



# BILLET D'ÉTAT

IV  
2000

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WEDNESDAY, 9th February, 2000

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STATES BOARD OF ADMINISTRATION  
EXTENSION AND REFURBISHMENT OF THE COURTS

# ***BILLET D'ÉTAT***

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

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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 9th February, 2000, at 10 a.m.**

**NB** THE STATES BOARD OF ADMINISTRATION REQUESTED THAT THIS MATTER BE DEALT WITH AT THE JANUARY, 2000 MEETING OF THE STATES. DUE TO THE EXTENDED CHRISTMAS AND NEW YEAR HOLIDAY IT WAS NOT POSSIBLE TO MEET THE DEADLINE FOR THE INCLUSION OF THIS MATTER IN THE JANUARY BILLET. AT THE REQUEST OF THE BOARD SUPPORTED BY THE STATES ADVISORY AND FINANCE COMMITTEE I HAVE AGREED TO ISSUE THIS BILLET FOR CONSIDERATION BY THE STATES ON THE 9th FEBRUARY, 2000, WHICH IS THE DATE SET ASIDE FOR ANY UNFINISHED BUSINESS FROM THE JANUARY MEETING.

**The States of Guernsey**

**The Board of Administration**

**THE EXTENSION AND REFURBISHMENT  
OF THE COURTS**

**STATES BOARD OF ADMINISTRATION****EXTENSION AND REFURBISHMENT OF THE COURTS**

The President,  
States of Guernsey,  
Royal Court House,  
St. Peter Port,  
Guernsey.

10th January, 2000

Sir,

**EXTENSION AND REFURBISHMENT OF THE COURTS****1. Foreword**

- 1.1 The Board of Administration is seeking approval in principle from the States for a development scheme that will provide additional court accommodation, ancillary accommodation and an opportunity to provide in due course enhanced parliamentary facilities in the existing Royal Court buildings. The Board after detailed analysis and with the benefit of expert advice has concluded that the essential accommodation should be sited on the Old Prison site by way of an extension to the Royal Court building.
- 1.2 The Board is seeking from the States a decision that additional courtrooms and ancillary accommodation should be built and furthermore that the redevelopment should be on the site recommended by the Board. Because of the urgency to provide the new facilities the Board is seeking States agreement to progress matters as speedily as possible so that in the near future demolition work can be commenced and other preparatory work progressed. The Board will in due course return to the States for approval for construction of the proposed redevelopment when full plans and detailed costs have been prepared.
- 1.3 The need for additional court accommodation has been recognised for over a decade and the increased Court caseload has exceeded predictions during that time. Some time ago the Board identified the Old Prison site as the preferred redevelopment site and the Board has not been surprised that this provisional conclusion has recently been borne out by independent



professional experts. Professional advice has also focused on the dimensions of the proposed courtrooms and ancillary accommodation in order to meet modern requirements and this advice has influenced the decision taken by the Board because the Board should not compromise on the key specifications.

1.4 The Board's proposals, which have been formulated after an extensive consultation process, have been generally welcomed and have received broad support from interested parties because the proposals will:

- (1) create a single Court complex which will provide two new modern courtrooms to enable the court system to function and be administered efficiently, economically and with proper levels of security.
- (2) ease courtroom pressure within the existing Royal Court building and as a result provide the potential for alternative uses for many rooms where high-level security is not a major consideration – greater use of part of the Royal Court buildings for parliamentary purposes will be possible.
- (3) reduce or eliminate vehicular traffic along Rue du Manoir (Court Row) which is disruptive to the conduct of business so as to create the potential for a largely pedestrian area in front of the Royal Court Building.

1.5 The key criteria for the provision of court accommodation which must be met are:-

- The continued long term use of The Royal Court building for both Court and States business.  
The importance of the existing Royal Court, a listed building, both in terms of its function as the centre for the administration of justice and States business, and, as one of St Peter Port's principal buildings must be recognised. This position was reinforced by the consultant architect and subsequently confirmed by the Court Service Departmental Architect and English Heritage.
- The maintenance of existing court operations.  
At present the courts use three courtrooms and an overspill area to deal with their workload. These are the Royal Court, the Magistrate's Court, La Cour Ordinaire and the Library. Ever increasing demands for court time have already caused HM Greffier to research possible alternative venues outside the building. It is inconceivable that the courts suffer any disruption to the conduct of their business. There are no other buildings where the courts might reasonably be relocated during redevelopment work therefore any proposals must allow the courts to sit with minimal disruption to ensure the proceedings are carried out in an appropriate

environment. Furthermore the existing court complex accommodates those who are essential to the day to day running of the courts (The Judiciary, Jurats, Law Officers, the Greffe, HM Sheriff, Probation and defendants) so that any demolition of their accommodation would necessitate relocating close by.

- An effective operational design solution that combines new accommodation with existing.

It is widely held that current court operations are unsatisfactory for many reasons: the security of defendants, witnesses, public and staff; inadequate facilities and poor access. Any new proposals should create a court complex that provides levels of accommodation suitable for current and future needs by integrating new with existing in a way that promotes efficient operation and management.

- The brief.

A Schedule of Accommodation has been developed in consultation with all users to understand the scope of accommodation required and to refine internal spaces. The functional relationships between individual rooms and departments have been tested through the development of sketch designs that formed a basis for creating viable design options.

- Long term flexibility.

It is acknowledged that the process of change will continue. The building must have flexibility in use wherever possible so that IT and different working methods might be incorporated. The courtrooms should be flexibly furnished to allow for different cases and changing circumstances; administration areas should have open plan and cellular options.

- Appropriate security.

Having recognised the inadequate security for the existing building there are several aspects to this subject that have to be resolved, including the safe access/egress of the custody van to van dock; the creation of a 15m stand off zone where on street parking is prohibited, the appropriate detailing of the external envelope and entrances, circulation areas etc. and the introduction of appropriate internal and external security measures.

- Townscape.

The court extension will impact on the townscape of St Peter Port. Located within the Conservation Area the design options should address the context of the surroundings and its relationship with adjacent buildings. Early consultations with IDC and Heritage Committee officers have been important. The impact of the proposals will vary according to the chosen site but all options will have an influence on both the local streetscapes and long views from the harbour.

- Traffic issues:  
In addition to removing on street parking from around the court for security, other measures to be taken include restricting vehicle access to increase pedestrian quality spaces, pedestrianisation of Rue du Manoir, safety improvements and the provision of disabled parking for court users.
- Disabled facilities.  
Access for disabled persons in and around the building and appropriate disabled facilities must be provided..

- 1.6 Whilst the Heritage Committee accepts in principle the need for new court accommodation it has not accepted that the development of such accommodation must involve the demolition of the existing Old Prison site buildings. Indeed that Committee on the 12 November 1999 scheduled the Old Prison site exercising powers conferred on it under the provisions of the Ancient Monuments and Protected Buildings (Guernsey) Law, 1967, a law in force since 1968. Whilst the Board was profoundly disappointed by the Committee's action the Committee does have power to instruct HM Greffier to amend or delete a registry and also has power to grant permission for the demolition of buildings on the site. Although the States does not have power to override the statutory powers of the Committee, other than by way of law reform, they are uniquely placed to express their view in the form of a resolution of the States requesting the Committee to have regard to overriding public interest considerations and to delete the registration of the buildings or grant permission for their demolition.
- 1.7 The Board has concluded that it cannot justify spending more taxpayers money on detailed design work until the fundamental issue of acceptance of the need for redevelopment and site selection has been resolved. It is because of the pressing need for additional court accommodation that the Board has considered it appropriate to place the matter before the States at this stage. The States will thereby be given an opportunity to resolve that the new accommodation is needed and to express their view as to whether the public interest considerations in favour of the Board's preferred option for development on the Old Prison site outweigh the heritage issues with the inevitable conclusion that the Old Prison site buildings ought to be demolished.

## **2 Existing Royal Court Accommodation - A Need for Action**

- 2.1 The Royal Court building was opened in 1803. Since that time it has served the Island well as the centre for the administration of justice, States assemblies, and ceremonial occasions. However, in that time and most particularly in the last two decades the judicial, legislative and administrative functions of government have expanded beyond all

predictions. The existing accommodation is now inadequate and outdated for both judicial and parliamentary work. The administration of justice plays a fundamental role in society in upholding the rule of law and providing a forum in which disputes can be litigated speedily to the benefit of all who live or conduct business in our community.

- 2.2 In 1989, the Royal Court identified a need for additional court facilities and ancillary areas because the existing court accommodation was unacceptable. The Court foresaw that the situation would worsen unless timely action was taken. In the last ten years there has been a greater growth in both civil and criminal litigation than even the Royal Court may have foreseen. We live in a society that is less law abiding and which is more commercially complex. Civil cases result from disputes that will often have arisen many years before. It is predicted that the amount of civil litigation will increase significantly in future reflecting the growth of Finance Sector business in recent years.
- 2.3 The States must ensure that the Judiciary, Law Officers, HM Greffier, HM Sheriff, Police, Customs, Prison Officers etc. have the necessary accommodation and facilities to discharge their duties effectively and efficiently, with proper levels of security.
- 2.4 Even though the number of days per annum when the States are in session seldom exceed 30 days nevertheless it is essential that those involved in the parliamentary process have adequate facilities. Their accommodation should be of a standard commensurate with the proper and efficient conduct of parliamentary business. Furthermore if serious criminal cases can be dealt with in another courtroom there will be additional scope to modify the Royal Court Chamber if so required.
- 2.5 The necessary accommodation to serve the judicial and parliamentary processes should include:-
  - Courtrooms of a design and standard to meet the technological requirements of the administration of justice in the future and of a size to cope with lengthy multi-party or multi-defendant criminal cases. First-class security including appropriate separation of judges, witnesses, defendants and prisoners, with adequate holding facilities for the latter.
  - Other Courtrooms in which civil litigation can be conducted.
  - Adequate accommodation and facilities for the Judges, Law Officers, Greffe, Sheriff, Sergeant, Probation, and also for the Police and Prison Officers when required to attend Court proceedings.
  - A debating chamber for the States and appropriate ancillary accommodation and facilities for States members.
  - Adequate provision for the public, witnesses and other users.

- 2.6 In 1996 the Advisory and Finance Committee became aware that the present accommodation was inadequate to meet those essential needs. It sought the advice of the Home Office, in particular in regard to the perceived need for additional Courtrooms and ancillary accommodation. The Home Office recommended the formation of a study group comprising Mr Alan Sloan (Director of Finance and Professional Services for the Court Service, an agency of the Lord Chancellor's Department), Mr Toby Newth (Governor of H M Prison, Exeter) and Mr Anthony Clerici (an architect specialising in Court design).
- 2.7 In April 1996, the Study Group after discussion with key users produced a preliminary study. It concluded that the current situation was unacceptable. Its principal findings can be summarised as follows:
- The existing accommodation presents risks and liabilities in terms of personal and physical security, particularly for vulnerable groups such as witnesses, children and those in custody.
  - There is a lack of modern facilities and the inability to segregate users effectively caused great concern. The constraints of the existing Royal Court building will only allow continued piecemeal upgrading of existing facilities and will never achieve a satisfactory arrangement. The critical factors of security, access for the disabled and the needs of modern court business would remain unresolved.
  - The Old Prison site presents an opportunity for the extension and upgrading of facilities for criminal and civil law administration that can respond to immediate and long-term requirements.
  - Strong concerns were expressed by those consulted regarding the extent of inadequate, current court arrangements and the recognition that changes have to be made. All parties considered the Old Prison site to be an under used resource and the future potential of the Royal Court and Old Prison sites should be determined together.

### **3. Feasibility Study**

#### **3.1 Methodology**

Following confirmation by the Studies Group of the deficiencies of the current court accommodation and its ancillary areas, it was decided jointly by the Board and the Advisory and Finance Committee that the Presidents of Advisory and Finance Committee, the Board and the Bailiff should consider the way forward and tender their advice to the Board and the Advisory and Finance Committee. The task of the Advisory Panel would be to make recommendations that would ensure the provision of court accommodation, a States debating chamber and ancillary areas necessary to meet current and future needs of both in a cost effective manner and to a standard commensurate with the Island's requirements.

- 3.2 The Advisory Panel directed that detailed information should be provided by a Working Party that must include a consultant architect specialising in court design, as well as representatives from all key States departments. It was considered appropriate that Mr Clerici who had been recommended by the Lord Chancellor's Department as a member of the initial Study Group should be appointed as the specialist consultant. The Working Party comprised:

The Consultant Architect, Mr Anthony Clerici  
 The Strategic Property Advisor, Advisory and Finance Committee  
 H M Greffier  
 The Secretary to the Bailiff  
 The Chief Planning Officer, Island Development Committee (who also advised the States Heritage Committee)  
 The Conservation and Design Officer, Island Development Committee (who also advised the States Heritage Committee)  
 The Head of Engineering Services, Department of Engineering  
 A representative from the States Architects Department  
 The Chief Property Manager, Board of Administration

- 3.3 The Working Party was to be further assisted by the undermentioned external advisors:

The Law Officers  
 The States Archaeology Officer (Heritage Committee)  
 The Consultant Quantity Surveyor of CITEX Limited  
 Messrs Lovell and Partners  
 The Court Service (An Agency of the Lord Chancellor's Department).

- 3.4 The Working Party was directed to carry out a feasibility study and submit its findings to the Advisory Panel to enable them to make recommendations to the Board and the Advisory and Finance Committee.

- 3.5 In order to produce a comprehensive report, the Working Party sought the opinions and views of all court users and interested parties. These were as follows:

The Advisory and Finance Committee  
 The States Archaeology Officer  
 The Board of Administration  
 The Cadastre Committee  
 The Children Board  
 The Heritage Committee\*  
 The Committee for Home Affairs  
 H M Greffier  
 H M Sheriff  
 The Island Archives Services

The Island Development Committee\*  
 The Law Officers  
 The Police  
 The Parish Constables\*  
 The Prison Service  
 The Probation Service Committee  
 The adjacent landowners  
 Friends of St James  
 The Guernsey Bar  
 The Traffic Committee\*

\* Denotes written comment in Appendices

A detailed report on the findings of the Feasibility Study is at Appendix A.

### 3.6 Main Issues Identified in the Feasibility Study:

- The provision of suitable court accommodation for now and the future.
- The Royal Court is a prestigious building at the heart of the judicial parliamentary process. Any solution to the current accommodation problems must incorporate the existing building.
- The Royal Court building is now in need of essential repair work and refurbishment. Any redevelopment scheme must incorporate such works.
- Business conducted in the Royal Court and ancillary offices should not be postponed or disrupted during any redevelopment. Continuity of proceedings has to be maintained.
- Since its opening in 1803 the Royal Court building has, of necessity, been subject to much internal alteration to accommodate changing needs. Proposals for redevelopment should provide an opportunity for some of these changes to be reversed and the building put back more into its original state.
- Flexibility of usage for the building must be achieved.
- Facilities for States Members should be improved

In addition, whilst the future use of the Royal Court Chamber for some civil litigation and appeal cases, as a parliamentary chamber and for ceremonial occasions will ensure that it is fully utilised, the Board has recognised that the future layout of the Chamber and the ancillary accommodation which can be made available for States members will become clearer following the detailed design of purpose built criminal courts and the outcome of the current review of the machinery of government.

### 3.7 Options

The feasibility study identifies all the alternative options that were considered and the possible alternatives on each site. In summary there are

only two realistic options, either extending the court accommodation on the Old Prison site or extending the court accommodation on the St Paul's Garden site.

Plans showing the two realistic options and a comparison of costs are attached to the feasibility study. All plans are indicative only and will be subject to amendment as scheme design progresses and more accurate survey information is made available. All costs are approximate and will be reviewed as scheme design develops.

The Feasibility Study also investigated an option that sought to retain the 1811 building. This was originally rejected but following Heritage Committee concerns was further investigated and sketch designs produced. This is described below as Option 3.

### 3.8 Option 1

The demolition of the Old Prison site buildings, the closure of a section of part of New Street linking Lefebvre Street to St James Street and the construction of a building as an extension of the Royal Court building over a large portion of the Old Prison site leaving a residual area for other developments.

### 3.9 Option 2

The demolition of St James Chambers and the construction of a building as an extension of the Royal Court site over the area occupied by St James Chambers, the adjoining section of St James Street and the St Paul's Garden site.

### 3.10 Option 3

The development of a building on part of the Old Prison site retaining some but not all of the Old Prison buildings.

Each Option is now reviewed in turn.

### 3.11 Option 1

The scheme will:

- optimise the relationship between additional and existing accommodation.
- enhance the Royal Court building and ensure that civil and criminal court work is carried out within an integrated extension.
- minimise disruption to the operation of the Courts, Law Officers administration offices and States business.



- be beneficial to the area as a result of improved traffic circulation and opportunities for pedestrianisation.
- minimise the necessary removal of on street parking.
- cost an estimated £16.8m inclusive of fees and enabling works, some 20% less than the St Paul's Garden option. This estimated cost excludes the cost of any future development to the west of the realigned New Street and the likely income that would be received from that development.
- provide an appropriate use for a States site comprising a complex of disused buildings.
- offer potential for further development of residual areas and the land at the rear of the site, at a later date, if required. The best traffic solution requires the acquisition of the corner of the building owned by Marguerite Ltd and agreement in principle to a land swap has been reached with Marguerite Ltd. This is explained in more detail in Section 9.4 of this report.
- minimises future running and operational costs.

### 3.12 Option 2

The scheme will:

- result in the loss of St Paul's Garden a popular well-used open space, one of the very few in St Peter Port and the only one in the central Town area of St Peter Port – the Constables of the Parish wish is that it should be retained and enhanced.
- necessitate the demolition of St James' Chambers, a building extensively upgraded, extended and refurbished to provide Law Officer accommodation at a cost of approximately £500,000 as recently as 1994.
- severely disrupt the work of the Greffe and the Law Officers as they would have to be temporarily relocated at considerable inconvenience and additional public expense
- provide difficult design problems to create an extension that would be in harmony with the facade of the Royal Court and in sympathy with the townscape in terms of design, scale and form – an extension that would impact significantly on the town skyline
- have a detrimental effect on views from and of the surrounding areas and buildings including the proposed new Dorey Room and the Old Government House Hotel.
- in all probability impact adversely on the facade of the Royal Court building by diminishing its importance when viewed from Rue du Manoir and adjacent areas.
- cost an estimated £21.1m, some 25% more than the Old Prison site option. This includes £500,000 for unspecified preservation and repair work to the Old Prison buildings to prevent further decay which would be necessary in the event of the buildings being retained.

- result in the closure of St James Street - having a marked and unsatisfactory impact on traffic circulation.
- disrupt court operations.
- be restricted in options for future changes of use due to the covenant on the site which stipulates that the site must be used for public use.

### 3.13 Option 3

As stated above this option was further developed as a consequence of Heritage Committee concerns about the design proposals. This exercise was carried out jointly by the Consultant Architect and officers assisting the Heritage Committee. Two sketch schemes were developed that attempted to build on the Old Prison Site retaining the more important historic buildings.

It was apparent that although the two schemes had the benefit of retaining the 1811 cell block and part of the walls the proposals did not meet key specification issues and had inherent problems that eventually led to their elimination in favour of the preferred scheme:

- Both schemes involved demolition of parts of the existing Royal Court building with consequent unacceptable operational problems.
- The Chapel, Women's cell block and parts of the walls would be demolished. They represent a considerable part of the scheduled historic fabric.
- For one scheme consequential worsening of traffic circulation through the closure of New Street and a consequent increase in vehicles using Rue du Manoir. This will result in congestion where all traffic moving from Lefebvre Street and New Street would be taken along the narrow Rue du Manoir. Any obstruction here would create serious disruption to access and more importantly to emergency vehicles. The aim of pedestrianising Rue du Manoir could not be achieved. The Royal Court has had experience of disruption from noise emanating from the road where the solution has been the temporary closure of the Rue du Manoir. This option would not be available if New Street were closed.
- Building footprint constrained by existing structures. This option, to build behind the existing buildings, will result in elevations with restricted outlook. The shape of the building footprint results in inefficient planning with little flexibility.
- Scale of the development constrained by the need to relate the new building to the retained existing listed buildings. Any new development should be designed to be sympathetic to the scale and form of the retained listed buildings. This creates a height constraint that also compromises the scope of accommodation that can be effectively introduced into this sensitive area.
- Loss of 'context' of the few retained structures. The qualities of the Old Prison are the sum of the complex of buildings within the high walls. These proposals will result in the demolition of most of these structures

leaving the remaining parts without their original context thereby diluting their impact and historic value.

The Court Working Party, including the Consultant Architect and the Heritage Committee officers, agreed with these conclusions and instructed the Consultant Architect to develop the two viable options for subsequent appraisal and cost comparisons.

#### **4. Funding Arrangements**

- 4.1 The Board identified within its requests for additional capital allocation for the period ending 31 December 2002 as published in the 1999 Policy and Resource Planning Report provisional sums to cover the whole of the costs of the project to completion. The States Advisory and Finance Committee acknowledged the Board's proposals in section 5.5.8 of that Report and considered that funding of the project was a potential call on the Capital Reserve.
- 4.2 Notwithstanding the above, the Board provided in its programme of capital projects and capital budget as published in the Budget for 2000 (Billet d'État XX, 1999) the sum of £1.7m for the enabling works for the project, to be funded from its existing balance of capital allocation. Accordingly, the Board is now seeking the States to direct the States Advisory and Finance Committee to transfer £1m from the Capital Reserve to the Board's capital allocation to supplement the provision already made to meet the identified costs of all enabling works as set out in this Report, including an archaeological survey, demolition works, road construction, land and property transactions and the cost of consultants' fees and site investigations.
- 4.3 The Board has already incurred consultants' fees of £78,841 on the initial stages of the project which have been met from a separate capital vote charged to the Board's capital allocation.
- 4.4 Subject to the States approving the recommendations in this Report, the Board intends to return to the States in due course with detailed proposals for the final stages of the project. The Board intends, at that time, to seek agreement that the whole of the further cost be met by an equivalent transfer to its capital allocation from the Capital Reserve.

#### **5. Traffic**

Traffic issues are fundamental to any scheme of this nature.

- The States Traffic Committee has indicated its approval in principle for the redevelopment to be based on the Old Prison site. The Traffic Committee is of the opinion that closure of St James Street will result in

a large proportion of the re-directed traffic being re-routed along the Rue de Manoir in front of the Royal Court. Additionally, the Chief Fire Officer in his memorandum dated 16 June 1999 (at Appendix F) states that it will not be possible for the large fire appliance vehicles to gain access to Lefebvre Street due to the limited manoeuvring space.

- If the proposals based on the Old Prison site are adopted the realigned New Street (being an extension of Lefebvre Street) will provide an opportunity to improve road design and give improved road safety and access. The proposals will also facilitate the pedestrianisation of La Rue de Manoir and improve other pedestrian areas generally.
- If the redevelopment is to be sited on St Paul's Gardens, all car parking in Ann's Place, St James Street and other adjacent areas would be lost without alternative options being made available. Development on the Old Prison site would result in fewer car parking spaces being lost and there would be a possibility that car parking could be provided by raising St Paul's Gardens to near street level and using the space gained as underground parking.

This parking area could be designated for Court and States usage but out of hours would also provide a much-needed facility for St James and adjacent recreational facilities.

## **6. Island Development Law – Planning Considerations**

- 6.1 The Island Development Committee and its officers have been involved in the planning and discussions about this project. Copies of the relevant correspondence are attached as Appendix C.
- 6.2 Both sites are within the area covered by the 1995 Urban Area Plan. The Plan recognises that the existing built environment will need to change and absorb new development in order to satisfy the objective of the Plan.
- 6.3 The Old Prison site and the St Paul's Garden site are both zoned as Urban Conservation Areas. Most of the developed areas of St Peter Port are also designated as Urban Conservation Areas.
- 6.4 Despite the 1972 Resolution of the States (that identified the St Paul's Garden site as an area to be preserved as a public open space) the Garden is not designated as a Green Zone.
- 6.5 An extract of the relevant section of the Urban Area Plan is included as Appendix C. The Plan makes it quite clear "that the setting of buildings is as important as buildings themselves, as is the relationship between buildings and the character and quality of open spaces between buildings". The Plan states that "it will be important to consider individual buildings

and spaces as part of the wider area, paying special attention to the value of groups of buildings and the spaces between them rather than simply the buildings themselves". It also states that "Where development is permitted it will be subject to strict control over siting and design. Particular attention will be paid to matters of height, massing, architectural details and the use of appropriate traditional materials".

- 6.6 The Board has been of the view that the States would not see fit to resolve that a building should be constructed on the St Paul's Garden site in view of the 1972 Resolution, because:
- the Garden is now regarded by the Parish authorities, the community and visitors as an attractive and unique open space adjacent to the central Town shopping and commercial area
  - the Garden provide a valuable green open space between St James, the Old Government House Hotel, the War Memorial and St James Chambers.
- 6.7 Notwithstanding the extensive work carried out at the suggestion of the Heritage Committee to evaluate the St Paul's Garden option the Board has serious doubts that the States would resolve to develop the St Paul's Garden site in preference to the Old Prison site and has therefore decided not to put it forward as the preferred option on this ground as well as on cost considerations even though it is acknowledged that the necessary courtrooms and ancillary accommodation could be provided without compromising the key specifications recommended by the Consultant Architect.
- 6.8 If the States make known their wish that the Old Prison site be redeveloped as recommended by the Board then the Board will submit plans in due course to the Island Development Committee for their comment under established procedures governing the development of States land and thereafter to the States.
- 6.9 Advice will also be sought from the Law Officers, after discussion with that Committee, as to whether a mini Planning Inquiry should be held to change the Urban Area Conservation Status or whether that course need not be pursued in view of the fact that the site is in the ownership of the States, the decision of the States on this Policy Letter and the pressing need to commence development works.
- 6.10 It is worthy of note that a predecessor Island Development Committee in a letter of 15 June 1988 appeared to accept that the Old Prison site would be redeveloped and that the buildings would be demolished. (See Appendix C).

## 7. Heritage Issues

- 7.1 The Old Prison site has remained derelict since its closure in 1989 although part of the accommodation has for some time been used by H M Sheriff and H M Sergeant who are in the process of relocating to private sector office accommodation in New Street until new accommodation is provided for them in part of the redevelopment proposed by the Board.
- 7.2 In his letter dated 14 April 1993 (Appendix D) to the President of the Board of Administration, the then President of the Ancient Monuments Committee agreed that the Old Prison site was the most appropriate site but he did seek assurance that "the inevitable changes" would retain some of the interesting architectural features of the Old Prison and that they would be kept for the enjoyment of future generations.
- 7.3 As will have been noted two officers of the Island Development Committee who also reported to Heritage Committee were members of the Working Party. This was to ensure that both the Heritage Committee and the Island Development Committee could contribute to Working Party deliberations and the Committees be kept informed of developments.
- 7.4 In November 1998, the Heritage Committee, together with the Island Development Committee, the Advisory and Finance Committee and the Board of Administration were fully briefed by the Working Party about the findings of the Feasibility Study. They were all informed that the preferred option was to build the Royal Court extension on the Old Prison site and to achieve this by demolishing the buildings on that site.
- 7.5 In June 1999, the President of the Heritage Committee on behalf of his Committee expressed concern that a more detailed investigation had not been carried out into constructing the Royal Court extension on the St Paul's Garden site. The Board of Administration, with some measure of reluctance, in view of the inevitable delay which would ensue and also the cost which would be involved, instructed the Consultant Architect to produce a scheme for constructing the Royal Court extension on the St Paul's Garden site.
- 7.6 The Working Party again contacted Mr Alan Sloan from the Court Service of the Lord Chancellor's office and another Architect specialising in court design, Mr Paul Monaghan, to review the work carried out to date and comment on the sites. They felt the Old Prison site was the most appropriate site, however recommended that if the Heritage Committee was concerned about the worth of the Old Prison buildings a conservation appraisal for the whole area including the St Paul's Garden adjacent building, open spaces, roads, etc should be produced.

- 7.7 At the request of the Working Party, the Heritage Committee embarked on the preparation of a Conservation Appraisal of the Old Prison site (Appendix C ) which was presented to the Advisory Panel on 1 October 1999. The appraisal was prepared by Island Development Committee staff (assisting the Heritage Committee) and with the benefit of advice from English Heritage. The Appraisal shows some of the buildings and features to be classed as significant and others to be of no special merit. The Committee has nevertheless recently registered the entire Old Prison site no doubt reflecting its view that the site should be preserved as a total historical unit. It did so by notice to H M Greffier on 12 October 1999. The Board was informed by letter on this date. (Appendix D).
- 7.8 The Board was of the view and remains of the view that the Committee was not bound to register the site or any of the buildings on the site because it would have the opportunity to draw heritage issues to the attention of the States in a detailed letter to be included as an appendix to the Board's Policy Letter so that the States would be fully aware of the Committee's views on the importance of the Old Prison Site.
- 7.9 The Board noted the Committee's decision to register the Prison buildings and walls with profound concern and regret.
- 7.10 The Heritage Committee, notwithstanding that it has recently registered the site, has power under the 1967 Law to delete the registration of the site in whole or in part (section 2 (3)) and has power to grant permission for the demolition of all or any of the structures on the site. (Section 3)
- 7.11 The Board of Administration would have much preferred to have resolved this aspect of the development of the site with the Heritage Committee before bringing the matter to the States. However to date the Committee has not been prepared to confirm that it will permit the demolition if the States decision is that public interest considerations dictate that the buildings and walls should be demolished. Hence the Board considers that it is right to seek the view of the States.

## **8. What are the Compelling Public Interest Considerations which Dictate that the Old Prison Site buildings should be Demolished?**

- 8.1 If, as the Board believes, the States will be persuaded that a case has been made out for the provision of essential additional Court accommodation built to recommended specification by way of extension to the current Royal Court building complex then the issue which will arise is whether such an extension will in the public interest necessitate the demolition of the Old Prison site buildings and walls.
- 8.2 Mr Clerici explored in depth the way in which the Old Prison site might be developed in order to provide the additional Court accommodation without

compromising the specifications that he considered to be essential. He was specifically requested to consider whether an option involving the retention of some or all of the existing Old Prison site buildings could be feasible and could sensibly be recommended to the States.

- 8.3 After much investigation work he concluded that if the Old Prison site is to be the preferred area then the total demolition of buildings on that site is the only feasible option if specification for the new courts and ancillary accommodation is not to be compromised.
- 8.4 The Board is of the view that the public policy considerations that dictate that all existing Old Prison site buildings and walls should be demolished can be summarised as follows:
- The essential specification for the two new criminal courts and ancillary accommodation for the reception of prisoners, witnesses and Court officers should not be compromised.
  - The scheme should provide for a compact building complex with a high level of security using minimal manpower resources.
  - The compact integrated complex should enable those working in it and those visiting it to be able to use it efficiently with consequent long term manpower savings and amenity benefits.
  - The scheme should maximise opportunities to improve traffic flow and improve road safety.
  - There would be a residual area of land which could be developed so as to offset some of the expense involved in providing the new accommodation.
  - The unattractive street scene to the west of the Royal Court building will be eliminated and the entire area will benefit from the enhancement.
  - The walls of the Old Prison site are forbidding and detract from the street scene - their demolition will significantly add to the charm of an area which in addition to the Royal Court and the open space of the St Paul's Garden includes the St James Concert and Assembly Hall and adjoins an important business and residential district.
  - Some of the buildings on the Old Prison site are of little, if any architectural merit.
  - The future use of existing buildings on the Old Prison site would require significant input of capital and be a long term drain on States finances - it would be unthinkable that the States should vote for their retention and not then refurbish them and put them to some remunerative use.



- The Heritage value of the site is principally because of the setting and previous use of the buildings. Any future viable use of the site will almost certainly require the demolition or significant conversion work to the structures thereby destroying or seriously compromising the Heritage value.
- There will be an opportunity to pedestrianise Rue du Manoir (Court Row) and enhance traffic flow in the area.
- The proposed new road will create first class access to the new complex thereby enhancing the amenity value of the development site.
- There will be a residual area available for future redevelopment with good access.

## 9. Enabling Works

### 9.1 Introduction

If speedy progress is to be made, then certain enabling works must be put in hand as soon as possible. The enabling works include proposals to survey the existing site, realign New Street, demolish the buildings and walls, and carry out service diversions. In addition, consultants will be appointed to produce tender documentation for the seeking of tenders for an extension to the Royal Court building, for submission to the States in due course.

### 9.2 The Old Prison

Prior to demolition an accurate site survey will be prepared and a programme of recording and surveying the existing structures, fixtures and fittings will be undertaken. This will provide a permanent record of the site and its buildings. Certain elements will be identified for reuse either for incorporation into the new extension or elsewhere. These will be carefully labelled, dismantled and stored off-site. At present it is envisaged that the following components will be included:

- Stone of a suitable quality arising from the demolition of the buildings and walls.
- The surrounds to two external gates.
- The southern facade of the 1811 cell building including the arcaded stone veranda and the internal cell wall.
- Dressed stone details from the remaining Victorian additions to the prison; particularly the pink granite, quoins and openings.
- Paving
- External metalwork of the salvageable quality.
- Other fixtures and fittings.

The above list to be reviewed prior to work commencing.

### 9.3 Archaeology

Although an initial desktop study indicated that the prison was constructed on a green field site and therefore the site may not contain earlier remains, the programme includes time and resources for archaeological investigations before new development takes place.

### 9.4 New Street

The feasibility plans show an approximate line for the realigned New Street. The route shown requires the acquisition by the States of the corner of the building owned by Marguerite Ltd. Agreement in principle to a land swap on the basis of professional assessment has been agreed. Once an accurate site survey has been produced, the precise line of the road will be established and terms and conditions of the land swap will be agreed with Marguerite Ltd subject to the approval of the Advisory and Finance Committee. The Board will report to the States on any agreed transaction at the same time as it submits firm proposals for the construction of the new accommodation.

In the event that it is not possible to secure final agreement with Marguerite Ltd, the street can be realigned without using any of the land owned by Marguerite Ltd. Whilst this would not be the best solution, it would be an adequate compromise.

The Bailiff and Deputy Langlois at the outset have declared an interest in Marguerite Ltd. Neither of them has taken any part in discussions concerning land swaps and future development of residual land adjoining that company's site. The company has indicated an interest in acquiring land if the States offer it for sale. It has also expressed an interest in taking a lease of any building which the States may develop on the residual land or which the States may lease for development by a third party.

Construction of the road together with the junctions with Lefebvre Street and St James Street and stabilisation of the exposed ground to the west of the road would be carried out after further consultations with parish officials, the Traffic Committee and the Public Thoroughfares Committee. It would be completed prior to closing the existing road. By this means traffic movements should not be disrupted.

### 9.5 Services

Services diversions will be undertaken at the same time. The Electricity Board is keen to upgrade the electricity supply in this area of St Peter Port and wishes to incorporate a new transformer in the new building.

- 9.6 Contracts. All contracts for carrying out the enabling works will be subject to the approval of the Advisory and Finance Committee.
- 9.7 Consultants will be appointed to prepare tender documentation and provide the full range of professional services required for projects of this nature including the provision of architectural quantity surveying, engineering and other specialist services. The appointment of the consultants will be subject to the approval of the Advisory and Finance Committee. Selected tenders for the proposed extensions to the Court buildings will be sought and the recommended tender will be referred to the States of Deliberation for its approval in due course.

9.8 Breakdown Cost of Enabling Works

All costs shown are approximate estimates.

	£/k
Demolition of the Old Prison Site	570
Diversion of road	570
Archaeological survey	20
Condition survey of existing building	50
Soil Investigation	40
	<hr/>
Fees on enabling works	150
Fee to tender stage on whole scheme	1,300
<b>TOTAL</b>	<b>2,700</b>

**10. Summary and Conclusions**

The Board:

- considers that there are compelling reasons for the provision of new Court accommodation.
- considers that the accommodation should be developed as an extension to the Royal Court building.
- does not favour the development of a building on the St Paul's Garden site.
- recommends that the Royal Court extension should be built on the Old Prison site and that the redevelopment should involve the demolition of the Old Prison Buildings.
- regrets the necessity to demolish the buildings but is committed to preserving some elements for future use

- will direct the Architect chosen to design the new accommodation to incorporate some of the original architectural features in the new extension.
- intends that the new extension will be architecturally sympathetic with its surrounding and will enhance this important underused civic area of St Peter Port.
- acknowledges that the Old Prison site has historic importance but believes that taking all public policy considerations into account it is in the Island's best interest that the site be redeveloped to provide essential facilities which are urgently needed.

## 11. Recommendations

The Board accordingly recommends the States to:

1. approve in principle the planned redevelopment of the Royal Court on the basis of Option 1 as set out in this Report;
2. agree that the public interest is best served by redevelopment of the Old Prison Site, notwithstanding that the site has been entered in the Register of Ancient Monuments and Protected Buildings;
3. request that the States Heritage Committee and States Island Development Committee take note of the above when considering under the relevant laws any further application from the States Board of Administration concerning proposed redevelopment of the Old Prison Site;
4. approve the Board's proposals to undertake the Enabling Works as set out in this Report, including an archaeological survey, demolition works, road construction, land and property transactions and the appointment of consultants, at a total estimated cost not exceeding £2,700,000;
5. authorise the Board to seek tenders and award, subject to the approval of the Advisory and Finance Committee, contracts for the proposed demolition and engineering works;
6. authorise the Board to appoint consultants, subject to the approval of the States Advisory and Finance Committee, to prepare detailed proposals, including tender documentation for the extension and refurbishment of the Courts;
7. vote the States Board of Administration a credit of £2,700,000 to cover the costs of the above works, which sum to be charged to that Board's current balance of capital allocation.

8. direct the States Advisory and Finance Committee to transfer £1,000,000 from the Capital Reserve to the capital allocation of the States Board of Administration.

I have the honour to request that you will be good enough to lay this matter before the States with appropriate propositions.

I am, Sir,  
Your obedient Servant,  
R. C. BERRY,  
President,  
States Board of Administration.

## APPENDIX

### A THE FEASIBILITY STUDY

- Methodology
- Brief
  - The Existing Royal Court
  - Court Requirements
  - Judiciary
  - Functionality
  - Planning
  - Defendants
  - Other Occupants
  - Traffic
  - Archaeology
  - Physical

- Sites
  - The Royal Court Site
  - The St Paul's Gardens
  - The Old Prison Site

#### • OPTIONS

##### Disregarded Options

- Limit Site to Old Prison Site
- Develop Old Prison Site and Royal Court
- No Action
- Relocate Court to a new site
- Retain all of Old Prison
- Preserve 1811 Cell Block
- Incorporate elements of Old Prison building into New Development
- Totally Demolish or relocate Prison Buildings elsewhere
- Limit Development to Royal Courts
- Limited Development to Royal Courts and St James' Chambers

##### Remaining Options

- Extending Royal Court of St Paul's Garden
- Extending Royal Court on the Old Prison Site
- Royal Courts Refurbishment

## Comparison of Favoured Options

## Cost Estimates for Favoured Options

# A THE FEASIBILITY STUDY

## METHODOLOGY

A.1.1.1 With interested parties and the main stakeholders, the brief for the court accommodation was developed after detailed discussions. This concentrated on the courts' responsibility for the Administration of Justice, the operation of the courts including the Royal Court, the administration of the States and the buildings in their urban context.

A.1.1.2 Interested parties and stakeholders comprised of:

- The adjacent landowners
- The Advisory and Finance Committee
- States Archaeology Officer
- The Board of Administration
- The Cadastre Committee
- The Children Board
- The Heritage Committee\*
- The Home Affairs Committee
- HM Greffier
- HM Sheriff
- The Island Archive Service
- The Island Development Committee\*
- The Law Officers\*
- The Police
- The Parish Constables\*
- The Prison Service
- The Probation Service Committee
- Friends of St James
- The Bar
- The Traffic Committee\*

FOOTNOTE \* Indicates a written submission commenting on the proposals

The Board is grateful for the contributions from all of the above, which have proved to be invaluable as they assisted in the Study's recommendations.

- A.1.1.3 The Feasibility Study identified parameters, size, location, etc that any new facility would have to meet and the issues that would be addressed, for example the concerns of the Heritage and Traffic Committees. The two preferred options both give alternatives for the Old Prison site. One scheme proposed the realignment of New Street to create the site for the extension and this was chosen in preference to the other scheme that proposed creating a bridge across New Street. The study eliminated unsuitable options and efforts were focused on the designs most likely to meet the original brief in full. The options were costed, together with a project programme defining both timescale and critical activities, to provide a basis for decision makers to assess and determine future actions.
- A.1.1.4 The Senior Courts Study Group considered two options and recommended to the Board of Administration and the Advisory and Finance Committee the same scheme it preferred in January 1999. The two main options were described, both developing the court extension on the Old Prison site.
- A.1.1.5 The outline design was presented to the various user groups and the relevant States Committees and was generally well received. The outline design of the preferred option commenced in March 1999. However, the Heritage Committee expressed its growing concerns and pressed for further considerations of alternate solutions, particularly the use of the Sunken Garden site. Accordingly the Working Party revisited the various options in some detail and in the case of the Sunken Garden it worked up an outline scheme. Included in its investigations were the views of English Heritage and the comments of a further court design specialist.
- A.1.1.6 The Study Groups were aware that there was an existing States Resolution to keep the St James Garden as an open space.

**See A.3.10 St Paul's Garden's arguments.**

- A.1.1.7 The Senior Study Group gave very careful consideration to both of the options that had been put forward. Whilst considering the Prison site and the St Paul's Gardens, the members of the Study Group had to acknowledge that, as an essential part of the plan, the Royal Court and its attendant services and facilities had to continue without interruption during the course of any building or refurbishment work.



A.1.1.8 They also had to consider the eventuality of temporarily re-housing the courts and any supporting staff or facilities. Was such accommodation available to lease in the vicinity and, if so, at what cost? St Paul's Gardens would necessitate the demolition of St James' Chambers and alternative accommodation being found for H M Procureur, H M Comptroller and H M Greffier. This was regarded as an expensive option in terms of both time and money. Consequently, the Senior Study Group instructed the Board of Administration to proceed with the option to develop on the Old Prison site as this would be the most cost effective and least disruptive to the Law Officers and H M Greffier.

### **A.1.2 Brief**

The brief for the court accommodation was to provide court rooms and ancillary areas fit for purpose and commensurate within modern standards. The following indicates the factors considered, in necessitating the need for an extension to the Royal Courts.

### **A.1.3 The Royal Court**

- A.1.3.1. The Royal Court would lose its *raison d'être* as a court building if it could not be part of a single design solution. This project shows how this may be achieved by continuing to hold civil trials in the Royal Court, and therefore give it a relevant, viable future.
- A.1.3.2. The process of providing new secure court accommodation will inevitably create opportunities to enhance facilities within the Royal Court. The design options will move the focus of public activity from the Royal Court towards the new accommodation. This will have two main benefits: the Royal Court will no longer need to resolve the conflict in provision for secure criminal trials and States activities, and there will be an element of flexibility in how the building is operated to enhance facilities for States events and facilities for the Members.
- A.1.3.3. It is absolutely imperative that the courts remain operational throughout any developments that take place. It should also be remembered that the court buildings themselves are of considerable historical importance, more so than the Old Prison.
- A.1.3.4. Generally, criminal cases take up approximately 30 days a year in the Royal Court, States Meetings and other hearings take up the remaining time. The Magistrate's Court sits on a daily basis. The criminal and civil court business require up to four courtrooms that are used on a regular basis; at present lack of facilities forces the use of the library for hearings. There is concern that potential for prolonged financial

litigation and an increase in criminal trials that take up a significant amount of court time will place additional pressures on the listing of the remaining case load. Hearings involving youth and families must be listed on days other than those allowed for adult criminal cases because of the lack of separate facilities. The future requirement for Localisation of Court of Human rights cases will produce further pressure on the court room listings.

A.1.3.5. Security within court buildings demands separate accommodation and circulation routes for members of the judiciary, defendants, public and staff. There are also sub-groups to accommodate such as defence witnesses, prosecution witnesses and other users who require discrete accommodation not immediately accessible by the general public.

A.1.3.6. There is an undisputed need for a secure Criminal Court with a dedicated Custody Area. The Magistrate's Court naturally accompanies the Criminal Court with a shared custody access for efficient operation of the secure accommodation throughout the building. This area encompasses the point at which the prison van enters the site, through custody, to the docks.

A.1.3.7. In achieving improved court operations the potential to release space within the Royal Court which will support States functions and provide Members with badly needed facilities such as meeting rooms, a library, fax, and telephone facilities and e-mail, whilst creating Court facilities which are flexible and can be used for other requirements.

A.1.3.8. The schemes should have separate accommodation for the judiciary, defendants, public and staff with careful attention to the interface between spaces occupied by these different user groups. The designs differ in the way they relate to the existing Royal Court building and to their immediate surroundings. Before discussing the differences between the two options the common elements have been outlined below.

#### **A.1.4 Functionality**

A.1.4.1. The importance of the functional relationships between the new accommodation, the Royal Court and St James' Chambers cannot be underestimated. The efficient operation of the court complex depends upon integrated planning allowing the segregated circulation routes to provide security and access between the old and new parts of the building.

A.1.4.2. The close proximity of the Police Station and Advocates' offices to the Royal Court is an important asset to the efficient, economic operation of the court. Other sites for new courts, away from St Peter Port, such as

near the new Prison at Les Nicolles, would not be acceptable. Both the Strategic and Corporate Plan and the Urban Area Plan recognise the need to locate civic development within the existing urban area of St Peter Port and there is not another location with the benefit of a close relationship to the Royal Court.

- A.1.4.3. Furthermore the construction process should not compromise the continued operation of the courts on a day-to-day basis. It is inconceivable and is not supported by the Bailiff that the courts could be temporarily relocated during the construction phase of the projects and such a proposal would be vehemently opposed by the Bailiff.

### **A.1.5 Planning**

- A.1.5.1 The site lies within the Urban Conservation Area and the Royal Court within the Area for Potential Enhancement as defined in the Urban Area Plan (UAP). The UAP does not deal with the Public Administration class of use but the proposed court is compatible with the aim of limiting urban development to within St Peter Port. Other policies that are relevant concern office development that is governed by policies OB1 and 2 and Housing by H2.

- A.1.5.2 The policies relating to the Urban Conservation Area (CEB1 and CEB3) seek to protect the listed monuments and buildings of historic and architectural merit.

- A.1.5.3 See Conservation Appraisal

### **A.1.6 Judiciary**

The court rooms are to have adjacent judicial accommodation: retiring rooms and Jurats' ante-room supported by offices for the Greffe and a Law Library. The segregated judicial circulation then connects with the secure lower ground floor car park and to the existing judges' corridor adjacent to La Cour Ordinaire. This achieves the link from the civil courtrooms in the Royal Court. This emphasises the close relationship between the old and new accommodation with the development on the site of the Old Prison site achieving the optimum arrangement.

### **A.1.7 Defendants**

Traditionally those in custody are accommodated in the most secure part of the building that extends from the van dock to the courtrooms in the proposals. The custody suite itself is located on the upper ground floor with a single staircase to courts and van dock, and a secure lobby to the public circulation area for visitors. The hub of the custody area is the Control Room from where prison escorts can observe the Assembly area

and cell corridors. The two cell corridors allow for segregating occupants, i.e. male/female or youth/adults as appropriate.

#### **A.1.8 Staff**

- A.8.1. The officers who will occupy the building can be separated into those who are essential to the operation of the courts, those who would benefit from being near to the courts and others who are compatible with the other occupants but are themselves not essential.
- A.8.2. H M Greffier has far ranging responsibilities that involve the day-to-day running of both criminal and civil courts, records, support to the judiciary and for activities that involve meeting with members of the public.
- A.8.3. The spatial requirements for future archiving of Company Records is at present undefined, however this facility could be located in the new building where appropriate floor loading and access could be provided.
- A.8.4. The incorporation of the Company Register may also benefit from being located close to both the courts and advocates. There is an opportunity to give this office a separate public entrance.
- A.8.5. H M Sheriff and H M Sergeant also have responsibilities for day-to-day court activity, the collection and administration of fines. The work of this department will expand with the reform of Guernsey's Insolvency Legislation.
- A.8.6. Ideally the Bailiff should remain in his present location, along with his supporting staff.
- A.8.7. The Law Officers who currently occupy part of St James' Chambers are increasing in number and will require additional accommodation as an extension to their existing premises. The Review of Financial Regulations in the Crown Dependencies (November 1998) has highlighted the need for additional Law Officers.
- A.8.8. The Probation Service traditionally has a presence in court buildings where it advises the court as well as meeting with clients in public areas and in custody. The size of the Probation Service in Guernsey means that the whole Probation office ought to be located in one office and this would be best placed in the court complex.
- A.8.9. Although it is not imperative that the Cadastre Department should be in the same building as the courts, it is sensible that it should be located

within the centre of St Peter Port. There may be potential to locate this department in the new court complex if so required.

- A.8.10. Having reviewed the need for office space in relation to the needs of the various user groups the overall scope of the development should be appropriate to the site. It is imperative that the proposals neither under develop nor over develop the site. The proposals therefore show additional office space which allows for future flexibility in the management of the area, initially to allow for decanting of staff whilst the Royal Court is refurbished but later as either private or public offices.

## **A.9 Traffic**

- A.9.1 Although traffic policy requires a reduction of vehicles in preference to pedestrians, provision of car parking must be considered in **the** light of this policy.
- A.9.2 The effect of traffic issues on design options was considered to be important because of the constraints of the existing road network in relation to access to the proposed developments. Consultations with the Traffic Committee and its officers were critical in defining site boundaries and in the development of the design options. The removal of on-street parking is strongly recommended for security reasons, as is creating a 15m stand-off zone around the court building. On site parking for essential users will be provided along with allocation for disabled parking and/or drop off points close to the main public entrance(s). Consultations with the Traffic Committee and Chief Fire Officer confirmed that emergency vehicles can service the site and the adjacent properties, particularly difficult areas such as Lefebvre Street and Anne's Place where the road narrows adjacent to the OGH.
- A.9.3 It was considered that the development of the site would provide an opportunity to improve the roads from the existing regime of narrow pavements, street parking and associated traffic flow to pedestrian priority areas with restricted vehicular movements. A letter containing comments from the Traffic Committee is attached

## **A.10 Archaeology**

Archaeological remains are subject to policy CEB 5. Preliminary discussions have been held with the States Archaeology Officer. Provisions will be made for a full archaeological survey of the site during the site clearance works.

## **A.11 Physical**

Physical constraints include site access, boundaries and levels; existing prison buildings; relationship to adjacent buildings; orientation; local environment; and services. The design solutions involve multi-storey development adjacent to existing roads and buildings where public safety is paramount.

## **A.2 SITES**

### **A.2.1 General**

A.2.1.1 During the initial stages of the project it became apparent that the study area encompasses not only the Royal Court and St James' Chambers but also the Old Prison site, St Paul's Garden and the surrounding properties. Furthermore the potential for including part of the garden to Bonamy House was perceived to be an important element for consideration when developing design options.

A.2.1.2 The potential development area comprises listed buildings and an important public open space within the centre of St Peter Port. The principal building is the Royal Court itself.

A.2.1.3 The eastern side of the present courts is dominated by its main façade facing Rue du Manoir with its steps and plinth leading up to the main entrance. The road here is narrow and traffic noise impinges on the day-to-day court business.

A.2.1.4 New Street, which bisects the site from Lefebvre Street up to St James Street, turns a corner at the southern end of the Old Prison site with a very high granite wall abutting the offices of No 7 New Street. These private offices form the wedge of development running up New Street. From there the road climbs to St James Street with a high wall to one side contrasting with the unattractive rear aspect of the Records Room and St James Chambers to the other. The space between the Royal Court and St James' Chambers affords an important disabled access route into both buildings.

A.2.1.5 The buildings on the site vary in their qualities and importance. C E B Brett describes this and in more detail in the Conservation Appraisal

- The Royal Court is one of St Peter Port's most important buildings.
- The function and traditions of the building is an important part of the Island's history.

- The Old Prison buildings have been redundant since the new prison at Les Nicolles was opened, apart from providing inadequate temporary offices for H M Sheriff and H M Sergeant (who are due to move into better temporary accommodation in Cambria House, New Street, in the near future).
- The site was placed on the register of Ancient Monuments and Listed Buildings on 12 October 1999

## **A.2.2 St Paul's Gardens**

A.2.2.1 St Paul's Gardens, a possible site for the extension of the Royal Court, has had an interesting history. St Paul's Church, a Victorian building, was demolished in the early 1970's. Proposals to construct new offices on this site were approved by the States in 1972. However public pressure led to this decision being overturned in the same year and the States of Deliberation agreed that the Gardens should remain a public open space (see Appendix E). There is a covenant limiting the use of the land to 'public use'. It should also be noted that the Urban Area plan does not recognise the Gardens as open space but part of the conservation area. A Planning Inquiry would be required to build on this site even though the States have already decided that the Gardens should be kept as a public open space.

## **A.2.3 The Old Prison Site**

A.2.3.1. At the time that initial plans were drawn, the Old Prison was not 'listed' under the Ancient Monuments and Protected Buildings (Guernsey) Law 1967. Its qualities are considered to be in relation to the whole complex within the setting of the high granite walls. Even if it were to be possible to retain the two storey 1811 cell block, it should be recognised that this building would lose relevance without the space around it to provide the correct setting. The boundary walls to New Street and St James' Street are strong features that dominate their immediate surroundings. Designed originally to keep prisoners in, if retained, they would conflict with the need for daylight, ventilation and access to the new development.

A.2.3.2. The walls vary in their appearance. Along New Street the wall contains a number of unattractive barred openings and has a large area of render. Whereas the wall to St James' Street compliments the wall to St James' Church opposite, its height and sheer mass can be considered overpowering.

A.2.3.3. Regardless of what is to be retained, finding a use that is compatible with the form and construction of the Old Prison site is not straightforward

and any development would entail significant alterations and improvements to bring the building up to modern standards of insulation, services and access. This will undoubtedly have significant capital cost implications.

### **3. OPTIONS**

The following options were developed to ensure that all possible alternatives could be discussed. A number of options were eliminated during the initial phase of the study to enable the team to focus upon and develop the more viable designs.

#### **3.1 No Action**

This option does not address the serious deficiencies described above by not allowing the accommodation to be upgraded in a meaningful way. It perpetuates the 'risks' inherent in the existing building and operations. It also leaves the Old Prison site as an unrealised asset and its buildings in a state of continuing decay.

As a minimum requirement, the Garden needs improving with respect to access, particularly by disabled people.

In reviewing the potential for developing the gardens for new court accommodation, it appeared that there was potential for providing car parking. An underground car park could be constructed and roofed with new gardens thus preserving the local amenity. Indeed, it could enhance the use of the gardens by raising the level to form a better relationship to St James and the Dorey Room. It was not appropriate or indeed necessary to develop this further as part of this study but the proposed regeneration of the area around the Royal Court would have greater impact if St Paul's Gardens were included.

#### **A.3.2 Retain all of the Old Prison**

- A.3.2.1 The option to retain all of the Old Prison and develop the new court accommodation elsewhere has been investigated and due to the constraints of the townscape of St Peter Port there is not another suitable site available other than perhaps the St Paul's Garden site. The urban factors of the present siting of the Royal Court have resulted in an amalgamation of associated offices in this vicinity. This was subsequently reviewed in response to Heritage Committee concerns and resulted in the St Paul's Garden option being considered.



### **A.3.3 Preserve 1811 Cell Block**

- A.3.3.1 If the 1811 cell block and its immediate surroundings are preserved, it will not be possible to fit the proposed court floor area into the site. The constraints imposed by the prison buildings are too severe. Even if the new court was placed partly on the land currently forming the garden to Bonamy House, the spaces around the new building would be so restricted that security, daylight and ventilation would be compromised. The scale of the new building would dominate the retained elements of the Old Prison and create an unnatural juxtaposition of domestic two-storey immediately against a new, multi-storey court. Although it should be noted that this would retain the 1811 block, and a new use could be found for this building, perhaps as a store, any use would be limited unless considerable alterations were permitted. The building is divided into small cells between 7' x 16' to 10' x 20'. These cells would not be used for holding prisoners because they do not meet the current secure custody regulations.

### **A.3.4 Incorporate elements of the Old Prison buildings into new development**

- A.3.4.1 This option offers constraints to the development of the Old Prison site. At this stage it appears that even if part of the wall along St James' Street were to be retained, the proposed new structure and road would undermine its footings. This would result in demolition, although other elements such as the reuse of stone being integrated into the new building is quite feasible depending on detailed design.

### **A.3.5 Totally demolish or relocate buildings elsewhere**

- A.3.5.1 This is an approach that is possible if a suitable site could be found. The historic interest would be preserved, albeit at another location.

### **A.3.6 Limit Development to the Royal Court**

- A.3.6.1 There is limited scope to extend and/or alter the existing building which is 'Listed'. The proposed accommodation could not be incorporated into the existing building nor can the segregated circulation patterns be established without significant demolition of parts of the existing building. The work required would render it impossible for the courts to operate during construction work and therefore create the need to temporarily relocate court operations. Even if it was possible to find an alternative venue, the disruptive effect on the Island's administration of justice would be such that this factor alone would prohibit this option.

### **A.3.7 Limit Development to the Royal Court and St James' Chambers**

### **A.3.7 Limit Development to the Royal Court and St James' Chambers**

- A.3.7.1 Whilst St James' Chambers is suitable as office accommodation it lacks the right spatial volumes for conversion into courtrooms. It should be noted that 5 years ago a substantial investment was made in St James' Chambers to office accommodation for the Law Officers.

### **A.3.8 Limit Site to the Old Prison Site**

- A.3.8.1 It is possible to develop the Old Prison Site for all court activity, criminal, Magistrate's and civil. However, this would create redundant space within the Royal Court that could not be easily reorganised to other uses compatible with States business. Such a development would entail the demolition of the whole Prison site and not allow for other additional development.

### **A.3.9 Develop the Old Prison Site and Royal Court**

- A.3.9.1. This option gives the potential for a coherent design encompassing the new accommodation and Royal Court. In bringing the two sites together, consideration must be given to New Street as part of the development. The options are to retain New Street, close New Street or divert New Street to change the layout of available site areas.
- A.3.9.2. The option for closing northern end of New Street was eliminated by the Traffic Committee because of the consequential increase in traffic along existing named roads, particularly Rue du Manoir. The design options, therefore, focused on retaining New Street but considering its realignment. It also became clear that acquisition of the land forming the garden to Bonamy House, would increase the site area and allow better alignment..
- A.3.9.3. The next stage of the study focused on how the court might be designed on this site. Firstly, a new development on the Old Prison site, retaining as far as practical the existing prison buildings, linking into the Royal Court was considered. Secondly, realigning New Street to form a site for a new building, retaining as far as practical the existing prison buildings, and extending the Royal Court was considered.
- A.3.9.4. It was important to establish some of the main design parameters for the scheme. The courtroom layouts are critical to the generation of the building 'footprint' so sketch designs for both the Criminal Court and Magistrate's Court were developed and agreed in principle with members of the judiciary and court officers. These formed the basis for the court floors and provide some basic dimensions to locate the new building on the site. It was also apparent that the relationship to the existing prison buildings was now crucial to design development.

### **A.3.10 Possibility of Extending the Royal Court onto St Paul's Gardens**

A.3.10.1 The Senior Courts Study Group strongly oppose the use of St Paul's Gardens, as do the Board of Administration and the Traffic Committee.

A.3.10.2 The potential for developing St Paul's gardens was considered at an early stage. The new court accommodation will fit onto the site, however design development of this option showed that the functional relationships within the building would be very difficult to resolve without the demolition of St James Chambers. The judicial accommodation that is located at the southern end of the Royal Court and the segregated circulation routes must be separate from the public areas but must be accessible from the offices located in St James Chambers. It would be deemed necessary to close St James Street if the two buildings were to operate as one court centre.

### **A.3.11 Extending the Royal Court on the Old Prison Site**

A.3.11.1 This approach optimises the relationship between proposed and existing accommodation by realigning New Street and is the favoured option. The main benefits are clearly apparent, ie

- a single building to operate for the purposes of civil and criminal court work
- one main public entrance that optimises security
- providing for enhancement to the existing Royal Court.

A.3.11.2 The building forms an integrated extension to the Royal Court and St James Chambers. The new main entrance off St James Street enables all visitors to be monitored and directed, as appropriate, either up to the new courts via lift or stair, or along the internal glazed concourse that links the two buildings to the existing entrance serving La Cour Ordinaire. When the criminal and magistrate's courts are sitting there is an immediate segregation of those parties at the entrance from others attending civil hearings in the Royal Court and La Cour Ordinaire. The information/security desk commands views of the public concourse from the main entrance to the lower concourse entrance and up to the existing link doors. Members of the public have direct access to the court waiting areas, custody visits, public counters serving H M Sheriff and the Greffe as well as the new entrance to the records room. This has the effect of limiting the Royal Court entrance to States and official business only and avoids unpoliced public circulation around the Royal Court.

A.3.11.3 Public facilities within the new court building will include witness waiting rooms to each courtroom and segregated prosecution and defence witness rooms. There will also be proper waiting spaces, with consultation rooms and toilet facilities with full access for the disabled. There will also be provision for video links to the courtrooms for vulnerable participants such as children. Here a discrete suite of rooms with en-suite toilet facilities will enable staff to segregate special witnesses from the general public. A small base for advocates can be provided away from areas of public circulation.

A.3.11.4 Accommodation for the Judiciary is closely related to the new courtrooms but has the closest possible link to their existing rooms in the Royal Court via an internal bridge link over the public concourse. Secure parking beneath the building gives access to both old and new accommodation. The new retiring rooms are in an elevated position with good views to the south.

A.3.11.5 Defendants and their escorts can be provided with accommodation based on Home Office standards, but amended to suit local circumstances of vehicle access and the absence of catering facilities. The cells have been laid out to provide flexibility of use by allowing segregation of defendants as necessary.

A.3.11.6 The remainder of the new building has been designed as office space because the Island's requirements will change, not only as the design develops, but also during the lifetime of the building. Various offices have been designated only to indicate potential use. For example, the topography of the site allows for two entrances that could give beneficial use for occupants who either require a separate suite of rooms not connected to the courts, such as the proposed Company Register, or to Probation who have a direct link with the courts but may wish to operate outside normal hours.

A.3.11.7 The office areas will also need to provide space for two civil courtrooms and other offices while the Royal Court refurbishment is being carried out.

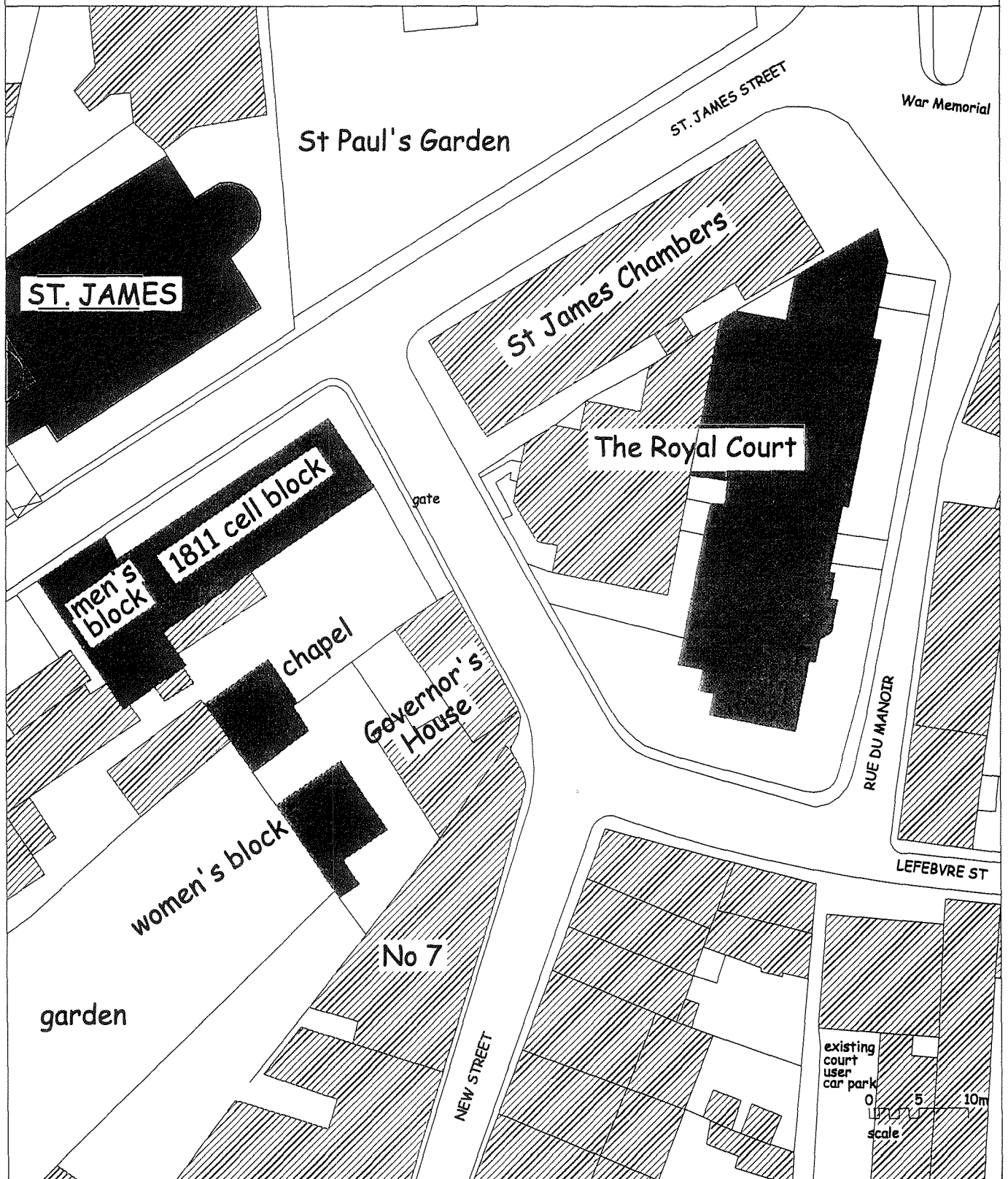
A.3.11.8 This option has the potential to be developed into an exciting design that will benefit the Royal Court and the surrounding townscape. It will be an important civic building that needs to respond to the locality both in terms of detailed design and in how it expresses the courts when viewed from the harbour and beyond.

### **A.3.12 Summary of Favoured Options**

A.3.12.1 Whatever the future for the Old Prison site, the programme identifies the need to survey and record the existing buildings and, if appropriate, carry out an archaeological investigation.

- A.3.12.2 It was considered that in view of all the options available only options to develop on the Old Prison Site or St Paul's Garden were feasible in the necessary extension of the Royal Court.

Existing site plan taken from digimap  
copyright: Guernsey Geographical Information Service

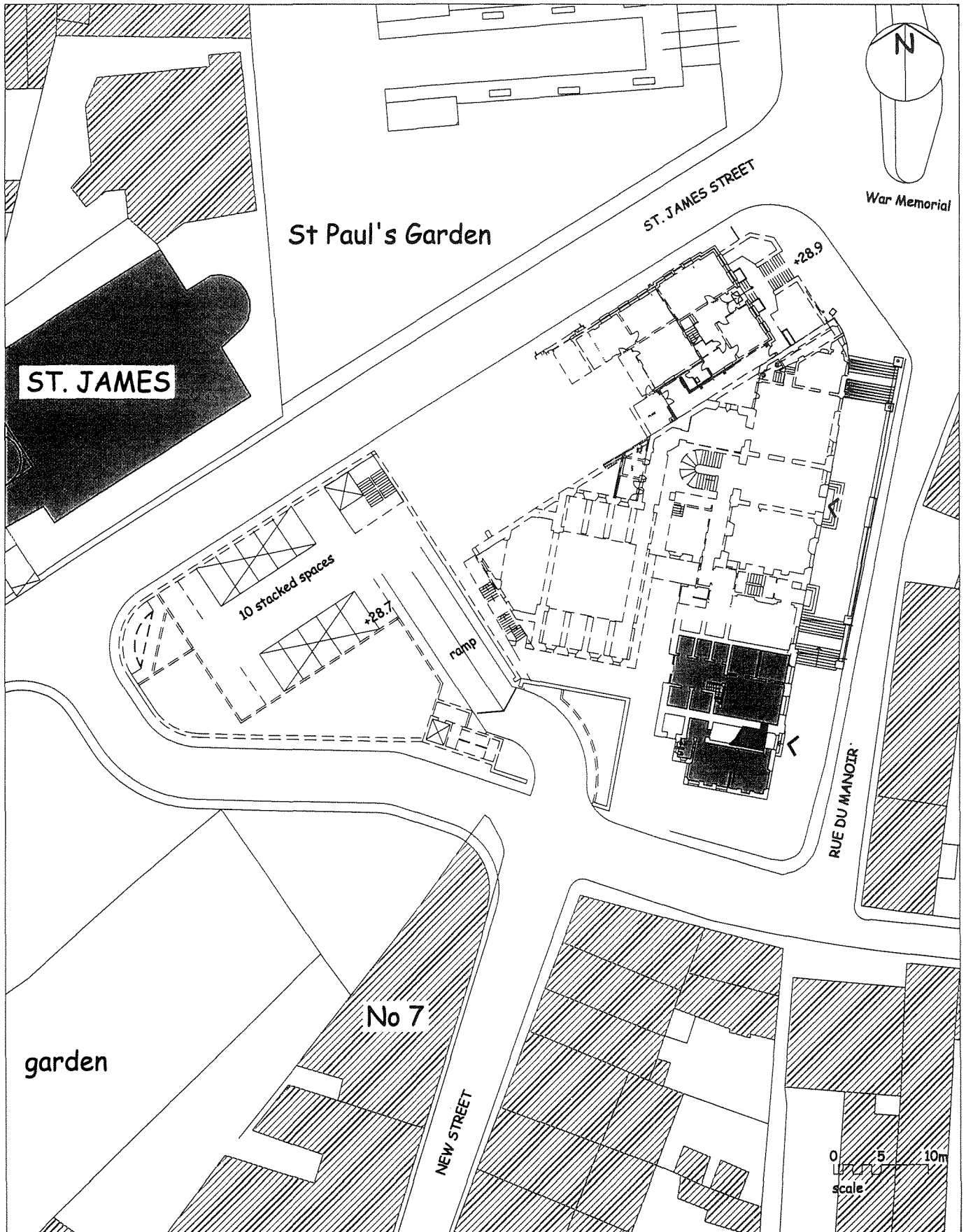


The Royal Court Extension  
OPTION A - Old Prison Site Scheme  
EXISTING SITE PLAN

A Plus Design

Date: November 1999

Drawing sk1/01

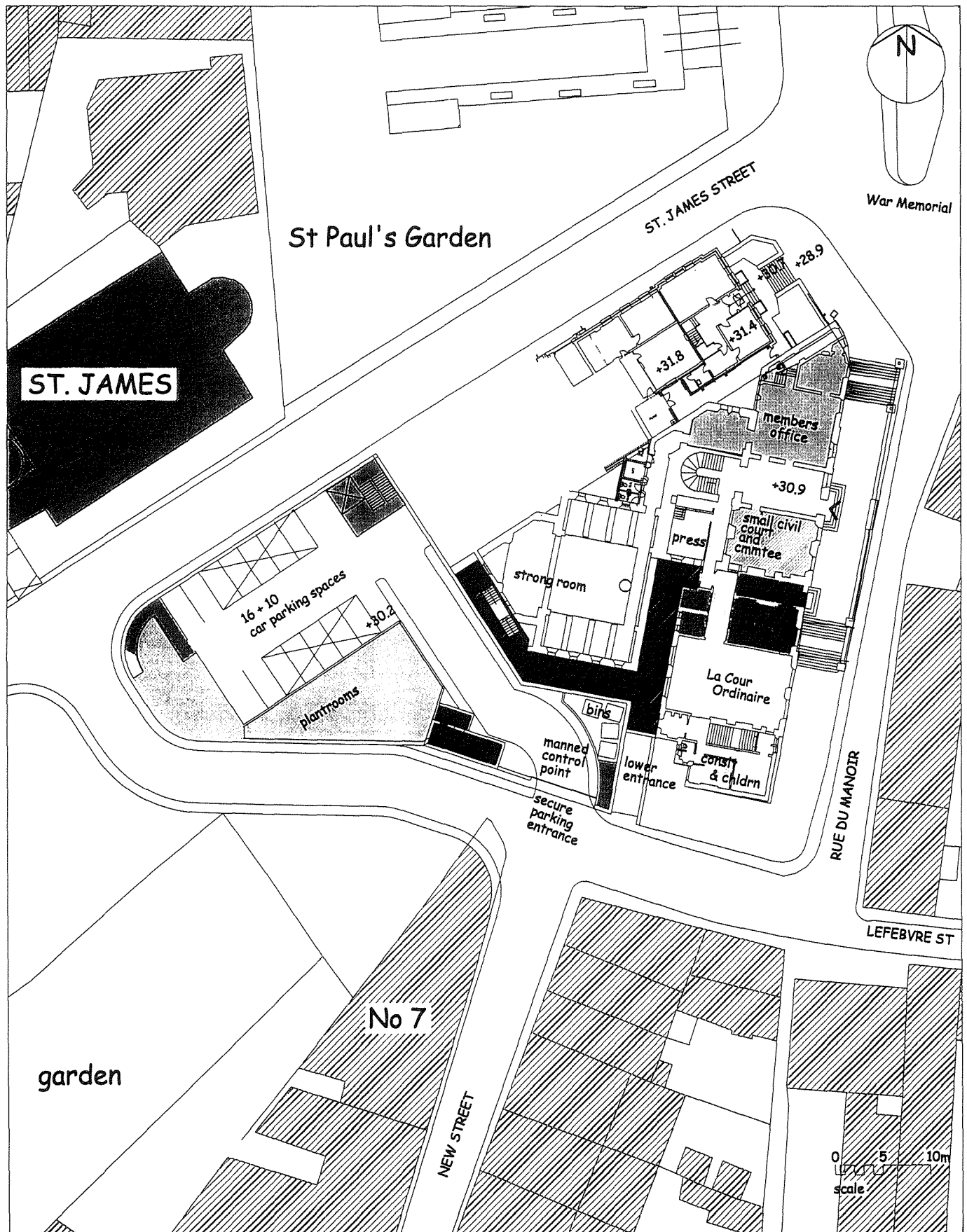


The Royal Court Extension  
 OPTION A - Old Prison Site Scheme  
 LEVEL 1 PLAN

A Plus Design

Date: November 1999

Drawing sk1/02



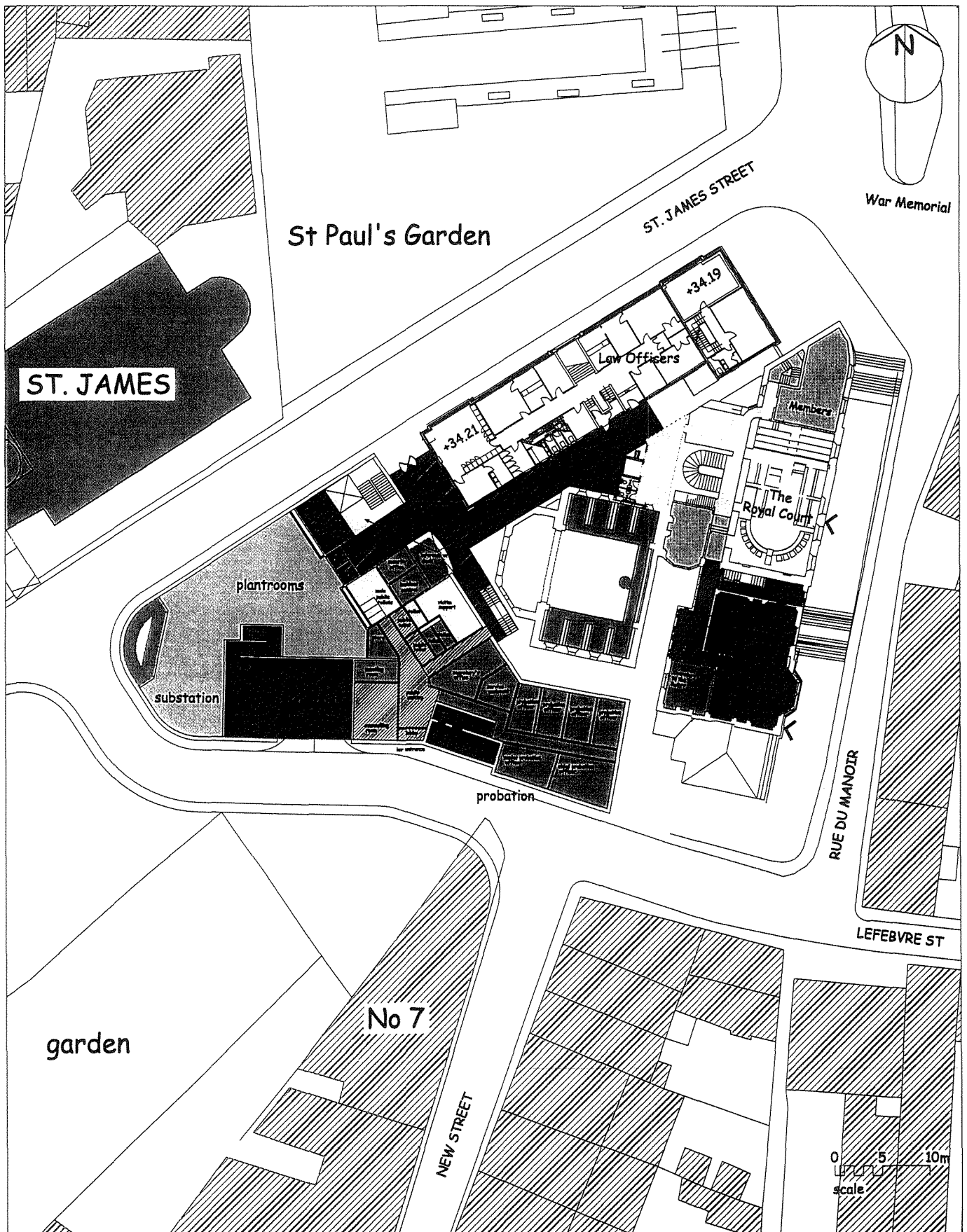
The Royal Court Extension  
 OPTION A - Old Prison Site Scheme  
 LEVEL 2 PLAN

A Plus Design

Date: November 1999

Drawing sk1/03



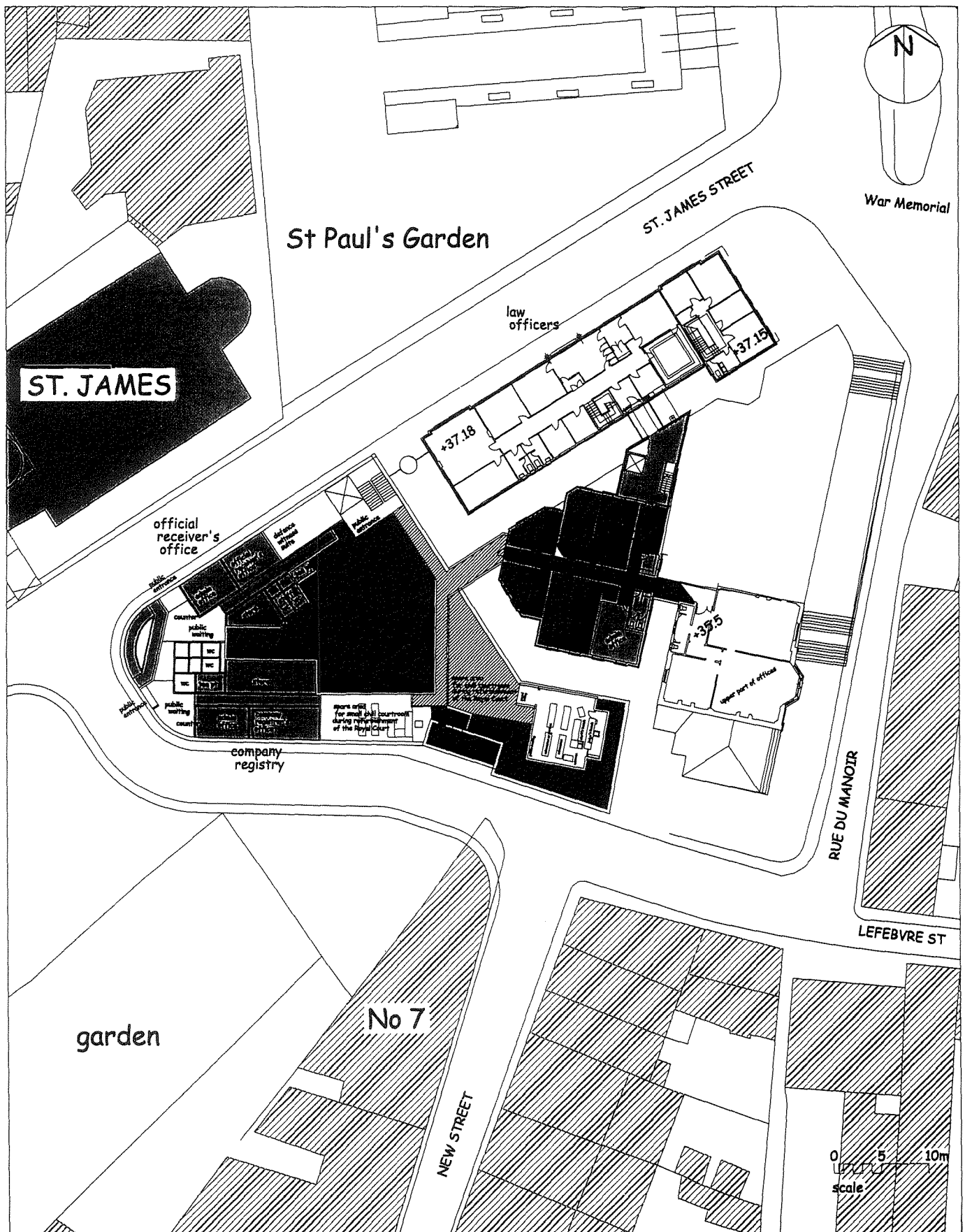


The Royal Court Extension  
 OPTION A - Old Prison Site Scheme  
 LEVEL 3 PLAN

A Plus Design

Date: November 1999

Drawing sk1/04

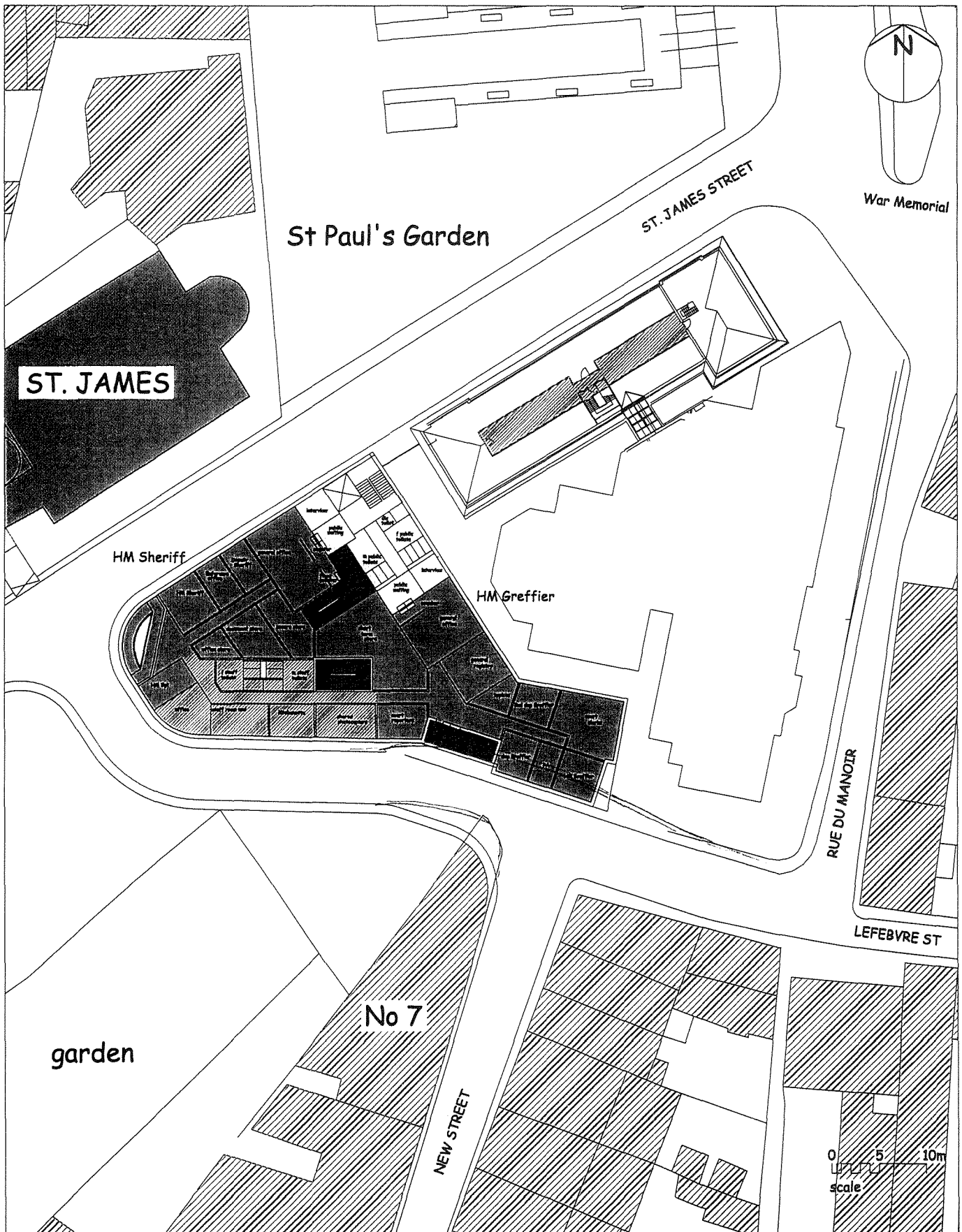


The Royal Court Extension  
 OPTION A - Old Prison Site Scheme  
 LEVEL 4 PLAN

A Plus Design

Date: November 1999

Drawing sk1/05

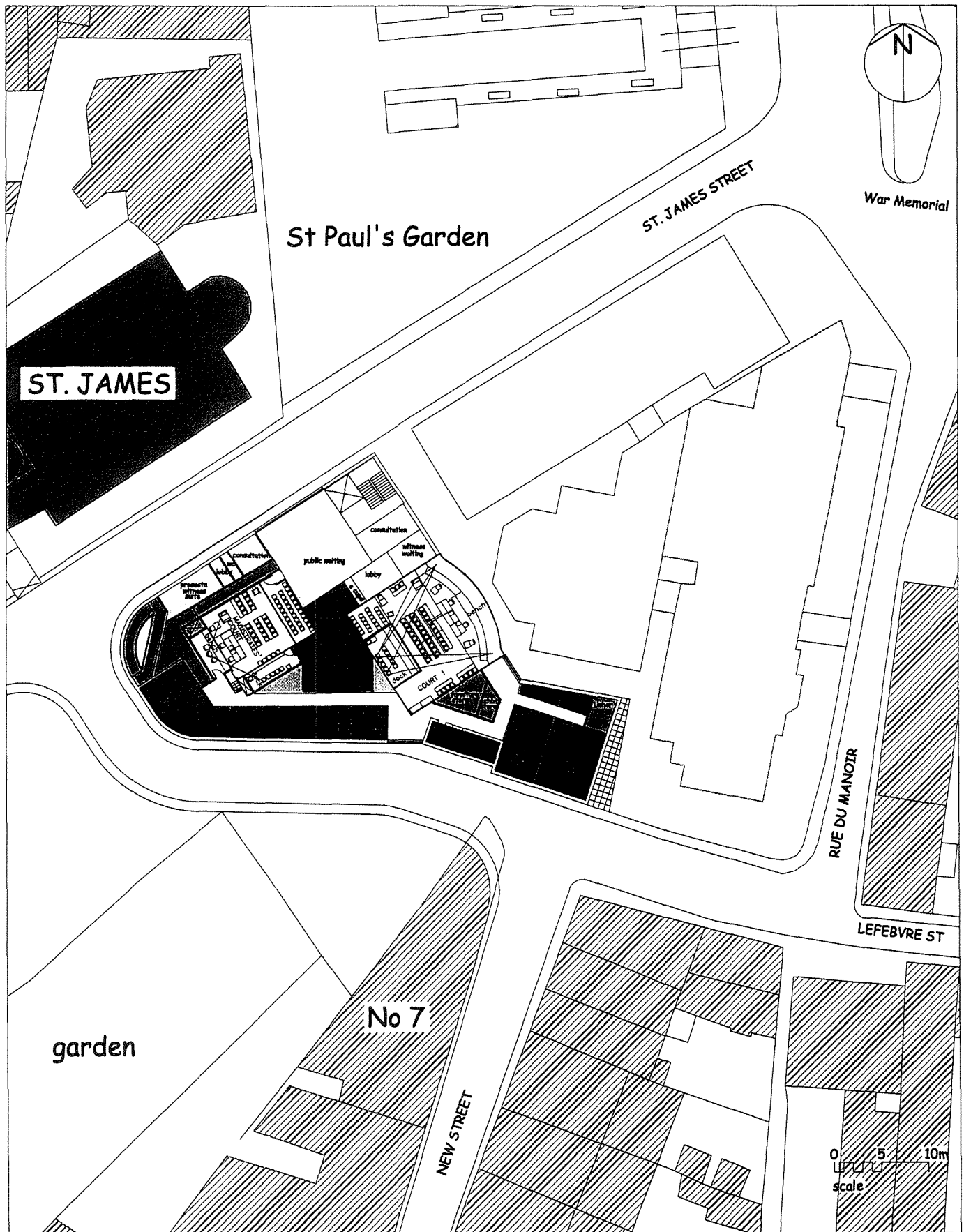


The Royal Court Extension  
 OPTION A - Old Prison Site Scheme  
 LEVEL 5 PLAN

A Plus Design

Date: November 1999

Drawing sk1/06

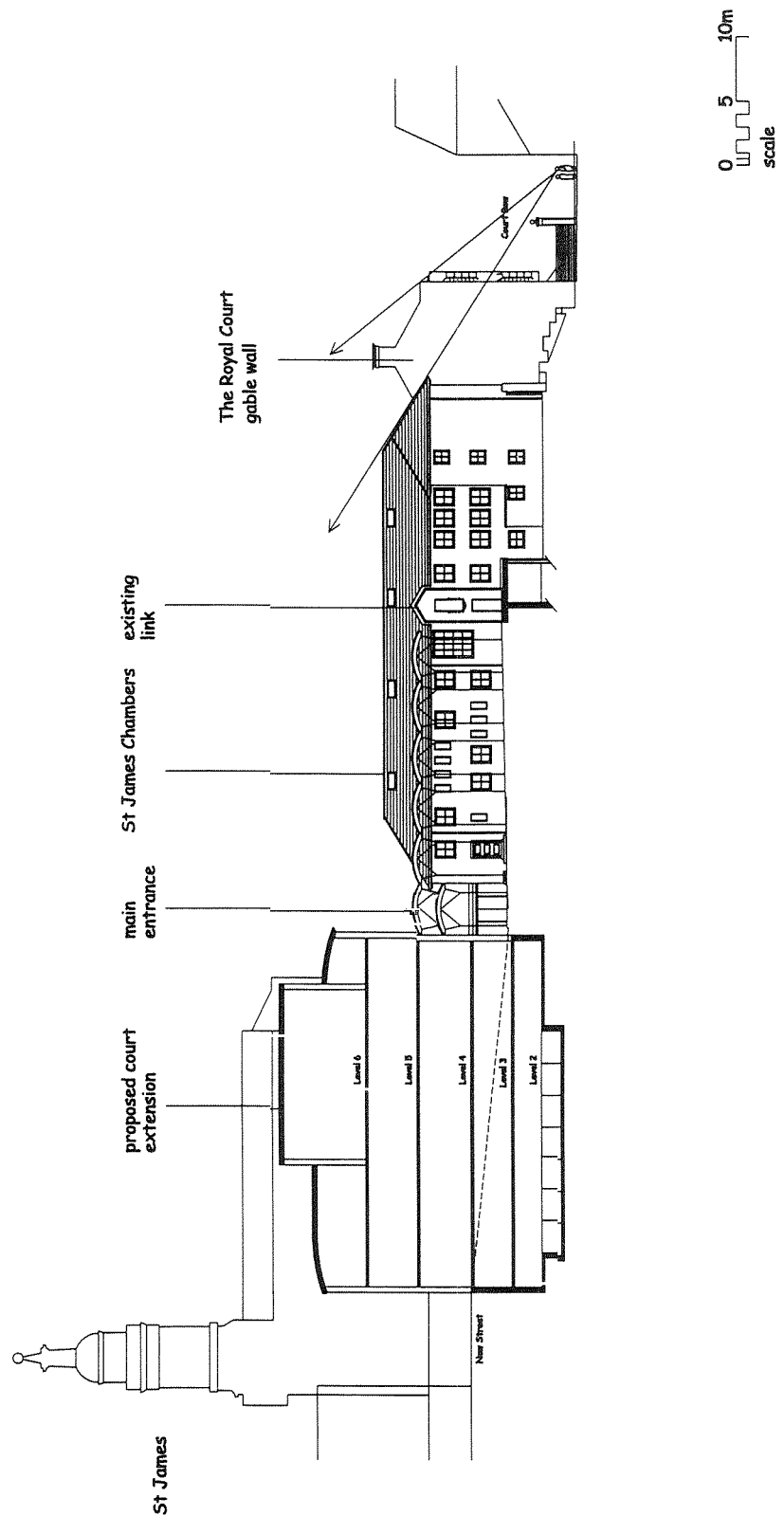


The Royal Court Extension  
 OPTION A - Old Prison Site Scheme  
 LEVEL 6 PLAN

A Plus Design

Date: November 1999

Drawing sk1/07



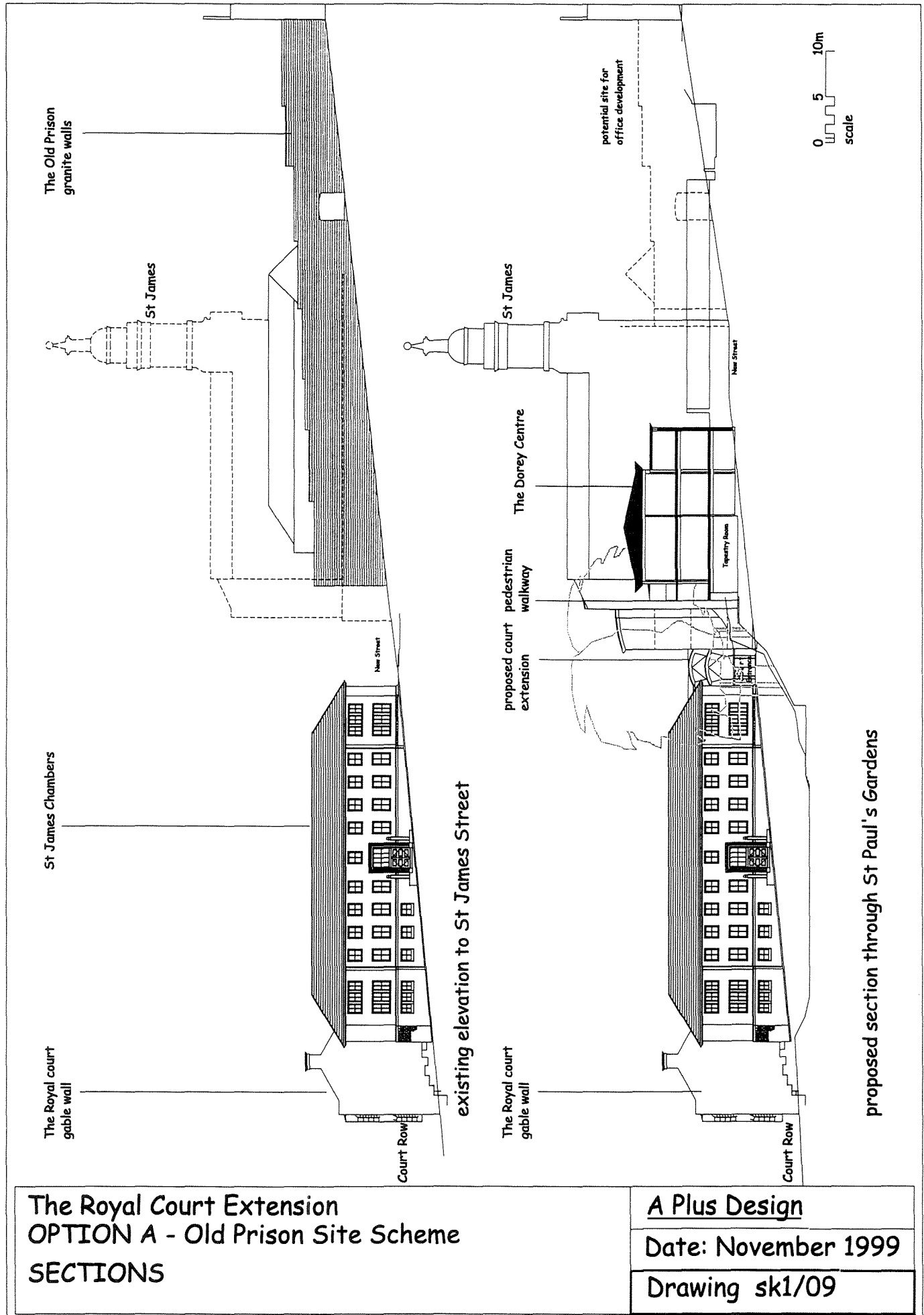
proposed section through existing link

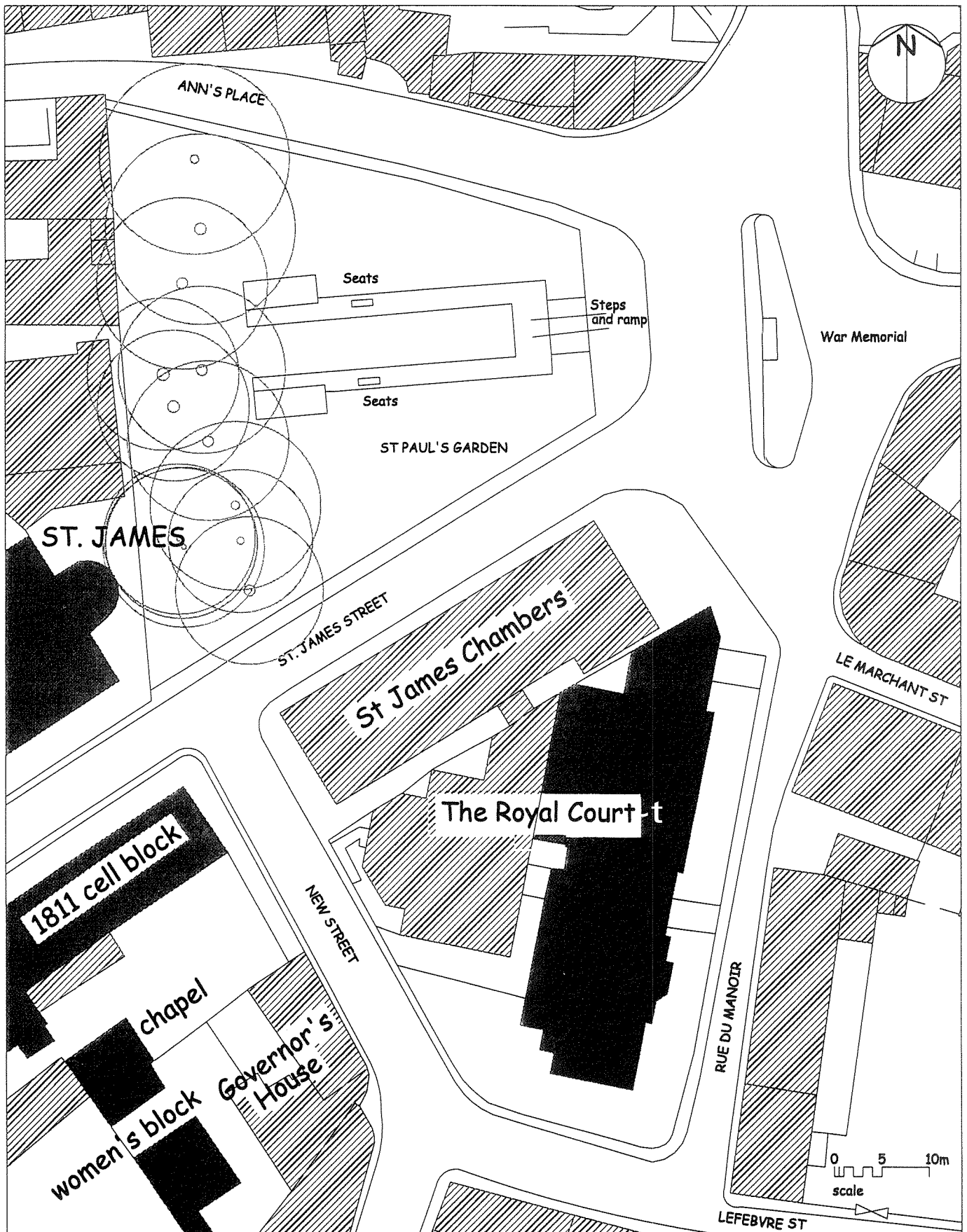
The Royal Court Extension  
OPTION A - Old Prison Site Scheme  
SECTION

A Plus Design

Date: November 1999

Drawing sk1/08



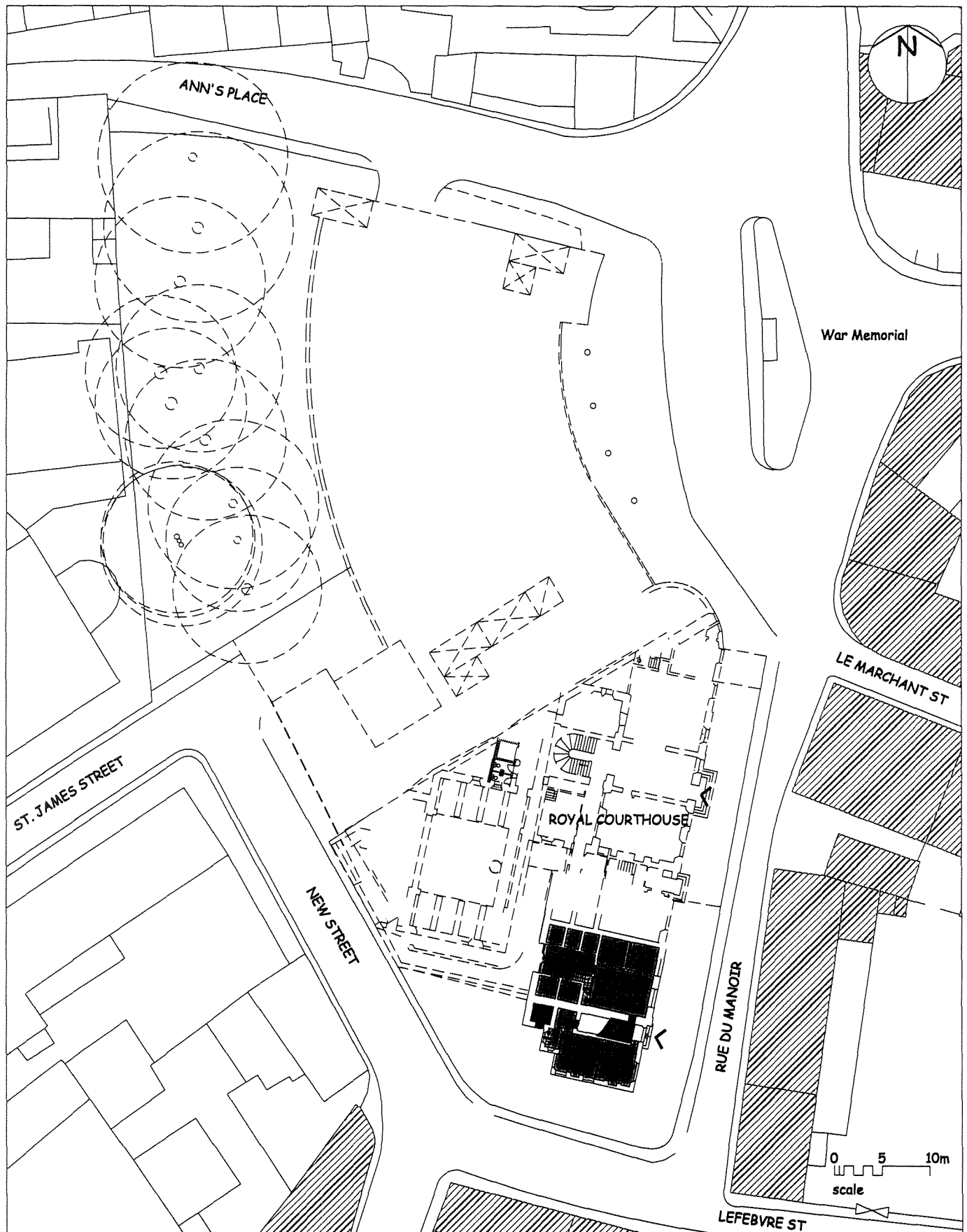


The Royal Court Extension  
 OPTION B - St Paul's Garden Scheme  
 EXISTING SITE PLAN

A Plus Design

Date: November 1999

Drawing sk2/01



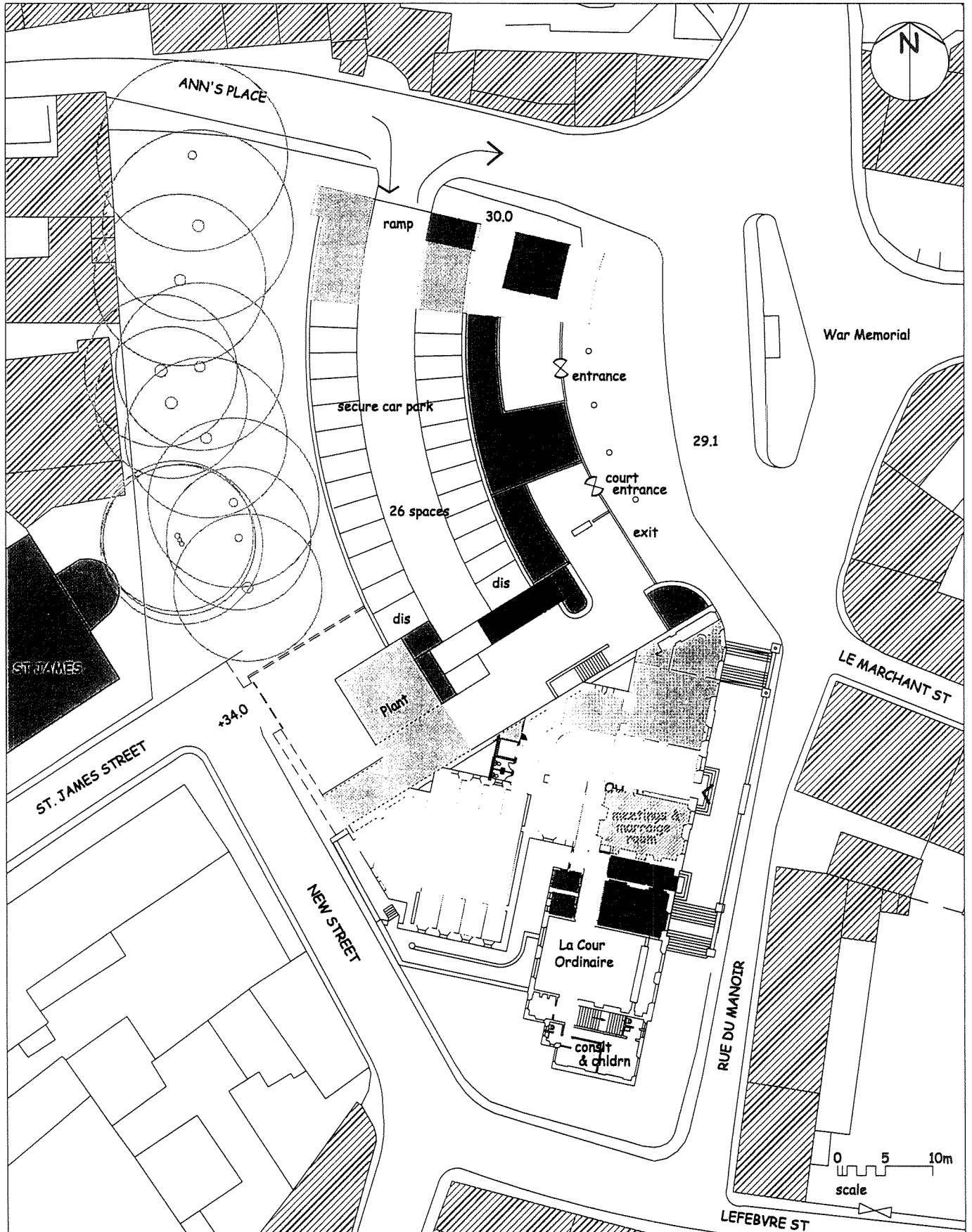
The Royal Court Extension  
 OPTION B - St Paul's Garden Scheme  
 LEVEL 1 PLAN

A Plus Design

Date: November 1999

Drawing sk2/02



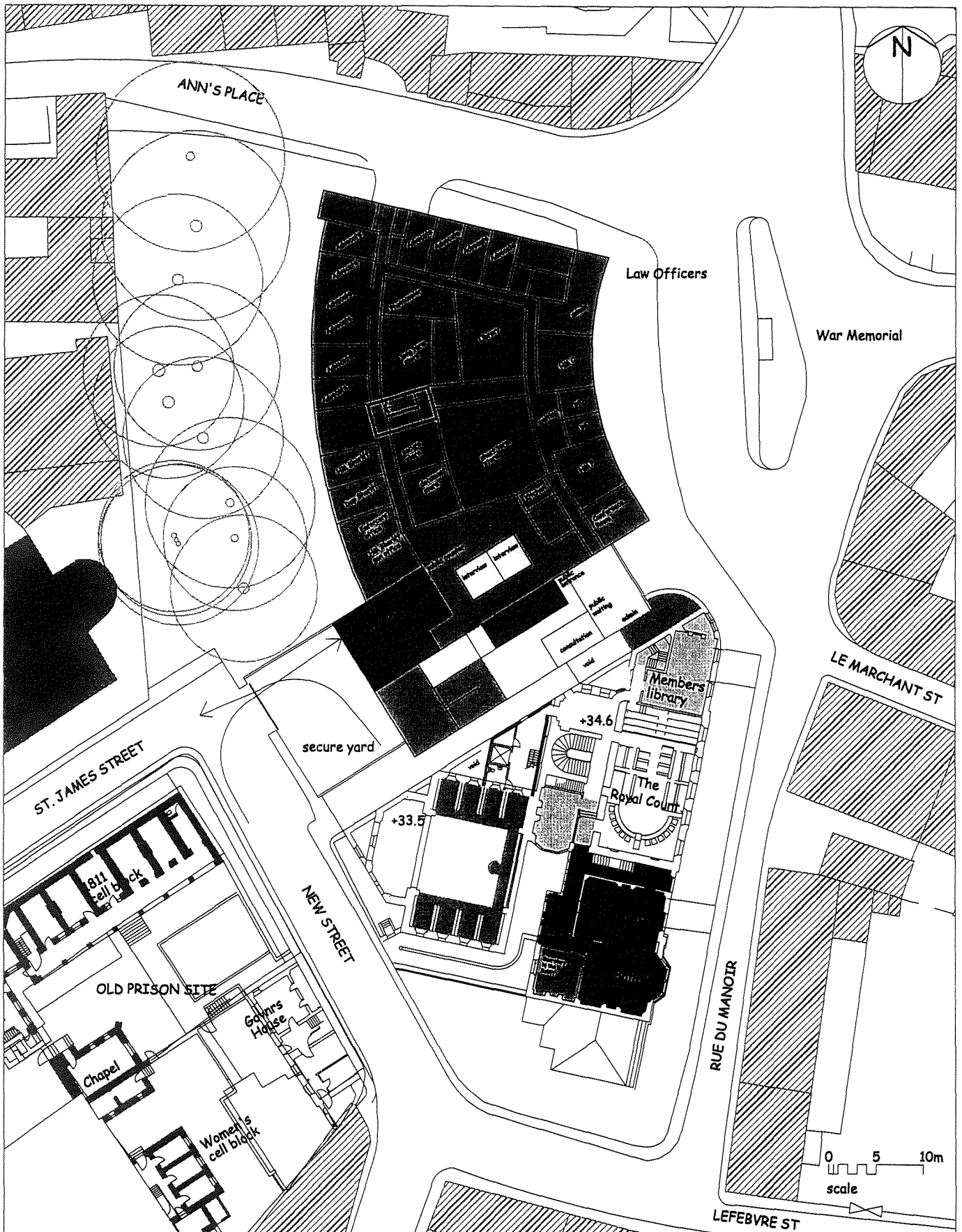


The Royal Court Extension  
 OPTION B - St Paul's Garden Scheme  
 LEVEL 2 PLAN

A Plus Design

Date: November 1999

Drawing sk2/03

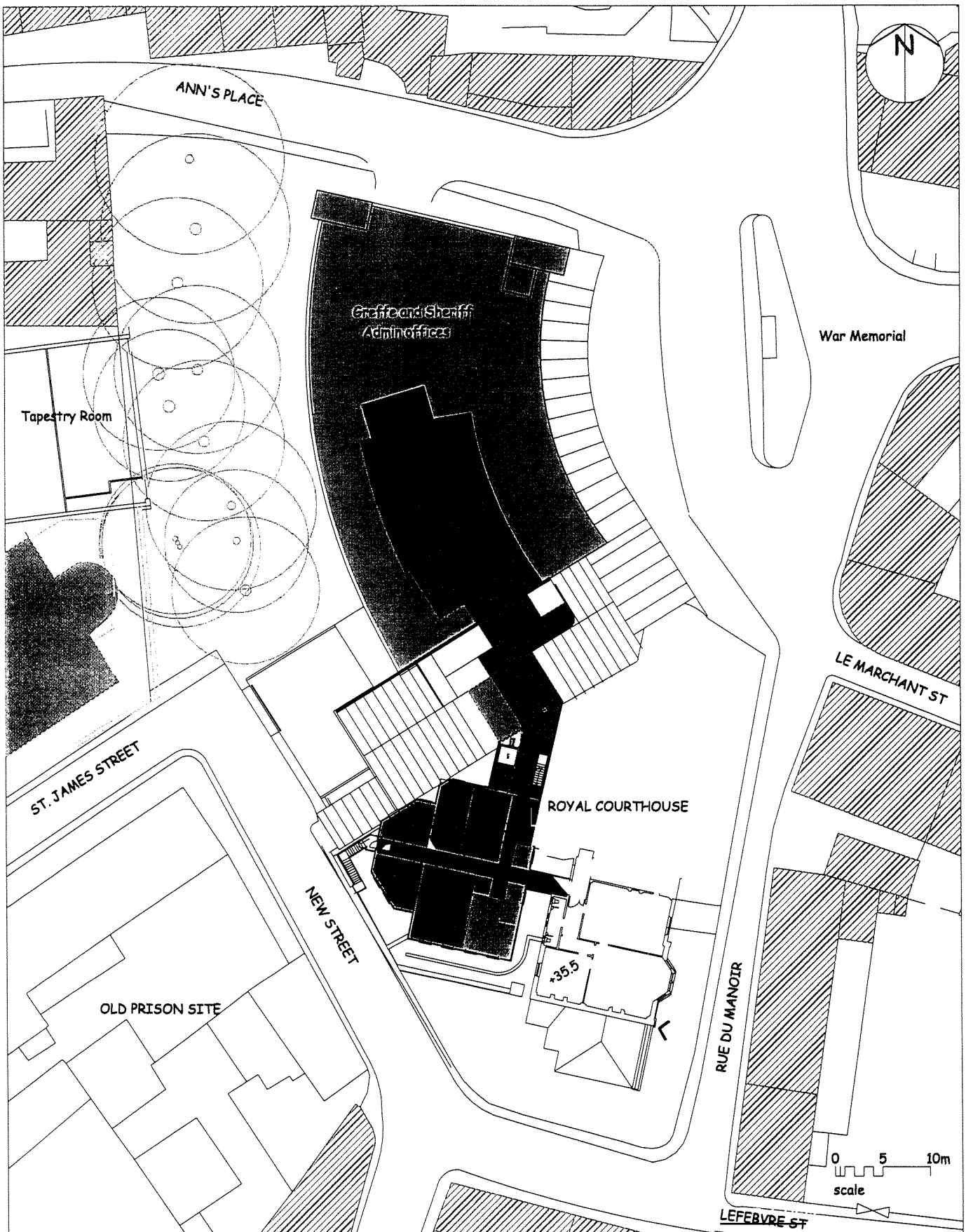


The Royal Court Extension  
 OPTION B - St Paul's Garden Scheme  
 LEVEL 3 PLAN

A Plus Design

Date: November 1999

Drawing sk2/04

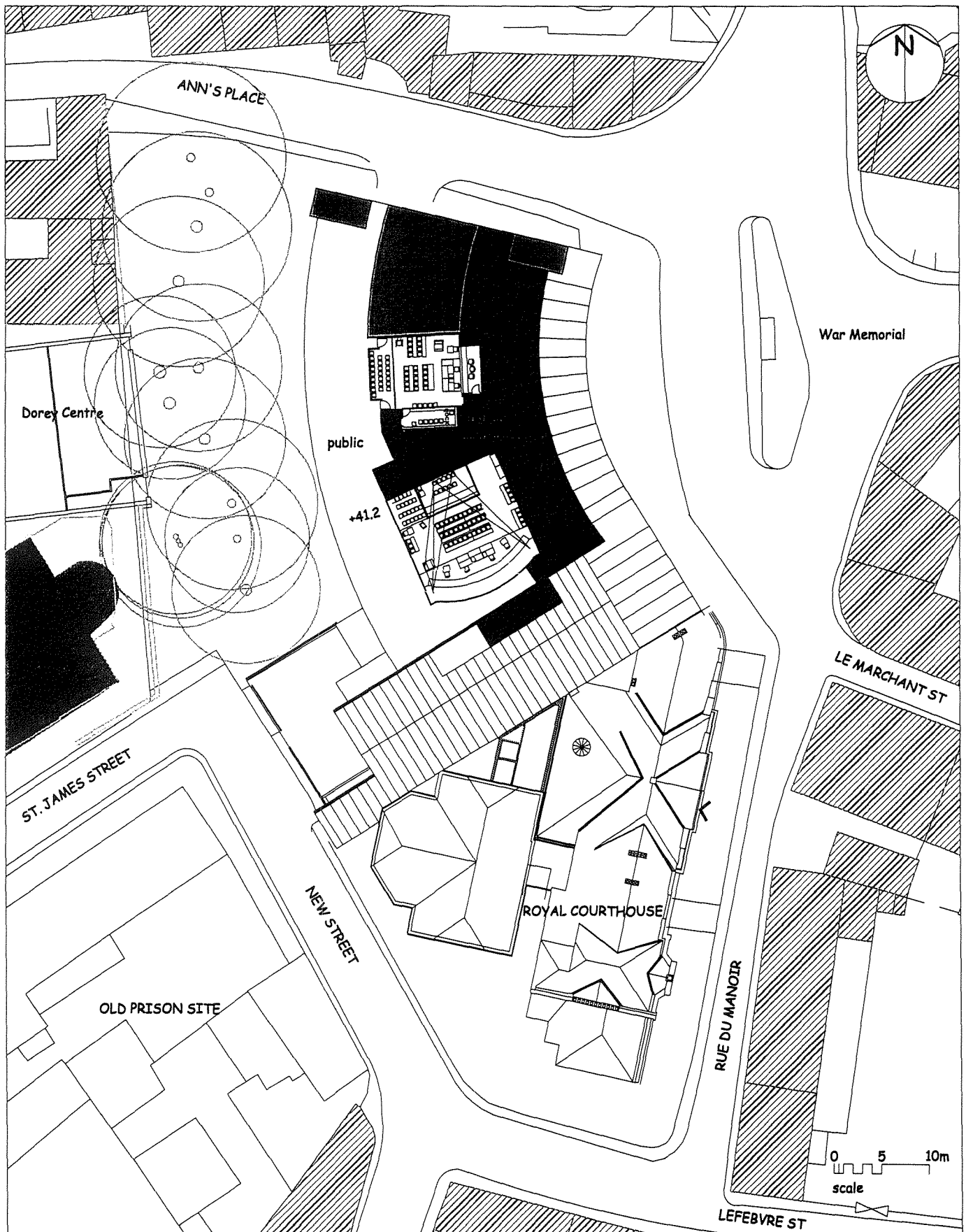


The Royal Court Extension  
 OPTION B - St Paul's Garden Scheme  
 LEVEL 4 PLAN

A Plus Design

Date: November 1999

Drawing sk2/05

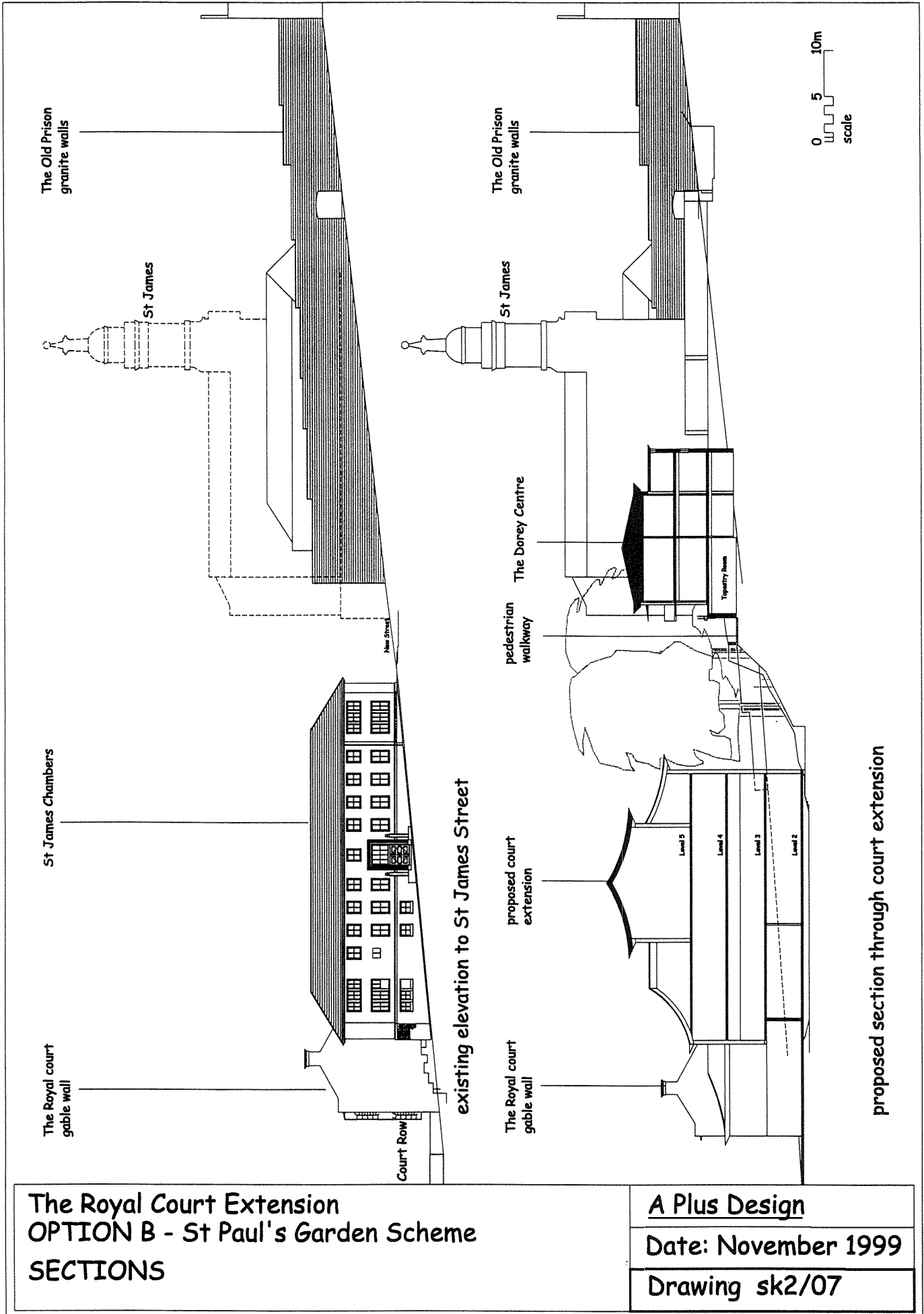


The Royal Court Extension  
 OPTION B - St Paul's Garden Scheme  
 LEVEL 5 PLAN

A Plus Design

Date: November 1999

Drawing sk2/06



## COST ESTIMATES FOR OPTIONS 1 &amp; 2

COST INFORMATION	OPTION 1 Overall Cost (£k)	OPTION 2 Overall Cost (£k)
Site Cost	Excluded	Excluded
Building Cost (New Build)	7,200	9,400
Building Cost (Repairs & Refurbishment of existing Royal Courts)	2,200	1,800
Refurbishment of Old Prison Site (no information – say)	N/A	500
Average Risk Allowance (interpolated from previous detailed analysis)	1,100	1,400
Guernsey Location Factor (43%)	4,500	5,700
<b>BASELINE COST</b>	<b>15,000</b>	<b>18,800</b>
Inflation Allowance	Excluded	Excluded
Professional Fees (say approx 12%)	1,800	2,300
<b>TOTAL WORKS COST £/k</b>	<b>16,800</b>	<b>21,100</b>

## APPENDIX B

HERITAGE COMMITTEE

**CONSERVATION APPRAISAL: THE ROYAL COURT  
THE PRISON, ST PAUL'S GARDEN AND THEIR ENVIRONS**

**I N D E X**

1. INTRODUCTION
2. THE OPTIONS UNDER CONSIDERATION
3. THE OBJECTIVES OF THE APPRAISAL
4. LEGISLATION AND POLICY
5. THE AREA AND ITS SETTING
6. ST PAUL'S GARDEN
7. THE ROYAL COURT
8. THE OLD PRISON
9. ANALYSIS:

The Area and its Setting  
St Paul's Garden  
The Royal Court  
The Old Prison

10. SUMMARY OF ISSUES RAISED BY OPTIONS

Correspondence with English Heritage:

Letter dated 9<sup>th</sup> June 1999 from R Hawkins of the Listing Group

Letter dated 27<sup>th</sup> August 1999 from Allan Brodie of Architectural  
Projects Conservation Group

PLANS AND ILLUSTRATIONS:

1. Townscape analysis: existing situation
2. Townscape analysis: development opportunities
- 3 /4 Photographs of St Paul's Church
5. Royal Court House 1840
6. Plan of Royal Court c1840
7. Royal Court Street Plan c1860
8. Plan for new prison by William Hulme 1808
9. Old Prison 1830 [Berry]
- 10/11 Old Prison Buildings 1863 Survey

### ACKNOWLEDGEMENTS

Allan Brodie, director of the Courts and Prisons Project for English Heritage, previously the Royal Commission for Historic Monuments, has supplied both background historical information and has visited the Royal Court House and Prison and has given invaluable information about these buildings.

In addition, this report draws extensively on an examination of plans and documents held by the Island Archive Service, as well as on published and unpublished local histories and research. The following have been of particular help:

A. Brodie, J. Croom and J. Davies [RCHME], *England's Prisons – The Georgian Legacy* *Prison Service Journal*.

A Brodie, J. Croom and J. Davies, *The Victorian Rebuilding – English Local Prisons 1840-78* *Prison Service Journal*.

D.M. Ogier, *Notes on Guernsey's Georgian Prison – unpublished paper*.

K. Tough, *Notes on the Extensions to the Royal Court House – unpublished notes*.

R. Hogart, 'The Building of the New Town' TSG xxiii [1992].

Berry, *History of Guernsey*.

Various Actes des États de l'Île de Guernsey.

The IAS has an extensive and informative collection of plans relating to the Royal Court House, the Prison and the various roads in the area covered by the study.



## 1. INTRODUCTION

It has become clear that there is a pressing need to extend and modernise Guernsey's Court facilities. At the instigation of the Advisory and Finance Committee the current situation has been investigated and a feasibility study commissioned to explore the options for developing the Court facilities.

The States own land in the vicinity of the Royal Court; the Old Prison Site to the south-west and St. Paul's Garden to the north. These and the immediately adjoining streets provide the basis of the options to be explored.

The affected sites and their immediate environs include significant historic buildings and features and areas of open space. They lie within an area of St. Peter Port which was developed as part of the late c18th/early c19th expansion of the Town and which retains much of its original Georgian character. The proposals will radically affect this area whichever option is ultimately chosen. It is therefore necessary to provide the means to assess the options so as to minimise any loss of historic or architectural character and to maximise opportunities for enhancement.

The purpose of the Conservation Appraisal is to provide an analysis of the area, drawing out the qualities and significance of the various buildings and spaces so as to inform the choices that have to be made.

## 2. OPTIONS UNDER CONSIDERATION

On the assumption that the new court facilities will be accommodated as an extension to the existing Royal Court, four options seem worthy of consideration:

### **Option One:**

The redevelopment of the old prison, including New Street and the creation of a new road from New Street to St. James' Street. The area to the south of the new road would be available for an alternative form of development.

### **Option Two:**

Redevelopment of St. James's Chambers and St. Paul's Garden. Reuse of Old Prison Site.

### **Option Three:**

Adaptation or redevelopment of the modern buildings to the rear of the Royal Court [including the strong room of 1877 as extended], New Street and the less significant parts of the Old Prison Site. The retained buildings would be used for undemanding ancillary uses and the 1960s block redeveloped.

#### **Option Four:**

A variant of Option 3 which introduces a new road to St. James's Street and compensates for the lost space by redeveloping part of St. James's Chambers.

### **3. THE OBJECTIVES OF THE APPRAISAL**

- to understand the various elements of the area, drawing on existing information about them;
- to assess the qualities and significance of the area as a whole and of its various elements;
- to define the issues affecting the significance of the area, particularly those arising from the proposals;
- to provide guidance as to how the qualities and significance of the area can best be retained. This guidance will be framed within relevant legislation and existing policy.

### **4. LEGISLATION AND POLICY**

The area lies within that part of the Island which is covered by the Urban Area Plan [approved by the States in February 1995]. The Island Development [Guernsey] Laws require the IDC to have regard [inter alia] to this Plan when considering applications for development. The Island Development Law does not apply to States development; however, by States Resolution, all States development is referred to the IDC for consultation. Should the IDC object to a proposal, the matter may be referred to the States for decision. In dealing with such consultations, the IDC would have regard to the policies of the Plan.

The Plan covers land use issues as well as containing policies directed to maintaining the quality of the natural and built environment. St. Peter Port itself is acknowledged to be one of the most attractive towns in the British Isles and one of the principal objectives of the Plan is to ensure that change is achieved in a manner which conserves and, where appropriate, enhances the quality of the built environment.

The development which is envisaged falls within Public Administration use Class 29 of the Island Development [Use Classes] Ordinance, 1991. The Urban Area Plan does not deal with this Use Class specifically. The use cannot be directly equated to any other category of use covered by the Plan. Thus there is no restriction in principle on the proposed use, which must be judged on its merits and in accordance with the other policies of the Plan.

The proposed office development is governed by Policies OBS1 and 2 of the Plan and the housing by H2.

The general objective of traffic policy is to reduce the degrading effects of the motor vehicle and to improve and enhance the pedestrian environment. Policy TRA2 is of direct relevance.

Car parking provision within the site will be judged on its merits but it should be borne in mind that the provision of general public parking is contrary to the Plan.

The area is within an Urban Conservation Area, as zoned in the Urban Area Plan. The relevant policies are:

**Policy CEB1** – the protection of listed monuments and buildings and other buildings of historic or architectural interest and their settings.

**Policy CEB3** – the protection of the special qualities of Conservation Areas, the retention of features of interest and the control of siting, design, height, massing and architectural detailing of new development.

**Policy CEB5** – the protection of archaeological remains.

The conservation and urban design emphasis of these policies is clear in general terms. However, the proposals which are currently under discussion are inevitably far reaching in their impact and potentially present choices between, for example the retention of the Old Prison buildings and St. Paul's Garden. The policies of the Plan are not sufficiently specific to inform these choices, beyond their clear objective to conserve and enhance the overall quality of the built environment. This Conservation Appraisal is intended to develop the generalities of the policies to guide the particular choices to be made.

The Royal Court is a Protected Building under the Ancient Monuments and Protected Buildings [Guernsey] Law 1967, as are St. James Church, Bonamy House and a number of buildings to the east of the area.

The prison buildings are not protected, the Heritage Committee having decided not to do so following the closure of the prison in 1989 on the basis that it would be fully consulted about any development of the buildings. In more recent times new information has emerged about their historic value. The Heritage Committee is currently investigating whether the buildings should now be listed.

## **5. THE AREA AND ITS SETTING**

The area under consideration includes streets laid out in the late 18<sup>th</sup> and early 19<sup>th</sup> centuries. Street maps of 1759 and 1787 show the Town confined to the shore and valley bottoms. Lefebvre Street, Le Marchant Street and Smith Street all peter out as they ascend the slopes into what was then the countryside. From the end of the c18<sup>th</sup>, the Town expanded rapidly to accommodate new houses and new civic and community buildings.

To the west is the New Town, built between 1792 and 1830 on a similar model to other expanding Georgian towns, on land assembled and laid out by John Alliez, Sir Peter de Havilland and Sir George Smith.

These same years saw the construction of the early buildings of the Markets, the Assembly Rooms and, within the area under consideration, Elizabeth College, St. James as well as the Royal Court and the new prison. This outburst of development is directly related to the creation of new wealth and the self confidence and civic pride it engendered. This area is within a part of Town which has changed remarkably little over time and still retains much of its Georgian character – not only the buildings, but even the original Georgian granite pavements.

The purpose of this section is to establish the value of the existing townscape and the existing relationships of buildings, walls and spaces, much of which is part of the Georgian expansion and has a very special character which is particularly sensitive to contemporary additions.

The principal groupings of buildings and spaces can be detailed as follows:-

**Rue du Manoir** – this rather narrow street is dominated by the Royal Courthouse which is raised above a plinth forming a balustraded terrace. Court Row on the lower level enclosed the space to the east. Notwithstanding its narrowness, this is a pleasant street the main detraction from which is the rather scruffy parking area at the south. The few trees here make surprisingly little positive contribution.

**Rear of Royal Court** – the rear elevations of the Court buildings of little merit, other than to enclose the street. The upper portion of Le Marchant Street has been incorporated within the development. The west side of the street is enclosed by the prison wall which is of impressive height. There are no vistas or landmarks of note.

**St. James' Church** – there is a series of interesting spaces and relationships created by the juxtaposition of Elizabeth College [1826, John Wilson], the church of St. James [1818, John Wilson] and 1 and 2 St. James' Street, with the College gatehouse [1830, John Wilson], the walls and trees of the College, the prison walls and Bonamy House [c1820, attributed to John Wilson] making their distinctive contribution to the composition. All of the buildings are protected buildings.

St. James itself is a very robust classical statement. The nearby prison walls provide a strong sense of enclosure to an important urban space whilst remaining essentially a backdrop to its more architecturally assertive neighbour.

**War Memorial and St. Paul's Garden** – the War Memorial is the focal point of a space created by the intersection of several streets. Most strikingly it forms the end stop to Smith Street which rises steeply toward it; until its demolition the façade of St. Paul's rose behind the War Memorial. This enclosure has

now been lost, exposing a rear view of St. James and the flank wall of 1-3 Ann's Place at a higher level, all partially screened by a number of fine mature trees.

Effective enclosure is provided to the other sides of the space by the façades of the Prince of Wales Public House and Manor Place [designed by John Wilson and built c1840], Hirzel House [c1800], both of which are protected buildings, Old Government House Hotel [built mainly between 1780 and 1825 with later additions] part of which is protected, and St. James' Chambers [1955]. In architectural terms the latter is not of notable quality and forms a rather unsatisfactory junction with the Royal Court.

The principal weakness of this space is the lack of enclosure on the western side where the sunken garden remains. The congestion associated with motor traffic and parking also detract from the quality of the space.

In addition the area must be considered in the context of its elevated position, with most significant buildings forming part of the very fine skyline of St. Peter Port. Almost any new development will form a part of the very many views of the Town from vantage points to the east and south.

## 6. ST. PAUL'S GARDEN

St. Paul's Garden occupies a pivotal site above the open space created by the confluence of streets which centre on the War Memorial and is described above. It is roughly triangular in shape – a rounded 'point' at the east, widening to meet the rear boundaries of St. James and 1-2 Ann's Place.

This has clearly been a prestigious site from the time the town expanded. It was first developed as the town house of Lord Admiral de Saumarez. It was sold by the Hon. J. St. Vincent de Saumarez in 1857. The house was demolished and a church was designed by Mr. Poulton of Reading for the Methodist New Connection.

Photographs of the Church show that it was built of local granite in the Early Decorated Gothic Style with schoolrooms and a vestry in the basement. Photographs taken from the harbour show the building as a prominent feature in the skyline of the town. The building ceased to be used as Church in 1938 and was transferred to the States of Guernsey. In 1948 it was converted to offices for the States Insurance Authority who remained there until 1971. In 1972 the building was demolished.

The site was developed as gardens, retaining the levels as they had been left by the demolition of the building and its basement; thus they have become known as the 'sunken gardens'. A steep bank climbs up towards St. James, surmounted by a granite wall. A number of fine trees [beech, sycamore, etc/] have developed to maturity and make an important combination to the appearance of this area in near and long views.

The gardens have not been particularly successful either visually or as a public amenity. Their below street level means that they are overlooked and somewhat overshadowed. The need to improve them has been recognised by both the Board of Administration and the IDC in the recent past.

## 7. THE ROYAL COURT

### **Background:**

The buildings of the Royal Court are identified with the government and administration of justice of the Island. From the opening of the new royal Court building in 1803 to the present day, the Island's institutions have evolved to meet new conditions. The buildings have been extended and adapted accordingly over two centuries; they remain, however, a physical expression of the Island's government.

### **The New Royal Court House:**

At the end of the c18th it was decided by the States that a building of some status and dignity was required for the Royal Court, the less frequent meetings of the States and the Greffe. The old Court House at la Plaiderie was cramped and inadequate. The new site was purchased in 1792 and the building erected between 1799 and 1803.

The original building is quite modest in size. It has a dignified, classical façade of five bays above a plinth. The central three bays break forward, surmounted by a pediment with the arms of Guernsey and an inscription 'GIIIR 1799'. The upper storey windows have a Gothick glazing pattern within round headed arches; the lower storey has sixteen-pane rectangular windows. The square headed central doorway has a rectangular fanlight with Gothick astragals. The whole is built in dressed grey granite. The original internal plan is not known but it seems likely that the upper floor provided the court room. Downstairs, a central hall with rooms on each side may be surmised. The stairs may have been within the passage or, if a description in a Billet of 1822 is to be believed, within a lean-to structure at the rear of the court.

**The Extensions of 1822** – accommodation was soon found to be inadequate and was extended in 1822 to designs by John Wilson. He provided a two storey extension at the rear. Behind the existing entrance hall was erected an elegant, top lit geometrical staircase. On either side at ground and first floor were smaller rooms for the Greffe, for the Bailiff and other uses.

An undated plan of c1860 shows the ground floor plan which resulted. Within the original building is a central entrance hall of two bays [the entrance and bay to the right]. To the left is the police court [two bays] and to the right, the Greffe [a single bay]. The new staircase and rooms to the rear are shown. Behind this a stable yard is noted. Extensions on either side of the main block are shown for yards, storage, etc. and these can be seen in a print of 1840

which shows the building as it would have been after John Wilson's improvements.

**The Record Room** – the adequacy of the Greffe accommodation remained an issue. In 1849 the States agreed that a new building should be erected to provide fire proof storage. Nothing seems to have been done until 1877 when the matter was debated again and an extension agreed.

A plan of 1876 shows a proposal for a strong room to the rear of the court, on the site of the stable yard. It shows a rectangular space with an arcaded gallery, the detailing of which was not completed in accordance with this particular plan. Drawings of the elaborate cast iron gallery which was installed survive, as do details of the ventilation system which is still in use. [A later extension has added an additional triangle of accommodation to the west.]

**The Extensions of 1901** – a plan of the immediate environs of the court of 1897 shows the court house and record room. It shows land uses in the block of land bounded by Upper Le Marchant Street, New Street, Lefebvre Street and Court Row, including All Saints' Chapel and the 'site of Old Theatre'. To the north-west is marked a parcel of land [eventually to become the site of the old police station] which the States purchased in 1897.

The remainder of the land was also purchased by the States which contemplated grandiose schemes to commemorate first the Golden Jubilee of Queen Victoria in 1887 and, when nothing was resolved, the Diamond Jubilee in 1897.

An architectural competition for the design of a new building was won by Edward Mountford, the architect of Sheffield Town Hall, and later of the Central Criminal Court in London. His plan would have provided spacious rooms for the States and the Courts in a High Victorian Gothic design, dominated by a tower 140ft. high. This scheme proved abortive because of its expense. Instead the States Engineer and Surveyor, James Duquemin and T.J. Guilbert designed a series of extensions to wrap round the existing buildings. This provided a new magistrates court [the original fittings of which survive], supporting facilities, a library and Bailiff's chambers at the south side of the building. The Greffe's accommodation was extended to the north. These extensions were executed in grey granite to match the existing buildings. A restrained Gothick detailing is employed to respect the architecture of the original building. The overall composition achieves a degree of balance, despite the disturbance of the original symmetry of the building. The oriel window to the Bailiff's chambers, with its scrolled ornamentation is a strong feature. The plinth and terrace was extended at this time. Whilst the quality of the later architecture does not match that of the original building, the whole forms a dignified and attractive composition.

### **C20th Developments:**

- Refitting and remodelling of the States Chamber, 1948.

- Police Station, 1955.
- 1980s extension above the strong room.
- Conversion of Police Station to Law Officers' Chambers and links to Royal Court, 1990s.

## 8. THE OLD PRISON

### **The First Phase:**

**Background** – In the early years of the c18th, when the States of Guernsey began to think about replacing the dungeons of Castle Cornet with a purpose built new gaol, imprisonment was not necessarily thought of as the punishment of first resort for crime. Corporal and capital punishment, temporary or permanent banishment and fines were all part of the armoury of retribution. The punishment of convicted felons was only a part of their function; prisons were for the temporary restraint of drunks and other minor miscreants; for defendants awaiting trial or other punishment, and for the imprisonment of debtors.

As the 18<sup>th</sup> century progressed, for a variety of reasons, the use of certain punishments diminished and that of imprisonment increased. With this came a growing consciousness of the undesirability of squalid, unhealthy prison conditions, of confining without segregation men, women and juveniles, debtors and felons, convicted and unconvicted and of the desirability of a regulated prison regime.

Guernsey's prison project can therefore be seen within a larger context. The c18th in England was a period of evolution in prison design and of energy in prison construction, largely associated with the name of John Howard, the High Sheriff of Bedfordshire in 1773 and a pioneer prison reformer. There is evidence in the planning of Guernsey's prison [in both its design and regime] of local consciousness of UK mainland trends and ideas, though adapted to the Island's particular needs and under Island legislation.

**Securing a Site** - A number of attempts were made in the c18th to secure a site for the prison, the facilities at Castle Cornet being inconvenient, insecure and presumably inhumane. Providing a site and finance proved elusive for some decades. In 1807 the Court considered a site in Havilland Street, but its situation within the New Town provoked objections from de Havilland who was both a developer of the new residential district and a member of the Committee for the prison construction.

The site eventually selected was directly behind the existing Royal Court and land was purchased from William Le Marchant [Bailiff], George Lefebvre and Robert Porret Le Marchant, the Bailiff's son.



**Early Designs** - Undated drawings for a new prison survive by George Dance the Younger [1741-1825], the architect of Newgate Prison. Drawings dated August 1807 exist, by William Pilkington [1758-1848], also a prison designer. These proposals are related to completed English prison projects and are much larger and more elaborate than the eventual building.

Another plan of August 1808 by William B. Hulme, Lieutenant in the Royal Staff Corps is closer to the final project. It shows a two storey building, the ranges of rooms set behind an arcade of 13 arches. Most of the rooms are allocated to debtors and are of a size that suggests the sleeping cells were intended for multiple occupation. This is unusual, as most prison designs of the period provide for segregated sleeping. A few smaller cells for felons are also shown.

**The 1811 Building** - No contemporary plans survive for the prison as eventually built. It was, however, surveyed in 1863 and this, together with its physical survival, form the evidence for its original form. It seems to be a variation of Hulme's singular design.

The building is rectangular in plan; it is two storeys over a semi basement, constructed in granite with a hipped slate roof and brick chimneys. The form of construction is a series of barrel vaults. The floors are timber laid over the vaults.

The original front elevation was built as a two storey arcade of seven segmental circles with square piers and imposts in squared, dressed granite. Above the arcade is a string course and parapet.

An engraving in Berry's History of Guernsey, 1815, shows steps up to the gallery at the western end of the arcade, rather than in the central bay as shown in the 1863 survey and which is the surviving arrangement.

The engraving shows waist-high railings within the arches; by 1863 the two upper, eastern arches were completely railed in.

Behind galleries at both levels is the front wall of the cell block, built of coursed granite, but now painted. The central entrance door has a fanlight and side windows above which at second floor level is a timber, round headed, small paned sash window. Together these form a centrepiece to a symmetrical façade. The other windows are rectangular, timber sashes. The doors are purpose built cell doors, the locks, etc. having been removed.

The eastern end of the semi basement contained small cells noted in the 1863 survey as 'constables' cells'. The ground floor provided the larger, debtors' cells whilst the upper floor was divided into smaller felons' cells. In order to use the space effectively, the latter were arranged two deep, serviced by short corridors leading from the gallery, in groups of two or four. There is a staircase at either end. This unusual arrangement may simply be an adaptation of Hulme's plan in order to provide segregated cells for felons. It does, however, have some precedent in mainland prison layout.

Its exterior architecture, however, with its two storey arcade, effectively forming a screen to the building, has no parallel in mainland prison design. The arcade and gallery may have some other, possibly military, inspiration.

At the time of the survey of 1863, the central room of the lower floor was in use as a chapel and one of the other rooms as a crank room. Eight of the upper felons' cells were designated for males, two for females with the gallery segregated for exercise.

The prison site at this stage appears to have been confined to the eastern, rectangular portion of the later site. In the south-eastern corner was the gaoler's house with a small segregated yard. This is shown in Berry's engraving of 1815. The large yard was used by debtors whose regime was generally more lenient than felons. The 'better sort' of debtors were probably able to lodge in the gaoler's house.

### **The Second Phase:**

**Background** - The prison regime was regulated by ordinance of the Royal Court and in many ways reflected contemporary mainland practice. However, ideas on appropriate penal policy quickly moved on. By the 1850s the primitive sanitary arrangements, poor heating and other failings had attracted criticism. Effective provision for solitary confinement [now preferred by public opinion to sentences of physical chastisement], provision for sentences of hard labour, hospital and chapel facilities were all by now considered desirable.

The prison was visited by mainland reformers, but the reports commissioned by the Royal Court of 1851 and 1854 had more influence in practice. Prison regulations were amended, but plans for improvement were also put in hand. As with the original design, a number of schemes were drawn up.

**The extensions of 1875** - Ultimately the plans adopted were those recommended by the English Surveyor-general of Prisons, E.F. du Cane, and supervised by the States Surveyor, James Duquemin, completed in 1875.

The site was extended to the west. A new cell block was built, attached to the western end of the original prison [adding an eighth arch to achieve transition between the two blocks], and allocated on the plans as hard labour cells. A stone breaking yard was laid out and a gate to St. James Street created for the stone carts.

The old western yard was subdivided by walls and railings, which survive. A women's block was constructed with a wash house which fulfilled the dual purpose of providing work for convicted females and ensuring that the prison laundry was done.

The new buildings were functional and entirely conventional in design. Where the 1811 building has ordinary domestic windows, the new buildings have small, high, barred windows. The material chosen is grey rock faced granite with contrasting pink granite quoins and dressings. The original heating

system of the cell blocks is of some interest, comprising ducts and channels designed to draw heated air through the building. The large central ventilating chimneys survive but the boiler locations have not been ascertained. The system was later replaced by heated pipes. Many of the cells retain the hooks for hanging the hammocks that were used at the time they were built. Other fittings do not survive, although some features may be revealed if and when further investigations are made.

A chapel was constructed, sited where the yard had been subdivided, with separate access for men and women. The men entered directly into the small chancel, while the women entered into a smaller side chapel from which they could see the service, but could not see the men. The chapel is of austere design with simple tracery within gothic arched windows. Drawings exist for church fittings which, if constructed do not survive. Simple pews against the walls remain.

The new arrangements were typical of the times and reflected contemporary thinking that prisons should be clean, healthy and well regulated; and that prisoners should be usefully occupied and their morals should be improved. However, just as these principles were being finally established in Guernsey, similar prisons on the mainland were about to be radically altered. The Prison Act 1878 transferred responsibility for prisons to central government and all local prisons were closed. Whereas in the mid c19th many towns had small prisons, similar to Guernsey's, all became redundant overnight, and were demolished or incorporated into other projects.

### **Later Developments:**

A number of minor adaptations to the buildings have occurred since 1875 and include the conversion of cells to bathrooms, the introduction of new plumbing, the infilling of the arches of the arcade with timber boarding, the installation of two modern windows in the rear of the 1811 building, etc. The side and rear elevations have been partly rendered. All of these are reversible and of relatively little significance. A portacabin has been installed against the façade of the 1811 building and a cell block of no distinction has been built between the gaoler's house and the women's block.

The use of the 1811 building for fire brigade practice continues to cause damage and to accelerate the deterioration of the building.

During the 1880s and 90s, a bridge was constructed over New Street connecting the prison and court, traces of which can still be seen on the external face of the Prison wall. This was replaced by the subway, still in use, which connects the prison via custody cells to the new Magistrates Court of 1901.

A condemned cell and execution room were constructed in the westernmost portion of the site at an unknown date, probably between 1875 and 1949 when a plan shows its location. It was never used. The only hanging within the prison walls [or more correctly in "a garden adjoining the prison", but probably

on the western extension of the site] was the execution of William Tapner in 1854. This was the last public execution in Guernsey. This event was witnessed by Victor Hugo whose intervention restricted public access but did not spare Tapner the agony of a botched hanging. No further executions occurred and the execution room was taken down prior to the erection of a new 1960s cell block on the same site.

The prison finally became redundant in 1989. Parts of it have continued to be used, together with portacabins for the offices and storage of Her Majesty's Sheriff.

### **The Prison Walls:**

The walls are of unusual height, even allowing for the fact that they serve also as retaining walls at the lower levels at New Street. Their height suggests that they were constructed at the outset of the project for security. They are of granite rubble construction and incorporate attractive curved corners at the lower end. In New Street, the southern section is patched with render. There are two impressive gates; the Georgian gate in New Street and the stone cart entrance in St. James' Street.

## **9. ANALYSIS:**

Having described the various elements affected by this development, this section aims to draw the threads together and to develop our understanding of their qualities and values to guide practical decision making. Each element is summarised in terms of a statement of why the building, group or space is significant, what obvious constraints and opportunities arise and what issues each option raises.

### **The Area and its Setting**

#### **Summary of Significance:**

- the area under consideration is within a relatively complete, unspoilt Georgian townscape of very high quality;
- the area contains groups of buildings and urban spaces of particular importance;
- the area is an important part of the skyline of the Town;
- the area contains a number of public buildings which represent a dynamic period in the social, economic political and architectural development of the community.

**Constraints and Opportunities:**

- vulnerability of the existing character of the area to new elements given the established townscape – especially the group centred on the prison walls and St. James;
- sensitivity of the existing skyline;
- weakness in townscape terms of St. Paul's Garden – is this an opportunity for a major positive contribution?
- some weak elements [e.g. rear of the Royal Court] which could be improved;
- opportunities generally for the enhancement of spaces [e.g. Rue du Manoir].

**Comments:**

The study would tend to give a high value to retaining existing good townscape where conceivably possible and exploiting the weaker elements where new development has the potential for positive enhancement.

**St. Paul's Garden****Summary of Significance:**

- general value as urban open space, but until relatively recently was the site of a major building;
- important mature trees at western end of site;
- potentially very significant site to skyline of St. Peter Port.

**Constraints and Opportunities:**

- the open space is ineffective because of its design and layout. If retained it needs careful redesign and improvement;
- the development of the site would provide dramatic enclosure to the top of Smith Street and would conceal rear view of St. James' if sensitively handled;
- sensitivity of existing skyline means any building would require particularly careful design.

**Comments:**

This space is valued as an open space. However, it does not function effectively as such at present and has some untapped potential for a public building.

## **The Royal Court**

### **Summary of Significance:**

- this range of buildings is the visual expression of government and the administration of justice in the Island;
- the range includes a fine late c18th court house with later, complementary extensions; as a whole the buildings are of great local architectural significance;
- interesting features remain within the much adapted interior e.g. the elegant geometrical staircase, the magistrate's court fittings, etc.

### **Constraints and Opportunities:**

- the elevation to Rue du Manoir is of greatest interest and least adaptable;
- the rear elevations and St. James' Chambers are least satisfactory and provide potential for alteration and extension;
- the much adapted interior has some opportunities for further adaption and reassignment of new uses to existing spaces;
- any spaces made redundant by moving functions to a new building need a new use to keep the States building viable and vibrant.

### **Comments:**

The main front range of buildings is not significantly threatened by the proposals; other parts of the range are of much less significance and could be remodelled, altered or replaced. It is, however, important that an appropriate level of use is maintained to support the buildings.

## **The Old Prison**

### **Summary of Significance:**

#### **The prison of 1811:**

- in architectural terms, this building has a highly unusual arcaded front, designed with considerable panache and executed with high quality local materials and craftsmanship;
- the plan of the building displays the influence of mainland thinking on prisons but has unusual features [communal debtors' cells, double bank plan felons' cells] which are an adaptation to local circumstances;

- the building illustrates an aspect of the administration of justice and of the history of crime and punishment in the Island almost two centuries ago;
- the building is a rare and almost complete survival of a Georgian prison.

**The gaoler's house:**

- appearance and plan consistent with early c19th date – its survival illustrates past relationship between gaoler and prison but otherwise has no features of specific interest.

**The 1875 women's block, hard labour block and chapel:**

- typical, functional architecture and planning – largely complete and with some original fittings;
- unique survival as part of an urban gaol group.

**Walls:**

- of historic and townscape interest as part of the group;
- of importance to the townscape as a strong, forbidding statement and as backdrop to other buildings.

**Group Value of Prison Buildings:**

- of outstanding interest as a group; an extremely rare and complete survival;
- the group demonstrates the development of penal practice over an important period of reform up to quite recent times;
- the quality of an enclosed, secluded site in the heart of town has a unique atmosphere.

**Constraints and Opportunities:**

- poor condition of some of the building [no survey has been carried out];
- potential problems arising from the method of construction [solid walls, rubble vaults, timber upper floors];
- relatively inflexible plan forms;
- some elements of less significance such as the 1960s block and portacabins, the gaoler's house may provide opportunities to thread in new development;

- Unique character of the enclosed space and south facing 1811 block and other, selected buildings could be exploited.

**Comments:**

The 1811 building is worth retaining in its own right but it is the survival of the group that gives the whole its outstanding significance. The loss of the less significant elements would substantially aid the reuse of the whole.

## 10. SUMMARY OF ISSUES RAISED BY OPTIONS

This section sets out the main consequences of the development options for the various elements which have been analysed.

**Option One:**

- loss of prison complex and walls in their entirety;
- loss of important elements of existing townscape and difficulty of introducing new development to the sensitive grouping around St. James;
- opening up of views between St. James and New Street of the rear of modern development;
- produces a site at the rear of the existing court with a 'lack of presence' for an important public building and of a shape which may prove difficult to elevate successfully;
- the rear of the court can be 'tidied up';
- there would be some but probably limited effect on the skyline;
- retention of St. Paul's Garden [although this needs improving].

**Comment:**

This option is the most destructive of historic buildings and existing townscape and presents a number of difficulties to the development of a satisfactory urban design solution.

**Option Two:**

- loss of St. Paul's Garden [although the trees and some open space can be retained to the rear and front];



- potential of building to overwhelm the space and skyline unless carefully designed;
- retention of whole of prison complex, although the need to find a new use may still necessitate looking at introducing new development and losing the less significant buildings;
- no opportunity to 'tidy up' rear elevation of the Royal Court;
- no disruption of existing elements of Georgian townscape;
- opportunity for a major public building to the top of Smith Street and the skyline – albeit a challenging one;
- opportunity for a strong expression of the functions of government and the administration of justice.

**Comment:**

This option retains all significant buildings and exploits the opportunity to develop St. Paul's Garden as a positive gain for the Town and the project itself. It requires an imaginative new use for the prison site in public or private use.

**Option Three:**

- loss of the less significant parts of the prison complex and walls;
- lack of presence as a public building – although as a relatively unobtrusive further extension to the rear of the existing townscape and leaving the existing Royal Court complex as the dominant element this may be of less significance than in the case of Option One;
- limited opportunity to retain pleasing spatial relationships within prison site;
- loss of the strongroom of 1877 [now enveloped in later development, but the internal fittings of which are of some interest];
- the rear of the court can be 'tidied up';
- retention of St. Paul's Garden which could then be improved.

**Comments:**

This option is the least assuming and destructive overall. It assumes that the prison complex may accommodate ancillary court functions. It does, however, produce some uncomfortable relationships between buildings, especially within the prison site.

### **Option Four:**

As Option 3 but additionally,

- opening up of views between St. James and New Street and of the rear of modern development;
- loss of all but the 1811 building on the prison site.

### **Summary:**

In developing this analysis to guide decisions it is necessary to make some attempt to put values on the various elements.

This report concludes from its research that the Royal Court is a very significant historic building which must remain at the centre of this whole equation. It does, however, have elements of less sensitivity which might be exploited.

The Prison Site is an extremely important complex as a whole, with one building of particular significance. Its loss would be a very major one. It does, however, contain areas where redevelopment might occur without undermining its value unduly. This would almost certainly include the c20th development, the gaoler's house and possibly part of the adjacent prison wall and women's block leaving the 1811 building with its 1875 extension and the chapel. The new development could be designed to respect their setting and the prison buildings themselves could be used for ancillary purposes.

St. Paul's Garden is a valuable open space, but this report concludes that its loss would be less significant than other potential losses and the opportunities to enhance St. Peter Port without disturbing established, Georgian townscape are impressive.

Taken together, and particularly if referring back to the basic policies of the Urban Area Plan, in conservation and urban design terms the principle should be to retain and enhance existing buildings and townscape of value. In these terms [which do not and cannot give weight to cost, design and other considerations] Option 1 appears to be the least preferred option and Option 2 appears to be the option which grasps the opportunity to develop St. Paul's Garden, retains as much as practical of the historically important elements identified in this report whilst turning the Old Prison Site to some positive advantage.

Whatever choice is made between the various options, further planning and design guidance will be necessary to ensure the successful development of the scheme.

## ENGLISH HERITAGE



Mrs Faith Rose,  
Conservation and Design Manager,  
States of Guernsey Heritage committee,  
Sir Charles Frossard House,  
P.O. Box 43 La Charroterie,  
St Peter Port, Guernsey,  
GY1 1FH.

9th June 1999.

Dear Mrs Rose,

**ST PETER PORT PRISON, GUERNSEY.**

Thank you for sending me the information on the St Peter Port prison. The photographs gave a very clear indication of the extent and quality of the surviving ensemble of buildings, and it seems quite clear to me that it represents a very significant survival in British terms, and compares with survivals in England which are listed in grade in II\*. You will be aware of the current research carried out by the Royal Commission ( prior to the amalgamation with English Heritage ) which gives us a very sound understanding of the context within which the Guernsey site can be considered. Although the present complex is a multi -phase development, the core building of 1811 appears to be substantially complete, and in itself, on date alone an exceptional survival. The 1870 additions , and the survival of other key components add to the special interest of the site, and clearly reflect the changing requirements and levels of occupation of the prison regime. There is no doubt in my mind that this site, if located in England would be listed, most probably at high grade. I hope that this information is helpful to you, and please let me know if we can be of further assistance.

With best wishes,

Yours sincerely,

**Bob Hawkins. Inspector of Historic Buildings. Listing Team.**



## ENGLISH HERITAGE

Faith Rose  
Sir Charles Frossard House  
PO BOX 43, La Charroterie  
St Peter Port  
Guernsey GY1 1FH

Direct Dial: 01793 414921  
Direct Fax: 01793 414924  
E-mail: [allan.brodie@rchme.co.uk](mailto:allan.brodie@rchme.co.uk)

27 August, 1999

Dear Faith,

**Comments on Conservation Appraisal**

I have read it and found it to be a very sound summary of the issues as far as I understand them. There is only one point of fact to amend:

Page 11 – I would not describe Pilkington as a prison designer of note. His only documented work was Folkestone Borough Gaol, which I suspect was a minor work.

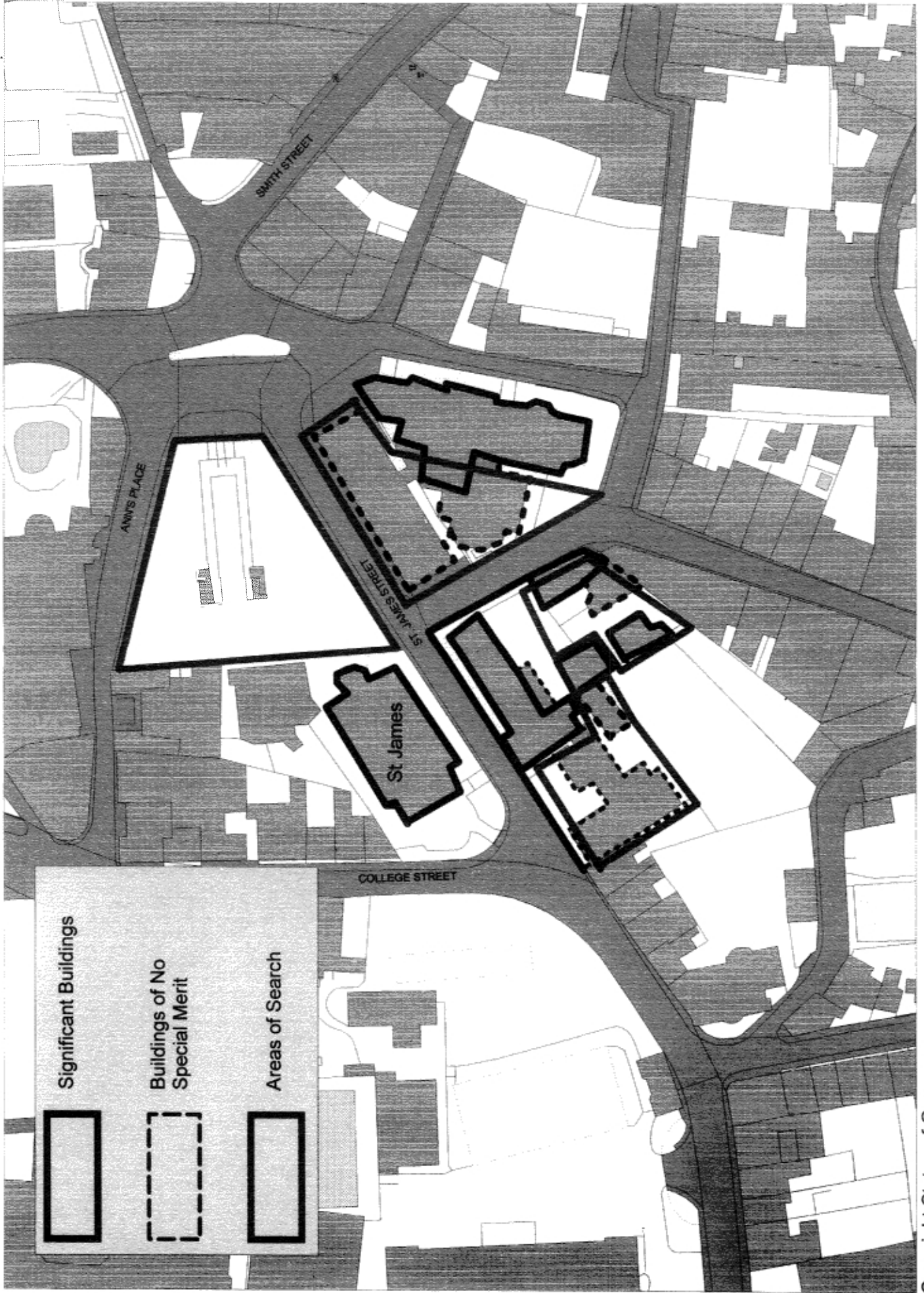
Please let me know how the report is received and keep me up to speed with subsequent developments.

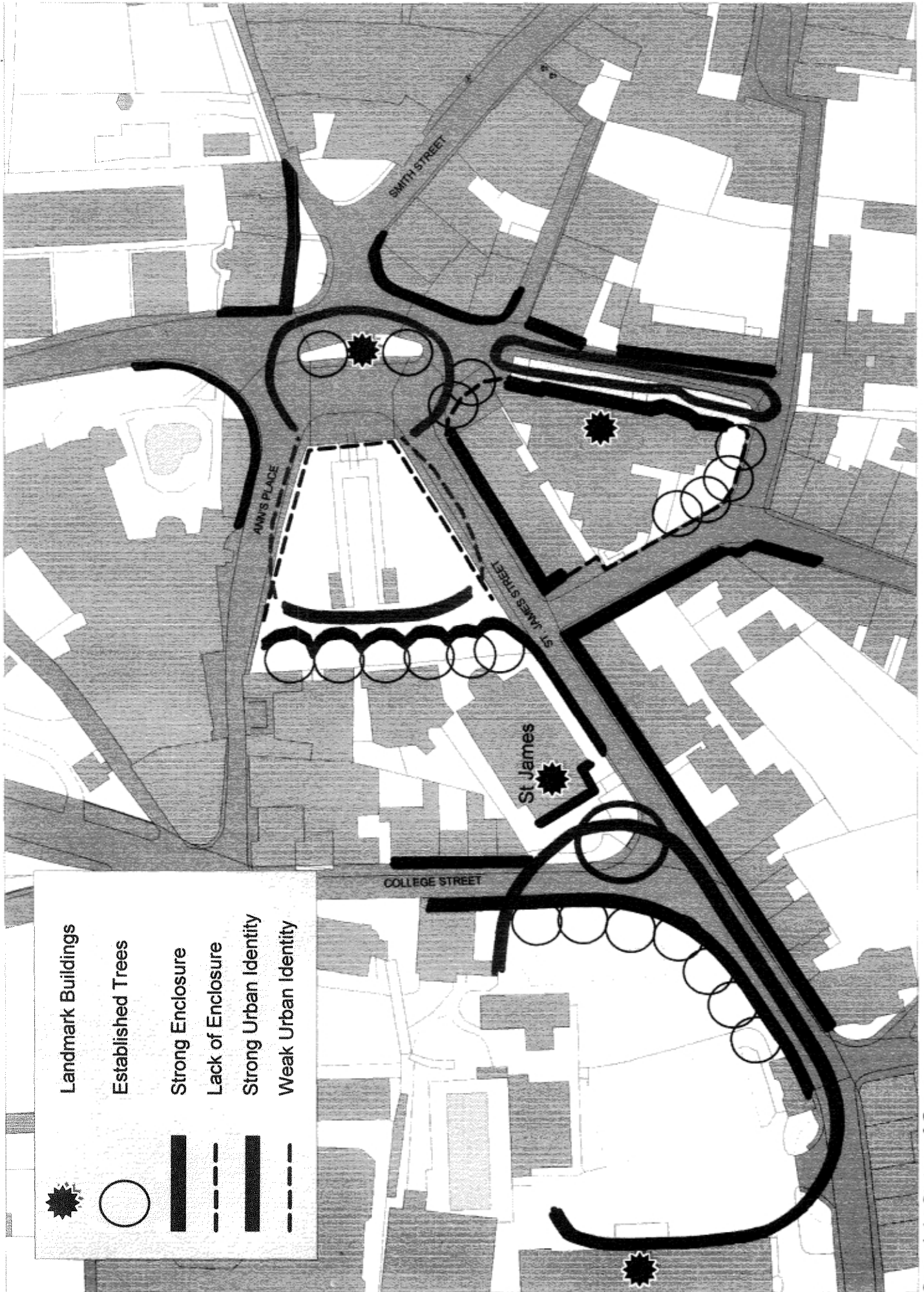
With best wishes

Yours sincerely

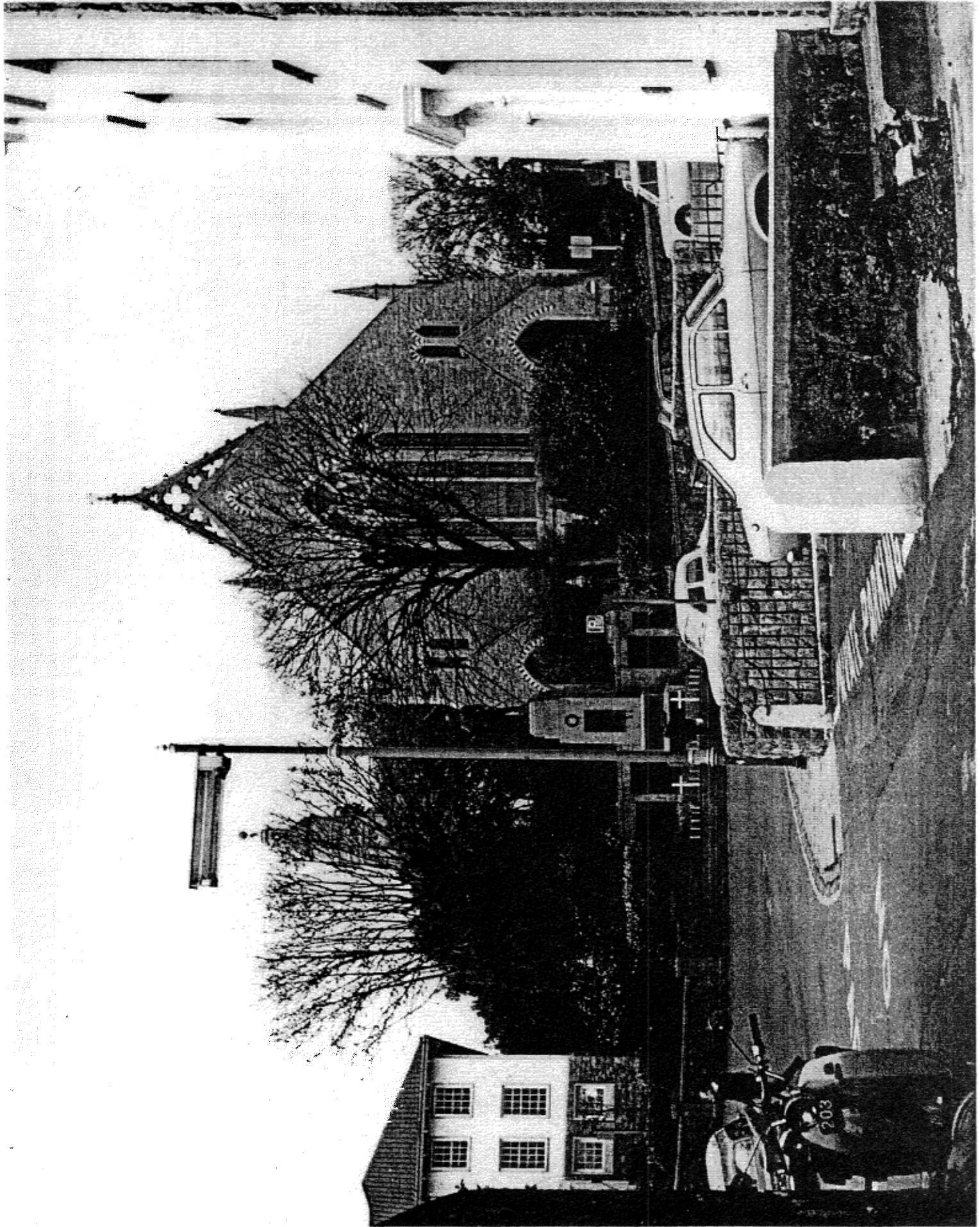
A handwritten signature in cursive script, appearing to read 'Allan Brodie', written in dark ink.

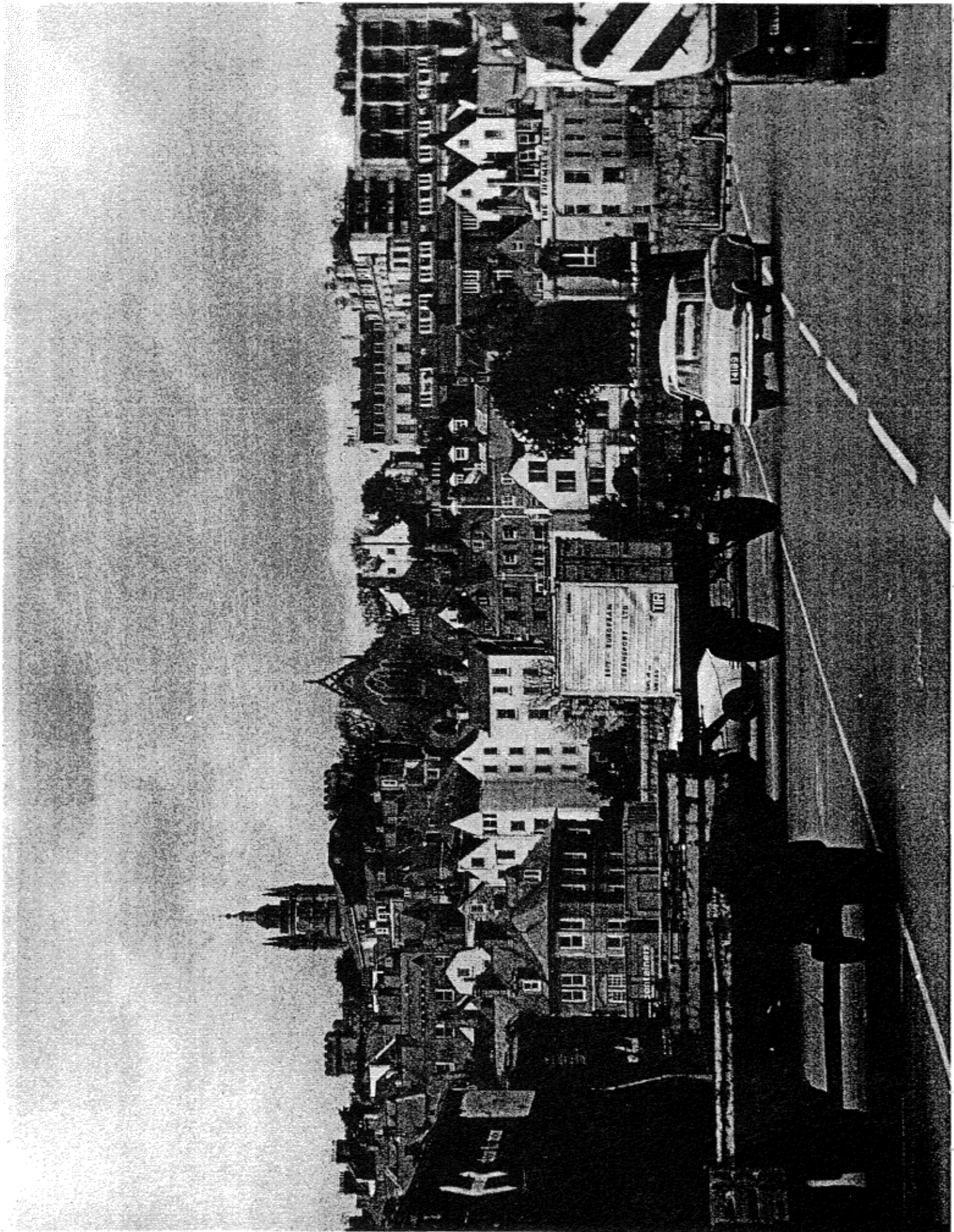
Allan Brodie  
Team Leader  
Architectural Projects  
Conservation Group



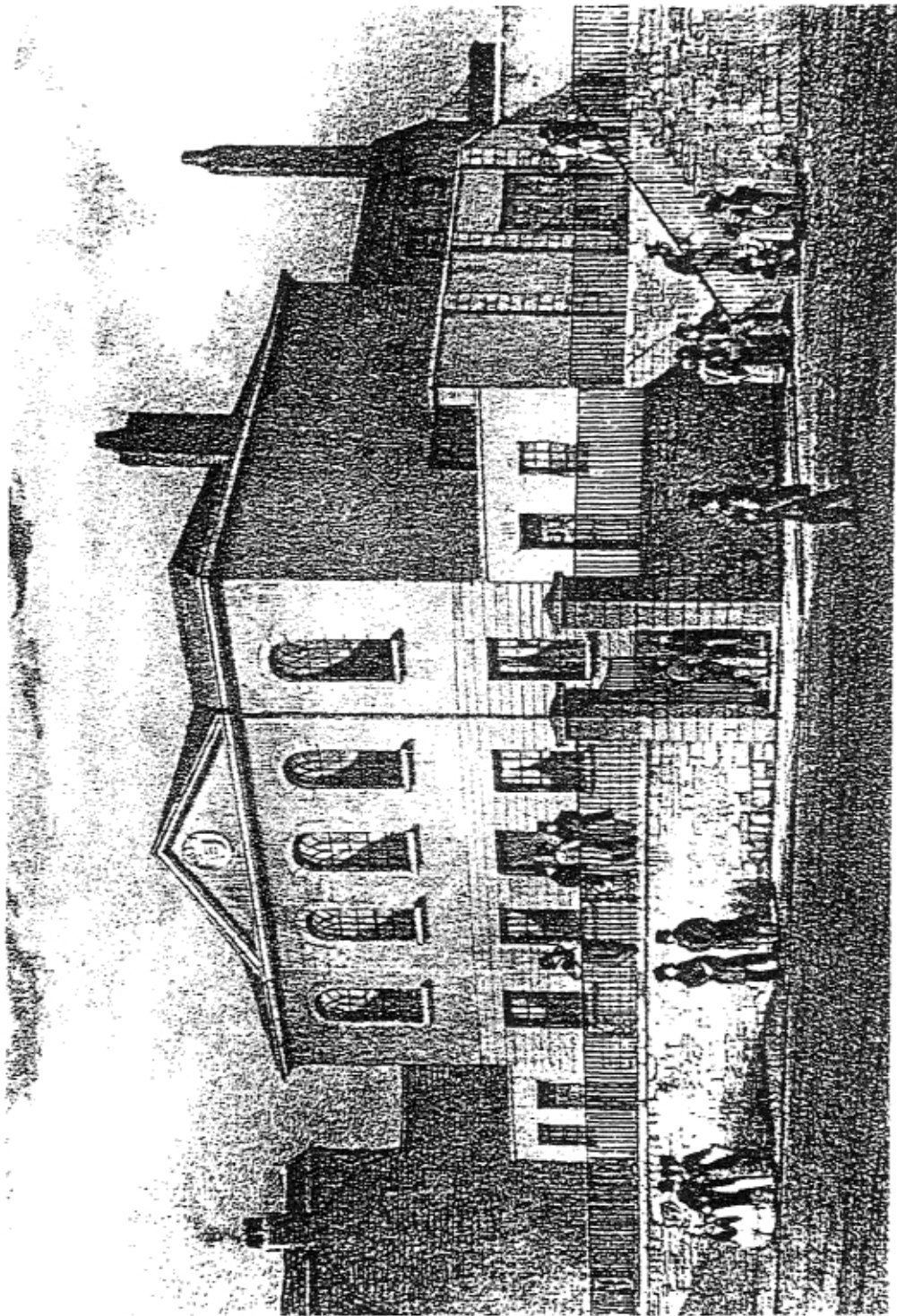










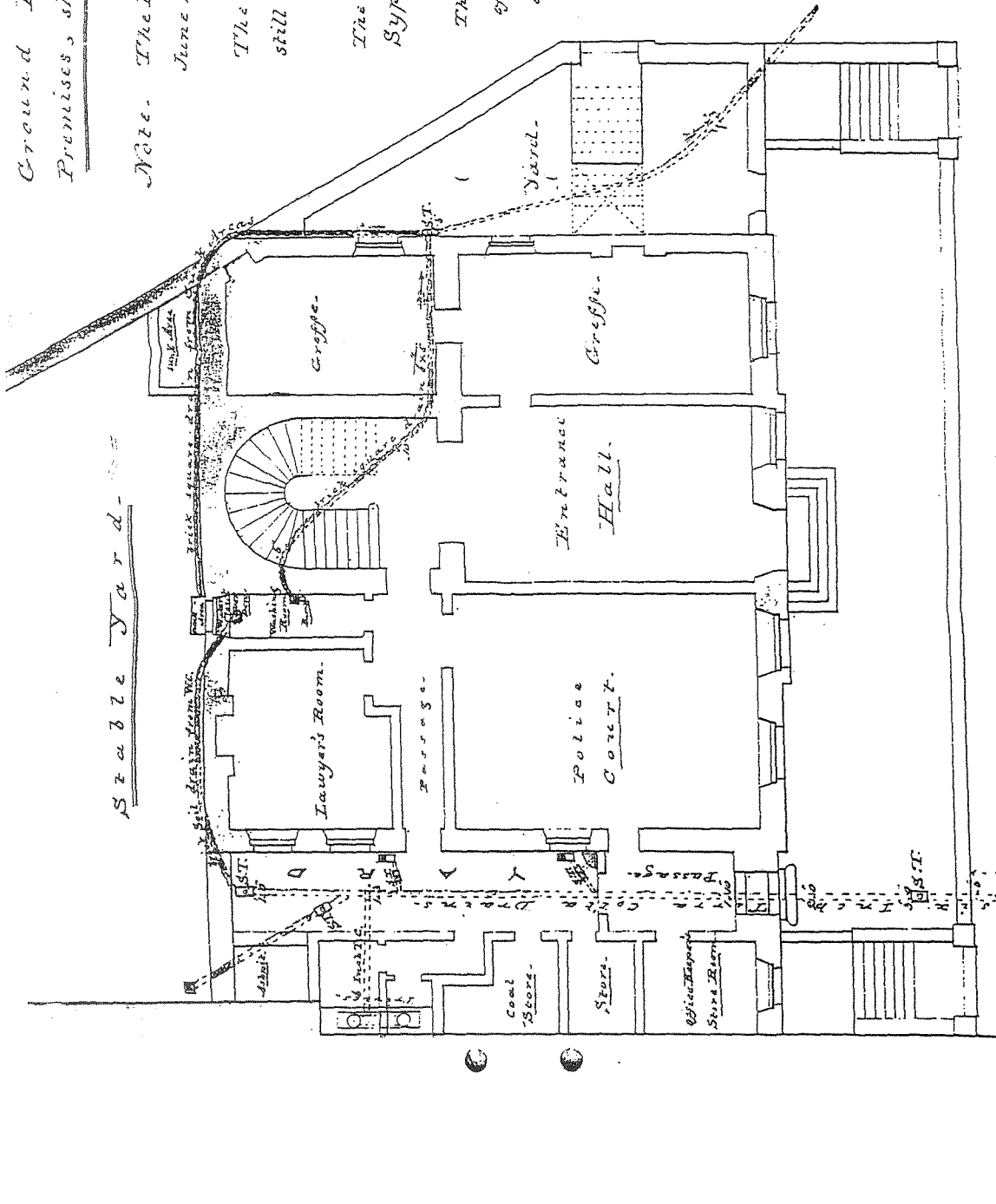


1. The Royal Court House, St Peter Port, meeting place of the States since 1803, from a print of about 1840.

Ground Plan of the Royal Court House  
Premises, shewing the Drainage, &c, &c, &c.

Note. The New Terra Cotta Drains, &c, laid in  
June 1856 are shown in Yellow, thus ~~marked~~  
The Drains laid previous to June 1856, and  
still remaining, are shown in Burnt Sienna,  
thus ~~marked~~  
The letters (S.T.) mark the places where  
Syphon Traps are placed to the Drains.

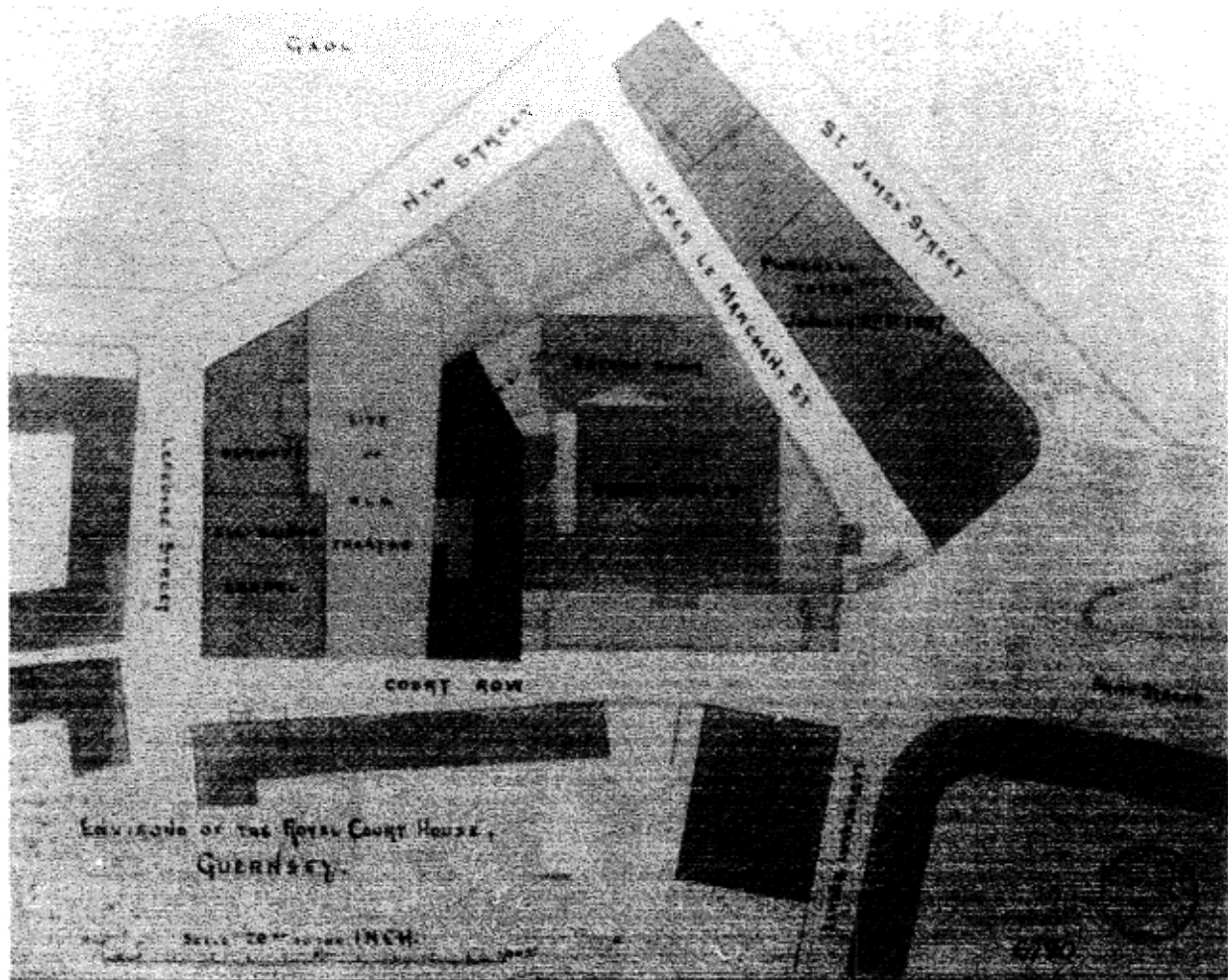
The blue figure : shew the probable depths  
of the Drains from the Paving, Ground  
or Floors, over them.



Scale of 10 feet to an inch.

Scale of 10 feet to an inch.

Notes:  
Back of House  
Royal Court House

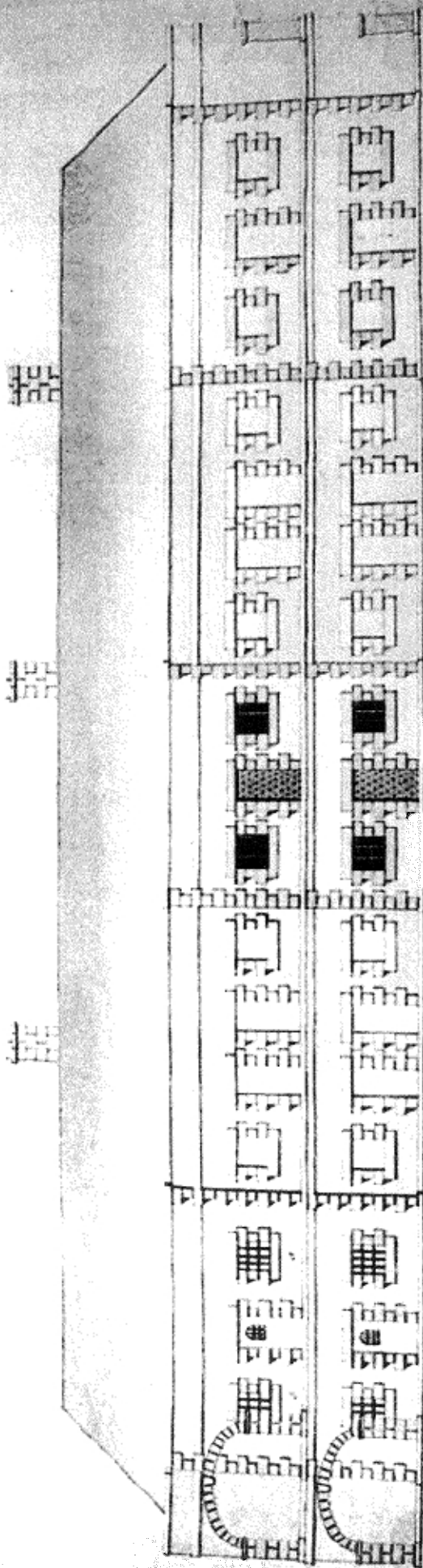


Court House plan c1860

*Plan and elevation of a fort.*

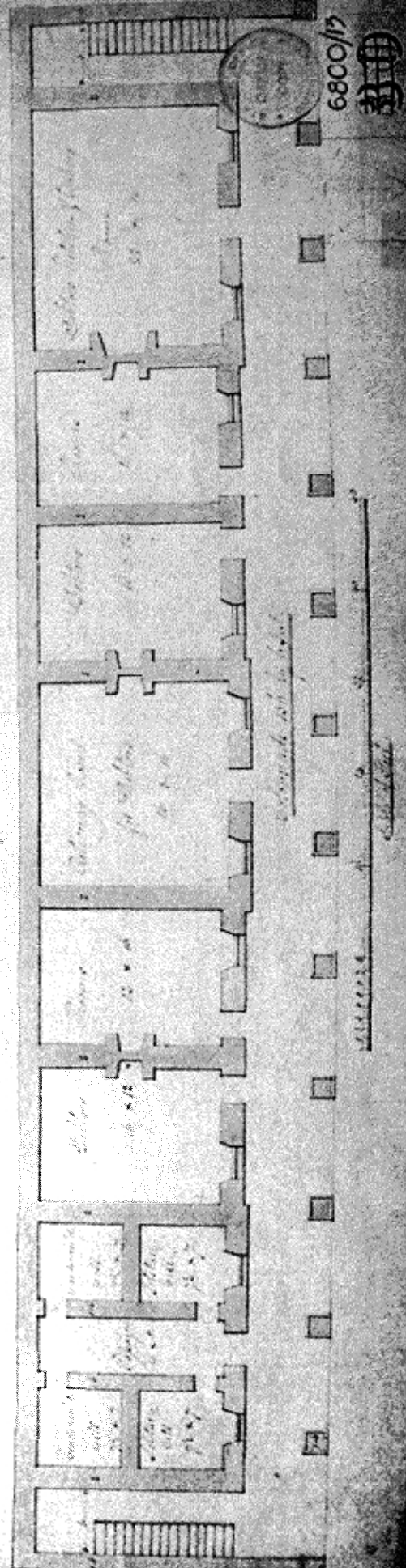
*See page 10 of the book for details of the fort.*

*See page 11 of the book for details of the fort.*



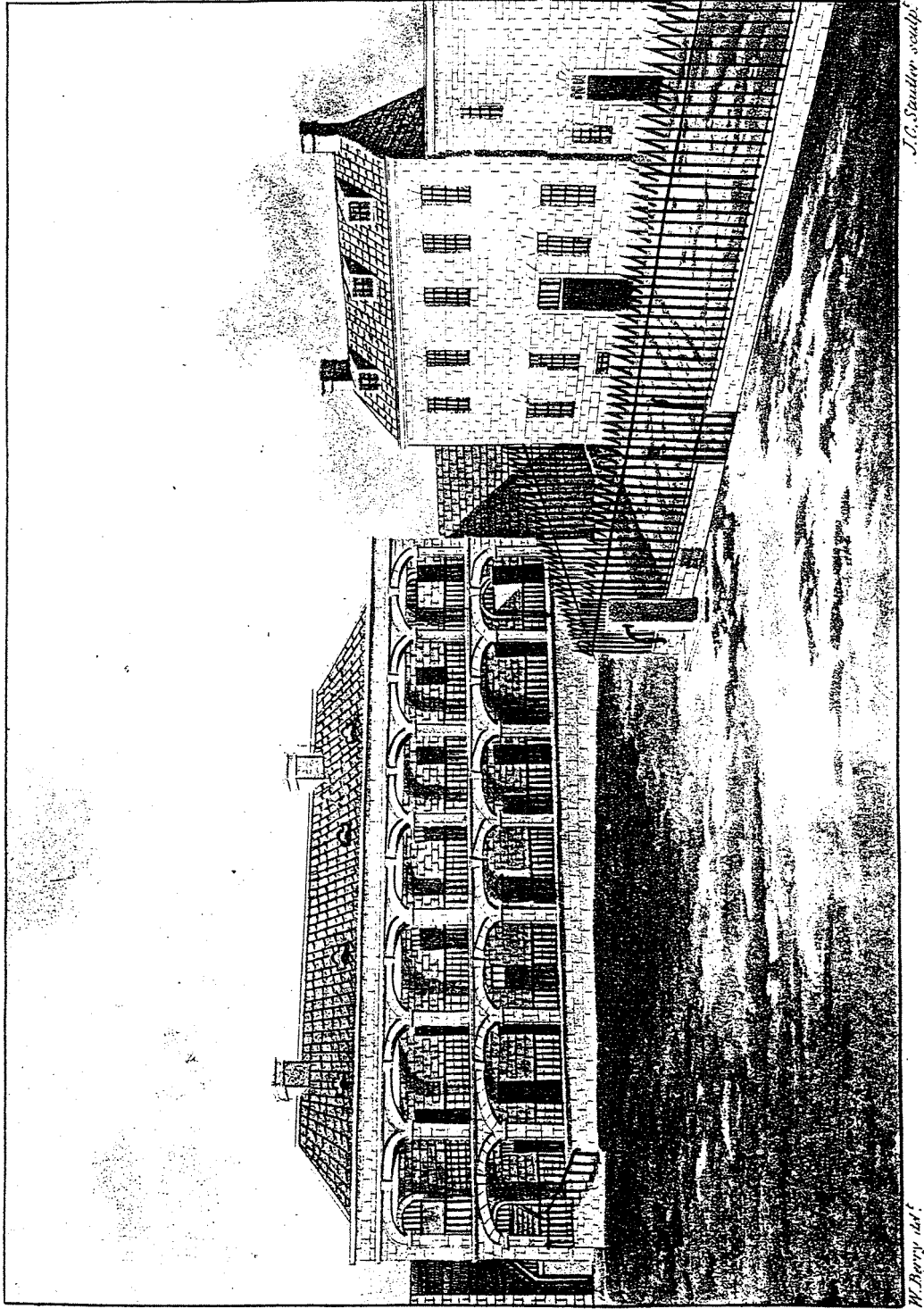
*The plan and elevation of the fort are shown on the opposite page.*

*See page 12 of the book for details of the fort.*



6800/17

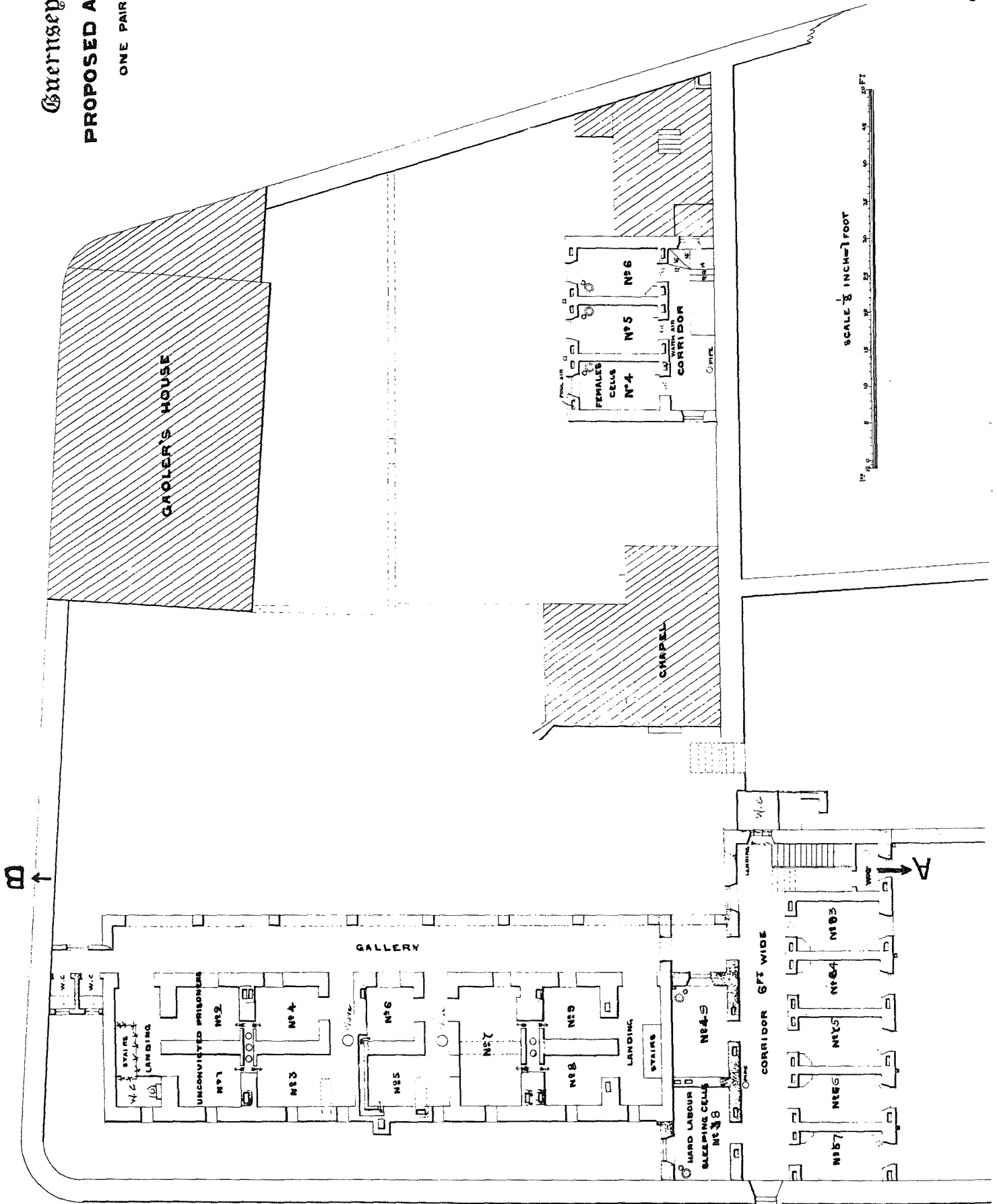




THE NEW PRISON.

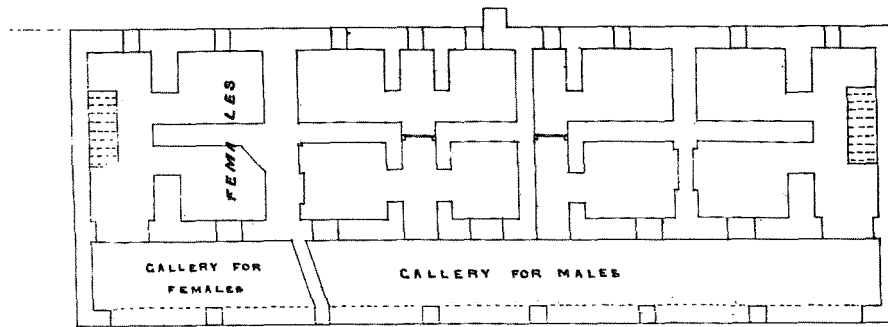


**Guernsey Prison**  
**PROPOSED ADDITIONS**  
 ONE PAIR PLAN

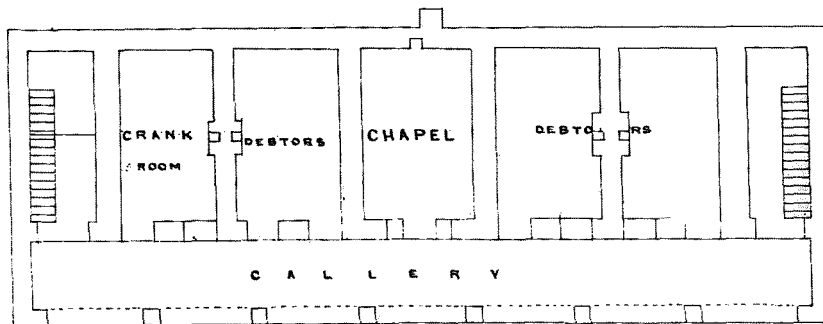


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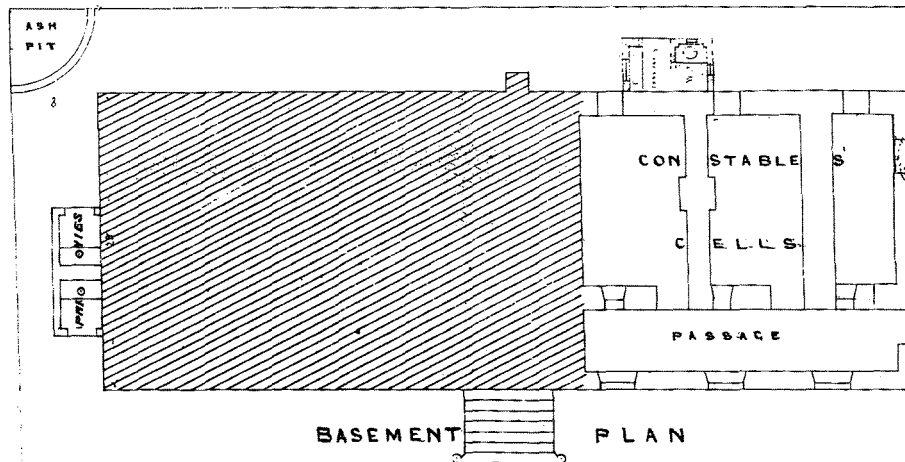
# GUERNSEY PRISON



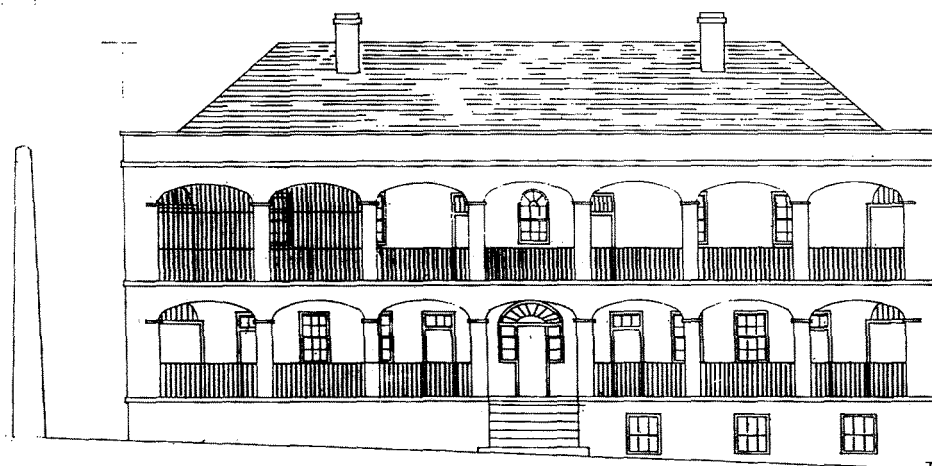
PLAN OF UPPER FLOOR



PLAN OF GROUND FLOOR



BASEMENT PLAN



FRONT ELEVATION

SCALE 1/8 INCH = 1 FOOT



Designed by James Dwyer  
12 June 1868

6800/10

121

APPENDIX C  
 Ref: Guernsey 24281  
 to Dialling 0481 24281  
 ref \_\_\_\_\_  
 your reply \_\_\_\_\_  
 quote C305 \_\_\_\_\_  
 CA/JL/(SER)



*Sydney Vano Houso,  
 Rue du Commerce,  
 St. Peter Port,  
 Guernsey.*

*States of Guernsey*  
*Island Development Committee*

The President  
 States Board of Administration  
 P O Box No. 43  
 Bulwer Avenue  
 St Sampson  
 Guernsey

15 June 1988

Dear Sir

I refer to your letter dated 28th April 1988, regarding the future redevelopment of the Prison site, St James Street, St Peter Port, which the Committee considered at its meeting held on 3rd June 1988.

The Committee considers that the existing building known as St James is by virtue of its design, scale and function an important focal point and dominant feature in the Townscape. The development of the Prison site, particularly along the St James Street frontage should respect this fact.

In the absence of further details relating to the proposed use of the above site the Committee resolved to communicate to you the following guidelines in respect of height and massing for proposed buildings on the site.

The existing wall along the St James Street frontage is an important feature in the street scene and contributes significantly to the setting of St James. If it is intended to retain the existing wall as part of the redevelopment proposals then:-

- a) The proposed development should ideally conform with the height of existing buildings on the site.
- b) The retention of the wall will effectively screen development within the site and therefore provide an opportunity for considerable massing.
- c) Site coverage should be related to the requirements set out in Schedules 3 and 4 of Detailed Development Plan No. 2 where appropriate.

If the existing wall is to be demolished then:-

- a) The height of a proposed building at the New Street end of the site should relate to the Royal Court and Police Station.
- b) Similarly the mass of the proposed buildings should reflect that of the Royal Court and Police Station.



The President  
Board of Admin.

- 2 -

Island Development Committee

15 June 1988

- 
- c) With regard to St James Street it is important that new development does not detract from the St James building as a focal point and dominant feature in the Townscape. Therefore, the height of the buildings along the frontage should relate to the Royal Court and Police Station but can be stepped up to take account of the existing road level. At the western end of the road frontage the site abuts an existing high building and this provides the opportunity for inclusion of a higher section of new building to form the transition between the existing development and that part of the proposed development which respects the height of the Royal Court and Police Station. This higher element should be lower than the existing building to the west.
- d) The proposed building along the St James frontage should be modelled so as to create the appearance of linked vertical elements having more of a domestic scale.
- e) Within the site and behind the street facade there will be an opportunity for considerable massing.
- f) Site coverage should respect the requirements set out in Schedules 3 and 4 of Detailed Development Plan No. 2 as appropriate.

I should also inform you that due to the present housing situation the Committee's policy with regard to the development of sites for office use within the private sector is to require that in appropriate cases at least 20% of the total nett usable floor area of the whole development be residential accommodation. It is further considered that any proposals for the development of this site should respect the Committee's policy of taking every opportunity to make additional housing provision.

The above guidelines represent a broad outline of the height and mass considered to be appropriate to the redevelopment of the Prison site and the Committee would be more than willing to assist in the preparation of a detailed planning and design brief in conjunction with the architect.

Finally, the Committee would still welcome the opportunity of a meeting with the Board in order to discuss more fully, not only the issues raised above but more particularly the proposed use envisaged for the site.

Yours faithfully

*Nigel Jee*

N JEE  
President

## APPENDIX C



STATES OF GUERNSEY  
ISLAND  
DEVELOPMENT  
COMMITTEE

The President,  
Board of Administration,  
Sir Charles Frossard House,  
La Charroterie,  
St. Peter Port,  
Guernsey,  
GY1 1FH.

Sir Charles Frossard House  
P.O. Box 43 · La Charroterie  
St. Peter Port · Guernsey  
GY1 1FH · Channel Islands  
Tel. (01481) 717000  
Fax. (01481) 717099

7<sup>th</sup> December, 1999

Dear Conseiller Berry,

### ROYAL COURT DEVELOPMENT

It is understood that the Board is preparing a policy letter that may be presented to the States shortly, which seeks a decision on the most appropriate site for this development.

The Island Development Committee has been invited to attach a letter of comment to the policy letter, but this presents some difficulty as the Committee has not seen the letter itself. The following questions and comments should therefore be viewed with that in mind.

The Committee accepts the considerable public interest arguments that require the provision of new court facilities. The feasibility study for the development indicates extensive new facilities including a new Criminal Court, a Magistrate's Court with secure custody areas and separate accommodation and circulation routes for judiciary, defendants, witnesses and the public. This results in a building of considerable scale - certainly much greater than was envisaged in early discussions between the IDC and the Board following the closure of the prison. Accommodating this building will require the extensive replanning of the area around the Royal Court with all that this implies.

The Board's preference is to demolish and redevelop the Old Prison to provide this new accommodation and whilst the IDC might, in due course, arrive at a similar conclusion, another alternative which has been explored is the redevelopment of St. Paul's Garden Site which is also directly adjacent to the existing courts complex.

In the Committee's view, the scale of the development and its wider implications remain to be comprehensively addressed. There are also other essential planning questions which should be resolved before a final decision is made on the most appropriate site for this very important development. In particular:-

- [i] There is currently no information on the height and mass of the building that will result from incorporating all these facilities. It is therefore impossible to determine how the design may relate to its surroundings. Without that information the Committee cannot adequately comment on the impact of the proposals for either of the alternative sites or test them against relevant planning policies.

Both sites are within an Urban Conservation Area and their development or redevelopment would normally require a Planning Inquiry.

### **The Old Prison Site:**

- [ii] Should the Prison Site be chosen, it is understood that certain areas in addition to those designated for the new court facilities will become accessible as a result of the realignment of New Street. If it becomes clear that the mass and height of the proposed structure will otherwise cause planning problems, it is important to know whether these additional areas may be included in the design area so that any adverse visual impact of this structure may be reduced.
- [iii] Any other change of use for these additional areas should be properly assessed within the context of the Urban Area Plan.
- [iv] A Conservation Appraisal was prepared in September 1999 on the advice of the Lord Chancellor's Department to the staff level Working Party. This document assessed the various townscape and conservation issues raised by the development within the context of the Urban Area Plan. It concluded, on the basis of the independent advice of English Heritage that the prison is of considerable historic interest. Equally important, however, from a planning perspective, the group of buildings as a whole, including the wall, form an important integral part of the Georgian architecture and plan of that area of Town, which includes St. James and Elizabeth College.

The report raised concerns that the wedge shaped site which would result from the realignment of New Street may not be conducive to distinguished architecture.

Overall the report expresses the view that St. Paul's Garden may be the preferable site for this development.

- [v] Should the prison site remain largely intact, the matter of its future use has so far not been adequately addressed. It may be that the redevelopment of less significant buildings and the use of the more important buildings for ancillary facilities, such as storage, may be a possibility. The Committee is aware of English examples which may provide guidance if necessary.

**St. Paul's Garden:**

- [vi] The status of this garden as an important town open space was established by a States' covenant in 1972. That status is at present somewhat compromised by its sunken aspect, by the fragmented and indifferent architecture between itself and the eastern wall of St. James and by the quantity of on-street parking throughout the vicinity.

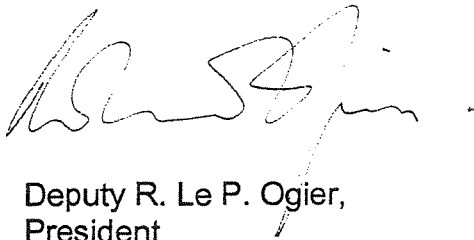
There has been a recurring suggestion from the Board of Administration that these aspects may be improved by at the same time raising the surface of the garden to a more attractive level, without harming the established trees, and incorporating a quite substantial car park beneath it. If this can be achieved there may be much to recommend it. But until a more adequate analysis, including some cost analysis, of how this may be achieved is provided, it is not possible to comment sensibly on the proposal.

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It is the IDC's firm opinion that in choosing the site for this development, the very important implications for the wider area of this central part of St. Peter Port must be adequately considered and that this cannot be done until more precise information has been provided.

The IDC trusts that this information will be made available to Members of the States before they are asked to come to a decision on this matter.

Yours sincerely,



Deputy R. Le P. Ogier,  
President

## APPENDIX C

development associated with existing industrial, retail, commercial, education and recreation uses, however such development will only be permitted if it is compatible with residential use.

### Key Industrial Areas

- 2.3.11 **Principal Characteristics:** These are the principal industrial locations in the Plan area. They are adjacent to main roads affording relatively easy access for heavy goods vehicles. The types of industrial use include light industry, storage and distribution. There are also a number of uses which are considered to be inappropriately located because, for example, they are incompatible with a close proximity to important water storage facilities, or they blight development for health and safety reasons.
- 2.3.12 **Policy Emphasis:** To consolidate industrial activity in these locations particularly through a positive approach to proposals for the expansion and/or redevelopment of existing businesses. The IDC will also promote the relocation of 'bad neighbour' uses which have a blighting effect, or which poses risks to health and safety.

### Green Areas

- 2.3.13 **Principal Characteristics:** These areas incorporate the main areas of open space in the Plan area. They include all the important nature conservation sites and semi-natural habitats, the areas of high landscape value and those sites identified as being of archaeological and historic importance.
- 2.3.14 **Policy Emphasis:** To protect the Green Areas from change which would damage their intrinsic environmental value and to promote initiatives aimed at their enhancement.

### Urban Conservation Areas

- 2.3.15 **Principal Characteristics:** These are the parts of the built fabric which have special qualities arising from the way in which buildings are grouped in relation to each other, the character and quality of open spaces between buildings, the relationship between a group of buildings and the surrounding landscape, and the presence of special traditional features. They also

include some areas which would benefit from enhancement, such as vacant infill sites, buildings which detract from the street scene and streets which have become degraded through inappropriate surface treatments and street furniture. These are identified as 'Areas with Potential for Enhancement'.

- 2.3.16 **Policy Emphasis:** To protect the special environmental qualities of Conservation Areas from inappropriate development whilst adopting a flexible approach to proposals which preserve their character or would lead to improvement within the Areas with Potential for Enhancement.

### **Zoned Proposals**

- 2.3.17 The Zoned Proposals have a different function to the Policy Areas in that they indicate the areas in which the IDC is making specific proposals. The Plan identifies the types of uses the IDC wishes to see in particular locations to assist in meeting the Planning Objectives. These include new housing and industrial development, developments to enhance visitor facilities, and key mixed use development schemes. The Zoned Proposals are listed below according to the main subject to which they apply:-

### **Housing**

- Zoned Residential Sites
- Housing Target Areas
- Action Areas

### **Industry**

- Land Reclamation Site
- Industrial Uses with Priority for Relocation

## **The Visitor Economy**

- Preferred Locations for New Hotel Development/Redevelopment

## **Mixed Use**

- Mixed Use Redevelopment Areas.

# CONSERVATION AND ENHANCEMENT OF THE BUILT ENVIRONMENT

## 3.2








## INTRODUCTION

- 3.2.1 The Plan area has an impressive historical legacy which includes valuable prehistoric and Roman remains. By medieval times the Town of St. Peter Port had begun to take shape with boundaries defined by a series of formidable fortifications, the best preserved of which are Castle Cornet and the Chateau des Marais. Similarly, the fortifications of Vale Castle and Mont Crevelt are reminders of the fortifications which protected the narrow channel of the Braye du Valle and the settlement of St. Sampson with its ancient church.
- 3.2.2 St. Peter Port is acknowledged to be one of the most attractive towns in the British Isles. Its unique character and identity is derived to a large extent from its spectacular topography and setting which offers wonderful roof-top views, views out towards the other Islands, and when approached from the sea a panorama with an unblemished skyline. The Town has a rich architectural heritage which combines clusters of tall narrow gabled warehouses by the sea, streets of traditional shopping premises, and rows of elegant Regency and Georgian houses.
- 3.2.3 Although St. Sampson is very different from St. Peter Port, it also has a very strong character and identity which deserves special care and attention. With the growth of the stone industry in the north of the Island, St. Sampson rapidly developed as the Island's main industrial harbour, and it retains a lively working atmosphere steeped with industrial heritage. The varied and interesting character of St. Sampson is derived from the boldly contrasting townscapes. For instance, the scale and form of industrial development on the one hand and the intimate harbour scenes on the other, or the contrast between tightly arranged rows of cottages and nearby areas of open landscape.
- 3.2.4 The existing built environment will need to adapt to change and absorb new development in order to satisfy the objectives of the Plan. A central task of the Plan is how best to achieve this in a manner which conserves, and where appropriate enhances, the quality of the built environment.

## PLANNING OBJECTIVES

3.2.5 The Planning Objectives for the conservation and enhancement of the built environment are:-

-  to ensure that the settings of buildings and structures of architectural and/or historic interest are protected from damaging change;
-  to encourage the rehabilitation of buildings of architectural and/or historic interest through introducing new uses;
-  to promote the conservation and enhancement of groups of buildings and areas of architectural and/or historic interest;
-  to protect areas of archaeological importance;
-  to promote enhancement of the urban environment.




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## CONSERVING AND ENHANCING BUILDINGS, STRUCTURES AND THEIR SETTINGS

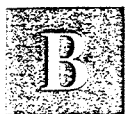
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3.2.6 The Ancient Monuments and Protected Buildings (Guernsey) Law, 1967 allows for the registering of 'any building, structure or object which, in the opinion of the (Ancient Monuments) Committee, is of historical, traditional, archaeological, architectural or other special interest'. Under the provisions of this Law many of the most important buildings and structures in the Urban Area are already included in the register of Protected Buildings and Ancient Monuments and their conservation, protection from damaging change, and restoration, are considered to be vital if the quality of the urban fabric is not to be eroded.

3.2.7 However, this quality is as much dependent upon the setting of the buildings as it is on the buildings themselves. It is important therefore to consider the potentially eroding effect that development can have on the character of a building's setting. This erosion can occur in a number of ways, including insensitive development on nearby sites, the loss of an important view and inappropriate works to the surrounding streets. The IDC will seek to prevent this happening by protecting the settings of important buildings.

**POLICY CEB1**

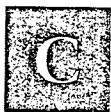
When considering proposals for development, special regard will be given to the desirability of preserving the setting of Ancient Monuments, Protected Buildings and buildings which the IDC considers to be of architectural importance.

**NEW USES FOR OLD BUILDINGS**

- 3.2.8 The type and extent of the use to which an old building is put has a special relevance to its care and restoration. In general, the use for which a particular building was built is the one through which the retention of character is best assured. In many cases, however, the original use is clearly not viable and new uses need to be considered for redundant buildings which may be at risk through neglect, provided this does not diminish the architectural integrity of the building or its historic interest, or compromise other Plan policies. There are, for example, a number of redundant buildings which have the potential for a new lease of life through adaptation for alternative use. These buildings amount to a very valuable resource which, if fully utilised, should further enhance the vitality of the Urban Area and assist in meeting other objectives such as providing accommodation required to facilitate the development of the visitor economy.

**POLICY CEB2**

Proposals for change of use of redundant buildings of architectural and/or historic interest will generally be permitted provided they do not diminish the architectural integrity of the building or its historic interest.



## CONSERVING AND ENHANCING GROUPS OF BUILDINGS AND AREAS OF ARCHITECTURAL AND/OR HISTORIC INTEREST

3.2.9 The parts of the Urban Area where the character of the existing built environment is of particular importance and merits a special level of protection from inappropriate development are designated as Urban Conservation Areas. The emphasis will be on maintaining and enhancing the use and vitality of these Areas but at the same time ensuring that any new development accords with their special qualities. It will be important to consider individual buildings and spaces as part of the wider area, paying special attention to the value of groups of buildings and the spaces between them rather than simply the buildings themselves. The boundaries of Urban Conservation Areas are drawn to include areas where:-

- (i) there is a concentration of one or more of the following types of buildings of architectural or historic interest:-
  - protected buildings and structures listed in the Register by the Ancient Monuments Committee in accordance with The Ancient Monuments and Protected Buildings (Guernsey) Law, 1967.
  - buildings and structures identified by the Ancient Monuments Committee as being of listable quality;
  - buildings dating from before 1900;
  - buildings of particular local interest, contributing significantly to the character of the locality.
- (ii) there are special qualities arising from one or more of the following:
  - the way in which buildings are grouped in relationship to each other;
  - the character and quality of the open spaces between buildings;
  - the relationship between the group of buildings and the surrounding landscape;
  - and the presence of special traditional and characteristic features such as boundary walls, paving, railings, lamp posts, original shop fronts, windows, signs, trees and sensitive lighting.

- 3.2.10 In addition to the importance of conserving special traditional and characteristic features of Urban Conservation Areas, the Committee will also prevent the introduction of new features which would detract from their quality. This could include inappropriately designed paving, railings, lamp posts, shop fronts, windows and signs, as well as insensitive lighting, the planting of non-native tree species and the use of unsympathetic materials.

**POLICY CEB3**

Development proposals in an Urban Conservation Area will be re-quired to preserve its special qualities. The Committee will seek to retain all features which contribute to its character and appearance and prevent the introduction of new features which would detract from this character. Where development is permitted it will be subject to strict control over siting and design. Particular attention will be paid to matters of height, massing architectural details and the use of appropriate traditional materials.

- 3.2.11 Not all of the buildings included in Urban Conservation Areas are necessarily of outstanding importance in their own right. Some otherwise undistinguished buildings are included where the overall character of the surrounding area, or building group, is of special importance. Similarly, there are some unsightly gap sites which tend to have a blighting effect on otherwise high quality street scenes.
- 3.2.12 In recognition of this, the IDC has identified "Areas with Potential for Enhancement" within Urban Conservation Areas. These are areas which generally comprise important parts of the built fabric but which also include buildings that are out-of-character and sites and other spaces that would benefit from environmental enhancement. In order to facilitate sensitively designed enhancement schemes in keeping with the special qualities of the area, the Committee will, if necessary, consider relaxing its normal parking and amenity standards for development.

**POLICY CEB4**

Proposals for development in the Area with Potential for Enhancement will generally be permitted where they would lead to a demonstrable improvement in the overall character and appearance of the area, and provided that they:-

- (i) are arranged to make the best and most efficient use of the available land;
- (ii) are in accordance with accepted principles of good design concerning such matters as architectural massing, composition, and pattern of fenestration;
- (iii) respect the character of the setting and protect any existing features of interest within the site including trees, walls, paving, and other features which give character to the area.
- (iv) make a positive contribution to the surroundings by reflecting, where appropriate, the pattern form and character of nearby buildings or groups of buildings of architectural or vernacular quality; and pay attention to the inter-relationship between buildings including the quality and character of spaces created between them;
- (v) use materials, finishes and details which are sympathetic to local traditions;
- (vi) include a comprehensive scheme for all external works and landscape treatment which must be suited to the character of the locality;
- (vii) make reasonable provision for car parking.




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## PROTECTING AREAS OF ARCHAEOLOGICAL IMPORTANCE

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3.2.13 Archaeological remains are valuable evidence of the Island's history and have the potential to be an important attraction for visitors. Their protection is a key objective of the IDC and a material consideration in cases where development that could affect them is proposed. Known areas and sites of archaeological interest in the Urban Area, some of which are scheduled by the Ancient Monuments Committee, are listed below:-

### **Prehistoric:**

- St. Sampson - Vale Castle hill - originally an Iron Age hill fort.
- Coutanchez [log boat find] - Chateau des Marais hougue [occupation prior to Bronze Age].
- St. Peter Port - chance finds indicating Neolithic and Bronze Age occupation.
- King's Road - major late Iron Age settlement and cemetery.

### **Gallo-Roman:**

- St. Sampson - finds of pottery and coins near the harbour.
- St. Peter Port - settlement sites at La Plaiderie, the Pollet and in and around the harbour.

### **Medieval:**

- Castle Cornet.
- St. Sampson - Vale Castle and St. Sampson's Church.
- Town Church.
- Chateau des Marais.
- Much of the inner area of St. Peter Port.

### Post-Medieval:

- Mont Crevelt.
- Vale Castle.
- Castle Cornet - [Elizabethan outer walls and later modifications].
- Chateau des Marais [rebuilding].
- Early vernacular farmhouses and buildings, etc.
- Salerie Harbour.

### Early Modern:

- St. Peter Port - Regency and later buildings; nineteenth century public buildings [e.g. markets, slaughterhouse].
- St. Sampson's Harbour.

#### **POLICY CEB5**

Proposals which would lead to the loss or damage to a known area of archaeological importance or its setting will not normally be permitted



#### **PROMOTING ENHANCEMENT OF THE URBAN ENVIRONMENT**

3.2.14

It is not just the buildings in the Urban Area that the IDC is concerned to protect and improve, but also the streets and spaces between buildings. It is important that these should complement the fine architecture and townscapes referred to earlier. The streets and footpaths are also a very important part of the pedestrian network within the Central Activities Areas and Action Areas. These pedestrian routes must be made as safe, convenient and attractive as possible for use by residents, business visitors and tourists, if their contribution to Island life is to be maximised.



- 3.2.15 Paving and street furniture often make a vital contribution to the character of an area and its attractiveness to pedestrians. Every effort will be made to reintroduce traditional street surfaces, for example, natural stone paving or setts wherever possible. If the introduction of new surfacing materials is unavoidable, the texture and colour should be sympathetic to the setting.
- 3.2.16 In order to realise the considerable opportunities which exist, the IDC will promote a co-ordinated approach by the various States Committees for enhancement of the urban environment. The IDC will identify priorities for environmental enhancement, of which the Market and Town Church Squares are likely to be uppermost, as noted by the States.

STATEMENT OF INTENT 2: The IDC will promote a co-ordinated approach by the various States Committees and other interested parties to enhancing street, footpaths and public spaces in St Peter Port and St Sampson.
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APPENDIX D



THE STATES OF GUERNSEY  
**ANCIENT MONUMENTS  
COMMITTEE**

ADMINISTERING  
GUERNSEY MUSEUM AND ART GALLERY

P.O. BOX NO. 43,  
ST. PETER PORT,  
GUERNSEY.

TELEPHONE  
(0481) 24411

FAX NO.  
(0481) 712520

Your Ref. ....

Our Ref. ....

The President  
States Board of Administration  
P.O. Box 43  
Bulwer Avenue  
St Sampson's  
Guernsey

6 March, 1990

Dear Sir

OLD PRISON, ST PETER PORT

Thank you for the opportunity to visit the former prison last Friday morning. Further to our discussion I would be grateful if my Committee could have samples of the cell doors, the two water pumps and any of the paving stones whether Portland stone or granite that may be surplus to your requirements.

Yours faithfully

P.L. de Garis  
President

## APPENDIX D

*States of Guernsey*ANCIENT MONUMENTS COMMITTEE

Committee Secretariat,  
Sir Charles Frossard House,  
P.O. Box 43, La Charroterie,  
St. Peter Port, Guernsey,  
GY1 1FH, Channel Islands.

Switchboard (0481) 717000  
Direct Line (0481) 717  
Fax No. (0481) 712520

The President,  
Board of Administration,  
Sir Charles Frossard House,  
La Charroterie,  
St. Peter Port,  
Guernsey.

14 April, 1993.

Dear Conseiller Berry,

THE OLD PRISON

Following our discussions on Saturday concerning the old Prison, I am just writing to confirm that you repeated to me the assurances you had given before, that in the development of the old Prison you are aware of the importance which the public attaches to the wall and to the facade of the old cell block inside, and that the development would take account of these features.

We appreciate that the Prison site development will inevitably mean changes and would appreciate your assurances that these two most important features of the old Prison, will be kept for the enjoyment of future generations.

Yours sincerely,



P.L. de Garis,  
President.



# *States of Guernsey*

## **HERITAGE COMMITTEE**

Our ref: A2.96

The President,  
Board of Administration,  
Sir Charles Frossard House,  
La Charroterie,  
St. Peter Port,  
Guernsey,  
GY1 1FH.

15 June, 1999

Committee Secretariat,  
Sir Charles Frossard House,  
P.O. Box 43, La Charroterie,  
St. Peter Port, Guernsey,  
GY1 1FH, Channel Islands.

Switchboard (01481) 717000  
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Dear Conseiller Berry,

### **REDEVELOPMENT OF THE ROYAL COURT**

As you may be aware, the Committee had the benefit of a presentation by Mr. Clerici of current proposals for the redevelopment of the Royal Court at its meeting on 8<sup>th</sup> June, 1999. The preferred option presented involved the demolition of the walls and buildings on the old prison site, the construction of a new road from Lefebvre Street to a point adjacent to St. James' Terrace and the building of a new court building on a roughly triangular shaped plot to the north-east of the new road.

The Committee had in fact seen a version of this option before at a presentation given jointly to the Heritage Committee and the IDC in December of last year, following which the President of the IDC and I wrote to the President of Advisory and Finance to express our concern that a 'preferred option' seemed already to be well advanced and requesting consultation as soon as possible [copy letter of 18<sup>th</sup> December, 1998 attached].

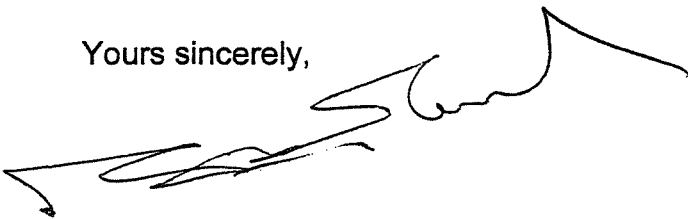
You will recall that some years ago, the Committee reviewed the possibility of listing the Old Prison but, as I understand it, was persuaded not to do so on your undertaking to consult it on any proposals affecting it.

At the December presentation members of the Committee queried the fact that the terms of reference of the so-called feasibility study were too restricted to allow full consideration of all options available to the States. In particular, the possibility of developing St. Paul's Garden was mentioned. In the Committee's view this site offers the potential of a much more satisfactory new court building than the Old Prison site and strongly believes that this potential should be investigated.

The presentation on 8<sup>th</sup> June, 1999 was frankly extremely disappointing. Although some work had been done on St. Paul's Garden it had been done on a superficial and rather obviously biased basis. Until a proper feasibility study has been done, objectively addressing the various issues involved, the Committee considers that the States will not be in a position to take an objective decision on this matter. Clearly the Committee's principal concern is the Old Prison building itself – an important historic building which the Committee is advised is listable in its own right. In addition, however, issues such as which site would result in the better building, would make the best contribution to the fine townscape of St. Peter Port, and which would make the best overall use of the States' estate, etc. also arise. In the Committee's view, even setting aside the issue of the Old Prison itself, the assessment of the best way to proceed has not been fully carried out.

The Committee considers that consultation with it so far has conspicuously failed to take its views into account in a meaningful way. As a result, it intends to pursue the possible listing of the Old Prison site and at the same time would urge that commitment be given to an objective feasibility study, assessing fully the respective merits of the various sites which are realistically available for this important project.

Yours sincerely,

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

Deputy F.X. Paul,  
President



# *States of Guernsey*

## *HERITAGE COMMITTEE*

Our ref: A2.113

The President,  
Board of Administration,  
Sir Charles Frossard House,  
La Charroterie,  
St. Peter Port,  
Guernsey,  
GY1 1FH.

20<sup>th</sup> July, 1999

Dear Conseiller Berry,

### **REDEVELOPMENT OF THE ROYAL COURT**

Thank you for your letter dated 7<sup>th</sup> July, 1999.

The Committee welcomes the decision to investigate fully the St. Paul's Gardens Site as an option for the Royal Court extension as a very constructive one.

On the question of consultation with the Heritage Committee, I would comment that the joint presentation of last December left the Heritage Committee with the firm impression that the project architect and the Working Party had been asked to progress preparation for extending the Royal Court specifically by developing the Old Prison Site. Neither the Committee's feedback from the Working Party nor the joint presentation gave any indication of the process of analysis of alternative sites which you describe in your letter. At the presentation, the Committee considered that there were obvious alternatives to the Old Prison Site that could be explored and following that event, felt some frustration that this was not pursued earlier and with more commitment. However, the Committee is confident that the decision to seriously consider the St. Paul's Gardens option will prove invaluable in assisting it – and ultimately the States – to reach an objective and fully informed decision on this important project.

In saying this, I would emphasise that the Committee fully accepts the pressing need to improve the Royal Court facilities as quickly as is possible and that there is no practical alternative to redeveloping adjacent to existing buildings.

Committee Secretariat,  
Sir Charles Frossard House,  
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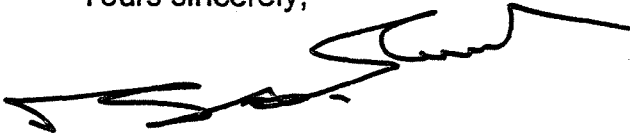
I can confirm that the Heritage Committee has invited Mr. Brodie to visit the Island at the end of July. There will be an opportunity for Mr. Clerici and any other interested person to meet him on 27<sup>th</sup> July.

The discussion between Mr. Clerici, Mr. Lockwood and Mrs. Rose has taken place and I understand that good progress has been made. Progress is also being made on the conservation appraisal which Mr. Lockwood and Mrs. Rose agreed to prepare.

It had been the intention to make the comments of English Heritage available to the Working Party, together with Mr. Brodie's more detailed advice and this will be done.

May I conclude by assuring you that the Committee is fully aware of the importance of this project for the administration of justice in the Island and will assist in any way that it can to its successful conclusion.

Yours sincerely,

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

Deputy F.X. Paul,  
President



# States of Guernsey

## HERITAGE COMMITTEE

Our ref: A2.113

The President,  
Board of Administration,  
Sir Charles Frossard House,  
La Charroterie,  
St. Peter Port,  
Guernsey,  
GY1 1FH.

12 October, 1999

Dear Conseiller Berry,

ADVISORY & FINANCE COMMITTEE	
DATE REC'D	12/10/99
TO STATES	
COMMENTS BY	
ACTION/COMMENTS CO-ORDINATOR	SPA
PRES	✓
S/S	✓
S/T	✓
COA	✓
SPA	✓
MECA	✓
PASS	✓
TO COMMITTEE	
FILE	

Committee Secretariat,  
Sir Charles Frossard House,  
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### The Ancient Monuments and Protected Buildings [Guernsey] Law 1967

#### THE FORMER PRISON, ST. PETER PORT

As you know, the Committee has carried out extensive research to establish the history and significance of the prison buildings. As a result it has concluded that the buildings are of exceptional historical, architectural and other special interest. A decision in principle to place the buildings on the Register of Ancient Monuments and Listed Buildings in accordance with Section 2 of the above Law was taken prior to the recent meeting of the Triumvirate. Before that meeting, the Committee wrote to you indicating this and I asked the Chief Planning Officer and Conservation and Design Manager, to confirm the Committee's intention to proceed with the scheduling of the former prison to the Triumvirate.

Accordingly, the Heritage Committee has written today to Her Majesty's Greffier to direct that the buildings be entered in the Register. It is intended that the official entry will read as follows:-

The whole of the buildings, i.e. internally and externally, known as the former prison buildings and comprising the cell block constructed in 1811 and extended in 1895, the chapel and the women's cell block together with the boundary walls and gates, all as indicated on the accompanying plan and located to the west of New Street and the south of St. James' Street, St. Peter Port.

The Committee is very mindful of the need to provide essential new court accommodation at the earliest practical opportunity. The Committee would not wish its action to be interpreted as contrary to the achievement of this objective. The Committee's primary concern is that the full significance of these important historic buildings is properly and duly weighed in taking decisions about how and where this accommodation will be provided.



The effect of the registration, as I understand it, is that the Board cannot, without the permission in writing of the Committee, demolish in whole or in part, efface, effect any alteration or addition to, or change the appearance of the buildings. In considering any application the Committee would carefully consider any public interest justification which was advanced in support of the proposals.

I enclose for information that section of the Committee's Conservation Appraisal dealing with the prison buildings which was presented to the Triumvirate. The Committee would be pleased to discuss this matter with the Board, if you feel it would be helpful.

Yours sincerely,

A handwritten signature in black ink, appearing to be 'F.X. Paul', with a stylized flourish at the end.

Deputy F.X. Paul,  
President

**c.c. Advisory and Finance Committee**

Reference No: 1116  
Cadastre No: A2.113

**The Ancient Monuments and Protected Buildings [Guernsey] Law 1967**

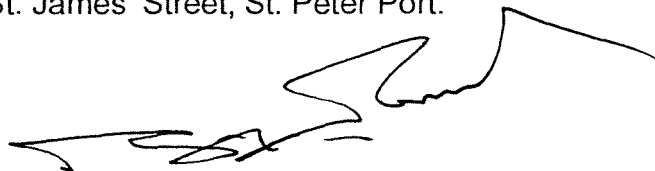
THE STATES HERITAGE COMMITTEE, in exercise of the powers conferred upon it by section two of the Ancient Monuments and Protected Buildings [Guernsey] Law, 1967, hereby directs that the building, structure or objects, of which details are set out hereunder, shall be entered in the Register of Ancient Monuments and Protected Buildings:-

Full name[s] of owner[s]:           The States of Guernsey  
Board of Administration

Address of owner[s]:               Sir Charles Frossard House,  
La Charroterie,  
St. Peter Port.

Situation and description of building and structure or object:

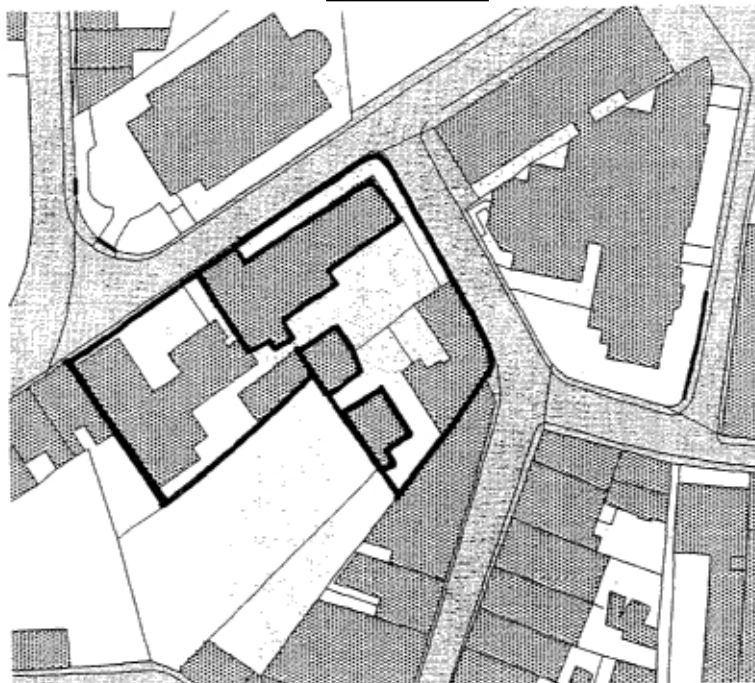
The whole of the buildings, i.e. internally and externally, known as the former prison buildings and comprising the cell block constructed in 1811 and extended in 1895, the chapel and the women's cell block together with the boundary walls and gates, all as indicated on the accompanying plan and located to the west of New Street and the south of St. James' Street, St. Peter Port.



12.10.99

President,  
States Heritage Committee

**SITE PLAN**



*States of Guernsey**HERITAGE COMMITTEE*

The President  
States Board of Administration  
Sir Charles Frossard House  
P O Box 43  
La Charroterie  
St Peter Port  
Guernsey  
GY1 1FH

Committee Secretariat,  
Sir Charles Frossard House,  
P.O. Box 43, La Charroterie,  
St. Peter Port, Guernsey,  
GY1 1FH, Channel Islands.  
Switchboard (01481) 717000  
Direct Line (01481) 717  
Fax No. (01481) 712520

26 November 1999

Dear Conseiller Berry

Thank you for your letter 19<sup>th</sup> November 1999 which my Committee considered at its meeting held on 23<sup>rd</sup> November 1999 which was the earliest opportunity for it to do so.

You say in your letter that you have presumed that my Committee "will have already considered the proposals for the redevelopment of the Royal Court prior to making its decision to list the site".

May I correct this assumption. The brief presentation my Committee received from Mr Clerici last week was, in fact, the first opportunity it had to hear the conclusions of the Triumvirate's deliberations as to which option for the redevelopment of the Royal Court to pursue. Whilst the Committee's Officers have assisted the Triumvirate, through its Officer Working Group, the meeting last week was the first formal consideration my Committee has given to these issues since the presentation which Mr Clerici made to the Heritage Committee earlier this year.

Furthermore, as explained in previous correspondence my Committee considers that it is its duty to identify any building, or group of buildings, on the Island which it considers warrant inclusion on the list of Protected Buildings.

In the case of the Old Prison Site, the Committee has received a thorough and scholarly assessment of the buildings from independent experts which clearly concludes that the building group's historic interest is of outstanding value.

The Ancient Monuments and Protected Buildings Guernsey Laws 1967 makes no reference to the need to have regard to related development proposals which may be in conflict with the building or buildings under consideration.

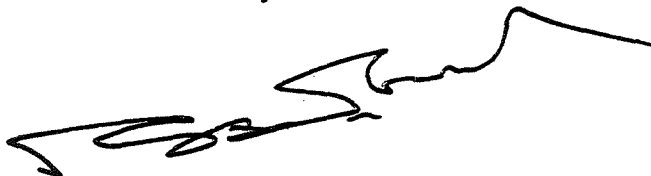
However as you know, the schedule of a building does not mean that a case for its demolition or partial demolition or alteration cannot be considered and granted if there is a very good case for such action.

This brings me to the position my Committee currently finds itself in. You say in your letter of the 19<sup>th</sup> November 1999 that your Board will be submitting a Policy Letter for consideration by the States during January of next year and that any comments my Committee wishes to make must be with you immediately. In effect, you are asking my Committee to grant immediate consent for demolition of the Old Prison Site on the basis of a brief verbal presentation from Mr Clerici last week, concerning the options for the redevelopment of the Royal Court and the contents of your own letter of the 17<sup>th</sup> November 1999. My Committee does not consider that it has sufficient information before it to allow it to adequately discharge its mandate and consider granting consent for the demolition of the Old Prison Site. As an example, reference in your letter of 19<sup>th</sup> November 1999 to the intention to incorporate the Arched façade of the 1811 cell block in the proposed Royal Court development would appear to be in conflict with the proposals which Mr Clerici outlined during his presentation last week.

Our recollection of the advice from Her Majesty's Procureur, when we met on the 16<sup>th</sup> November 1999 was to encourage both our Committees to resolve the issue of Scheduled Buildings consent by negotiation and discussion rather than by debate in the States or through the medium of appeal to the Royal Court. My Committee readily accepts and fully agrees with this advice. In the circumstances of your letter of 19<sup>th</sup> November 1999 however, you leave my Committee with no option other than to reserve its position at this time and await sight of your Policy Letter.

I do hope you will be able to make the text of your Policy Letter available to my Committee at the earliest opportunity to enable progress to be made.

Yours sincerely

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

Deputy F X PAUL  
President

**c.c President of Advisory and Finance**



# *States of Guernsey*

## **HERITAGE COMMITTEE**

Our ref: A2.113

The President,  
Board of Administration,  
Sir Charles Frossard House,  
La Charroterie,  
St. Peter Port,  
Guernsey,  
GY1 1FH.

24<sup>th</sup> December, 1999

Dear Conseiller Berry,

### **The Ancient Monuments and Protected Buildings [Guernsey] Law 1967**

#### **REDEVELOPMENT OF THE ROYAL COURT : POLICY LETTER**

Thank you for your letter dated 20<sup>th</sup> December, 1999 enclosing a copy of the policy letter which, it is now intended to present to the States meeting in January 2000. The Committee understands from your letter to The Bailiff, dated 22<sup>nd</sup> December, 1999, a copy of which you have given to the Committee, that the policy letter is to be amended further before publication.

The Committee has discussed the matter at a meeting today.

Its position in essence remains unchanged. After careful and scholarly independent assessment of the old prison buildings, it decided to register them as protected buildings in recognition of their historic and architectural interest. Any application to demolish the buildings will be assessed in the light of any public interest case put forward.

The receipt of the policy letter at this extremely late stage, contrary to previous information, leaves the Committee no time to make a meaningful response.

The policy letter put forward by the Board has, in effect, deprived the Committee of the opportunity to consider an application for demolition of the old prison buildings in the normal manner because it considers that the supporting argument put forward is not adequately justified at the present time.

Moreover, the Committee considers that the case put forward in the policy letter presents an incomplete picture of all the issues which the States will need to grasp in debating the matter.

Committee Secretariat,  
Sir Charles Frossard House,  
P.O. Box 43, La Charroterie,  
St. Peter Port, Guernsey,  
GY1 1FH, Channel Islands.  
Switchboard (01481) 717000  
Direct Line (01481) 717  
Fax No. (01481) 712520

The Committee will be giving careful consideration to the contents of the policy letter and, to assist the States in considering this matter fully, will consider how it is able to provide further information, which will assist members of the States in their debate.

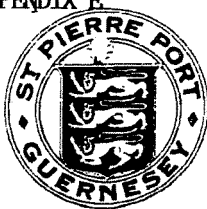
I would be grateful if this letter could be published with the policy letter.

Yours sincerely,

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

Deputy F.X. Paul,  
President

## APPENDIX E



TELEPHONE: 01481 720014  
FAX NO.: 01481 722429

*Constables' Office,  
Lefebvre Street,  
St. Peter Port,  
Guernsey,  
GY1 2JS.*

*Your Ref.*

*Cur Ref.* 1/17A

J. Silvester, Esq.,  
Chief Property Manager,  
States Board of Administration,  
Sir Charles Frossard House,  
Charroterie,  
St. Peter Port.

26<sup>th</sup> November, 1999

Dear Sir,

Royal Court Development

Thank you for your excellent presentation of 24<sup>th</sup> November 1999 advising us of the latest proposals and various options to extend and improve facilities at the Royal Court buildings – Option 1 being to demolish and incorporate the old prison and Option 2 to build from the old Police Station across St. James Street and incorporating St. Paul's Sunken Garden.

We appreciate the need to address the situation (the present facilities and security of the building being inadequate, particularly with reference to the handling of large trials and the increasing demands of European legislation), and to provide a facility which will meet the Court's requirements well into the next century.

Option 1 – to incorporate the old prison site, the north end of New Street and opening a new road through the existing prison – would be our preferred option. We understand that, although only at a feasibility study stage, it is intended to introduce some soft landscaping/urban planting of trees down New Street to the south end of the Royal Court. We would ask further that adequate provision for floral areas outside the frontage of the new building be incorporated when detailed drawings are undertaken.

For your information, a permanent closure of a road to be incorporated in any development would require a public meeting on site, where members of the public could voice any objections to the Constables who are then required to advise the Royal Court accordingly.

We are concerned about the loss of parking, but understand that provision will be made for unrestricted public parking below ground level at St. Paul's Sunken Garden, which we approve, provided there is adequate provision for disabled parking and indeed disabled access to the new buildings.

We would further emphasise that we would not wish to see any loss of "green areas", as there are very few such areas left for public use in the Town.

In principle, we would not object to the repositioning of the War Memorial (possibly by turning the monument around to face west over the level area currently a motor cycle park), as we feel it is lost to view being in the centre of a busy and congested roundabout. Improvements to traffic flow could then be implemented.

However, we write specifically to advise you that the Douzaine have been concerned for some considerable time by the fact that there is no assembly hall/parish hall/church hall where meetings, elections or other important parish activities can be held close to the heart of the Town.

Currently, Parish Meetings are held in school halls which, although adequate, is not thought to be conducive to encouraging community spirit which is an important feature of our Island culture. We would, therefore, welcome the ability to be able to use or hire a sizeable and prestigious facility for such events.

We trust these views will be of help during future planning or discussions, and we look forward with interest to a report on progress of the proposed development.

Yours faithfully,

A handwritten signature in dark ink, appearing to read 'M.J. Beacham', with a large, sweeping flourish extending from the end of the signature.

D.K. MISSELBROOK  
M.J. BEACHAM

Constables.



## APPENDIX F



The President  
Board of Administration  
Sir Charles Frossard House  
La Charroterie  
St Peter Port  
Guernsey GY1 1FH

30<sup>th</sup> September, 1999

Dear Conseiller Berry

**REDEVELOPMENT OF THE ROYAL COURT**

I refer to the letter of 20<sup>th</sup> September, 1999, from your Chief Property Manager to the Committee's Chief Executive requesting the Committee's comments on the alternative proposals for the redevelopment of the Royal Court no later than 1<sup>st</sup> October.

At this stage, the Committee is able to offer the following observations on the proposals:-

- a) the proposals would result in a considerable loss of on-street parking in Ann's Place, New Street and St James' Street. The plans do not appear to provide any measures to compensate for this loss of public parking.  
The Committee has also noted that there appears to be no provision for parking for those attending the Court, as it understands from the plans that the proposed 26 car parking spaces created over St Paul's Garden appear to be for staff use;
- b) the blocking off of St James' Street would result in a circuitous route for all traffic entering Ann's Place, which would have to exit via either Hirzel Street, Hospital Lane, Sir William Place and Les Canichers or, alternatively, via Rue du Manoir, Lefebvre Street, New Street and St James Street;
- c) Although they would be one-way, there is concern about the tight radii of the turns that would be involved in Rue du Manoir, New Street and St James Street, especially for heavy goods and emergency vehicles.

In addition, the gradients in upper Lefebvre Street and New Street are severe; indeed, they fall well outside recommended standards. Accordingly, there would be concerns about increasing the level of traffic using these streets.

If, however, it is essential to route additional traffic through these streets, consideration would need to be given to widening the bends and making improvements to upper Lefebvre Street, which it is assumed will remain two-way.

The above observations are based on an assessment of the proposals undertaken on behalf of the Committee by the Department of Engineering. I regret that I am unable to offer the Committee's formal opinion on the proposals at this time, as it has not had an opportunity to meet and discuss them in full in the time available. However, they will be circulated to members for full discussion at the Committee's next meeting in October.

Notwithstanding the above, you will recall that in my letter of 28 June, 1999, I indicated that the Committee supported the scheme involving building on the Old Prison site and realigning New Street, including the construction of an underground car park at St Paul's Gardens.

At that time, only sketch plans of the alternative scheme were available. However, on the basis of the detailed plans now available and taking into account the above comments and the issues raised by the Chief Fire Officer in his memorandum to the Board of 16 June, 1999, it is my personal belief that the Committee would continue to favour the scheme involving the redevelopment of the Old Prison site and the realignment of New Street.

Yours sincerely

A handwritten signature in black ink, consisting of a large, stylized 'M' and 'J' followed by a small flourish.

M.J. Dene  
President.

## APPENDIX F

29 JUN 1999

STATES  TRAFFIC  
States of Guernsey Traffic Committee

The President  
Board of Administration  
Sir Charles Frossard House  
La Charroterie  
St Peter Port  
Guernsey GY1 1FH

28<sup>th</sup> June, 1999

Dear Conseiller Berry

**REDEVELOPMENT OF OLD PRISON SITE**

I refer to previous correspondence concerning the above mentioned project and to the presentation arranged by your staff in which the consultant architect, Mr Anthony Clerici, gave a clear and concise overview of the proposals.

The Committee has now had the opportunity to give further consideration to the proposals and to take appropriate advice on the traffic management and traffic engineering implications.

We have concluded that the development of an underground car park on the site of the sunken gardens should be encouraged as it would present a variety of opportunities to improve upon existing parking and traffic management arrangements. The Committee would particularly welcome the ability to remove as much of the on-street parking as possible which currently exists in the vicinity and to relocate this within the proposed underground car park. The Committee is of the view that providing suitable environmental enhancement proposals were integrated into the project the whole area could be significantly improved.

Whilst the Committee accepts that the provision of a car park in this area may pose some traffic management issues, particularly if additional parking was to be provided on this site over and above that which is necessary to compensate for the removal of the on-street parking, nevertheless the Committee believes that this aspect of the project has much to commend it. We would, of course, wish to review the detailed plans in due course so that a more comprehensive assessment can be made of the various traffic management issues which the Committee will need to address.

Turning now to the redevelopment of the Old Prison site and the proposed realignment of New Street, the Committee has been advised that this will involve the construction of a new road with a significant gradient. We would, wherever possible, advocate much lower gradients than that envisaged for the newly realigned New Street. The Committee, of course, accepts that there are already a number of roads in

St Peter Port with steep gradients and recognises that on occasion the recommended gradients for roads cannot always be achieved.

Therefore, having considered all of the available information in relation to the realignment of New Street, the Committee feels that on balance this would be the preferred option rather than, for example, linking buildings by constructing over New Street.


The Committee has also noted that your Board is preparing sketched drawings for a Court extension to be built on the sunken garden as an alternative to using the Old Prison site. You will appreciate, I am sure, that we have not had the opportunity to consider any detailed plans for this option and have had only a limited period of time to discuss and determine the various issues and implications. We have however considered the merits of this proposal and have also taken into consideration the views of the Chief Fire Officer. In considering this particular aspect of your Board's proposals, we have looked at the implications for the surrounding road network and in particular the requirement, should this alternative option be pursued, to close St James' Street between New Street and the War Memorial. The Committee acknowledges that this would require traffic travelling from Ann's Place and wishing to travel up the Grange, to go past the War Memorial, along Rue de Manoir, into Lefebvre Street and then into New Street before exiting on to St James' Street and then on to the Grange.

In the light of the traffic management implications of closing off St James' Street and having regard to the views of the Chief Fire Officer, the Committee has concluded that it would not support the option of constructing a Court extension on the sunken garden as we do not believe this is the most effective solution in traffic management terms. In addition, the Committee would not wish to see the opportunity lost for locating an underground car park on the sunken garden site thereby negating the possibility of removing much of the existing on-street parking in the area which not only adversely affects the environment but also brings with it traffic management and road safety implications.

To summarise therefore the Committee is supportive of the proposal to construct an underground car park on the site of the sunken gardens in order to accommodate the removal of the existing on-street parking in the area. In addition the Committee would not oppose the realignment of New Street as in our opinion this will facilitate a more comprehensive and generally more advantageous redevelopment of the Old Prison site for Court facilities and ancillary requirements.

I trust the above comments will be of assistance to your Board.

Yours sincerely



M.J. Dene  
President.

## APPENDIX G

## M E M O R A N D U M

To: Mr J Silvester, The Chief Property Manager, Board of Administration, Sir Charles Frossard House, Charroterie, St Peter Port.

From: Mr R H Taylor, Chief Fire Officer, Fire Brigade, Town Arsenal, St Peter Port

Date: 16 June, 1999

---

Re: ROYAL COURT EXTENSION

I refer to our recent meeting and your memorandum dated 14 June 1999 regarding the proposals for the Royal Court extension. I am grateful for the opportunity to comment on these proposals at an early stage in the planning process.

There is a provision under The Fire Services (Guernsey) Law 1989, as amended, for Committees to consult with the Fire Brigade with regard to fire safety requirements, where the proposed use of such a development is to be put to a designated use and this would include relevant access for Fire Appliances.

I note that the main considerations at this stage of the planning process involves two main options for the new site and I will therefore restrict my comments to address the issues raised in your memorandum.

I note that option 1 seeks to convert the Sunken Gardens into a car park to clear traffic from Ann's Place and the surrounding area. This would most certainly be of benefit to the Brigade as I am currently in discussion with the Traffic Committee over the problems the Brigade are encountering to gain access through Ann's Place for its large emergency vehicles. Providing any underground car parking was suitably protected by a sprinkler system (to be discussed during final planning) this would appear to be a sensible long term solution to creating a clearway in this area whilst still providing car parking.

The pedestrianisation of Rue du Manoir would not cause any problems provided that it remained accessible for the Brigade by way of moveable bollards (or similar) in the case of an emergency.

Option 1 would also appear to give access for Brigade vehicles on all sides of the overall site and good street access for the proposed new site, however I do not believe it would be possible for the Turntable Ladder to follow the flow of traffic to come past the proposed site from the direction of New Street, due to the difficulty entering from Clifton. This would need to be addressed in some way.

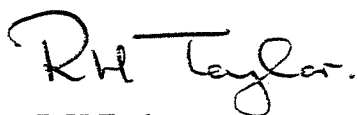
Option 2 which involves putting the Court extension on the Sunken Gardens site with the result that St James Street is closed, from the bottom of St James Chambers to the New Street entrance, could make access for firefighting extremely difficult, as access to the new Court building would appear to only be possible from Ann's Place and a set back elevation from the

War Memorial, without access possible from St James Street or the rear of the site for firefighting vehicles such as the Turntable Ladder Unit

As previously stated, the Brigade already has problems with access for its Turntable Ladder and any re-routing of traffic circulation should only be considered if it is possible to provide sufficient width on corners for the Turntable Ladder to negotiate it safely.

Whilst, in an emergency, it may be possible for the Brigade to attain access to a property against the normal flow of traffic, I do not believe we should plan to do this and not only does it leave the Brigade driver open to prosecution in the event of a road accident, it would also not be possible to carry out exercises without closing roads, which again is not a sensible course of action to plan for. In direct response to your question, as the Turntable Ladder was specifically purchased with a great deal of consideration as to the chassis configuration to provide the best possible vehicle for the Island's narrow roads, it is extremely manoeuvrable and it appears it could negotiate the corner down St James' Street off the Grange and turn down New Street, although clearly this has not been actually tested against the flow of traffic. However as previously stated I would not support planned access in this fashion.

I hope the above comments are of value and I would be pleased to discuss the matter further with either yourself or members of the Traffic Committee. As requested I have copied this memorandum to the Chief Executive States Traffic Committee in order that it can be considered when the matter is reviewed at the Committee's next meeting on 21 June 1999.



R H Taylor  
Chief Fire Officer

cc Chief Executive, States Traffic Committee

The President,  
States of Guernsey,  
Royal Court House,  
St. Peter Port,  
Guernsey.

12th January, 2000.

**Sir,**

I have the honour to refer to the letter dated 10 January 2000 addressed to you by the President of the Board of Administration on the subject of the provision of new court accommodation and the preferred site for that accommodation.

The Advisory and Finance Committee recognises the pressing need for additional court accommodation and ancillary areas and overwhelmingly supports the proposed use of the Old Prison Site.

In considering the proposals the Advisory and Finance Committee paid particular attention to the Heritage Committee's concerns and to the alternative sites for the new accommodation. In normal circumstances the Committee would be reluctant to support the demolition of buildings with a heritage value, whether they were scheduled or not. However the requirement for new court accommodation and the weight of public interest factors are such that the only sensible option is to site the new accommodation on the Old Prison Site. This can only be satisfactorily provided for if the existing buildings and walls are removed.

In recommending the use of the Old Prison Site and the demolition of the existing structures the Committee notes the Board of Administration's intentions to fully survey the site and to record the existing structures. The Committee particularly welcomes the intention to reuse as many of the existing features as possible in the new building.

The recent scheduling of the walls and buildings is a matter for the Heritage Committee and while the States cannot overrule a decision of that Committee with regard to granting permission for the demolition of the buildings, if the States accept the

overriding public interest factors the Committee trusts that the Heritage Committee will recognise those factors and grant permission for the demolition of the scheduled buildings and walls.

The States have a fundamental duty to ensure that the Island's administration of justice is fair to all and that the necessary facilities to fulfil this duty promptly and effectively are provided. The Board's proposals represent the best way in which the States can meet its obligations for now and into the future.

The Advisory and Finance Committee recommends the States to approve the proposals.

I am, Sir,  
Your obedient Servant,  
L. C. MORGAN,  
President,  
States Advisory and Finance Committee.



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The States are asked to decide:—

Whether, after consideration of the Report dated the 10th January, 2000, of the States Board of Administration, they are of opinion:—

1. To approve in principle the planned redevelopment of the Royal Court on the basis of Option 1 as set out in that Report.
2. That the public interest is best served by redevelopment of the Old Prison Site, notwithstanding that the site has been entered in the Register of Ancient Monuments and Protected Buildings.
3. To request the States Heritage Committee and the Island Development Committee to take note of the above when considering under the relevant laws any further application from the States Board of Administration concerning proposed redevelopment of the Old Prison Site.
4. To approve the States Board of Administration's proposals to undertake the Enabling Works as set out in that Report, including an archaeological survey, demolition works, road construction, land and property transactions and the appointment of consultants, at a total estimated cost not exceeding £2,700,000.
5. To authorise the States Board of Administration to seek tenders and award, subject to the approval of the States Advisory and Finance Committee, contracts for the proposed demolition and engineering works.
6. To authorise the States Board of Administration to appoint consultants, subject to the approval of the States Advisory and Finance Committee, to prepare detailed proposals, including tender documentation for the extension and refurbishment of the Courts.
7. To vote the States Board of Administration a credit of £2,700,000 to cover the cost of the above works, which sum shall be charged to that Board's current balance of capital allocation.
8. To direct the States Advisory and Finance Committee to transfer £1,000,000 from the Capital Reserve to the capital allocation of the States Board of Administration.

DE V. G. CAREY  
Bailiff and President of the States

The Royal Court House,  
Guernsey.  
The 21st January, 2000.





