.

In many cases a compromise is reached with crossings and signage being reintroduced but some see that as the slippery slope back to how it used to be. Without doubt there are areas which benefit greatly from such an approach but equally there are areas which do not lend themselves to such an approach. Could the sea front, perhaps between St Julian's Avenue and Les Val des Terres become such an area?

What radical, different or innovative ideas do you think Guernsey could benefit from?

SECTION FOUR: RELATED BUT INDIRECT ISSUES

There are many ideas and issues that can be put under the Transport Strategy banner but a line has to be drawn somewhere or we will forever be looking for the nuts and bolts with which to build the machine instead of getting the thing running. So where does one draw the line?

We think the line has to be drawn by reference to the objectives that have been stated. Workstreams, investment, new services and infrastructure introduced under the Transport Strategy banner must be able to demonstrate a reasonable connection with delivering the stated objectives.

In this section we briefly touch on some areas which we think are connected to the strategy but don't really contribute to delivering the objectives. For these issues our view is that whilst there may be a need to address some of the issues, there are other means to do so and they do not need to be part and parcel of a transport strategy.

OFF ROAD DRIVING

Use of motor vehicles off road presents all sorts of problems from obstruction of beaches and piers to erosion of cliff paths and coastal headlands. Heavy vehicles using coastal car parks cause surface damage leading to potholing. Irresponsible use of vehicles off-road causes noise and pollution. But we don't think they are part of the transport strategy problem. Rather they are a social awareness and public order issue.

VEHICLES FOR SALE

The proliferation of vehicles being offered for sale in public car parks causes concern to many. Whilst it reduces the stock of car parking (which from a traffic strategy perspective some might argue is a good thing) and whilst it could be argued traffic flows might slow as drivers view the for sale vehicles these impacts must be very minor in transport terms. The Environment Department is looking at a separate law to tackle this issue outside of the transport strategy debate.

POTHOLES

The States has adequate mechanisms to deal with potholes through the maintenance works available to the Public Services Department. Any concern over a general degradation of the quality of the road network surface can be addressed outside of any transport strategy.

ROAD CLOSURES

Similarly the States has policies which deal with road closures and a system for processing road closure applications. Any perceived need to amend those policies or to change those procedures is not reliant on a Transport strategy and is unlikely to make any significant contribution to the objectives as stated. Every year the Department processes about 2500 applications for road closures, obstructions or parking suspensions. At about 50 a week it should come as no surprise that there will be periods

of disruption for the motorist. Add in the fact that we live in a small island with few main routes into and out of key destinations and maintaining free flowing traffic becomes something of Herculean task. This is, of course, caused by the fact that all of our utilities are buried under the roads and they all need regular maintenance repair and expansion. We recognise this causes occasional congestion and plenty of frustration but unless we can move all the utilities out of the roads or let the utility infrastructure breakdown such disruptions are a fact of life.

ELECTRIC CHARGING POINTS

Electric vehicles could be encouraged if some of the options in respect of vehicles taxes and clean vehicle tax breaks were adopted as outlined earlier in this report. But electric vehicles cease to be a major benefit when they are charged during peak hours of electricity use. We do not, therefore, see a proliferation of charging points and additional street furniture as part of the strategy. Preferential parking spaces "green spaces" could be designated for electric vehicles however.

RESIDENTS PARKING PERMITS

Encouraging those residents who live on the outskirts of town to walk rather than drive to work in town is clearly desirable in managing commuter traffic. This requires that residents can overstay on the parking zones around their homes and hence they are granted a permit to do so. The States has already resolved that a charge should be introduced for these permits and the Environment Department is intending to report to the States, so there is little more that needs to be done under this strategy.

CAR CLUBS

Car clubs are a kind of hybrid between car hire and car rental. Essentially a person pays an annual membership fee to the car club and can then hire the cars on a daily or even hourly basis. People tend to join car clubs near their place of residence so they walk to the club, hire the car, go to their destination, return the car and then walk home. The costs obviously depend on car usage and the clubs rates but can be cheaper than car ownership. In many cases the word "club" is a bit of a misnomer as there is a company providing the service but to buy that service "members" take out an annual contract membership first.

We see nothing wrong with these schemes and they are one of the options that could perhaps squeeze into section 3 of this consultation. But they don't really need any intervention from government. The hire car companies and garages are perhaps already ideally placed to expand their offering in this way.

➤ If you wish to comment on any of these issues please do so.

SECTION FIVE: FUNDING

Under States' rules any new service which includes proposals for enhanced services that require additional funding to be provided to Departments must set out where the money to fund those developments could come from. We already pay tax on fuel and at least a small element of that, 1.2p per litre, was intended to provide some funding for transport strategy work. It could be argued that all tax collected from fuel should be made available to support transport infrastructure but that would simply deplete the funds available for use to meet other island needs. The fact is, therefore, that if we want to dedicate more resources to improve our transport then we need either to divert resources away from other areas of expenditure or to raise some new money.

This consultation document has already floated a number of funding options and commented on their potential role in delivering change. This section simply brings those options together under a single heading.

PAID PARKING

Clearly it would depend on the extent of the areas designated as paid parking and the hourly charge applied and whether any form of benefit in kind was applied but by way of example for the scheme outlined in the sections above and by applying a 50p per hour charge then an annual income in excess of £1.5million (before set up and administration costs) could be realised from approximately 1500 spaces in the town area.

VEHICLE TAXES

Again the income is subject to the tax bands and the tax rate plus of course the subsequent change in people's purchasing behaviour. But a combined width, emissions and Engine size tax could increase the purchase cost of the largest vehicles by circa £500 to £1000 (perhaps around 3% of the purchase price). In 2012 the Department registered 3892 private motor vehicles of which around about 20% could be classed as larger vehicles likely to attract the heavier taxes with a similar percentage representing the categories that would be likely to be tax exempt. The remainder would fall into the middle bracket of categories. As such an annual income of circa £1 million per annum would not be unreasonable.

RESPONSIBILITY DEPOSIT

If a responsibility deposit was set up on the lines outlined above it could generate in the order of £1milion per annum. Obviously a lower deposit sum would attract less interest and hence a reduced income figure.

GIVING BACK THAT WHICH IS TAKEN

A slightly strange title for what in economic-speak is known as hypothecation or linked funding. There are many examples around the world where Government tries to reach an objective by approaching that objective on two fronts. The first is to tax or charge the practice it wants to discourage (e.g. smoking) and the second is to incentivise a desired behaviour, for example providing grants or loans or delivering enhanced services that support the desired behaviour.

For transport the objective, at least for the purposes of this consultation document, 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.

So, if we were to introduce a responsibility deposit, width taxes/emission taxes or paid parking (with or without some form of benefit in kind), should the income that government raises be ploughed back into providing better transport facilities for disabled people and/or better cycle facilities and/or better public transport, including the infrastructure?

OR - if, by and large, we are taking the money from the motorist should we just make life better for the motorist (by improving the roads and junctions and by creating more parking spaces) and not worry too much about delivering the changes that appear to be called for by our survey and/or mat be called for by this public consultation?

OR – should we put the additional revenue into the central pot so that it can be used for health, education, housing, transport or any other prioritised need?

The inability to link the disincentive with the incentive (i.e. some form of hypothecation or linked funding) has been identified in academic studies as a major hurdle in delivering effective strategies. Our surveys so far highlight a desire amongst the public to see money raised ploughed back into public transport but is transport so important, so strategic that it needs this different approach and merits linked funding?

> What do you think?

CONCLUSION

This is not the time for us to pull all the above together into a set of recommendations. It is the time for you to share your views with us. Please send your comments on as little or as much as you wish to us. Don't feel constrained. If we haven't covered areas you feel strongly about then please share your views with us. We want to hear your views before we start to create a strategy for submission to the States.

Please send your views to us by 21 June 2013 addressed to

The Minister

Environment Department

Sir Charles Frossard House

La Charroterie

St Peter Port GY1 1FH

If it helps you to respond please use the response sheet that follows and add additional pages if required.

Or email env@gov.gg with 'Transport Strategy' in the subject line.

Or complete the online version at www.gov.gg/transportstrategy

On Island Transport Strategy – Consultation Response

PLEASE PROVIDE AS MUCH OR AS LITTLE INFORMATION AS YOU WISH

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| Q18 Safety – Sho | uld we commit mo | ore resources t | o improvemer | nts in this area? | |
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| 19 Motorists ag | e and health - If y | ou think we ar | e wrong we n | eed to hear your | view |
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| 20 Motorcyclist | ts age - If you think | k we are wrong | we need to h | lear vour views | |
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| Q21 Learners - If you think we are wrong we need to hear your views |
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| Back to text |
| Q22 Speed limits - If you think we are wrong we need to hear your views |
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| Back to text |
| 223 Street Lights – Should we commit resources to improvements in this area? |
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| Back to text |
| Q24 Safe Crossing Points - Should we commit resources to improvements in this area? |
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| 25 Pavement Obstructions – Let us know what you think |
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| Back to text |
| Q 26 Meeting the Travel needs of disabled people - Please give us your views on how ransport provision could generally be improved for people with a disability |
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| Back to text |
| Q27 Thinking outside the box – What radical, different or innovative ideas do you think Guernsey would benefit from? |
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| 28 lo. | Related but ir | ndirect issues | s – If you wis | sh to comme | ent on any of | these issues | please |
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| 29 | Funding – Wh | ıat do you thi | nk? | | | | |
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| 30 Conclusion - If we haven't covered areas you feel strongly about then please share our views with us. | | | | | |
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