

DEVELOPMENT & PLANNING AUTHORITY

OPEN PLANNING MEETING AGENDA

An Open Planning Meeting will be held at Beau Sejour Centre, Cambridge Room, on **Wednesday 23 May 2018** at 12.45pm for a 1.00pm start.

The following application will be considered at the Open Planning Meeting:-

Agenda Item 1 :-

APPLICATION NUMBER:	FULL/2017/3017
APPLICATION ADDRESS:	Fort Road Farm Fort Road St. Peter Port
DESCRIPTION OF WORK:	Erect new indoor riding facility and sandschool. Demolish existing outbuildings, remove conifer trees and hedge, create new vehicular access and access road, erect post and rail fencing and carry out landscaping.
NAME OF APPLICANT:	Mr & Mrs D Farnon

The agenda for the open planning meeting, along with the planning application report relating to the application to be considered, which follows below, are made available five working days before the date of the Open Planning Meeting on the States website and also in hard copy at the Planning Service's offices. The planning application report below contains a summary of consultation responses and of any representations received on the applications from third parties.

There will be provision for **public speaking** at the open planning meeting. The opportunity to speak is afforded only to persons who:

a) have submitted a representation in writing within the period specified for publicity of the application under section 10 of the Land Planning and Development (General Provisions) Ordinance, 2007, along with the applicant and/or their agent for the application; and

b) who have notified the Planning Service in writing (by letter or by e-mail addressed to Planning@gov.gg) of their intention to speak which is received by the Planning Service by 12.00 Noon two working days prior to the date of the Open Planning Meeting (i.e. by 12.00 Noon on Monday for an OPM held on a Wednesday).



PLANNING APPLICATION REPORT

Application No: FULL/2017/3017
Property Ref: A410120000
Valid date: 08/12/2017
Location: Fort Road Farm Fort Road St. Peter Port Guernsey
Proposal: Erect new indoor riding facility and sandschool. Demolish existing outbuildings, remove conifer trees and hedge, create new vehicular access and access road, erect post and rail fencing and carry out landscaping.
Applicant: Mr & Mrs D Farnon

RECOMMENDATION - Grant: Planning Permission with Conditions:

1. All development authorised by this permission must be carried out and must be completed in every detail in accordance with the written application, plans and drawings referred to above. No variations to such development amounting to development may be made without the permission of the Authority under the Law.

Reason - To ensure that it is clear that permission is only granted for the development to which the application relates.

2. The development hereby permitted shall be begun within 3 years from the date of grant of this permission.

Reason - This condition reflects section 18(1) of the Land Planning and Development (Guernsey) Law, 2005 which states that planning permission ceases to have effect unless development is commenced within 3 years of the date of grant (or such shorter period as may be specified in the permission).

3. The development hereby permitted and all the operations which constitute or are incidental to that development must be carried out in compliance with all such requirements of The Building (Guernsey) Regulations, 2012 as are applicable to them, and no operation to which such a requirement applies may be commenced or continued unless (i) plans relating to that operation have been approved by the Authority and (ii) it is commenced or, as the case may be, continued, in accordance with that requirement and any further requirements imposed by the Authority when approving those plans, for the purpose of securing that the building regulations are complied with.

Reason - Any planning permission granted under the Law is subject to this condition as stated in section 17(2) of the Land Planning and Development (Guernsey) Law, 2005.

4. The development shall be carried out only in accordance with the details and specifications included in the submitted application, as set out in the Planning and Design Statement and the Lovell Ozanne letter dated 13 February 2018, and as may be varied by

further conditions below; in particular the premises shall not be used other than between 0800 hours and 1900 hours, and dressage events and other major events shall be limited to 24 such events in any year, unless previously agreed in writing by the Authority.

Reason - To make sure that the scheme takes the form agreed by the Authority and thus results in a satisfactory form of development.

5. No development shall begin on site until details of how traffic is to be controlled / marshalled on site during dressage and other major events to prevent the build-up of traffic on Fort Road and to minimise disruption to traffic flows along Fort Road, have been submitted to and agreed in writing by the Authority. The agreed measures shall be put in place during any dressage or major event.

Reason - In order to reduce or mitigate the impacts of the development upon the highway network.

6. No development, including site works, shall begin on site until a scheme showing details of the provision to be made for the parking of bicycles has been submitted to and agreed in writing by the Authority, and no part of the development, hereby permitted, shall be occupied or used until that provision has been made in accordance with the agreed details. Those areas shall not thereafter be used for any purpose other than the parking of bicycles.

Reason - To make sure that convenient provision is made for cyclists.

7. No development, including site works, shall begin on site until a scheme showing details of car parking spaces for use by disabled people has been submitted for the agreement of the Authority. Each disabled parking space shall be provided, as agreed in writing by the Authority, and clearly marked on the site before the first occupation or use of the building hereby permitted. Thereafter, these spaces shall not be used for any other purposes, including other parking.

Reason - To secure convenient parking facilities for disabled people using the new building.

8. No cladding (for walls and roof) shall be brought to the site until such time as details of the type, texture and colour of the cladding materials to be used have been submitted to and agreed in writing by the Authority. The work shall be completed in accordance with the agreed details.

Reason - To secure the satisfactory appearance of the completed development.

9. The landscaping scheme shall be fully completed, in accordance with the details agreed under the terms of the above condition, in the first planting season following the first occupation of any part of the development or completion of development whichever is the sooner, or in accordance with a programme previously agreed in writing by the Authority. Any trees or plants removed, dying, being severely damaged or becoming seriously diseased, within 5 years of planting shall be replaced in the following planting

season by trees or plants of a size and species similar to those originally required to be planted.

Reason - To make sure that the appearance of the completed development is satisfactory and to help assimilate the development into its surroundings.

10. The existing trees along the north, west and south boundary of the site as indicated on the plans attached to this decision notice shall be retained and shall not be felled, lopped, topped or uprooted without the previous written agreement of the Authority. Any trees removed, dying, being severely damaged or becoming seriously diseased shall be replaced with trees of such size and species as previously agreed in writing by the Authority within one year of the date of any such loss, for a period of five years from the date development begins.

Reason - The trees are important features in the area and this condition is imposed to make sure that they are properly protected while building works take place on the site.

11. No development, including site works, shall begin on site until each tree shown to be retained on the approved plan has been protected, in a manner previously agreed in writing by the Authority. Each tree shall be protected in the agreed manner for the duration of building operations on the application site. Within the areas agreed to be protected, the existing ground level shall be neither raised nor lowered, and no materials or temporary building or surplus soil of any kind shall be placed or stored thereon. If any trenches for services are required in the protected areas, they shall be excavated and back-filled by hand and any tree roots encountered with a diameter of 5cm or more shall be left unsevered.

Reason - The trees are important features in the area and this condition is imposed to make sure that they are properly protected while building works take place on the site.

12. No development, including site clearance and demolition, shall take place until an updated version of the Waste Management Plan submitted as part of this application has been submitted to and approved in writing by the Authority. The updated Waste Management Plan shall take into account any further site surveys or changes to the construction programme, and shall identify an individual with responsibility for regularly monitoring the Waste Management Plan. The development shall thereafter be carried out only in accordance with the Waste Management Plan so approved.

Reason: To ensure that the development is managed to minimise waste during the demolition of any existing buildings or structures or during construction, that existing materials are reused, either on or off site, and that residual waste will be dealt with appropriately, in accordance with the aims and objectives of Policy GP9.

13. No part of the development hereby permitted shall be occupied or brought into use until there has been submitted to the Authority a report providing verification that the development has been carried out and monitored fully in accordance with the Waste Management Plan approved under Condition 12 above. Where there has been any variation from the approved Waste Management Plan, the report shall highlight and detail

the reasons for this.

Reason: To ensure that the development is managed to minimise waste during the demolition of any existing buildings or structures or during construction, that existing materials are reused, either on or off site, and that residual waste will be dealt with appropriately, in accordance with the aims and objectives of Policy GP9.

INFORMATIVES

Although there are no known archaeological remains within the immediate vicinity, the field appears to have been undisturbed, and it would be worth carrying out a geophysical survey prior to any development, which might then indicate whether there are any buried features of interest. Please liaise with the Museum Archaeology department, so La Société Guernesiaise can carry out a survey of this field. The Archaeology team can be contacted on 01481 709738, 01481 709739 or mobiles 07781 102219 or 07781 131061.

Please find enclosed a copy of comments made by the Office of Environmental Health and Pollution Regulation, particularly relating to potential noise nuisance and to registration as a food business. Please ensure that these comments are properly considered in carrying out the development.

OFFICER'S REPORT

Site Description:

The site is one of two fields on the western side of Fort Road, south of Croutes Havilland, and a short distance before the former Morley Chapel.

The site is generally grassland with agricultural sheds along most of the western boundary. There is vegetation (trees/hedging) along the roadside boundary, and trees along the northern boundary, beyond which are the rear gardens of the houses along Croutes Havilland. The southern boundary, with the adjoining field, is also defined with trees and hedging. The site slopes down to the west (rear)

The site is identified within the Island Development Plan as being Outside of the Centres.

Relevant History:

2004 – Application for a change of use of an agricultural building to premises for the production of moulded boats, refused because the proposed change of use to an industrial use was precluded by policy IN6 of the Rural Area Plan (Phase 1).

Existing Use(s):

Agricultural

Brief Description of Development:

The proposal is to construct an indoor riding arena (approx. 60m x 23m) with stabling and ancillary accommodation, together with an all-weather sand school (approx. 60m x 20m) and a new site entrance. The application states that it is intended that the area would be suitable for other events such as cattle shows, dog shows and archery. It also states that the financial viability is questionable and the project will be largely philanthropic.

The application was accompanied by a Planning and Design Statement, giving an overview of the proposal, and including letters from Guernsey Group of Riding for the Disabled Association, Guernsey Riding and Hunt Club, Guernsey Equestrian LBG and Guernsey Sports Commission in support of the proposal.

The application also included a Sustainability Statement and a Waste Management Plan.

The drawings show a two-storey equivalent steel portal frame building, approx. 65m x 33m, with a single storey section, to the south, approx. 8m x 33m, to the rear of the site, with a sand school to the centre of the field, with the front part of the site to remain as rough cut grass, which is also intended to provide temporary overflow parking. 11 parking spaces are shown between the building and the sand school. The building would be approx. 5.8m to the eaves, and 7.2m to the ridge. (The existing buildings are approx. 3.6m high). A new access, with timber gates, is proposed onto Fort Road, towards the southern boundary of the site, with a roadway alongside that boundary, to the arena.

The building is to include the indoor riding arena, along with kitchen and toilet facilities, tiered seating, a viewing area, commentator's box and a press room, storage areas, two day stables and a multi-purpose room (approx. 18m x 7m). The walls are to be clad with horizontal timber cladding, and the roof in metal cladding. Windows, doors, gutters and fascias are to be aluminium.

Additional information was provided stating that the indoor facility would be used by private clients or groups of 2 or 3 horses and would be open between 8am and 7pm. It envisages dressage events would take place approx. 20 times a year and generally at weekends between 8am and 6.30pm. It states that minimal external lighting would be provided (7 lights around doorways) and a PA system within the indoor facility, but it would only be used intermittently, and not usually for dressage shows.

A landscape plan shows removal of some existing roadside planting, and replacement with new hedging and trees, with additional planting along the side boundaries.

Relevant Policies of any Plan, Subject Plan or Local Planning Brief:

OC9 – Leisure and Recreation Outside of the Centres

GP1 – Landscape Character and Open Land

GP8 – Design

GP9 – Sustainable Development

Representations:

Copies of all representations received are considered in full by the Development & Planning Authority prior to determining an application. This summary of the representations is included in the published planning report to demonstrate that relevant considerations have been taken into account when compiling this report and in the interests of openness and transparency of the planning process.

25 letters of representation, objecting to the proposal on various grounds, including;

Traffic and parking - Traffic volumes, increased traffic, already a busy road, Traffic Priority Route, already traffic blackspots, road safety, dangerous section of road, being studied by Traffic at moment, insufficient space for large vehicles, position of new access, difficult access, existing access is dangerous, parking will be an issue, not enough parking for the facility, will be used more often, area marked for overflow parking is a muddy field, will lead to application to change surface, can see expansion into adjoining field, will impact on residents' parking, traffic could spook the horses, previously refused access and parking to rear of dwellings

Character/appearance - Impact on character and amenity of residential area. Scale of building, 4.5 times larger than the existing buildings, overdevelopment, large industrial style building, huge impact, eyesore, out of character, ridge height is 93.5 above Guernsey Datum, approx. 3.6 above highest roof on site, higher than ridges of nearer properties on southern side of Croutes Havilland, which range from 90.5 to 93.23. Also more than 3m higher than bungalow to southwest

Impact - Building will overshadow garden to rear, could affect wildlife pond and soft fruit bed, loss of sunlight, could create drainage problems, privacy, overlooking of lounge windows, noise from events, horse boxes, PA noise, music, traffic noise, light pollution, disturbance, impact on use of gardens at weekends, impact on shift workers, dust/sand being blown, weren't allowed fences in their gardens, smells, horses and manure, rodents, flies, vermin, associated diseases, loss of view, unsightly shed,

Environment/Agriculture - Agricultural land, limited agricultural land within St Peter Port, used for grazing and hay, this was a thriving farm, impact on landscape quality, loss of green space, this is a green buffer area, Environment Dept has planted wild flowers and trees on other side of the road, this will spoil that, loss of trees/hedgerows, some conifers already removed,

Future - Potential change of use in future if not successful, what happens when philanthropy stops, how can there be a demand if it's not financially viable, why do equestrian fraternity need an indoor arena now when they have thrived without for many years, question benefits to tourism, mainly serving local, will need additional uses to make economic, presume there will be retail in one of the many store areas, associated uses will impact,

Process - submitting application over Christmas seems underhand, first site notice was within roadside hedge, a later notice was put at site entrance, some ask for site poles to be erected to help assess the proposal.

In favour of concept, but this is wrong location, believe it was rejected behind Oatlands, why not use behind St Margaret's Lodge, have not demonstrated requirements that prevent use of a site within a main centre or local centre,

Consultations:

Traffic and Highway Services

A site visit was carried out by the Traffic and Highways Services Officer, and the following observations made.

The site is situated on Fort Road, St Peter Port. The road is classified as a Traffic Priority Route within the Traffic Management hierarchy. A 35mph speed limit applies past the site. Therefore, a recommended sightline of 33m would apply.

The carriageway outside the proposed access is 5.2m wide, with a pavement opposite of 1.4m in width.

The carriageway geometry is straight, with good sightlines for approaching drivers of where the access would be located and vehicles emerging from it.

The plans supplied with the application show a bell-mouth access at 14m wide at the road edge, reducing to an internal roadway of approximately 6m wide within the site for the main access. Given the bell-mouth design, the sightlines for a driver egressing the access of both oncoming and approaching traffic exceed the 33m standard from a datum of 2.4m. THS note that the internal timber gates which are positioned 7m from the carriageway edge, would allow a vehicle to stop within the site boundary, for the purposes of unlocking or securing the site by the use of these gates, without impeding or obstructing traffic on the Fort Road.

Additionally, the existing access (at the Northern end of the site), is still shown as available under these plans. This access leads to an internal single lane track. Given the current planting and foliage, the oncoming sightline from this access is approximately 10m, which is below the recommended standard.

This application represents an intensification of purpose in relation to this site, when compared with the site's current usage. The plans supplied show a total of 11 dedicated parking spaces within the site for cars, with the rough cut field that forms the site's Eastern boundary being utilised for overflow parking.

Traffic and Highway Services would comment that we cannot accurately assess the parking requirement for a site of this type, but recognise that if competitions for the local equestrian community are held at the site, that the number of vehicles, including horse

transporters, would be substantially greater than that of day-to-day use under this application.

Fundamentally, THS would not have either road safety or traffic management concerns in relation to the day-to-day operation of the site, as the number, frequency and type of vehicle movements in and out of the site, would not be likely to impact on traffic flows. THS does however have some concerns in relation to the possible traffic management issues that could result on days when events take place at the site, which result in a large number of vehicles attending.

These traffic management concerns centre on the possible build-up of traffic behind vehicles waiting to turn into the site, when approaching from Town. Given the relatively high volumes of traffic that use Fort Road, it is inevitable that any intensification of purpose will lead to some minor delays on the Traffic Priority Route, whilst drivers waiting to turn into the site, await a gap in the oncoming traffic. THS consider that overall, the disruption to overall traffic flow would be minimal. What is of significant note though, is the impact that any congestion within the site itself will have on the flow of traffic outside the site. If traffic, and in particular large horse transporters are unable to manoeuvre throughout the site, in order to clear the access and internal access road, it is highly likely that significant delays to traffic flow along Fort Road will occur. Again, without detailed information on the number of vehicles that would attend such events, the frequency of their arrival, it is not possible to model the impact to traffic flow.

If this application is successful, THS would request that the applicant is made aware of these concerns, and that in order to mitigate them, that dedicated traffic control / marshalling within the site on these occasions, is considered.

Given the size of the over-flow parking area, it is appreciated by THS that it would enable over-flow parking for in the order of 70-100 vehicles to be parked, based on the parking layout, and type of vehicle. THS would comment that in the event that the site is full to near / capacity, that if patrons or visitors were to utilise the internal access road for parking, that it is again likely that traffic management problems on the Fort Road would occur.

It should also be noted that there is no on-street public parking near to the site, and that parking is strictly prohibited on the Fort Road field opposite to the site's proposed access. In the event that patrons did chose to park on the Fort Road field due to a lack of parking within the site, THS would consider this would represent a significant road safety danger, given the pedestrian pavement between the field and the road, and that vehicles would be egressing from both sides of the road.

Agriculture, Countryside and Land Management Services (ACLMS) has responsibility for the management of Fort Road Field and has advised that due to the utility services installed along the Field and the desire to maintain the area for the public for quiet enjoyment consent it is not likely that permission would be given for overflow parking of vehicles associated with the Equestrian Centre's activities.

In conclusion, there are some traffic management grounds to oppose the application, due to the intensification of use and the possible impact to traffic on the Fort Road, as a Traffic Priority Route. There are no road safety grounds under which to oppose the application.

Committee for Education, Sport and Culture

Arising from previous discussions with the Guernsey Sports Commission, the Committee is aware of the fact that there is currently a significant demand for this type of facility, especially during the winter months when outdoor conditions are often unsafe for riders.

While it is appreciated that you are required to consider the application in accordance with the relevant planning legislation, against the above background, and taking into account a previous resolution of the States encouraging the development of sporting facilities by the private sector (in preference to the public sector) where the cost of maintenance and management does not fall on the taxpayer, the Committee for Education, Sport and Culture wishes to express its support for this application which I hope your Committee is able to look favourably upon.

Environmental Health

Have reviewed the additional information submitted in relation to the proposed plans for a new indoor riding facility and sand school and do not wish to raise any objections to the proposals.

Whilst not raising any objections, would like to make the applicant aware of several matters. Concerned about the close proximity of residential properties and the potential for noise nuisance to arise. Should complaints be forthcoming these will be investigated in accordance with procedures and should a statutory nuisance be identified a notice requiring abatement will be served.

In addition, would be grateful if the applicant could be made aware of the requirement to register as a food business as well as the standards required in relation to the structure of the proposed kitchen. Further information is available on website www.gov.gg/foodbusiness.

States Archaeologist

Although there are no known archaeological remains within the immediate vicinity, the field appears to have been undisturbed, apart from the agricultural buildings on its western edge. As a consequence it would be worth carrying out a geophysical survey prior to any development, which might then indicate whether there are any buried features of interest.

The archaeology section of La Société Guernesiaise has recently acquired the necessary equipment for resistivity survey, and liaising with the Museum Archaeology department would be happy to carry out a survey of this field if the landowners are willing to grant permission.

Constables of St Peter Port

Due to the timing of Douzaine meetings in December 2017 it was not possible to fully consult with the Douzaine, but please see below typical comments made by the Douzaine.

The main concerns raised are:

- The loss of prime agricultural land.
- The mass, size and visual appearance of the main building. It was suggested that it was a low quality industrial building that was incongruous with the locality. Site poles would assist in assessing this.
- The safety of the access to and egress from the site and the adverse impact on a Transport Priority Route, particularly when events are being held.
- The adverse impact on neighbouring properties.
- Insufficient parking spaces, with eleven parking spaces provided where seating is provided for 260 people and officials at events. The possible use of another field for this purpose would be a considerable concern.
- Has due consideration been given to removal of waste and suitability of infrastructure, notably surface water drainage and sewerage?

Comments have not been all negative and several Douzeniers supported the proposal with qualifications; they thought that it was a good amenity for the Island, an asset in principle if the building was designed more appropriately and a valuable enterprise. It could be of benefit both to local organisations and attract tourism, though a different venue was suggested by some.

Our office has also received several verbal and written objections from nearby residents, who have no doubt also lodged these objections with your department. We have no doubt that the views of residents will be given utmost consideration.

Concerns have also been raised about the manner in which the site notice was placed on a lamp post adjacent to the site, but in such a position that it was not easy to safely stop and read the notice. It draws into question whether a proper consultation period has been permitted for this proposal.

Summary of Issues:

- The principle of the proposed use
- Impact on landscape character and open land
- Design and appearance
- Parking and traffic
- Effect on adjoining properties

Assessment against:

- 1 - Purposes of the law.**
- 2 - Relevant policies of any Plan, Subject Plan or Local Planning Brief.**
- 3 - General material considerations set out in the General Provisions Ordinance.**

4 - Additional considerations (for protected trees, monuments, buildings and/or SSS's).

The principle of the proposed use

The proposal is to construct an indoor riding arena (approx. 60m x 23m) with stabling and ancillary accommodation, together with an all-weather sand school (approx. 60m x 20m) and a new site entrance. The application states that it is intended that the area would be suitable for other events such as cattle shows, dog shows and archery. It also states that the financial viability is questionable and the project will be largely philanthropic.

The proposal therefore includes a mix of indoor and outdoor formal recreation.

Within the Island Development Plan, the site is identified as being Outside the Centres, where a number of policies are relevant.

Policy OC9 refers to Leisure and Recreation Outside of the Centres. This covers Formal leisure, Indoor Formal Leisure, Outdoor Formal Recreation and Informal Leisure and Recreation. Two parts of the policy are particularly relevant; indoor formal recreation and outdoor formal recreation.

In relation to development to provide new indoor formal recreation, the policy states that development will not be permitted Outside of the Centres except where:

- a. it is demonstrated that there is demand for the facility; and,
- b. it is demonstrated that there is a specific operational or locational requirement that prevents the use of a site within a Main Centre, Main Centre Outer Area or Local Centre; and,
- c. the proposal would not have an unacceptable impact on the vitality of a Centre; and,
- d. the site does not fall within an Agriculture Priority Area, or where it does fall within an Agriculture Priority Area the land cannot positively contribute to commercial agricultural use or cannot practically be used as such without adverse environmental impact.

Demand for the facility

In this case, the applicant has included letters from Guernsey Group of Riding for the Disabled Association, Guernsey Riding and Hunt Club, Guernsey Equestrian LBG and Guernsey Sports Commission in support of the proposal. They also state that there are estimated to be approximately 1500 horses on the island and many of these horses compete regularly. There are four main equestrian groups, the dressage, The Show Jumpers, The X Country enthusiasts and the Riding for people with special needs. The dressage and show jumpers find it very difficult to compete in the winter months and the Dressage group run no competitions from October to February due to weather conditions.

The consultation response from the Committee *for* Education, Sport and Culture has confirmed that the Committee is aware of the fact that there is currently a significant demand for this type of facility, especially during the winter months when outdoor conditions are often unsafe for riders.

This does demonstrate that there is a demand for the facility. Enquiries have also been received by the Planning Service over a period of several decades regarding the potential to create an indoor equestrian facility in Guernsey. However, opportunities to do so under previous planning policies were extremely limited and none of these enquiries resulted in a successful planning application.

Operational or locational requirements

It is recognised that there are specific operational and locational constraints which prevent a development such as that currently proposed from being easily located within a Main or Local Centre. The size and opportunity cost of the land required, the particular nature of the use and potential difficulties of access for users are all relevant considerations. For example, regarding access, the applicant has stated that at least 95% of competitors travel to a competition by horse trailer or Horse box. The small minority that hack to an event often will go through lanes etc. to avoid the Main Centres, and heavy traffic and on the basis of health and safety. The character of the use relates more to agricultural-style development than commercial development suited to the Main Centres. Within the Local Centres, developable land is limited and where available is more efficiently used for purposes which directly support the role of the Local Centres as socially inclusive, sustainable communities.

The proposed site in this case is well-located on the edge of the St Peter Port Main Centre with good road access and sustainable transport links to other areas of the Island.

Although a detailed site selection study has not been provided in this case, to justify the choice of this site as opposed to any other, it is considered, on the balance of probability, that this criterion of Policy OC9 has been adequately satisfied.

Impact on the Centres

The policy also requires that the proposal use would not have an unacceptable impact on the vitality of a Centre. Given that this is a new use, of reasonably limited scale, which does not already exist within the Centres and would be difficult to locate within the Centres, there would be no detriment to those Centres.

The site is not within an Agriculture Priority Area.

Outdoor formal recreation

In relation to development to provide new facilities for outdoor formal recreation, development will be supported provided that:

- i. any ancillary built development is proportionate to the nature and scale of the formal outdoor recreation or informal leisure and recreation use; and,
- ii. the visual impacts of ancillary built development can be mitigated to respect the character of the locality; and,
- iii. the site does not fall within an Agriculture Priority Area, or where it does fall within an Agriculture Priority Area the land cannot positively contribute to commercial agricultural use or cannot practically be used as such without adverse environmental impacts.

In this case, it is noted that the ancillary built development is generally proposed to be within the indoor part of the proposal, and its nature and scale appear to be proportionate to the scale of the main use. The other ancillary built development would be limited to fencing and the judges' box.

In terms of the visual impacts of the ancillary built development, given that this is largely within the indoor part of the proposal, this will be limited. (Consideration of the impact of the main building would fall within policy GP1 rather than OC9.)

Again, the site is not within an Agriculture Priority Area.

The proposal is therefore consistent with Policy OC9.

Impact on Landscape character and open land

Policy GP1 refers to Landscape Character and Open Land and seeks to protect open land from unnecessary development. It supports development where it:

- a. respects the relevant landscape character type within which it is set; and,
- b. does not result in the unacceptable loss of any specific distinctive features that contribute to the wider landscape character and local distinctiveness of the area concerned; and,
- c. takes advantage, where practicable, of opportunities to improve visual and physical access to open and undeveloped land; and,
- d. accords with all other relevant policies of the Island Development Plan.

However, it also states that proposals will not be supported if they would result in the unnecessary loss of open and undeveloped land which would have an unacceptable impact on the open landscape character of an area.

Whether the development is "necessary" may involve a subjective assessment. However, given that policy OC9 generally permits development to provide new indoor formal recreation, provided certain criteria are met, this would suggest that such development can be considered necessary within the terms of Policy GP1.

Within the Island Development Plan the application site, and the surrounding area, are identified as being within the Plateau landscape type. This landscape type is characterised by a web of hedges, banks hedgerow trees and tree lined lanes, which enclose numerous small pastures.

In this case the landscape character of the site is a field, surrounded by trees and hedging, within which are a row of agricultural buildings.

This proposal has been designed to include a new building on the same part of the site as the existing buildings. The proposed building will be higher (approx. 7.2m, rather than 3.6m) and have a larger footprint (approx. 2,300sqm, compared to 400sqm). It will be located towards the rear of the field, in a similar location to the existing agricultural buildings, within an area of generally lower ground.

The proposed building will be read against a backdrop of the existing trees and the surrounding housing, particularly to the north. The existing trees are much higher than the proposed building, and the height of the ridge of the proposed building is similar to the bungalows at the eastern end of Croutes Havilland, and a little lower than the top of the houses at the junction with Fort Road. The visual impact of the proposal will therefore be limited.

The proposal would not result in the unacceptable loss of any specific distinctive features that contribute to the wider landscape character and local distinctiveness of the area concerned.

The overall landscape character of the area will therefore be little changed.

In this case there is little practical opportunity to improve visual and physical access to the existing open and undeveloped land; although use for public events will give some opportunity for this.

In summary, as stated above the proposal would not result in the unnecessary loss of open and undeveloped land, nor have an unacceptable impact on the open landscape character of an area and is therefore consistent with Policy GP1.

Other relevant policies of the Island Development Plan will be discussed below.

It is concluded that impact on landscape character and open land is acceptable.

Design and appearance

Policy GP8: Design seeks to achieve high standards of design which respects and, where appropriate, enhances the character of the environment. Proposals will be expected to:

- a. achieve a good standard of architectural design, including the design of necessary infrastructure and facilities; and,
- b. demonstrate the most effective and efficient use of land; and,
- c. respect the character of the local built environment or the open landscape concerned; and,
- d. consider the health and well-being of the occupiers and neighbours of the development by means of providing adequate daylight, sunlight and private/ communal open space; and,
- e. provide soft and hard landscaping where this reinforces local character and distinctiveness and/or mitigates the impacts of development and/or contributes to more sustainable construction; and,
- f. demonstrate accessibility to and within a building for people of all ages and abilities; and,
- g. with regard to residential development, offers flexible and adaptable accommodation that is able to respond to people's needs over time.

In this case the building has been designed to be finished in horizontal timber boarding, which will help reduce its apparent bulk and help it relate to its surroundings. The roof is proposed to be metal cladding, but given it is of very shallow pitch it will have little overall

impact. However, the details and colour of the cladding should be reserved by condition (Condition 8).

The proposal will make efficient use of the land.

As discussed above the proposal will respect the local built environment and the landscape of the area.

The building has potential to overshadow properties to the north and west. To the north the gable of the proposed building will be approx. 5.7m high, and set between 2m and 5m off the boundary. Any overshadowing will be limited to the southern ends of the gardens of the houses beyond, but given the heights of the trees along that boundary, this is likely to be no worse than that already caused by the trees. Similarly, to the west, the building would be set approx. 2m off the boundary, so any overshadowing of part of the garden would be limited to early morning. Additionally, the southern end of the building is proposed to be single storey, so this would reduce potential overshadowing further.

The application includes a landscape plan, indicating that planting along the southern boundary of the site is to be retained and improved – dead and diseased plants removed and replaced with similar species, including hawthorn, Sycamore and Oak. Along the roadside boundary a number of conifer trees are to be removed, and new trees are to be planted, at 4m centres. Suggested species include Oak and Beech. This will enhance the landscape character and reduce the building's impact. Conditions will require this to be implemented, (condition 9) and measures taken to protect existing trees (conditions 10 and 11).

The proposal is intended to serve all users including Riding for the Disabled. Details of accessibility will be controlled through the Building Regulations.

The proposal is not for residential development, so the last criterion of Policy GP8 is not relevant in this case.

The proposal is therefore consistent with policy GP8.

Policy GP9: Sustainable Development supports proposals where it has been demonstrated that:

- a. they have been designed to take into account the use of energy and resources and any adverse impact on the environment through paying particular regard to the location, orientation and appearance of the building, the form of construction, the materials used and its resilience to climate change and flooding; and,
- b. they will not have unacceptable impacts on the amenities of neighbouring properties or an adverse effect on the special interest of Conservation Areas, protected buildings or protected monuments; and,
- c. the proposals accord with all other relevant policies of the Island Development Plan.

Development of more than 1,000 square metres of floor area or where development relates to demolition will require a Waste Management Plan to demonstrate how waste

associated with the development process is to be minimised, how existing materials are to be reused on or off the site and how residual waste will be dealt with.

In this case the applicant has submitted a statement indicating that the site is in a sustainable location, located on a main road and on a main bus route. Construction will meet all the requirements of the Guernsey Building Regulations. A Waste Management document has also been submitted setting out how waste is to be minimized at various stages of the development process, and giving examples of options which might be available to reduce and reuse waste. A more detailed Plan would be required by condition (conditions 12 and 13).

Impact on neighbouring properties has been discussed above in terms of potential overshadowing. Environmental Health has considered other impacts such as noise nuisance, but has not raised any objections to the proposals. Should complaints be received these can be investigated and if a statutory noise nuisance is identified, then a notice requiring abatement can be served.

The site is not within a Conservation Area and does not contain any protected buildings or monuments.

Other relevant policies are discussed elsewhere in this report.

The proposal is therefore consistent with Policy GP9.

It is concluded that the proposed design and appearance are acceptable.

Parking and traffic

The proposal includes a new access onto Fort Road, which is classified as a Traffic Priority Route. Traffic and Highway Services has noted that this will provide good sightlines both for approaching traffic and for traffic emerging from the access.

Parking provision on the site is limited to 11 permanent spaces, generally between the proposed building and the sand school. The Island Development Plan does not set out car parking standards outside of the centres, and general car parking and motor cycle requirements will be assessed on a case by case basis. Development will however be expected to meet standards for bicycle parking and provision of parking for disabled people. Given that the applicant has stated that the indoor facility would be used by private clients or groups of 2 or 3 horses and would be open between 8am and 7pm, 11 car parking spaces should be sufficient. Bicycle parking is not shown, but will be required by condition (condition 6). No provision has been shown for parking for disabled people, but again this will be required by condition (condition 7), and there appears to be sufficient space to do so.

On occasions when dressage events take place (which are estimated to be approx. 20 times a year and generally at weekends between 8am and 6.30pm) there would be temporary overflow parking on the front part of the field. Traffic and Highway Services has estimated that this could provide parking for 70 -100 vehicles. At these times there could

be impact on traffic flows along Fort Road, and this could give rise to some traffic management issues, so Traffic and Highway Services has suggested that dedicated traffic control / marshalling should be considered on these occasions. A condition has been added (condition 5).

Neighbour amenity

Matters of overshadowing and noise have been discussed above. Overlooking is not considered to be an issue. The north and west elevations of the proposed building would not include any windows. In terms of lighting the applicant has confirmed that only minimal external lighting would be provided. This would be 7 lights around the doorways. The applicant has also stated that there would be a PA system within the indoor facility, but it would only be used intermittently, and not usually for dressage shows.

It is concluded that any adverse effects on the reasonable enjoyment of neighbouring properties would not be likely to be so significant to justify refusal of this proposal.

Other matters

Environmental Health has asked that the applicant be made aware of the requirement to register as a food business as well as the standards required in relation to the structure of the proposed kitchen.

The States Archaeologist has stated that while there are no known archaeological remains within the immediate vicinity, it would be worth carrying out a geophysical survey prior to any development, which might then indicate whether there are any buried features of interest.

Early comments suggested that the site notice was not displayed in a safe place. This was pointed out to the agent who arranged a second notice at the existing site entrance. The Authority has no control over the time of year when applications are submitted and has continued to receive representations after the initial 3 week period.

Conclusion

In summary, the development is consistent with all the relevant policies of the Island Development Plan. It is therefore recommended that this application is approved, subject to conditions, as above.

Having regard to the material considerations in this case, it is however also recommended that a **SITE VISIT** be undertaken by the Authority, prior to reaching its formal decision on the application.

Date: 15/05/2018