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**XIX
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WEDNESDAY, 30th NOVEMBER, 2005

ENVIRONMENT DEPARTMENT

ADDITION TO THE URBAN AREA PLAN, REVIEW 1 (2002) FOR
THE BELGRAVE VINERY HOUSING TARGET AREA

B I L L E T D ' É T A T

TO THE MEMBERS OF THE STATES OF THE ISLAND OF GUERNSEY

I have the honour to inform you that a Meeting of the States of Deliberation will be held at **THE ROYAL COURT HOUSE, on WEDNESDAY, the 30th NOVEMBER, 2005**, immediately after the meeting already convened for that day, to consider the item contained in this Billet d'État which has been submitted for debate by the Policy Council.

G. R. ROWLAND
Bailiff and Presiding Officer

The Royal Court House
Guernsey
28 October 2005

ENVIRONMENT DEPARTMENT

ADDITION TO THE URBAN AREA PLAN, REVIEW 1 (2002) FOR THE BELGRAVE VINERY HOUSING TARGET AREA

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

27th September 2005

Dear Sir

EXECUTIVE SUMMARY

1. As required by States' Resolution (Billet D'État II, 2003) and in accordance with the provisions of the Corporate Housing Programme, the Strategic and Corporate Plan (Billet d'État XXII, 2004) and the Urban Area Plan, Review 1 (Billet d'État XVII, 2002), the Environment Department has prepared a draft Outline Planning Brief for the Belgrave Vinery Housing Target Area.
2. The draft Outline Planning Brief provides a framework to guide the gradual enhancement and phased redevelopment of the Belgrave Vinery Housing Target Area. The release of each phase of development land at the Belgrave Vinery HTA will only take place as authorised by a specific States' Resolution.
3. An independent Inspector, Mr Peter Beasley, DipTP, DipLD, MRTPI, was duly appointed by the Policy Council to hold a Planning Inquiry in public to consider any representations concerning the draft Outline Planning Brief.
4. Three amendments are recommended by the Inspector to support and clarify the terms of the draft Outline Planning Brief. The Environment Department commends to the States the Outline Planning Brief as amended in accordance with the Inspector's recommendations.
5. The development framework set out in the draft Outline Planning Brief forms a sound basis for the preparation of an implementation plan as required by States resolution. The implementation plan will give the States a clearer picture of site investment costs and enable informed decisions about development content and method of financing. As part of the implementation plan for the area, it will be important to address the ratio of social, affordable and market housing and, over time, to take every opportunity to control the costs and the pace of development

without compromising the long term integrity of the development and without a long term detriment to the existing and future residents in the area.

1.0 INTRODUCTION

1.1 This States Report relates to the draft Outline Planning Brief (appended as a separate document), the Inspector's report (Appendix A) and the comments and recommendations on the proposals for the enhancement and redevelopment of the Belgrave Vinery Housing Target Area.

2.0 BACKGROUND

2.1 In February 2003, the States considered the policy letter recommending the Housing Strategy and Corporate Housing Programme (CHP) and also, as part of the same Billet (Billet d'Etat II, 2003), a separate policy letter about the development of the Belgrave Vinery Housing Target Area. Both policy letters received States' support.

2.2 Put briefly, the States noted that the land at Belgrave Vinery was regarded as a special case in the Urban Area Plan:

“It represents a particular form of housing land reserve that can be planned comprehensively but made available for development on an incremental basis as the need is identified through the Corporate Housing Programme”.

2.3 The States resolved (Billet d'état II, 2003) as follows:

- A&F (now Treasury and Resources) should carry out further investigations to enable an OPB and Implementation Strategy to be prepared.
- On completion of the site investigations, the IDC (now Environment) should prepare an OPB.
- The HTA should be predominantly used to provide affordable and social housing in accordance with targets to be established through the CHP.
- The States Housing Authority (now Housing) and the IDC (now Environment) should ensure that the release of land is managed on a phased basis; and
- The release of each phase of development will only take place as authorised by a specific Resolution of the States.

2.4 Approved by the States as a high priority workstream in the Corporate Housing Programme (Billet d'État XXIII, 2004), Action Area B includes a commitment to the following Action Plans:

“Publish an Outline Planning Brief on the Belgrave Vinery site, facilitate a Public Inquiry and report to the States”.

And:

“Develop an Implementation Plan for the Belgrave Vinery site including the on-going management and interim use of the site”.

3.0 STUDIES AND INVESTIGATIONS

3.1 Technical investigations of development at Belgrave Vinery have been comprehensive and detailed. The first round of studies was commissioned in 1990. The studies have looked at ground conditions and land contamination, surface water drainage and water resources, traffic, highways and access, landscape and ecology, rights of way, servitudes and rights of adjacent properties. These technical studies have informed the preparation of the draft Outline Planning Brief. The most significant reports are listed as references at the back of the draft Outline Planning Brief.

4.0 PREPARATION OF THE OPB

4.1 As required by Resolution of the States (Article II, Billet d'Etat II, 2003) the Environment Department is pleased to lay before the States an Addition to the Urban Area Plan, Review No.1 in the form of an Outline Planning Brief for that part of the Plan defined as Belgrave Vinery Housing Target Area. The Housing Target Area is situated between Vale Road and Victoria Avenue in St. Sampson. A copy of the draft Outline Planning Brief is appended to this Billet as a separate document.

4.2 The draft Outline Planning Brief has been prepared in accordance with the provisions of the Strategic and Corporate Plan and the Urban Area Plan, Review No.1 and provides a framework to guide the comprehensive enhancement and phased development of the area, predominantly for affordable and social housing. The release of each phase of development will require a specific States Resolution to bring parcels of land forward for housing development as required to meet the needs of the CHP over a long period of time.

5.0 INQUIRY PROCESS

5.1 The draft Outline Planning Brief was published by the Environment Department on 25th February 2005. An independent Inspector, Mr Peter Beasley, DipTP, DipLD, MRTPI, was duly appointed by the Policy Council to hold a Planning Inquiry in public to consider any representations concerning the draft Outline Planning Brief. Initially, the notice formally inviting representations was inserted in La Gazette Officielle on 21st March 2005 and thereafter on 26th March and 16th April 2005. A list of all representations received by the Inspector was published on 30th April 2005 and a list of all further representations was published on 4th June 2005. The Inquiry took place over

two days commencing on 21st June 2005. The Environment Department would like to take this opportunity to thank the Government Business Unit for the manner in which the Inquiry was organised and the Inspector for the interest and close attention given to all of the points raised by representors at the Inquiry. The Inspector's report is included in this Billet as Appendix A.

6.0 THE INSPECTOR'S MAIN RECOMMENDATIONS

6.1 Generally, the Inspector endorses and supports the Environment Department's proposals in the draft Outline Planning Brief for the Belgrave Vinery Housing Target Area.

6.2 The Inspector recommends three changes to the Outline Planning Brief as follows:

1. **That the Outline Planning Brief be amended to include reference to the potential use of selected parts of the site for a range of employment uses on a temporary basis, to tie in with the emerging development proposals and phasing. These uses to be environmentally acceptable, and entirely in accordance with policy HO8 of the Urban Area Plan Review No.1 2002 [Inspector's para 39].**
2. **That section 3.6 of the Outline Planning Brief be amended to recommend that community facilities be clustered around a formal square in the centre of the site [Inspector's para 72].**
3. **That the Outline Planning Brief be amended to include reference to the fact that existing rights of access and/or way will be neither extinguished nor interfered with [Inspector's para 93].**

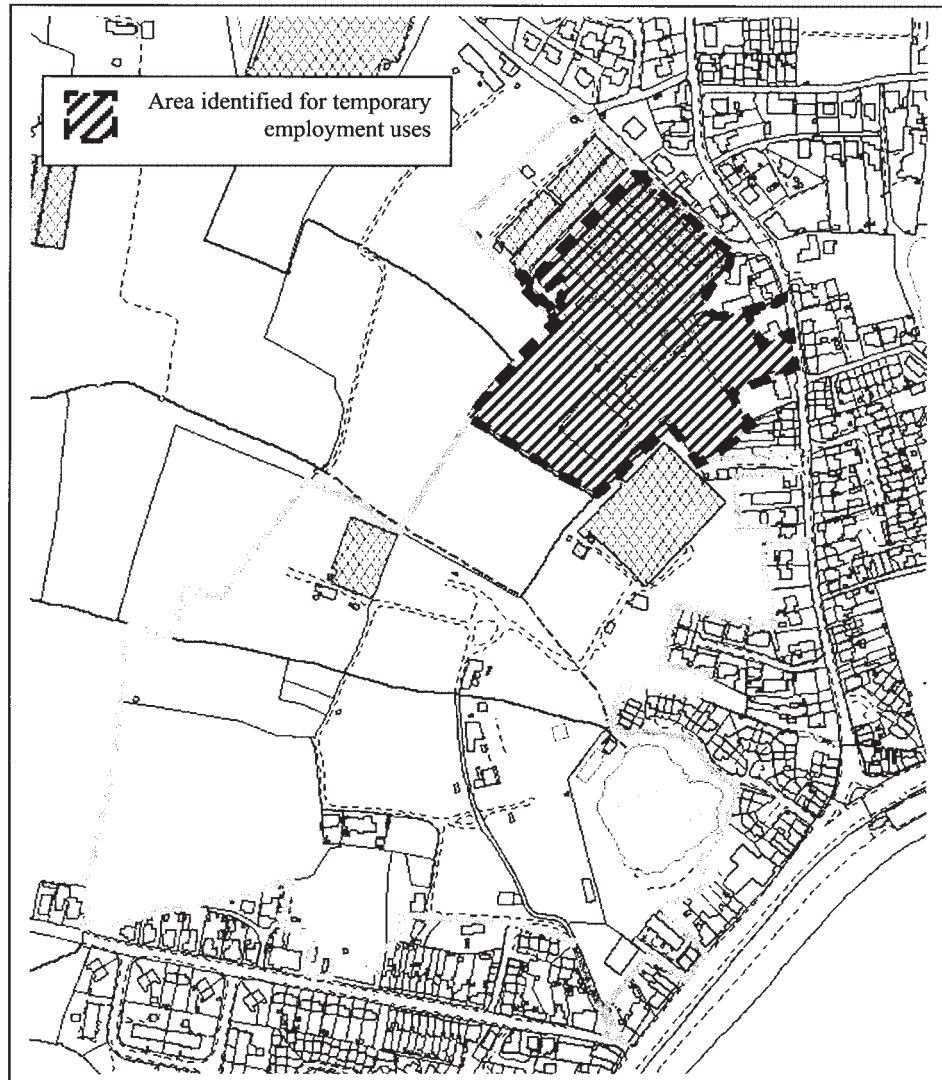
6.3 The Environment Department is pleased to accept all three changes recommended by the Inspector, which it considers will help to support and clarify the intentions of the OPB and make the best use of this important strategic site. The Environment Department's proposed amendments to the OPB to reflect the Inspector's recommended changes are set out below.

Recommendation 1 [Inspector's para 39]

6.4 The parts of the site considered to be most suitable for a range of temporary employment uses are shown on Figure 1 (overleaf). These parts of the site have been selected for the following reasons:

- They are in States ownership therefore it will be possible to ensure through landlord control that the businesses do not remain on site beyond a temporary basis.
- They are parts of the site that are already blighted by bad neighbour activities and extant temporary industrial uses.

- They are the parts of the site that would form the latter phases of development (Phase 3).
- HGV access can be provided from Vale Road with light vehicles having access from Le Murier.
- They are away from the main watercourses and in areas where the environmental impact can be minimised.
- They provide opportunities to contribute to site clearance and tree planting.



6.5 In accordance with the Inspector's recommendation, the Environment Department proposes that the following statement is added to section 4.2 'Phasing':

'In the short term and on a strictly temporary basis, to tie in with emerging development proposals and phasing, it will be possible to accommodate a number of clean, low key employment uses within parts

of the HTA as identified in Figure 17. Best available techniques must be used to minimise any potential environmental pollution. Almost a quarter of the Island's water supply is collected from the Marais catchment and then pumped to Longue Hougue from which nearly half of the Island's drinking water is derived. In order to ensure that proposed uses are environmentally acceptable and to avoid development that may prejudice or inhibit the long term intention of developing the area for housing, the following criteria will apply:

- *Any plant or equipment, buildings, other structures, and surfacing will be purely temporary in nature and, on cessation of the proposed use, such works will be completely removed and the land restored to a satisfactory condition for residential development.*
- *Potentially polluting activities which may adversely affect the land, water resources, air quality or residential amenity will not be acceptable, unless appropriate remedial, preventative or precautionary measures are proposed to remove, reduce or mitigate potential problems.*
- *Any activity should only involve limited vehicular movements.*
- *Only temporary planning permission will be granted, reviewed on an annual basis.*
- *A satisfactory scheme of site clearance, landscaping and after-care/restoration will be required.'*

6.6 Preparing the site for occupation by temporary uses, including glasshouse clearance and landscape works will incur an initial outlay. In the longer term, site maintenance and advanced planting and landscape treatment to prepare the area generally for development will be required as the implementation plan is rolled out. The Environment Department suggests that any rental income accruing from commercial lettings within the Belgrave Vinery Housing Target Area should be ring-fenced in a specially administered site development fund to contribute towards the costs of site maintenance, landscaping and restoration.

Recommendation 2 [Inspector's para 72]

6.7 As recommended by the Inspector, the Environment Department proposes that Section 3.6. (Community uses) is strengthened as follows:

Replace:

"It is suggested that these uses be clustered around a formal square in the centre of the site".

With:

"It is proposed that these uses will be clustered around a formal square in the centre of the site".

Recommendation 3 [Inspector's para 94]

- 6.8 Following the recommendation of the Inspector, the Environment Department proposes that in the third paragraph of Section 2.8, after the sentence ending "... via Belgrave Lane.", the following sentence is added:

"Existing rights of way and/or access along Belgrave Lane will be neither extinguished nor interfered with".

- 6.9 In addition to his three main recommendations, although the Inspector recommends that no change be made to the Outline Planning Brief, he suggests that **the States may wish to consider the removal of the disused glasshouses south of Le Murier before they fall into a serious state of disrepair, in order to remove both a potential eyesore and danger to the public [Inspector's para 54].**

7.0 THE PROPOSALS FOR THE BELGRAVE VINERY HOUSING
TARGET AREA – *Inspector's comments*

- 7.1 In addition to his main recommendations, the Inspector makes a number of other useful observations relating to the Environment Department's proposals. This section sets out in more detail certain aspects of the Environment Department's proposals and the Inspector's comments upon them. These are dealt with below under the sub-headings of Flooding and water resources, Landscape and recreation, Access, Urban design, Land use, Phasing and implementation, which correspond to the respective parts of the proposed development framework.

Flooding and water resources

- 7.2 The Environment Department's proposals aim to increase water collection and overcome flooding caused by the effects of climate change and development elsewhere in the floodplain/Marais catchment area. This will be achieved by: an upgraded water intake works to increase rates of water abstraction; an enlarged outfall and bypass channel to dispose of storm surges; flood storage and detention areas within protected, restored and enhanced landscape areas and naturalised water courses. Some modification of ground levels will be required in order to lower flood detention areas and raise the floors of some dwellings.
- 7.3 The only aspect of these proposals to have been contested at the Inquiry was the proposed flood protection bunds along the southern edge of the field in the south west corner of the Housing Target Area. In his report, the Inspector notes that detailed and comprehensive studies of drainage and flooding have concluded that: *"amongst a range of measures, a bund is required to protect properties in the low lying areas immediately south of the site, including those on Clos des Isles and Victoria Avenue. To be effective, and to ensure that the maximum number of properties are protected, it is clear that this bund must be contained within the Vinery site, and as a result, it is inevitable that it must be aligned through, and thus impact upon, the south western field"* [Inspector's para 117].

- 7.4 More generally, the Inspector notes that *“in the light of the amount of thought given to this issue during the preparation of the OPB, and the level of detail envisaged in the detailed master plan (section 4.1: General), I am satisfied that proper provision will be made for the efficient drainage of both the site and, where necessary, surrounding areas”* [Inspector’s para 53].
- 7.5 The Environment Department would point out that, due to the effects of climate change and increased urbanisation, the risks of flooding in low-lying areas surrounding the site will increase independent of whether or not the Belgrave Vinery Housing Target Area is developed. Sooner or later then, most of the drainage and water resources strategy described in the Outline Planning Brief will need to be implemented in order to protect properties in the surrounding areas.

Landscape and recreation

- 7.6 The Environment Department’s proposals aim to reinforce and enhance the character of the Marais landscape. The ecologically important fields in the south west of the site will be protected. A restored Marais landscape will form a green wedge between Le Marais and Les Nicolles streams. Barker’s Quarry will be given a parkland setting providing open vistas from Les Banques and along the new access road. A belt of landscape in the northern part of the site will form the transition between the Marais and Hougues landscapes. Landscape courtyards will soften the edges of the development and provide views of the adjoining landscape areas.
- 7.7 The Inspector remarks that: *“the OPB seeks to include as much open space within the development scheme as is reasonably practicable, having regard to existing site characteristics, the need to fully integrate the proposed development with its surrounds, and over-riding financial constraints”* [Inspector’s para 142]. The Inspector observes in the preceding paragraph that the creation of the restored wetlands will more than offset the loss of two fields within the site *“by establishing a more species rich and extensive habitat”*.
- 7.8 In relation to the ecologically important fields in the south western part of the site, the Inspector concludes that: *“it is appropriate for the OPB to seek to protect as much of the field as possible, rather than requiring the site to be preserved in its entirety”* [Inspector’s para 116].
- 7.9 The Inspector also concurs *“with the broad intention to retain and reinforce existing planting”* [Inspector’s para 86].

Access

- 7.10 The Environment Department proposes a main vehicular access from Les Banques. A primary access road will link from Les Banques to Le Murier. The existing Le Murier access will be improved and it is envisaged that Le Murier/Duveaux Road and Baubigny will be traffic calmed to provide safer conditions for cyclists and pedestrians. A secondary access road will lead from the primary access road to Victoria Avenue.

- 7.11 The Environment Department's proposals incorporate a network of safe and convenient routes for pedestrians and cyclists. A strategic cycle route connects Vale Road to Belgrave Lane/Les Banques. A 'green lane', which is fringed by open landscape along its entire length, links Victoria Avenue to Le Murier and has the potential to be extended as a safe route to school. A 'nature trail' passes through the restored Marais landscape, providing access from Les Banques to the open countryside and leisure facilities further west.
- 7.12 In consideration of the means of access into and throughout the site, the Inspector (paragraph 118) is satisfied that the provision of a central spine-road, extending from Les Banques to Le Murier, with secondary access links to Vale Road (restricted use) and Victoria Avenue is the optimum road layout for the site. The Inspector supports "*the Brief's intention to retain Belgrave Lane as a resident's only access with pedestrian priority*" [Inspector's para 92].
- 7.13 Turning to the matter of congestion on nearby roads generated by the proposed schools at Les Nicolles and development of the Housing Target Area, the Inspector (paragraph 64) makes an important distinction between the physical capacity of a road such as Baubigny Road and the road's environmental capacity. He suggests that although the level of congestion that will be experienced for short periods of time during school terms will be very high indeed, "*it would be difficult, and possibly impossible, to construct a school complex capable of serving the identified catchments on any suitable site without a significant increase in local highway congestion. The increase in congestion envisaged ... is thus an unavoidable inevitability ...*" [Inspector's para 62]. In order to minimise the risk to all road users, especially children, the Inspector advises that **the realisation of a segregated footpath/cycleway across the intervening farmland between the Belgrave Vinery HTA and Les Nicolles' schools site is pursued.**

Urban design

- 7.14 The Environment Department proposes two distinct character areas: one to the north related to Vale Road and one to the south related to Belgrave Lane and Victoria Avenue. The new Marais landscape area separates these two areas. The character of the development will be varied in response to the specific location and context within the site. There are four different townscape characters. These are Urban Street; Marais edge; Hougue frontage; and, Green lane.
- 7.15 Referring to some of the less than successful large scale housing developments of the 60's and 70's, the Inspector applauds "*the States' determination not to repeat the mistakes of the past*" he wholly supports "*the inclusion of urban design criteria requiring a high standard of layout and design, including comprehensive landscaping, attractive amenity areas, dedicated pedestrian and cycle routes, and innovative designs*" [Inspector's para 29]. The Inspector is satisfied that: "*the Brief makes proper provision for the creation of cohesive neighbourhoods*" [Inspector's para 143] and welcomes the support given "*to creative and innovative design*" [Inspector's para 148].

- 7.16 The Inspector is satisfied that buildings generally of two to three storeys high, with most dwellings being two storeys high, will reflect the character of domestic buildings in the Island. The Inspector considers it appropriate for the Brief to indicate that there will be opportunities for three and even four storey buildings. In particular, the Inspector supports *“the suggestion that three storey flats (or possibly houses) would help to establish the area’s identity by providing an architectural ‘gateway’ off Le Murier and within the site when entering separate neighbourhoods”*. Likewise, the Inspector is satisfied that *“exceptionally, four storey buildings may be appropriate within, and thereby help to define, the central square at the heart of the scheme. The acceptability (or otherwise) of these buildings will, of course, be dependent upon their architectural design”* [Inspector’s para 79].
- 7.17 The Inspector notes that *“the provision of new routes across site, together with the inclusion of extensive areas of open space, will provide opportunities to create a range of new views”* [Inspector’s para 50]. As the Inspector remarks, *“the Environment Department will have regard to these opportunities when preparing more detailed proposals for the site”*.

Land Use

- 7.18 In accordance with the 2002 Urban Area Plan Review No.1 and as required by the States resolution of 2003 (Billet d’État II, 2003) the Environment Department proposes that the development shall be predominantly for housing purposes. The OPB includes an illustrative layout to indicate one way that the design and development principles could be applied. Based on this layout it is anticipated that approximately 8.7 ha (21.5 acres/53 verges) would be available for housing development, providing more than 250 dwellings. Each phase of the development would probably be between 30 and 80 units. Provision will be made for at least one sheltered housing scheme and for other specialised forms of housing such as self-build. In addition, interest has been shown in the development of community facilities and neighbourhood amenities including a new Douzaine room and a doctor’s surgery.
- 7.19 The Inspector fully recognises *“the suitability of the site for housing in terms of its sustainable location between St Peter Port and St Sampson, and its proximity to schools, retail and employment facilities”*. Accordingly, the Inspector concludes that it is *“entirely appropriate for the site to be identified as a strategic land-bank to meet Guernsey’s long-term housing needs in preference to one or more rural locations”* [Inspector’s para 36].
- 7.20 While accepting the need for other incidental uses such as shops and community facilities, the Inspector is satisfied *“that the site is unsuitable for more extensive permanent employment uses which would, in my view, be environmentally intrusive and undermine the States’ vision to ‘create a high quality neighbourhood, that provides a well designed and attractive environment for both residents and visitors’”* [Inspector’s para 37], the Inspector expresses his concern *“that there is a clear risk that the use of additional areas for non housing purposes could undermine the financial viability of the OPB scheme as*

a whole". "In broad terms," the Inspector concludes "*the OPB seeks to reconcile the competing need to create an attractive environment, incorporating extensive areas of landscaping and public open space, with the need to provide enough dwellings to meet social and affordable housing targets established through the Corporate Housing Programme, plus other housing, sufficient to justify the initial expenditure on infrastructure necessary to bring the site forward for development (estimated in June 2005 at £16M). It is thus necessary to maximise the amount of land made available for development whilst not compromising desirable design, open space and landscape standards*" [Inspector's para 119).

Phasing and implementation

- 7.21 The Environment Department proposes that development would begin in the south where essential infrastructure such as the new access and stormwater outfall need to be provided at the outset. There are a number of constraints on development in the north such as the sewage emptying point, the waste transfer station and use of the Le Murier access road as an off road manoeuvring and testing area. The Outline Planning Brief recommends the preparation of a more detailed masterplan for the whole site and design codes to guide the development of individual parcels.
- 7.22 The Inspector fully endorses the Environment Department's reasons for suggesting that development should progress gradually from the southern and eastern parts of the site towards the north and west which he considers "*provide a sound basis for the co-ordinated development of the Vinery site as a whole*" [Inspector's para 158].
- 7.23 The Inspector comments that: "*It is evident that there will be a long lead-in time to development as both financial and physical constraints need to be overcome. It is also possible (but by no means certain) that by the time these issues have been resolved, the States' housing needs may be more urgent. Furthermore, given that the States' resolution does not preclude an element of market¹ housing, and the increasing demand for other forms of affordable housing, it is possible that the proportion of development to be provided as pure social housing (as defined by the Housing Department) could be relatively small. As a result, substantial parts of the Vinery site could be developed without direct input (in terms of provision) by the Housing Department*" [Inspector's para 28]. The Inspector recognises (paragraph 29) the very real danger that pure social housing could be effectively priced off the site. Therefore, he concludes that "*it will be necessary to include a relatively high proportion (but not necessarily a majority) of market housing*" which would be far preferable, in his view, to any relaxation of urban design criteria requiring a high standard of layout and design.
- 7.24 In his final conclusions, the Inspector draws attention to the difficulties that will be involved with achieving a high quality phased development. The Inspector

¹ "market housing" is defined by the Inspector as all housing other than social/affordable (excluding low cost) housing being provided by the States and/or a Housing Association

remarks that: *“The implementation of landscaping proposals and the provision of community facilities during the early stages of development will be essential in order to avoid creating the ambience of a long-term building site”*. Acknowledging the significant amount of expenditure required before the site can be brought forward for development, the Inspector highlights the need for *“a careful analysis of the percentile relationship between social/affordable and market housing that needs to be provided in order to achieve viability”* [Inspector’s para 175].

7.25 The States have resolved 'that the release of each phase of development land at Belgrave Vinery HTA will only take place as authorised by a specific Resolution of the States'. In addition, the States report on 'The Development of Belgrave Vinery Housing Target Area' referred to the need for an 'implementation strategy ... to address matters such as viability issues, the sewage emptying point, relocation of existing users, property purchases, highway improvements and other infrastructure provision'.

7.26 Although not a matter for the Environment Department, funding arrangements will be only one of a number of factors that the States will consider in the future debate over the release of Belgrave Vinery for housing development. The site has some inherent constraints that can only be remedied through substantial front-end investment. An important factor in the development of the site will be the enabling works and how they are funded.

8.0 CONCLUSIONS

8.1 The Environment Department commends the draft Outline Planning Brief and the Inspector’s report thereon to the States. The vision to create a new neighbourhood for Guernsey in the setting of a restored and enhanced Marais landscape has been broadly supported. The challenge will be to make the significant opportunities that the area presents into reality. Not only is it important to deliver more affordable homes for those in most need, it is also essential to ensure that the roads, the community facilities, the play areas and green spaces are in place to create places where people want to live now and in future generations.

8.2 Much of the Housing Target Area land is lying unused and represents wasted potential. In its unkempt condition, the land attracts fly tipping and the dumping of old vehicles which are adding to the clean-up operation that will be needed in due course to prepare the site for development. The implementation plan will need to combine a site preparation and phasing programme for development with a plan that makes the best interim use of the area. Advance structure planting and the necessary flood management modifications to the watercourses, for example, could be combined with opportunities to enable more public access to the land as an area for informal leisure. The implementation of these works would help to create a ‘real place’ into which housing is incrementally added.

8.3 The Outline Planning Brief provides a sound basis for progress to continue to be made in a timely manner so that as land is needed to meet specific housing

requirements the States will be in a position to facilitate sustainable development, in the right place and at the right time.

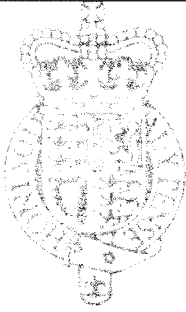
9.0 RECOMMENDATIONS

9.1 The Environment Department therefore recommends the States to:

1. Approve the draft OPB as amended in accordance with the Inspector's recommendations as set out in Section 6 of this report.
2. Direct the Treasury and Resources Department to arrange for the removal of the disused glasshouses south of Le Murier on land formerly known as Fountain Vinery and to prepare and landscape the area for possible use in the short term by low key employment uses pending redevelopment for housing in accordance with the OPB as amended.
3. Direct the Treasury and Resources Department to investigate the potential for a segregated cycleway/footpath across the intervening land between the Belgrave Vinery Housing Target Area and the Les Nicolles Schools site.
4. Direct, through the Corporate Housing Programme, the Environment Department in consultation with the Housing Department to prepare a detailed master plan for the development in accordance with the provisions of the Outline Planning Brief.
5. Direct, through the Corporate Housing Programme, the Treasury and Resources Department, in consultation with the Housing Department and the Environment Department and other interested parties, to prepare an Implementation Plan to address funding issues and development content.

Yours faithfully

B M Flouquet
Minister



Report to the Environment Department of the States of Guernsey

By Peter Beasley DipTP DipLD MRTPI

**An Independent Inspector appointed by the
States Policy Council**

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Date 10 August 2005

The Island Development (Guernsey) Law 1966 (as Amended)

Belgrave Vinery Draft Outline Planning Brief

Planning Inquiry held on 21 and 22 June 2005

Belgrave Vinery Draft Outline Planning Brief:
Report to the Environment Department of the States of Guernsey

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

Sir

Introduction

1. In pursuance of section 9 of the Island Development (Guernsey) Law 1966 (as Amended), I was appointed by the States Policy Council to hold a Planning Inquiry. The purpose of the inquiry was to hear representations on, or objections to, the Draft Outline Planning Brief for Belgrave Vinery, and to report on them with recommendations. Once approved by the States, the Brief will amend the Urban Area Plan Review No.1 2002. Paragraph 5.2.4 of the Urban Area Plan makes provision for the preparation of the Brief.
2. I am advised by the Chief Minister that the Policy Council considered the contents of the draft Brief at its meeting on 6 December 2004 and was satisfied that the Brief is in conformity with the objectives of the Strategic and Corporate Plan 2003 (Strategic Land Use Plan). The appropriate letter was deposited with me at the opening of the inquiry.
3. The draft Brief was published on 25 February 2005 and advertised in La Gazette Officielle. I opened the Public Inquiry on 21 March 2005, and asked that representations be made to me by 22 April 2005. Fifteen representations were duly received. Further representations were to be made by 31 May 2005, and 7 were received. All of those persons making submissions appeared or were represented at the inquiry.
4. The inquiry opened on 21 June and closed on 22 June 2005. During that time I heard evidence from the Environment Minister and a Principal Planning Officer Forward Planning on behalf of the Environment Department, and from the representors, including the Housing Minister and two People's Deputies. Before, during and after the inquiry I visited the Belgrave Vinery area and its surroundings so as to familiarise myself with the issues raised.
5. Julie Every from the Government Business Unit of the Policy Council assisted me in administering and programming the inquiry. I wish to place on record my appreciation of the hard work she carried out on my behalf.
6. This report continues with a summary of the policy and physical contexts within which the Brief has been prepared. There follows a discussion of the issues raised by the representations and considered at the inquiry, grouped into topics. In doing so, I have considered the full range of issues raised in respect of each representation, notwithstanding the fact that they may not be mentioned

specifically. Each topic concludes with my recommendation. Finally, I summarise my findings in an overall conclusion. Appended are lists of Representors and inquiry documents.

The Policy Context

7. My consideration of the issues has as its starting point the relevant planning policies, (as expressed in States resolutions), in compliance with which the Environment Department's proposals have been brought forward.
8. I have therefore taken into account the relevant Strategic Objectives and Policies in the 2005 Policy and Resource Plan, incorporating the 2005 Strategic and Corporate Plan, section 10 of which concerns the 2005 Strategic Land Use Plan (Strategic and Corporate Plan). The latter carries forward the principles established in the 2003 Strategic and Corporate Plan (Strategic Land Use Plan). I note in particular that the 2005 Strategic Land Use Plan, which sets out the strategic, economic, social and environmental objectives to be followed by the Environment Department when preparing detailed Development Plans (including Planning Briefs), seeks to provide adequate opportunities to meet the identified housing requirement, with minimum detrimental impact upon the environment and good design to create a high standard of living and social conditions (Strategic Objective 1).
9. Belgrave Vinery is identified in the Urban Area Plan Review No.1 2002 (UAP) as a Housing Target Area (HTA). Policy HO8 of the Plan confirms that HTAs will only be released for housing development through an Outline Planning Brief (OPB), when monitoring indicates that housing is insufficient to satisfy the strategic housing requirement (as required by policy HO1), or when the Environment Department is so directed by the States. In the case of Belgrave Vinery, it is proposed that the release of each phase of development will require a States Resolution, thereby ensuring that the requirements of policy HO8 are met.
10. The policies of the Urban Area Plan Review No.1 2002, separately or combined, build on the strategic policies now contained in the 2005 Strategic Land Use Plan. Based upon these policies the following broad objectives for the Brief have been identified:
 - The proposals will provide predominantly for social and affordable housing. A mixture of dwelling types and sizes, including a substantial proportion of homes suitable for smaller households and some sheltered housing, will be accommodated.
 - Distinctive features and characteristics of the locality will be taken into account. The retention of significant landscape features, and the provision or improvement of such features, will be included as an integral part of the design process.
 - The proposals will be required to be of the highest possible townscape quality, without being an inhibitor to innovative and bold architectural

styles. The use of design and technology to achieve sustainable forms of development will be encouraged. High buildings (exceeding four/five domestic storeys in height) will only be acceptable in very exceptional circumstances.

- Requisite improvements to the local road and utility services networks will be identified and included as part of the development proposals. The proposals will seek to secure safe and convenient access for all people, including the mobility impaired. Adequate parking and amenity space will be provided.
 - The proposals should not be detrimental to the reasonable enjoyment of nearby dwellings and should respect the character of the adjoining open land.
 - Provision should be made for the retention or investigation and recording of any archaeological remains.
 - Provision should be made for essential community facilities.
 - Provision should be made for the remediation of contaminated land.
11. I note that the site is predominantly in State's ownership, although Duval Vinery on Le Murier on the northern edge of the site is privately owned, as also are two fields towards the centre of the site that form part of Les Marais Farm. Likewise, in the southern-central part of the site, a finger of land in the form of an inverted 'L' is in four private ownerships, comprising two dwellings, land and a workshop. In the absence of compulsory purchase the States is dependent upon the co-operation of these landowners to ensure that the OPB comes to fruition.

The Physical Context

12. The disposition of existing land uses, together with the landform both within and surrounding the site, are significant determinants of the scope and content of the OPB. In considering the issues, I have thus had regard to the opportunities and constraints presented by the following factors:
- The site's location between St Peter Port and St Sampson.
 - The majority of the site is previously developed land, greenhouses having previously extended across much of the area.
 - The existing site access points are not suitable for serving a development of the size proposed. There are safety concerns relating to the use of both the Vale Road and Victoria Avenue access points. At least one new point of access will be required. There is an opportunity to improve access to the surrounding area for pedestrians, cyclists and for public transport.
 - Ground conditions do not appear to present a major constraint to development, although parts of the site are contaminated with low risk

pesticide residues and asbestos may be present. The former landfill site, Stone's Quarry, should be isolated from housing development.

- Barker's Quarry may be required as a collector for potable water.
- Flood protection measures will be required within the site and to improve the situation for some surrounding areas.
- The existing sewage emptying point will need to be relocated or removed prior to any development taking place in the northern part of the site
- The south-westerly field within the site is semi-improved pasture and is of some ecological importance. The value of other positive landscape features, including hedgerows and groups of trees, together with the adjacent area of landscape value and nature reserve, should be recognised. Likewise, the value of archaeological remains, including the one identified standing stone, should be recognised.
- The value of views into and across the site, especially from the higher land to the north, should be recognised.
- Development should reflect the built form of the surrounding area, which in the main is characterised by simple buildings in small groups and terraces.

Consideration of Submissions

1 Affordable Housing

Representor

Guernsey Housing Association (represented by Mr P Jones)

The Main Issue

13. The representation expresses support for the proposed use of the Belgrave Vinery site for predominantly affordable housing.

The Case for the Parties

14. The Guernsey Housing Association is a not-for-profit organisation that works in partnership with the States Housing Department to help to deliver affordable housing as part of the Corporate Housing Programme. The Association has a committed development programme to supply some 250 affordable units over the period 2003 to 2007. As at June 2005 some 88 units have been completed, 77 units are presently under-construction, and a further 70 units are 'in the pipeline' on sites that are owned by the Association with outline planning permission. However, the demand and need for affordable housing far outstrips supply. The Association see the Belgrave Vinery site as one of the few land releases likely to come forward in the foreseeable future, and as such will enable the Association to confront the shortage of affordable housing in a planned and

phased manner by providing a mix of partial ownership (ie low cost houses for sale) and rent. By following the approach to layout and design adopted in earlier schemes, the Association will seek to create traditional communities, avoiding the differences between affordable and private housing encountered elsewhere. The Association thus support the provisions of the OPB.

15. The Environment Department recognise the valuable work undertaken by the Guernsey Housing Association in the delivery of good quality affordable and social housing on sites throughout Guernsey, and looks forward to working with the Association and other providers to promote design excellence in the field of affordable housing.

Inspector's Considerations and Conclusions

16. I acknowledge the support given by the Guernsey Housing Association to the Outline Planning Brief.

Recommendation

17. I recommend that no change be made to the Outline Planning Brief in response to this submission.

2 Design Criteria and the Provision of Affordable Housing

Representor

States of Guernsey Housing Department (represented by Housing Minister Deputy D Jones, and Chief Officer Housing Department Mr S Langford)

The Main Issue

18. At issue is whether the urban design criteria contained in the OPB will prejudice the prime purpose of developing the Belgrave Vinery site for social housing.

The Case for the Parties

19. The Housing Department acknowledges that in February 2003 the States directed the predecessors of the Housing Department and the Environment Department *'to work together to ensure that the release of land at Belgrave Vinery is managed on a phased basis, and that it is predominantly used to provide affordable and social housing in accordance with targets to be set though the Corporate Housing Programme'*. The Housing Department thus welcomes the publication of the draft OPB, and recognises that its approval is necessary before development of the Vinery site may be planned with any certainty. However, the Department considers it important to restate that it has no plans to bring forward proposals for the development of the Vinery site in the foreseeable future, partly in response to funding restraints, but also because there are presently sufficient development opportunities on the Department's existing land holdings to meet the States' immediate social housing needs.
20. The Housing Department recognise that, by being predominantly in States' ownership, Belgrave Vinery represents a significant land-bank resource to meet

future social housing needs. The Department also recognises that it is essential to advance the OPB in order to ensure that if a need to bring forward a housing scheme emerges at short notice, this can be achieved with minimum delay. Nonetheless, the Housing Department are concerned whether it is feasible for social housing development to achieve the aspirations of the Brief in relation to both urban design and landscaping. Specifically, whether compliance with the Brief will take unit costs far in excess of any previous social housing scheme. The Housing Department thus ask that the urban design criteria be reviewed, bearing in mind that the strategic role of the site is to meet social housing needs.

21. In response, the Environment Department note that the Housing Department's representation emphasises 'social' housing over more general and varied forms of 'affordable' housing. The 2005 Strategic Land Use Plan notes that *'affordable housing is intended to meet the needs of local people who for financial reasons are unable to compete for accommodation in the open housing market'*. In this context, 'open housing market' is taken to mean the general private market, as opposed to housing which is inscribed on the 'open market' register under the Housing Control Laws of Guernsey. The Strategic Land Use Plan also describes 'social' housing as being *'developed either directly by the States through the Housing Department, or indirectly through a Housing Association'*.
22. It is important to note that the term 'affordable housing' embraces all forms of housing designed to meet the needs of those who cannot afford to access housing through the normal operation of the housing market, including, for example, low-cost home ownership where the home is provided by the private sector but there is some form of limit on the sale price of the property; and 'self-build' and 'self-finish' where prospective occupiers use their own resources to construct or complete the home. However, the term also encompasses 'social' housing provided either directly or indirectly by the public sector as rental accommodation and intermediate forms of housing, such as key worker homes and partial ownership.
23. The States have resolved that the Belgrave Vinery HTA should be *'predominantly use to provide affordable and social housing in accordance with targets to be established through the Corporate Housing Programme'*. Thus, in addition to providing some 'social' housing, the site could also be used to provide other forms of affordable housing and some market housing¹. A greater balance of market housing and different types of affordable units, for example partial ownership and low-cost home ownership, would be more realistic and achievable. As a result, the proportion of development that is provided as 'social' housing could be relatively small.
24. The Environment Department recognise that the Belgrave Vinery site has a number of inherent constraints that can only be remedied through substantial 'front-end' investment. Preliminary enabling works include flood prevention

¹ market housing includes all housing other than social/affordable (excluding low cost) housing being provided by the States and/or a Housing Association

measures, potential ground decontamination, gas emission control measures, site access provision and infrastructure. A feasibility study produced in 1998 estimated these abnormal site costs at £11.7M. Allowing for inflation, it is estimated that these will have risen to some £16M at 2005 prices. Having considered various development options, the appraisal concluded that developing the site for market housing for sale without restrictions could be financially viable, but that other options, which made at least 40% provision as affordable housing, would require some form of State subsidy.

25. Against this background, the Environment Department maintain that the OPB provides a sound basis for a review of the earlier feasibility study. This will, in turn, provide a clear picture of site investment costs, enabling informed decisions to be made concerning development content and method of financing, and specifically whether the development is to be funded by the States, wholly through private investment, or as a public/private mix. Meantime the OPB includes a range of urban design criteria that seek to ensure that the site is developed to a high standard of layout and design. Any relaxation of these criteria, either at the OPB stage or in the future, would jeopardise the creation of an attractive sustainable residential neighbourhood where people will be proud to live.

Inspector's Considerations and Conclusions

26. I acknowledge the Housing Department's assertion that, in light of its existing land-holdings and by increasing densities on re-cycled States' housing sites, it has sufficient land available to meet its current needs for social housing. And that as a result, and in response to on-going funding constraints, the Department presently has no plans to bring forward proposals for development on the Vinery site. I also acknowledge that the Housing Department is best placed to determine future demand for social housing, and recognise that the level of need will be refined, and the Department's assertions possibly confirmed, by the Housing Needs Survey to be conducted later this year. It is thus reasonable to assume that it may be some time before the site is required for social housing.
27. Nonetheless, the States have directed that the Housing Department and the Environment Department work together in the preparation of the OPB, and that the site be developed to provide predominantly social and affordable housing. I understand that, to that end, the Housing Department has co-operated fully in the preparation of the Brief.
28. Notwithstanding the fact that it may be some time before a demand emerges for social housing on the site, I am satisfied that it is appropriate to continue with the preparation of the OPB; indeed I note that the Housing Department agrees with this approach. It is evident that there will be a long lead-in time to development, as both financial and physical constraints need to be overcome. It is also possible that by the time these issues have been resolved, the States' housing needs may be more urgent. Furthermore, given that the States' resolution does not preclude an element of market housing, and the increasing demand for other forms of affordable housing, it is possible that the proportion

of development to be provided as social housing (as defined by the Housing Department) could be relatively small. As a result, it is possible that substantial parts of the Vinery site could be developed without direct input (in terms of provision) by the Housing Department.

29. I turn now to the principal issue raised by the Housing Department. It is widely recognised that some of the large scale social housing developments completed during the 1960's and 70's can be justifiably criticised for their poor urban design and low-quality build standards, too often producing an unfortunate distinction between social and private developments, that has in turn led to undesirable social problems and discrimination. I applaud the States' determination not to repeat the mistakes of the past, and wholly support the inclusion of urban design criteria requiring a high standard of layout and design, including comprehensive landscaping, attractive amenity areas, dedicated pedestrian and cycle routes, and innovative designs. However, I also recognise that there is a very real danger that the additional unit cost arising from the need to meet these criteria, together with the multi-million pound expenditure required to bring the Vinery site on-stream, could effectively price social housing off the site. As a result, it seems to me that it will be necessary to include a relatively high proportion (but not necessarily a majority) of market housing. In my view, this would be far preferable to any relaxation of design criteria. The precise balance between market, social and other affordable housing will, of course, need to be determined as details of on-site development costs continue to be evaluated. Meantime, I can see no reason to amend or otherwise review the urban design criteria included in the OPB.

Recommendation

30. I recommend that no change be made to the Outline Planning Brief in response to this submission.

3 Commercial and Industrial Land Use

Representors

Deputy Gollop; Construction Industry Forum (represented by Chairman Mr E Legg); Guernsey Building Trades Employers' Association (represented by Mr K Tailby); Mr L Vaudin.

The Main Issue

31. At issue, is whether the range of amenities and community facilities referred to in the OPB (section 3.6) should be expanded to include workshops and other employment uses, including 'low income' commercial uses, such as builders' yards and skip storage depots

The Case for the Parties

32. Deputy Gollop recognises a limited role for small shops and possibly workshops within the development, with the proviso that these are secondary to the primary role of the area in helping to meet housing needs established under the Corporate

- Housing Programme. In contrast, the Construction Industry Forum, Guernsey Building Trades Employers' Association and Mr Vaudin suggest that additional provision should be made within the site for a range of commercial uses, and in particular for those requiring 'low income' sites. This could be achieved by increasing housing densities in order to 'free-up' more of the site for commercial uses or, as Mr Vaudin suggests, sensitively constructing social housing on rural sites distributed throughout the Island.
33. The Environment Department concede that when land at Belgrave Vinery was purchased in 1985 it was originally intended for use as an industrial land bank. However, when the overall Island strategy was formulated in 1989 it was decided to concentrate major development requirements in the urban area and Belgrave Vinery was identified as a Housing Target Area (HTA). The identification of the site as a HTA has subsequently been confirmed in the 1993 draft Urban Area Plan and the 2002 Urban Area Plan Review No.1. In 2003 the States resolved that *'the development of the HTA shall be predominantly for housing purposes'*.
 34. Notwithstanding the proposed exclusion of employment uses from the Vinery site, the States recognise the need for small scale industrial or commercial premises, including those for use by the building/construction industry. Possible means of providing for this form of development is being pursued in accordance with the provisions of the Urban Area Plan. Furthermore, the specific requirements of the building/construction sector are being investigated jointly by the Commerce and Employment Department and the Environment Department so that appropriate policy responses can be devised. Meantime, it is possible that, subject to strict environmental controls, low-key temporary uses could be accommodated on the Vinery site in accordance with Urban Area Plan policy HO8.
 35. Finally, the Environment Department maintain that re-directing some of the proposed social housing to rural sites in order to make additional land available for commercial development would be environmentally unsustainable, and likely to result in the erosion of open countryside. In contrast, the Vinery site is well located within an urban area, easily accessible, and offers a unique opportunity to develop a mixed and balanced community incorporating a range of densities and open spaces.

Inspector's Considerations and Conclusions

36. The States have decided that the Belgrave Vinery site is to be developed predominantly for housing purposes. That decision is now firmly embodied in the Urban Area Plan, Review No.1, and I fully recognise the suitability of the site for housing in terms of its sustainable location between St Peter Port and St Sampson, and its proximity to schools, retail and employment facilities. It is thus entirely appropriate for the site to be identified as a strategic land-bank to meet Guernsey's long-term housing needs in preference to one or more rural locations which, individually or combined, would result in unsustainable and environmentally damaging piecemeal development throughout the Island.

37. It follows that it is appropriate for the OPB to focus on the provision of housing. In this context, the Brief seeks to optimise the density of development in order to make the best use of the site as a strategic land resource. While there will clearly be a need for other incidental uses which may provide some modest opportunities for employment, for example shops and community facilities, I am satisfied that the site is unsuitable for more extensive permanent employment uses which would, in my view, be environmentally intrusive and undermine the States' vision to *'create a high quality neighbourhood, that provides a well designed and attractive environment both for residents and visitors'*. However, I fully recognise the need for the types of commercial premises identified by the Representors, and trust that investigations presently being undertaken to address this problem will result in the provision of sites elsewhere sufficient to meet the construction industry's long-term needs.
38. Section 4.2 of the OPB confirms that, as a result of several unknowns, phasing of development at the Vinery site is not straightforward. Development is unlikely to commence in the immediate future as a result of the adequacy of land elsewhere to meet the Housing Department's foreseeable needs, and the need to overcome a number of physical constraints, each of which has significant financial implications. Once started development is expected to be phased over a number of years. In light of these circumstances, it seems to me that it would be possible to accommodate a number of low-key employment uses of the kind envisaged by several of the Representors, including builders' yards, skip storage depots and the like, on sites identified to minimise environmental impact. Temporary planning permission could be granted for these uses, renewed if necessary, to tie in with the phased development of the site. And given that the majority of the site is owned by the States, enforcement of temporary permissions could be reinforced by landlord control. In my view, the short-term use of the site for these low-key uses would go some way towards meeting the immediate needs of the construction industry pending the outcome of on-going investigations, and whilst not providing a long-term solution would make beneficial use of parts of the site prior to housing development.

Recommendation

39. I recommend that the Outline Planning Brief be amended to include reference to the potential use of selected parts of the site for a range of employment uses on a temporary basis, to tie in with emerging development proposals and phasing. These uses to be environmentally acceptable, and entirely in accordance with policy HO8 of the Urban Area Plan Review No.1 2002.

4 Le Murier Views and the Protection of Open Countryside

Representors

Deputy J Gollop; Mr S Robertshaw; National Trust of Guernsey (represented by President, Mr R Ogier); Mr R Ogier.

The Main Issue

40. At issue is whether existing and/or potential views across the Vinery site from the north, looking south/south-west, should be protected.

The Case for the Parties

41. Deputy Gollop comments that the protection of open landscape views is important.
42. Mr Robertshaw is concerned that development of the Vinery site will result in the loss of the last open view across countryside between St Peter Port and St Sampson, best enjoyed from the steps of the St Sampson's Douzaine Room building looking south/south-west towards C atel Church. He suggests that the view should be preserved by the removal of the area of disused glasshouses immediately south of Le Murier from the HTA. Mr Robertshaw also suggests that land to the west of the OPB area should be retained as a 'green' area, with the long-term objective of establishing an 'urban park' encompassing the Chateau de Marais.
43. The National Trust of Guernsey suggest that it would be unwise to build large numbers of houses in the open land remaining between St Peter Port and St Sampson before all opportunities to increase the number of people living near the centres of both towns have been fully explored and exploited. The National Trust also recommend that the greenhouses immediately south of Le Murier be removed as soon as possible, so as to give the public and authorities the opportunity to appreciate the view across the Marais before deciding whether it should be obstructed.
44. Mr Ogier is concerned that, should the development go ahead, an adequate conduit is provided to ensure that the subsidiary stream that drains part of his family farm is neither blocked nor restricted on its way to Barker's Quarry.
45. The Environment Department acknowledge the comment by Deputy Gollop, which is a reflection of one of the key development concepts in the OPB (section 3.1).
46. The Environment Department also acknowledge that the specific view referred to by Mr Robertshaw will be lost. But that is not the only view across open countryside between St Peter Port and St Sampson; there are views westwards from Duveaux Road, St Clair Hill and Delancy, and northwards from Beau Sejour, Mont Arriv e and La Vrangue. Development of the site will also open up views not previously enjoyed by the public.
47. In response to the submission by the National Trust for Guernsey, the Environment Department point out that Strategic Policy 1 of the Strategic Land Use Plan requires as much new housing as practicable to be located within the existing urban areas and on previously developed land. Strategic Policy 4, concerning the allocation and release of HTAs, confirms that while greenfield sites may be allocated as HTAs, such sites will only be released for development

if it can be demonstrated that there is a clear need for additional greenfield development in order to fulfil the requirement set out in Strategic Policy 1. Present indications are that there is no obvious justification to release HTA land in the immediate future. However, while Plan policies encouraging the development of new and converted homes for smaller households in the built-up areas of St Peter Port and St Sampson are having an effect, market prices still exceed what many can afford and the requirements of all types of households are not being met. In this context, the Belgrave Vinery HTA provides an important strategic land reserve which can be planned comprehensively but made available incrementally as and when the need is identified through the Corporate Housing Programme.

48. With regards to Mr Ogier's personal submission, the Environment Department confirm that adequate provision will be made for the drainage of the site and surrounding areas. The drainage channel referred to by Mr Ogier is shown as retained in section 3.2, Water Resources, of the OPB, and its integrity will be preserved.

Inspector's Considerations and Conclusions

49. Preparation of the OPB provides an opportunity to re-establish a number of views and vistas that may have existed before development of the Vinery site took place, including that southwards from Le Murier towards St Peter Port and beyond. However, whilst individually attractive, I do not consider any of the views from the immediate surrounding area to be of such strategic importance so as to necessarily dictate the layout of the site.
50. The view from Le Murier that would be brought about by the demolition of the existing glasshouses would be attractive, but not so outstanding, in my opinion, as to justify specific protection, the premature demolition of the greenhouses (other than to prevent vandalism and the removal of a potential danger and eyesore), or the removal of the glasshouses site from the OPB area which, in any event, would have a significant impact on the financial viability of the entire scheme. Indeed, it seems to me that, given the rising level of land to the north, it will still be possible to obtain extensive views southwards across the site following the completion of development. Furthermore, the provision of new routes across the site, together with the inclusion of extensive areas of open space, will provide opportunities to create a range of new views. No doubt the Environment Department will have regard to these opportunities when preparing more detailed proposals for the site.
51. All of the land west of that identified for development and suggested for inclusion within an extensive 'urban park' lies outside of the OPB area. The future of this land, the majority of which is privately owned and in agricultural use, is thus not a matter that is before me, either for consideration or comment.
52. I turn now to the suggestion that development of the OPB site be resisted pending the maximisation of development opportunities within the built up areas of St Peter Port and St Sampson. I am satisfied that the application of Strategic

Land Use Plan and Urban Area Plan policies will direct the majority of new development to existing urban areas and, more specifically, to previously developed (brownfield) land. However, while it is clear that the Belgrave Vinery site may not be developed for a number of years, it is also clear that not all of Guernsey's housing needs are presently being met, or can be met in the longer term within the built-up area or on brownfield land. The Vinery site thus provides an important strategic land resource that can be brought forward as necessary to meet emerging housing needs. Finalisation of the OPB will ensure that development can proceed with minimum delay and to a high standard in accordance with a comprehensive plan. Thus, notwithstanding the States' strategic objectives concerning the location of new development and the use of previously developed land, I can see no reason to postpone or otherwise delay completion of the OPB.

53. Finally, it is evident that the Environment Department are fully aware of drainage problems within and around the site. And in light of the amount of thought given to this issue during the preparation of the OPB, and the level of detail envisaged in the detailed master plan (section 4.1), I am satisfied that proper provision will be made for the efficient drainage of both the site and, where necessary, surrounding areas, including Les Marais Farm to the west.

Recommendation

54. I recommend that no change be made to the Outline Planning Brief in response to these submissions. However, the States may wish to consider the removal of the disused glasshouses south of Le Murier before they fall into a serious state of disrepair, in order to remove both a potential eyesore and danger to the public.

5 Roads and Traffic

Representors

Mr K Tostevin; Mr and Mrs F Marquis; Mr and Mrs R J De La Mare

The Main Issue

55. At issue is whether the additional traffic generated by the OPB proposals will result in an unacceptable increase in traffic congestion and hazards.

The Case for the Parties

56. Mr Tostevin is concerned that the vehicular and pedestrian congestion along Le Murier/Duveaux Road/Baubigny Road that will be generated by the construction of one of Guernsey's largest school complexes at Les Nicolles will be exacerbated by the proposed entrance to the Vinery site off Le Murier. This problem will be compounded by the fact that in places these roads have restricted or no footpaths. He suggests that the problem could be overcome by the construction of a new road from Pitronnerie Road, via Victoria Avenue, across the Vinery site, to link with the new road serving the prison. Alternatively, the school complex could be served by a new route off Route de Countanchez, and an alternative access to the Vinery site could be created from

- Pitronnerie Road to link with the cul-de-sac serving the Belle Greve sewerage emptying point off Les Banques.
57. Mr and Mrs Marquis likewise express concern regarding the anticipated increase in congestion likely to be caused on Le Murier/Duveaux Road/Baubigny Road. They support the suggestion that an alternative route should be provided leading onto Route de Coutanchez or Pitronnerie Road.
58. Mr and Mrs De La Mare maintain that traffic flows generated by the proposed schools, combined with that generated by the proposed Vinery scheme, will result in total traffic gridlock.
59. In reply the Environment Department confirms that the two schools being built at Les Nicolles comprise a 720 pupil secondary school and a 130 pupil secondary special needs school. Two points of access are proposed; one off Les Effards Road the other off Baubigny Road. It is possible that the latter will be exit only. However, even with the increase in traffic flow caused by both the schools and Vinery development, the predicted traffic flow on Baubigny Road is still well within the road's capacity. The capacity of Baubigny Road is some 750 vehicles per hour in the busiest direction, whereas, the predicted flow is only about half of this. The change in flow at the Le Murier/Vale Road junction will not cause any problem, and there will be little impact at the Vale Road/Les Banques junction. The new schools will have an impact on the Baubigny Road (Les Gigands Road)/La Route de Brayé crossroads, but Representors' alternative proposals would worsen the situation.
60. The suggested alternative routes have been reviewed. While each may result in some local easing of congestion, each would also result in an unacceptable increase in congestion elsewhere, would be environmentally harmful and, in the case of the suggested routes from Route de Coutanchez or Pitronnerie Road, would be prohibitively expensive.

Inspector's Considerations and Conclusions

61. The provision of two schools at Les Nicolles is a States' commitment, and I understand that construction has commenced. I appreciate residents' concern that during term-time these schools will generate up to 1000 additional vehicular and pedestrian movements along nearby roads which, together with traffic movements generated by development at Belgrave Vinery, will result in a significant increase in congestion during the weekday morning peak hour and in the late afternoon. In addition, I note that many of the nearby roads are restricted in width with narrow or no footways, presenting a danger to pedestrians, especially children, and other road users.
62. In my view, given the character of the St Peter Port/St Sampson area, it would be difficult, and possibly impossible, to construct a school complex capable of serving the identified catchments on any suitable site without a significant increase in local highway congestion. The increase in congestion envisaged along Le Murier/Duveaux Road/Baubigny Road and Les Effards Road and at nearby junctions is thus an unavoidable inevitability that will, I fear, have to be

faced. Nonetheless, every effort should be made to minimise risk to all road users, especially children, and I thus support the suggestion contained in the OPB (section 3.4) that a safe footpath link should be established from the northern part of the Vinery site to the proposed schools. I appreciate that provision of this route is dependent upon the co-operation and agreement of private landowners, and that there is some concern regarding child safety along an unsupervised route, especially during hours of darkness. However, it seems to me that, on balance, this would provide a far safer alternative route to both schools, and as such its realisation should be pursued.

63. I have considered each of the alternative routes suggested by the Representors. However, while each may result in a reduction in congestion along Le Murier/Duveaux Road/Baubigny Road and other nearby roads, each would also result in an unacceptable increase in congestion elsewhere, and in particular at junctions near to the schools. Furthermore, suggested routes from Route de Coutanchez or Pitronnerie Road would damage various environmentally sensitive sites and/or habitats, including Sites of Nature Conservation Importance and Areas of Landscape Value, would impact upon the flood characteristics of the Vinery site, and would make the development of the site financially unviable. Likewise, the suggested route linking to the cul-de-sac serving the Belle Greve sewage pumping station would result in an unacceptable increase in congestion at its junction with Les Banques, Guernsey's busiest road, close to the problematic Red Lion roundabout. I therefore conclude that none of the suggested routes provides a viable alternative to those presently suggested for both the schools and Vinery site.
64. Finally, I return to the matter of congestion. I accept that an increase in congestion on nearby roads generated by the proposed schools and Vinery development is inevitable. But I do not share the Environment Department's optimism that the level of congestion will be as benign as suggested. I appreciate that the Department's view is based upon conclusions formulated by their traffic consultants. However, it seems to me that the suggestion that traffic flow on Baubigny Road will remain 'well within the road capacity' of some 750 vph per hour ignores the marked difference between physical and environmental capacity. While a road may be physically capable of carrying a heavy volume of traffic, its environmental capacity (ie the volume of traffic that may be carried without causing undue harm to the surrounding environment) is usually much lower. Le Murier/Duveaux Road/Baubigny Road is a clear example where the suggested capacity of 750 vehicles per hour in the busiest direction (which represents a vehicle passing once every 5 seconds) is far beyond the road's environmental capacity, – even before the volume of traffic passing in the less busy direction has been factored into the equation. In my view the level of congestion that will be generated for short periods during term-time on Le Murier/Duveaux Road/Baubigny Road will be very high indeed. The only comfort I can offer is that elsewhere throughout the Island and on the mainland similar, and in places much greater, levels of congestion are being suffered at the same time.

Recommendation

65. I recommend that no change be made to the Outline Planning Brief in response to these submissions.

6 Community Facilities

Representor

St Sampson's Douzaine (represented by Mr P Gillson)

The Main Issue

66. At issue is whether the OPB will preclude provision of a Douzaine Room within the site

The Case for the Parties

67. The Douzaine support the inclusion of a network of public footpaths throughout the Vinery site, and in particular the suggested provision of a footpath/cycleway link to the new schools at Les Nicolles. The Douzaine is also fully supportive of the landscape and recreational aspects of the OPB, especially the proposed central landscaped area and the re-naturalisation of the Marais stream.
68. The Douzaine note that the OPB suggests (section 3.6) that community facilities and other amenities required to serve the new neighbourhood should be clustered around a formal square in the centre of the site. Whilst not objecting to the wording in the Brief, the Douzaine are anxious to ensure that this will not preclude the provision of other facilities, including possibly a new Douzaine Room, elsewhere within the site.
69. The Environment Department welcome the support given by the Douzaine to the landscape and recreational aspects of the OPB and to the proposed footpath/cycleway link to the new schools, although the Brief necessarily draws attention to potential problems associated with the latter. With regards to the provision of community facilities, the Department confirms that the wording in the OPB does not preclude the siting of facilities in alternative locations. However a centralised location is preferred, as amenities in this location would form a natural focus at the heart of the community, would be readily accessible by road, footpath and cycle links, and could be provided as part of the first phase of development.

Inspector's Considerations and Conclusions

70. I acknowledge the support given by the St Sampson's Douzaine to the proposed footpath/cycleway network, including the link to the schools at Les Nicolles, and to the landscaping proposals in the OPB.
71. The Environment Department are correct in their assertion that the OPB does not preclude the provision of community facilities at locations away from the suggested central cluster. However, I support the Department's contention that centrally placed facilities will form an accessible focus for the community,

providing a range of complementary uses. The random distribution of facilities elsewhere would be less sustainable, and undermine the Brief's objective of seeking to create a cohesive community. It thus seems to me that the OPB should be strengthened to 'recommend' that community facilities be clustered around a formal square in the centre of the site.

Recommendation

72. I recommend that section 3.6 of the Outline Planning Brief be amended to recommend that community facilities be clustered around a formal square in the centre of the site.

7 Building Heights up to Four Storeys and Over

Representors

Mr M J Blampied; Mrs N D Shorto; Mrs A Holford and Mr and Mrs A Davison (represented by Mrs N Davison); and Mr and Mrs R J De La Mare.

The Main Issue

73. At issue is whether the proposed development should include properties up to four storeys in height, and possibly over.

The Case for the Parties

74. Mr Blampied, Mrs Shorto, and Mr and Mrs De La Mare are unanimous in their opposition to the possible inclusion of buildings up to four (and possibly five) storeys in height.
75. Mr Blampied is particularly concerned that any such building would obscure views from Les Marais Farm and Duveaux Road towards the south and east. Mrs Shorto draws attention to the mention (in section 1.3, Policy Context, paragraph 10) of Urban Area Plan policy DBE3 concerning the acceptability of buildings exceeding four/five domestic storeys in height. Mr and Mrs De La Mare, in addition to objecting to buildings up to four storeys in height, specifically object to the reference to '3 storey flats to create gateway' on the Le Murier frontage, and contend that buildings of this scale would be better placed within the development. They would prefer that this area be landscaped, or used for a new Constables' Office with parking.
76. On the other hand, Mr and Mrs Davison and Mrs Holford consider it appropriate for higher density development, including 3 storey buildings, to be included within the Vinery site, reflecting the built form of existing States and privately owned properties on Victoria Avenue.
77. In reply the Environment Department note that the OPB states that 'buildings will be typically two to three storeys in height' (section 3.5 Urban Design). The photograph on page 41 illustrates how two to three storey buildings could appear. The illustrative layout in Appendix 2 shows a landmark building at the visual/central focus of the development, while the illustrative Southern Gateway

drawing refers to buildings up to four storeys in height providing a visual focal point around the central square. Exceptionally, buildings exceeding four storeys may be considered, but only in the context of policy DBE3 of the Urban Area Plan.

78. Specifically, in response to Mr Blampied's objection, the Department observe that the difference in elevation between Les Marais Farm and the proposed central square, together with the distance between, will ensure that four storey buildings in that part of the site will not have a significant impact on views from the Farm to the south and east. Likewise, with regard to the objection by Mr and Mrs De La Mare, the Department suggest that, while the illustrative drawings are not a definitive proposal, three storey buildings at the entrance to the Vinery site off Le Murier will help to heighten people's awareness that they are entering a primarily residential area, and help to create a sense of identity for the community as a whole.

Inspector's Considerations and Conclusions

79. I am satisfied that the OPB establishes that buildings throughout the site will generally be two to three storeys in height, with the majority of dwellings being of two storeys. Development of this scale will, in my view, reflect the character of domestic buildings throughout the Island. However, I also consider it appropriate for the Brief to indicate that there will be opportunities within the site for three, and possibly four, storey buildings. I support in particular the suggestion that three storey flats (or possibly houses) would help to establish the area's identity by providing an architectural 'gateway' off Le Murier and within the site when entering separate neighbourhoods. Likewise, I am satisfied that, exceptionally, four storey buildings may be appropriate within, and thereby help to define, the central square at the heart of the scheme. The acceptability (or otherwise) of these buildings will, of course, be dependent upon the quality of their architectural design.
80. Turning to specific objections, I share the Department's view that the difference in elevation and the distance between will obviate any obstruction of view from Les Marais Farm that may otherwise be caused by four storey buildings in the heart of the site, and that the introduction of three storey development at the entrance to the site off Le Murier will heighten public awareness that they are entering a separate neighbourhood with its own character and identity. Likewise, it seems to me that it is appropriate to maintain a firm line of buildings along Le Murier in order to define the edge of development, to reflect the visual character of the surrounding area, and to draw a clear distinction between the built-up area and countryside to the west. I am also satisfied that, given the distance between properties on the northern side of Le Murier and those proposed to the south, together with the difference in elevation (those to the north being sited somewhat higher than the Vinery site), the introduction of three storey dwellings will not have an unduly detrimental affect on the outlook or residential amenities of existing properties nearby.

81. Finally, I am satisfied that reference to buildings exceeding four/five domestic storeys in height is an accurate representation of Urban Area Plan policy DBE3, and does not necessarily imply that buildings of five storeys or more will be acceptable within the site. Such building will only be permitted in very exceptional circumstances where justified in urban design terms.

Recommendation

82. I recommend that no change be made to the Outline Planning Brief in response to these submissions.

8 South Field

Representor

Mrs N D Shorto

The Main Issue

83. The submission expresses support for landscape integration and additional planting.

The Case for the Parties

84. Mrs Shorto supports the proposed integration of existing trees and hedgerows into the development scheme, and the reinforcement of existing planting with additional trees and hedges (section 3.3). In particular, reinforced planting along the southern edge of the field immediately north of Belgrave Lane would soften the impact of traffic and new development on existing properties to the south.
85. The Environment Department welcome this support.

Inspectors Considerations and Conclusions

86. I acknowledge this support, and concur with the broad intention to retain and reinforce existing planting.

Recommendation

87. I recommend that no change be made to the Outline Planning Brief in response to this submission.

9 Belgrave Lane Access

Representors

Mrs N D Shorto; Mrs A Holford and Mr and Mrs A Davison (represented by Mrs N Davison).

The Main Issue

88. At issue is whether Belgrave Lane should be used as a continuous or bisected pedestrian/cycle priority access route.

The Case for the Parties

89. Mrs Shorto notes that it is proposed that Belgrave Lane is to be retained predominantly for pedestrian and cycle use, but with limited vehicular access for residents only. She suggests that, as the volume of traffic using the Lane is likely to be quite high, dwellings at the western-most end of the Lane could access their properties from the proposed adjacent secondary road running from Victoria Avenue through to the primary road. Access to the eastern part of the Lane, which in places is very narrow, could be retained as existing off Victoria Avenue. Providing each section of the Lane with its own point of access would be safer for pedestrians as the overall volume of traffic would be reduced.
90. Mrs Holford and Mr and Mrs Davison point out that access to Greenways and Peacehaven at the western end of Belgrave Lane has always been via Belgrave Lane, and a right of way from its junction with Victoria Avenue is provided in the deeds of both properties. Any attempt to extinguish or otherwise alter this right of way would be strongly resisted.
91. The Environment Department confirms that Belgrave Lane is only part owned by the States, and it is recognised that several private properties have rights of access along the Lane. The OPB confirms that Belgrave Lane is unsuitable as a primary access to the site due to its narrow width and the close proximity of its junction with Victoria Avenue to the restricted Victoria Avenue/Les Banques junction. The Brief thus proposes that Belgrave Lane be retained and improved as a resident's only access with pedestrian priority.

Inspector's Considerations and Conclusions

92. I concur with the Environment Department's view that Belgrave Lane is unsuitable as a primary access, and thus support the Brief's intention to retain it as a resident's only access with pedestrian priority. I appreciate that the Lane is, in parts, narrow with no passing places. However, it seems to me that, given the Lane's character and restricted width, it would be advisable to maintain the integrity of the Lane in its entirety, rather than seeking to sub-divide it into sections and link one end into the proposed Vinery site road layout. To do so would, in my view, reduce the Lane's value as a pedestrian/cycle route serving the southern part of the site.
93. I am satisfied that the proposals contained in the Brief do not impact on the existing rights of access along Belgrave Lane. Any attempt to alter or extinguish these rights would be a matter for agreement between the parties or, in the case of dispute, for the Courts to decide. Nonetheless, it seems to me that it would be advisable to include reference in the Brief to the fact that existing rights of way will not be interfered with.

Recommendation

94. I recommend that the Outline Planning Brief be amended to include reference to the fact that existing rights of access and/or way will be neither extinguished nor interfered with.

10 Greenways and Adjacent Field

Representor

Mrs A Holford and Mr and Mrs A Davison (represented by Mrs N Davison)

The Main Issue

95. At issue is whether the OPB implies that permission will be forthcoming for the future development of Greenways and adjacent field.

The Case for the Parties

96. Mrs Holford together with Mr and Mrs Davison are joint owners of Greenways on Belgrave Lane, and a parcel of land to the east. They have been trying for a number of years to obtain permission to develop the site, and are pleased to note that, subject to the approval of the Brief, permission for both the site and possibly for the dwelling and adjacent site combined would now be likely to be forthcoming. They thus support the OPB in its entirety.
97. The Environment Department confirms that, subject to the implementation of adequate protective measures to deal with gas emissions from the adjoining landfill site and raising of the site to above the design flood level, the OPB would not preclude comprehensive redevelopment of Greenways and the adjacent land.

Inspector's Considerations and Conclusions

98. I note the Representors' support for the OPB, and the Environment Department's reply. Further progress on this matter is now dependent upon finalisation of the Brief, and then between the parties concerned.

Recommendation

99. I recommend that no change be made to the Outline Planning Brief in response to this submission.

11 South-Western Field

Representors

La Société Guernesiaise (represented by Dr C T David); Mr and Mrs D J Edwards; Mrs A Holford and Mr and Mrs A Davison (represented by Mrs N Davison); Deputy S Ogier

The Main Issue

100. At issue is whether the whole of the south-western field (referred to in OPB sections 2.6 and 2.7) should be protected from development.

The Case for the Parties

101. La Société Guernesiaise considers that the field in the south-western corner of the OPB site should be preserved in its entirety. It is suggested that this could be

achieved by re-routing the proposed road away from the site (one alternative being linking Victoria Avenue to the pumping station access road) and not building houses on this ecologically important area. In which case, there would be much less need for the proposed flood embankment.

102. La Société point out that the south-western field consists of 'semi-improved grassland' with good hedge-bank boundaries. The field is also of archaeological interest, containing a standing stone. 'Unimproved grassland' is very species rich, primarily as a result of having been managed in the same manner for a long period of time, and has not been fertilised, re-sown, or had weed killer applied. Such areas are frequently 'improved' by being re-seeded and fertilised. If 'improved grassland' is managed for a long period without re-seeding or applying fertiliser it gradually, probably over a hundred years, reverts to its 'unimproved' state. Grassland during this process is termed 'semi-improved', and has more species than 'improved grassland', although the effect of the previous management regime can still be seen in the species mix that occurs in the field. 'Semi-improved grassland' can also be found where 'unimproved grassland' has been lightly fertilised. 'Semi-improved' grassland is commoner in Guernsey than 'unimproved grassland', but much less common than 'improved grassland'. Surveys undertaken by La Société revealed 46 species of plants in the subject field; more would be found if surveys were conducted throughout the year.
103. Mr and Mrs Edwards express concern regarding the development of part of the south-western field, which appears to have been precipitated by the need to construct the secondary access road and an embankment to protect properties in Victoria Avenue from flooding. Whilst appreciating the need for flood prevention measures, they oppose the loss of this ecologically important field, particularly in view of the fact that under current planning regulations a private owner would be unlikely to receive permission to develop a comparable area of pasture.
104. As an aside, Mr and Mrs Edwards suggest that public appreciation of the proposed scheme would be improved by the preparation of a scale model.
105. Mrs Holford and Mr and Mrs Davison support the intention to retain as much of the south-western field as possible.
106. Deputy Ogier is likewise opposed in principle to any building on the archaeologically and ecologically important south-western field.
107. In reply, the Environment Department point out that over 80% of the Vinery site has been previously used for horticultural purposes and this activity has detracted from much of the ecological value of the site. The net effects of the proposals contained in the draft OPB will be to conserve, enhance and restore areas of natural habitat. The challenge has been to sensitively integrate new housing development with habitat creation and protection, flood defence, archaeological preservation and access and amenity functions.

108. The south-western field within the OPB area is low lying, has good hedge-bank boundaries, and is prone to flooding. The field and its boundaries appear to have been unchanged for more than 200 years, with little sign of agricultural improvement. As such it meets the criteria for good 'semi-improved grassland' in Guernsey. The field and its surrounding hedgerows are known to support a valuable assemblage of flora and fauna classified as being of High Guernsey Value; this being defined as an area that forms part of a wider area of important natural habitat with its own intrinsic merits. However, no species of particular importance has been found, and the field is not of sufficient size to merit a higher grade in its own right. The field would not therefore meet the criteria for designation as a Site of Nature Conservation Importance (SNCI).
109. The draft OPB sets out to protect and enhance as much of the south-west field as possible. However, the protection and enhancement of this field needs to be balanced against the need to protect adjoining properties from the risk of flooding and to provide satisfactory access to the site. It is also important not to lose sight of the overall objective of the HTA designation, which is to make provision for affordable and social housing.
110. Having regard to the effects of climate change and increased urbanisation within the areas of the Marais water catchment and floodplain, consulting engineers have recommended a bund to protect the low lying areas in Clos des Isles and along Victoria Avenue. The level of the bund is nominally 4.64m AOD plus a freeboard allowance of 0.3m to take account of physical processes such as wave action in the floodplain, consolidation settlement of the embankments and uncertainties in hydrology and hydraulic analysis.
111. The ground elevation of the south-western field along its boundary with properties in Victoria Avenue varies between 4.90m AOD at its eastern end and 4.36m AOD at its western end with a low point of 3.45m mid-way along its length. Therefore, the height of the bund would be just 0.04m at the eastern end, up to a maximum of 1.49m high mid way along this boundary.
112. In addition to the proposed bund, it is also necessary to have regard to the need to provide adequate vehicular access from the south, and to facilitate vehicular, pedestrian and cycle movements within the site. Victoria Avenue itself is unsuitable as an access route, as its junction with Les Banques is sub-standard and incapable of improvement without property demolition. Having considered a range of alternatives, it has been concluded that a link road extending from the proposed spine road through to Victoria Avenue will provide the requisite access and an alternative route to the sports and leisure facilities at the western end of Victoria Avenue. A link to Victoria Avenue across the former landfill site was considered. However, investigations revealed a number of potential, possibly insuperable, problems with this route. The only reasonable alternative is to take the roadway through the semi-improved field, whilst seeking to protect and conserve as much of the field as possible. There are potentially two points at which the road can connect with Victoria Avenue. The OPB assumes that the roadway will cross Millbrook and clip the corner of the recreation ground before joining Victoria Avenue adjacent to the sports ground building. The alternative,

- which is a matter for negotiation with the landowners concerned, would avoid crossing Millbrook and leave the recreation ground intact. This option would also have the benefit of keeping the road closer to the southern boundary.
113. The proposed road will be elevated above existing ground level, and unless shielded in some way could impinge upon the residential amenity of adjoining properties in Victoria Avenue. Equally, a frontage made up of rear gardens and boundaries, together with the usual domestic paraphernalia, will not present a very attractive approach to the development. A dense belt of planting could shield the view. However, this would take time to establish and could pose a threat to the security of the adjoining properties. The preferred option is thus to accommodate frontage development along the southern side of the road. This has the effect of defining an attractive edge to the road and protecting the residential amenity of neighbouring properties
114. The route proposed by La Société is unacceptable as it would substantially intensify the use of the pumping station access road at its junction with Les Banques. This would have the effect of exacerbating turning movements on Guernsey's busiest stretch of road close to the problematic Red Lion roundabout and the proposed Belgrave Flats access. Furthermore, the suggested road would impact upon a reed-bed area that has been identified as a SNCI and an Area of Landscape Value which separates the parishes of St Sampson and St Peter Port. The elevated section of road would also impinge upon the residential amenity of properties in Clos des Isles and could prejudice the Housing Department's plans to upgrade and redevelop the Victoria Avenue flats complex.
115. Finally, whilst visually appealing, a scale model would fail to convey an accurate impression of the development proposed. It would also be costly to produce and then difficult to adapt as the scheme evolves.

Inspector's Considerations and Conclusions

116. The archaeological and ecological value of the south-western field is not in dispute. Extensive surveys have confirmed its value as an area of species rich 'semi-improved grassland' that is relatively uncommon throughout Guernsey. However, it is also evident that the characteristics of the site are not so uncommon, nor is it of sufficient size, for the site to meet the criteria for designation as a SNCI. I am thus satisfied that it is appropriate for the OPB to seek to protect as much of the field as possible, rather than requiring the site to be preserved in its entirety. And, while protection of the field is the preferred option, it is necessary to weigh that objective against other competing requirements.
117. A series of comprehensive studies undertaken between 1992 and 2004 have confirmed that a sustainable drainage and flood prevention strategy needs to be implemented to protect properties both within the site and nearby. More detailed studies have concluded that, amongst a range of measures, a bund is required to protect properties in the low lying areas immediately south of the site, including those on Clos des Isles and Victoria Avenue. To be effective, and to ensure that the maximum number of properties are protected, it is clear that this bund must

be contained within the Vinery site, and as a result, it is inevitable that it must be aligned through, and thus impact upon, the south-western field.

118. It is also necessary to consider the means of access into and throughout the site. It is proposed to provide a central spine-road, extending from Les Banques to Le Murier, with secondary access links to Vale Road and Victoria Avenue. I am satisfied that this is the optimum layout for the site. I also recognise that providing a suitable link between the secondary road serving the southern part of the site with Victoria Avenue is difficult. However, having reviewed the findings of consultants who have studied the alternatives in detail, I share the Environment Department's view that it would be inappropriate to align the new road across the former landfill site. As a consequence, the need for the new road to cross the south-western field to reach Victoria Avenue is unavoidable. It thus follows that in order to minimise land take, the vertical alignment of the road should form the aforementioned bund.
119. In broad terms, the OPB seeks to reconcile the competing need to create an attractive environment, incorporating extensive areas of landscaping and public open space, with the need to provide enough dwellings to meet social and affordable housing targets established through the Corporate Housing Programme, plus other housing, sufficient to justify the initial expenditure on infrastructure necessary to bring the site forward for development (estimated in June 2005 at £16M). It is thus necessary to maximise the amount of land made available for development whilst not compromising desirable design, open space and landscape standards. In light of these somewhat conflicting requirements, and having considered various alternative solutions, I am persuaded that it will be necessary to extend development into the south-western field in the manner suggested in the OPB. At the more detailed level, I concur with the Environment Department's view that development to the south of the proposed link road will present a more attractive entrance to the Vinery site than would otherwise be the case. Given that it is intended to provide 'gateway' buildings at the entrance to and within the site, it would be irrational not to pay similar regard to the secondary access off Victoria Avenue.
120. I have considered alternative means suggested to protect the south-western field, including the provision of the route submitted by La Société Guernesiaise, and the possible termination of the secondary road immediately east of the subject field. However, I find serious deficiencies in the route suggested by La Société. It would, in particular, result in a significant increase in traffic conflict and congestion on Les Banques. Likewise, foreshortening the secondary access would necessitate re-locating the development presently proposed within the south-western field. This would, of necessity, result in either a reduction in the proposed central landscaped area or a reduction in open space elsewhere within the site, each of which would, in turn, compromise surface water drainage requirements. It would also fail to achieve the highway improvements, in particular the reduction in traffic movements at the Victoria Avenue/Les Banques junction, that will be afforded by the scheme as presently proposed.

121. On balance, therefore, I am persuaded that it is appropriate for the OPB to identify, as proposed, approximately one-third of the south-western field for development, comprising the requisite bund, secondary access road and frontage housing. And for the remainder of the field to be managed as semi-improved grassland.
122. Finally, I concur with the Environment Department's view that production of a scale model would do little to convey an accurate impression of the development proposed. It would be impossible to realistically distinguish between building heights on anything other than a very large model, which would be inordinately expensive to construct, impracticable to use, and costly to adapt.

Recommendation

123. I recommend that no change be made to the Outline Planning Brief in response to these submissions.

12 Wastewater Treatment

Representors

La Société Guernesiaise (represented by Dr C T David); Mr L Vaudin

The Main Issue

124. At issue is whether the OPB should include provision for a wastewater treatment works.

The Case for the Parties

125. It is generally recognised that a wastewater treatment works will have to be built on the Island sometime in the near future. La Société Guernesiaise is concerned that a suggested site near where the main drain enters the sea, will impact upon an area of ecological importance. La Société thus considers that an area of land should be reserved for this purpose at the Vinery site.
126. Mr Vaudin supports the suggestion that part of the Vinery site be reserved for use as a wastewater treatment works.
127. The Environment Department points out that Strategic Policy 27 of the Strategic Land Use Plan requires the completion of technical assessments of methods of sewage treatment before a site for a wastewater treatment works can be identified in relevant development plans. Until such time as provision can be made in the Capital Works Programme for these works, the Public Services Department is committed to monitoring technical innovations in the wastewater treatment industry with a view to identifying the best environmental option for the Island's sewage disposal.
128. A study conducted in 1999 showed that a centralised site on the east coast of the Island in the vicinity of the existing works at Belle Greve is the most cost effective and environmentally acceptable location. However, technical assessments of the best practicable environmental options have not been

completed. Neither has provision been made in the Capital Works Programme. Nonetheless, there is no reason to assume that a small works designed to meet appropriate environmental quality standards could not fit on the preferred site. On the other hand, there is no evidence to suggest that the Vinery site would be a suitable location. Hence it would be wrong to stifle the development of part of the site, all of which has been identified in the Urban Area Plan specifically for housing development.

Inspector's Considerations and Conclusions

129. It is evident that various technical assessments need to be completed before a suitable site for the required wastewater treatment works can be finally identified. And while a centralised site in the vicinity of the existing Belle Greve headworks has been identified as the preferred option, it appears that it may be some time before finance will be made available for the project.
130. I have no reason to dispute the Environment Department's assertion that a compact, cost effective and environmentally acceptable works cannot be constructed on the preferred site adjacent to the existing headworks. On that basis, I can see no reason to set aside part of the OPB site when there are clear indications that a wastewater treatment works can, and should, be located elsewhere. Furthermore, I am concerned that the use of additional parts of the Vinery site for non housing uses could undermine the financial viability of the whole scheme as presently proposed.

Recommendation

131. I recommend that no change be made to the Outline Planning Brief in response to these submissions.

13 'Closed Market' Housing Mechanism

Representor

Deputy S Ogier

The Main Issue

132. At issue is whether it would be possible to introduce a 'closed market' house pricing mechanism to assist house purchase.

The Case for the Parties

133. Deputy Ogier suggests that, in response to Guernsey's elevated house prices, a 'closed market' should be created alongside the existing 'open' and 'local' markets. Closed market housing would be sold at or just above cost and the price then fixed to inflate every year with the prevailing Retail Price Index. The purchaser, who would be required to fulfil various criteria, either first time buyer, low income, or other, would thus be able to purchase a relatively cheap house, and thereby avoid having to pay rent for years. The property would be subsequently sold at a fixed price plus annual RPI.

134. In reply, the Environment Department maintain that house pricing mechanisms is a matter for the Housing Department to consider.

Inspector's Considerations and Conclusions

135. I recognise that house pricing in Guernsey is a complex and sensitive issue. And in my view, any attempt to bring house prices within the reach of those who would otherwise be unable to enter the housing market, and to ensure that such houses remain within reach, is to be applauded. However, the legalities of the suggested 'closed market' system requires careful consideration, in particular with regard to the method whereby long-term control is to be exercised over the re-sale price of the property. Likewise, the possibility that the buyer of a 'price protected' property may at some future date be unable to move up the housing market 'ladder' by virtue of the fact that the price of 'non-protected' properties has increased at a rate significantly greater than the RPI needs to be recognised.
136. The OPB is primarily concerned with land use planning matters. And while anticipated types of tenure will influence financial viability, densities and phasing, house pricing and control mechanisms are beyond the scope of the Brief. Nonetheless, it seems to me that, in principle, a suggested 'closed market' scheme warrants further consideration elsewhere.

Recommendation

137. I recommend that no change be made to the Outline Planning Brief in response to this submission.

14 Les Marais Farm Field

Representor

Deputy S Ogier

The Main Issue

138. At issue is whether the Les Marais Farm field included within the HTA should be developed.

The Case for the Parties

139. Deputy Ogier is opposed to building on green field sites in principle, and on the south-western field (see section 11 of this Report) and the Les Marais Farm field in particular. The Farm field is quite soggy, being the lowest lying part of the Vinery site, and unlike the majority of the site, is still in agricultural use.
140. The Environment Department notes that Les Marais Farm is privately owned. The owner's co-operation will thus be necessary if development of the subject field is to proceed.
141. The Les Marais Farm field is a low lying, intensively farmed pasture, with good hedge-bank boundaries. Although heavily improved for agriculture, the field has been classified as Medium Guernsey Value due to its low elevation,

dampness, bird community and presence of particular invertebrates. Medium Guernsey Value land is defined as that which forms part of areas of wider value, but which themselves have low intrinsic value. The OPB proposes that the hedgerows surrounding the field should be preserved and improved, and recommends that it, together with other areas to the north, form the final phase of development. In the meantime, the creation of the restored wetlands to the south will more than offset their loss by establishing a more species rich and extensive habitat.

Inspector's Considerations and Conclusions

142. I am satisfied that the OPB seeks to include as much open space within the development scheme as is reasonably practicable, having regard to existing site characteristics, the need to fully integrate the proposed development with its surrounds, and over-riding financial constraints.
143. Notwithstanding the fact that the Les Marais Farm field is one of the few areas within the Vinery site that is still in active agricultural use, the Brief includes the field within the northern neighbourhood of proposed development. However, in light of ecological survey evidence, it seems from me that other than the boundary hedgerows, which are to be retained, the field itself is of little intrinsic ecological value. The loss of the field to development must therefore be balanced against the need to create a cohesive layout within which areas of built development and open space are properly integrated, and weighed against the intended provision of open space. Overall I am satisfied that, while the loss of this area of agricultural land is regrettable, the Brief makes proper provision for the creation of cohesive neighbourhoods without undue fragmentation, and more than adequate provision for open space, including restored wetlands, to compensate for the loss of the subject field to development.

Recommendation

144. I recommend that no change be made to the Outline Planning Brief in response to this submission.

15 Creative and Innovative Design

Representors

Deputy J Gollop; Deputy S Ogier

The Main Issue

145. Both submissions express support for creative and innovative design.

The Case for the Parties

146. Deputy Gollop and Deputy Ogier expresses support for creative and innovative designs that will minimise the amount of surface space given over to car parking, possibly by means of underground parking, and the inclusion of measures for the use of renewable energy.

147. The Environment Department confirm that creative and innovative designs which ensure that car parking is not allowed to dominate the public realm will be encouraged. As also will the conservation and sustainable use of water and energy, as far as reasonably practicable.

Inspector's Considerations and Conclusions

148. I welcome the support given by both Representors and the Environment Department to creative and innovative design, which is recognised as a key development concept (section 3.1), and the conservation and sustainable use of water and energy. However, I am not persuaded that underground car parking will be a practicable proposition, given the site's high water-table and its present tendency to flood. Ground-floor parking with accommodation above would be a more practicable proposition.

Recommendation

149. I recommend that no change be made to the Outline Planning Brief in response to this submission.

16 Duval Vinery

Representor

Mr R Higgs (accompanied by Mr A Ozanne and Mrs Brewer)

The Main Issue

150. At issue is whether Duval Vinery should be developed immediately, in advance of the phased development of the rest of the OPB site.

The Case for the Parties

151. Mr Higgs is the owner of Duval Vinery, and as such recognises the strategic importance of the Belgrave Vinery site to meet the Island's social and affordable housing needs. He thus supports in principle the objectives set out in the OPB.
152. Duval Vinery lies within that part of the HTA identified as the final phase of development. The Vinery is still in active use for the growing of organic tomatoes. However, the business is no longer viable; the glasshouses require constant and expensive maintenance and it is difficult to obtain staff with the necessary skills. Mr Higgs thus proposes that phasing for the development of the Vinery be brought forward, to enable the site to be developed at the earliest opportunity on a 'stand-alone' basis. Development of the site will lead to the early installation of the green lane serving the new schools at Les Nicolles, which will be a tremendous benefit to pedestrians and cyclist, and the early installation of an improved junction with Le Murier, which will assist contractors as the remainder of the OPB site is developed.
153. Duval Vinery could be made available immediately for development. Development would not impinge upon existing or proposed views. The site can

be developed without the need for expensive infrastructure as will be required for the States' owned land to the south. It is in a single ownership with its own access off Le Murier that could be used if required and is free of ecological or archaeological constraints. The site does not require raising for flood prevention as it is above the 3.4m contour. And finally, the waste transfer depot has not proved to be a bad neighbour, and is, in any event, closer to existing dwellings than to the site.

154. In reply the Environment Department maintain that the early release of the Duval Vinery site would be inappropriate and unnecessary, and that an independent access to Le Murier is undesirable.
155. The OPB proposes that the phasing of development should commence in the south and east and gradually progress towards the north and west, ending with development of Les Marais Farm fields. There are a number of reasons for the proposed phasing direction. Firstly, the propose drainage infrastructure and landscape works need to be implemented at the outset ahead of any new housing development. Secondly, the early phases of development need to be served by the primary access from Les Banques as the access from Le Murier is unable to cope as the sole access for the early phases of development. Thirdly, the creation of the primary access and installation of the replacement gravity outfall will necessitate the removal of Belgrave Flats; these will need to be replaced in the early phases of development. Fourthly, progressive removal of habitat from the east to west will encourage the emigration of ground dwelling fauna (and foraging barn owls) towards the wider Marais area. And finally, development in the southern and eastern parts of the site will be more readily absorbed within the established pattern of development, whereas development in the northern and western parts of the site will begin to encroach upon open countryside, and should therefore only be contemplated when other more compatible parts of the site have been developed.
156. Early development of the Duval Vinery site is also restricted by a number of physical constraints, including its proximity to the waste transfer depot and sewage emptying point, and the use of the Le Murier access as an off-road driver/vehicle testing area. The sewage emptying point is the busiest on the Island. In time, as the network extension programme is rolled out it is anticipated that use of this facility will diminish and that it will ultimately be decommissioned. The emptying point is at present relatively remote from residential properties. However, it would be inadvisable to bring dwellings any closer to the facility where residents would be exposed to offensive odours.

Inspector's Considerations and Conclusions

157. Duval Vinery is situated at the north-western edge of the OPB site and as such lies, as noted above, within the final phase of proposed development. I recognise that there are no over-riding physical constraints sufficient to prohibit its development in the immediate future, and that being in single ownership it could be brought forward without delay. However, the agreed purpose of the OPB is *'to ensure that the release of land at Belgrave Vinery is managed on a*

phased basis and that is it is predominantly used to provide affordable and social housing in accordance with targets to be established through the Corporate Housing Programme' (Billet d'État II 2003). Early development of the Duval Vinery site would, in my view, fail to achieve this objective.

158. The Environment Department has drawn attention to a range of physical, economic and ecological reasons why development should progress gradually from the southern and eastern parts of the site towards the north and west. I fully endorse those reasons which provide a sound basis for the co-ordinated development of the Vinery site as a whole. Any deviation from this phasing pattern would seriously undermine this systematic approach. Premature development of the Duval Vinery site would thus result in an isolated and intrusive area of development that would, for the foreseeable future, be unrelated to development elsewhere within the OPB site. Furthermore, I concur with the Environment Department's view that it would be inappropriate to contemplate development within this part of the OPB site in advance of the cessation of use of the sewage emptying facility. The sewage emptying facility is recognised in the Brief as a major blighting issue, which needs to be removed (section 3.6). Development of the Duval Vinery site in advance of the removal of this facility would thus conflict with the States' objective to create a high quality neighbourhood that provides an attractive place to live.
159. It is also necessary to consider the suggested early release of the Duval Vinery site in the context of housing need. The OPB site has, as noted above, been identified as a site for the development of predominantly affordable and social housing in accordance with targets to be established through the Corporate Housing Programme. However, the States' Housing Department has confirmed that it has no plans to bring forward proposals for the development of the Belgrave Vinery site in the foreseeable future, partly in response to funding constraints, but also because there are presently sufficient development opportunities on the Department's existing land holdings to meet the States' immediate social housing needs. It is thus clear that the Duval Vinery site is not required to meet an existing social housing need. It follows that, if released, the site would, in all probability, be developed for market housing. This would, in turn, undermine the primary purpose of the Belgrave Vinery HTA allocation, and reduce the Belgrave Vinery site's potential to meet any emerging long-term social housing need.
160. Finally, it is necessary to recall that, in order to ensure that the development of the Belgrave Vinery site is managed on a phased basis and is predominantly developed for affordable and social housing, it is proposed that the release of each phase will require a States' resolution (Billet d'État II 2003). In the absence of an identified demand for additional land for social housing, and in light of the above mentioned constraints and the need for initial infrastructure investment, it is highly unlikely that States' approval will be forthcoming.

Recommendation

161. I recommend that no change be made to the Outline Planning Brief in response to this submission.

17 Miscellaneous Matters

Representor

Deputy J Gollop

The Main Issues

162. The submission expresses support for the provision of open spaces, the 'green lung' concept, and wildlife conservation.
163. The submission also suggests that the Brief should include, draw attention to, or propose a range of issues or features detailed below.

The Case for the Parties

164. Deputy Gollop expresses support for the provision of open spaces, the 'green lung' concept, and wildlife conservation. He also suggests that:
 - some land within the Vinery site could be managed for both recreation and wildlife uses;
 - areas of pastoral landscaping should be provided;
 - archaeological features should be signposted and carefully conserved;
 - the possibility of a one way system through the site should be investigated;
 - bus services should be routed through the development in order to discourage motor-car use both within the site and on surrounding roads;
 - priority should be given throughout the development to pedestrian movements, with minimisation of car parking areas;
 - developments should be phased; and
 - the importance of Environmental Impact Assessments prior to each phase of development should be recognised.
165. The Environment Department acknowledge the expression of support for aspects of the OPB.
166. For over a decade the Belgrave Vinery HTA has been the subject of a series of rigorous and systematic technical assessments which, taken together, present a comprehensive and detailed picture of the likely impacts of development and the measures needed to mitigate any adverse effects. Specifically, a range of ecological studies have formed the basis for open space and wildlife management provision throughout the site. Likewise a range of engineering studies have formed the basis for highway proposals, including links with the surrounding areas and the provision of pedestrian and cycle priority routes.

167. The OPB proposes the appropriate management of areas of open space; the minimisation of car parking consistent with the need for highway safety; and the phasing of development.

Inspector's Comments and Conclusions

168. I acknowledge the support given by Deputy Gollop in the OPB to the provision of open spaces, the 'green lung' concept, and wildlife conservation.
169. The Brief includes mention of potential management arrangements for areas of open space for wildlife, and the protection of archaeological features. More detailed management issues, including signposting, are best left to the design and implementation stages of development.
170. The Brief likewise contains full details regarding phasing, confirming that phasing is necessary for the successful development of the site. The Brief recognises the importance of phasing by confirming that the release of each phase will require a States' resolution (Billet d'État II 2003). However, given the number and depth of studies concerning the character and ecological value of component parts of the site, I am not persuaded that further Environmental Impact Assessments, or similar, will be required in advance of the release of each phase of development.
171. The OPB also contains details of access and highway network proposals, including confirmation that within each neighbourhood priority will be given to pedestrian and cycle movements, and that car parking provision will be minimised consistent with the needs of highway safety and good design. And finally, the Brief also confirms the intention of the access strategy to, inter-alia, enable the site to be served efficiently and effectively by public transport whilst restricting extraneous through access by other vehicles.
172. In conclusion, therefore, I am satisfied that the majority of substantive issues raised by Deputy Gollop are satisfactorily dealt with in varying degrees of detail in the OPB.

Recommendation

173. I recommend that no change be made to the Outline Planning Brief in response to this submission

18 Overall Conclusions

174. The Belgrave Vinery HTA provides a unique opportunity to meet Guernsey's affordable and social housing needs for many years to come. It also provides an opportunity for a meaningful contribution to be made to the housing market.
175. There is a broad measure of support for the proposals, with the majority of Representors recognising both the immediate and long-term need for social and affordable housing and the need to make beneficial use of the site. In advising the States on the merits of the submissions and the soundness of the Brief, I have been mindful of that support and the opportunity presented by the site to achieve

a positive planning objective. I concluded that the Belgrave Vinery site can be developed to provide a high quality built environment with significant areas of landscape, fully integrated with surrounding development, that is capable of establishing its own local identity and character. However, the difficulties of achieving this as phased development gradually extends across the site should not be underestimated. The implementation of landscaping proposals and the provision of community facilities during the early stages of development will be essential in order to avoid creating the ambience of a long-term building site. Likewise, I recognise that the significant amount of expenditure required for the provision of flood prevention measures and requisite infrastructure before the site can be brought forward for development will necessitate a careful analysis of the percentile relationship between social/affordable and market housing that needs to be provided in order to achieve viability.

176. Overall I am confident that the Brief has been written in a way that will enable detailed design proposals to be progressed, for a degree of flexibility to be retained, and ultimately for the States' aspirations for the site to be achieved. My few recommendations for amendments have sought only to clarify those intentions, and to assist the design and implementation process.

Peter Beasley DipTP DipLD MRTPI
Planning Inspector
5 August 2005

APPENDIX 1: LIST OF REPRESENTORS

<u>Reference Number</u>	<u>Name</u>	<u>Summary of submission</u>
1	Mr R Higgs	Supports the Draft OPB but wants Duval Vinery to be developed immediately rather than in phase 3, if necessary with its own access from Le Murier.
2	Mr M J Blampied	Objects to the suggestion that the southern gateway building could be up to four storeys high.
3	Mrs ND Shorto	Objects to the possibility of four and five storey buildings. Supports the retention of existing trees and their reinforcement with new planting - particularly with reference to a field in the southern part of the site. Also suggests that, to reduce use and make it safer for pedestrians, residents at the western end of Belgrave Lane should access their properties from the proposed Victoria Avenue link rather than Belgrave Lane.
4	Dr CT David for La Société Guernesiaisie	Suggests two amendments to the draft plan. The first is to introduce provision for a sewage works in the Belgrave Vinery; the second is to preserve a field in the south-western corner of the site by providing an alternative access route (outside the Belgrave Vinery OPB area).
5	Mr S Robertshaw	Expresses concern about losing the open view from Le Murier to the south/south west. Also suggests that Le Murier be taken out of the Housing Target Area and that, in the long term, an urban park encompassing Chateau de Marais be encouraged.
6	Deputy John Gollop	Comments on a range of topics: <u>Urban Design and Traffic Issues</u> Supports open space and wildlife conservation Suggests some land could be managed for both recreational and wildlife uses Suggests archaeology should be signposted and carefully conserved Recommends that developments be phased

Recognises a limited role for small shops and workshops as a minor part of the community, but secondary to meeting housing needs under the Corporate Housing Programme

Suggests new bus routes be routed via the new estate to discourage use of motor cars

Suggests the possibility of a one-way road system

Recommends the maximisation of pedestrian role; and the minimisation of car parking lots

Environment

Supports the 'green lung' concept

Suggests that pastoral landscaping is required

Suggests that innovative architecture is required for all built landscape

- | | | |
|----|----------------------------------|---|
| 7 | Housing Department | Suggests that, in view of the strategic importance of Belgrave Vinery as a land bank to meet social housing needs, the urban design criteria included in the OPB should be reviewed to ensure that they do not conflict with the prime aim of using the site to provide social housing. |
| 8 | Mr and Mrs Davison & Mrs Holford | Supports the Draft OPB and wants the ability to develop Greenways and the adjacent field. |
| 9 | Deputy Scott Ogier | Would ideally like to see the OPB site returned to its original marshy/wooded state and become a nature reserve. However, the pressures for 'affordable' housing is recognised. Suggests a mechanism for ensuring relatively cheap housing for part of Belgrave Vinery site. Supports the protection of a field in the south-western part of the site, and suggests that Les Marais Farm field not be built on. Asks that space be maximised with underground parking with minimisation of surface space given over to car parking. Suggests that all new housing should include measures for energy conservation and the generation of electricity |
| 10 | Mr and Mrs DJ Edwards | Generally supportive of the Draft OPB, but expresses concern about the proposed partial development of the field in the south-western part |

- of the site for a secondary access road and for flood prevention measures. Also suggests a scale model would be useful.
- 11 Mr KW Tostevin Proposes two new roads (largely outside the OPB area).
- 12 Mr Roland Ogier Proposes that as many people as possible be encouraged to live near the centres of St Peter Port and the Bridge before any extensive housing is built in the open space between. Proposes that the potential view from Le Murier be realised as soon as possible and then, if possible, protected. Also raises concerns regarding the adequacy of the 9" conduit that drains farmland to the west into Barker's Quarry.
- 13 Mr R Ogier,
President, National
Trust of Guernsey Proposes that the centres of St Peter Port and the Bridge should be enhanced by encouraging as many people as possible to live in them whilst protecting the open countryside. Also proposes that the greenhouses to the south of Le Murier be cleared to allow a view across the Marais before it is decided whether or not to block that view.
- 14 Mr P Gillson for
St Sampsons
Douzaine Confirms that the Douzaine is fully supportive of the landscape and recreation aspects of the Draft OPB, especially the central area and re-naturalisation of the Marais stream, and supports the proposed footpath/cycle way to the new schools. Seeks to ensure that paragraph 3.6 does not preclude the building of amenities (including a Douzaine Room) on other areas of the site.
- 15 Mr P Jones for the
Guernsey Housing
Association Supports the proposals to use the site for affordable housing.
- 16 Mr and Mrs Davison
& Mrs Holford Objects to part of Representation no.3 made by Mrs ND Shorto, specifically her objection to buildings over 3 storeys. Supports higher density building in the area. Confirms that access from Victoria Avenue to Greenways and Peacehaven is provided for in the deeds of both properties, and so does not support Mrs Shorto's proposal to remove the proposed limited vehicular access for Belgrave Lane residents.

- 17 Mr and Mrs Davison & Mrs Holford Refers to Representation no.4 by La Société Guernesiaise and Representation no.10 by Mr and Mrs D J Edwards, both of which expressed concern regarding proposed development of a field in the south-western part of the site. Supports their desire to retain a green area which has not, in living memory, been built on and would encourage minimal development in that area.
- 18 Lance Vaudin Refers to Representation no.6 by Deputy John Gollop, specifically his suggestion re section 3.6 that land use should minimise densities and allow flexibility for small shops and commercial premises. Suggests the OPB site provides a mix of uses, including low income commercial activities e.g. builders yards and skip depots. Supports submission no.4 by La Société Guernesiaise to reserve some of the site future needs, such as sewage processing. Also suggests that social housing could be provided in the rural area rather than at Belgrave Vinery.
- 19 Eric Legg
Chairman of
Construction Industry
Forum The submission refers to Representation number 6 by Deputy John Gollop, specifically his proposal on paragraph 3.6 that land use should minimise densities and allow flexibility for small shops and commercial premises. Further Representation number 19 expresses the concern of the Construction Industry Forum that the development of the site will result in the loss of further land for construction related businesses and suggests that there should be (1) provision for the granting of temporary or permanent permission for existing users of the site at least and (2) support from the Environment Department for a separate policy for construction related businesses to enable the present users of the site to go elsewhere.
- 20 Mr and Mrs R J
De La Mare Supports Representation no.2 by Mr Blampied in his objection to three and four storey buildings along the road frontage. Suggests that houses/flats of this height would be better placed further within the development. Also suggests that there should be a green area of trees and shrubberies, or alternatively a new Constables Office with parking, along Le Murier road frontage. Also raises

concerns about the effect on traffic flow of additional housing together with the proposed new schools.

- 21 F & E Marquis Refers to representation no.11 by Mr Tostevin and expresses concern regarding the effect on traffic flow of having two more roads opening into Baubigny Road. Supports the construction of a new road leading onto Route de Coutanchez or Pitronnerie Road.
- 22 Mr K Tailby
President Guernsey
Building Trades
Employers'
Association Supports Representaion no.19 by Construction Industry Forum

APPENDIX 2: INQUIRY DOCUMENTS

Report on Preliminary Site Investigation No. A1111 : February 1991	C J Associates Geotechnical Ltd
St Sampson's Marais Surface Water Drainage and Water Resources Study. Phase 2 Report. Volume 1 Main Report and Volume 2 Appendices : April 1995	Binnie & Partners Consulting Engineers in association with McCathie Associates
St Sampson's Marais Surface Water Drainage and Water Resources Study. Environmental Appraisal : April 1995	Binnie & Partners Consulting Engineers with assistance from La Société Guernesiaise
Housing Target Area 8 (Belgrave Vinery). Feasibility Study. Final Report : April 1998	Drivers Jonas
Population and Housing Policies 1998 (Pages 34, 39-43 and Appendices II-VII)	Advisory & Finance Committee, States of Guernsey
Belgrave Vinery, Guernsey. Review of Drainage Requirements (Update of 1995 report) : January 2002	Binnie Black & Veatch
Survey of Guernsey's Housing Needs (Billet d'État 29 May, 2002 IX) and Resolutions on Billet d'État IX 2002	States Housing Authority, States of Guernsey
Scenarios of Climate Change for Islands within the BIC Region : July 2003	Met Office Hadley Centre
2003 Sustainable Guernsey. Monitoring Social, Economic & Environmental Trends (Supplement to the 2003 Policy and Resource Plan. Billet d'État XIV 2003)	Advisory & Finance Committee, States of Guernsey
2003 Strategic and Corporate Plan (Strategic Land Use Plan). (Appendix to Billet d'État XXI 2003)	Advisory & Finance Committee, States of Guernsey
Belgrave Vinery Outline Planning Brief. Access Strategy and Highway Design : February 2004	Ove Arup and Partners
Housing Target Area 8, Belgrave Vinery, Guernsey. Contaminated Land Investigation and Geotechnical Investigation Report : March 2004	Amplus Ltd, Foundation & Geotechnical Specialists
Belgrave Vinery, Guernsey – Existing Ecological Conditions & Ecological Design Principles for (Re)Development : July 2004	Dr MJ Wells, Nicholas Pearson Associates & FG Caldwell.

Corporate Housing Programme. Progress against the 2003/2004 Action Plans and Development of the 2004/2005 Action Plans (Billet d'État 28 July, 2004 XII) and Resolutions on Billet d'État XII 2004	Housing Department, States of Guernsey
Belgrave Vinery. Landscape Character Assessment : August 2004	Luszczak Associates
2005 Policy & Resource Plan, incorporating Draft Strategic & Corporate Plan (Billet d'État XXII December 2004)	Policy Council, States of Guernsey
Letter confirming that the Draft Outline Planning Brief is in conformity with the objectives of the Strategic and Corporate Plan 2003 (Strategic Land Use Plan) : 9 December 2004	Policy Council, States of Guernsey
Opening Statement to the Inquiry : 21 June 2005	Environment Department, States of Guernsey

(NB The draft Outline Planning Brief, which is appended to this Report, is published separately.)

(NB The Policy Council supports the proposals)

(NB The Treasury and Resources Department has no comment on the proposals)

The States are asked to decide:-

Whether, after consideration of the Report dated 27th September, 2005, of the Environment Department, they are of the opinion:-

1. To approve the draft Outline Planning Brief as amended in accordance with the Inspector's recommendations as set out in Section 6 of that Report.
2. To direct the Treasury and Resources Department to arrange for the removal of the disused glasshouses south of Le Murier on land formerly known as Fountain Vinery and to prepare and landscape the area for possible use in the short term by low key employment uses pending redevelopment for housing in accordance with the Outline Planning Brief.
3. To direct the Treasury and Resources Department to investigate the potential for a segregated cycleway/footpath across the intervening land between the Belgrave Vinery Housing Target Area and the Les Nicolles Schools site.
4. To direct, through the Corporate Housing Programme, the Environment Department in consultation with the Housing Department to prepare a detailed master plan for the development in accordance with the provisions of the Outline Planning Brief.
5. To direct, through the Corporate Housing Programme, the Treasury and Resources Department, in consultation with the Housing Department and the Environment Department and other interested parties, to prepare an Implementation Plan to address funding issues and development content.

IN THE STATES OF THE ISLAND OF GUERNSEY

ON THE 2nd DAY OF DECEMBER 2005

Meeting adjourned from 30th November and 1st December

The States resolved as follows concerning Billet d'État No XIX
dated 28th October, 2005

ENVIRONMENT DEPARTMENT

ADDITION TO THE URBAN AREA PLAN, REVIEW 1 (2002) FOR THE
BELGRAVE VINERY HOUSING TARGET AREA

To defer consideration of this item until the January meeting of the States.

K. H. TOUGH
HER MAJESTY'S
GREFFIER