



# BILLET D'ÉTAT

XXIV  
2001

WEDNESDAY, 12th DECEMBER, 2001

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# ***B I L L E T   D ' É T A T***

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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 12th DECEMBER, 2001**, immediately after the meeting to be convened for that day.

**PROJET DE LOI**

ENTITLED

**THE PAROCHIAL COLLECTION OF REFUSE (GUERNSEY) LAW, 2001**

The States are asked to decide:—

I.—Whether they are of opinion to approve the Projet de Loi entitled “The Parochial Collection of Refuse (Guernsey) Law, 2001”, and to authorise the Bailiff to present a most humble Petition to Her Majesty in Council praying for Her Royal Sanction thereto.

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**THE ELECTORAL EXPENDITURE ORDINANCE, 2001**

The States are asked to decide:—

II.—Whether they are of opinion to approve the draft Ordinance entitled “The Electoral Expenditure Ordinance, 2001”, and to direct the same shall have effect as an Ordinance of the States.

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**THE GUERNSEY GAMBLING CONTROL COMMISSION LAW, 2001  
(COMMENCEMENT) ORDINANCE, 2001**

The States are asked to decide:—

III.—Whether they are of opinion to approve the draft Ordinance entitled “The Guernsey Gambling Control Commission Law, 2001 (Commencement) Ordinance, 2001”, and to direct the same shall have effect as an Ordinance of the States.

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**THE INCOME TAX (GUERNSEY) (EMPLOYEES TAX INSTALMENT SCHEME)  
REGULATIONS, 2001**

The States are asked to decide:—

IV.—Whether they are of opinion in pursuance of the provisions of subsection (5) of section 81A of the Income Tax (Guernsey) Law, 1975, as amended, to approve the Regulations entitled “The Income Tax (Employees Tax Instalment Scheme) Regulations, 2001”, made by the States Income Tax Authority on the 25th October, 2001.

**ELIZABETH COLLEGE BOARD OF DIRECTORS**

**NEW MEMBER**

The States are asked:—

V.—To elect a member of the Board of Directors of Elizabeth College to fill the vacancy which will arise on the 6th January, 2002, by reason of the expiration of the term of office of Mr. J. Kitts, who is not eligible for re-election.

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**PRIAULX LIBRARY COUNCIL**

**NEW MEMBER**

The States are asked:—

VI.—To elect a member of the Priaulx Library Council to fill the vacancy which will arise on the 1st January, 2002, by reason of the expiration of the term of office of Deputy Miss C. H. Le Pelley, who is eligible for re-election.

## STATES ADVISORY AND FINANCE COMMITTEE

### THE FUTURE PROVISION OF ELECTRICITY SERVICES

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

2nd November, 2001.

Dear Sir

#### **The future provision of Electricity Services**

##### **Introduction**

1. At its meeting in September 2001 (Billet XVIII), the States agreed that, with effect from the 1st October 2001, postal and telecoms services shall be provided by limited liability companies wholly owned by the States. The States also approved the enactment of various Ordinances and other measures which designated these companies as States Trading Companies (STCs), determined the terms for the transfer of the States postal and telecoms undertakings into these companies and established the regulatory regime within which these companies will operate.
2. The September 2001 policy letter explained that it had originally been intended to transfer the electricity undertaking to an STC but last minute complications had arisen which made this impractical. The Advisory and Finance Committee is now bringing forward proposals to transfer the electricity undertaking into an STC.
3. The proposals are being submitted for inclusion in the Billet for the December 2001 meeting of the States and could therefore come into force on the 1st January 2002. Because of the risk that pressure of business at that States meeting may result in the proposals not being considered before the 1st January 2002 however, the Committee is proposing that they come into force on 1st February 2002.

##### **The transfer of the Electricity Undertaking**

4. The States Trading Companies (Bailiwick of Guernsey), Ordinance 2001 approved by the States in September 2001 enables the States to designate a company formed under Guernsey Company Law as an STC and sets out the corporate governance and other arrangements for the transfer of a States undertaking to an STC. In preparation for the September 2001 States meeting, the Advisory and Finance Committee had formed three companies, Guernsey Post Limited, Guernsey Telecoms Limited and Guernsey Electricity Limited.
5. The STC Ordinance covers post, telecoms and electricity but the provisions relating to the transfer of the electricity undertaking do not come into force until a date appointed by resolution of the States.

6. **The Advisory and Finance Committee is now recommending that the “appointed day” for the designation of Guernsey Electricity Limited as an STC and for the transfer of the Electricity undertaking from the States to Guernsey Electricity Limited shall be 1st February, 2002.**
7. Schedule 2 of the STC Ordinance refers to a further Schedule, lodged at the Greffe, which describes the undertaking to be transferred in terms of fixed and other assets. The summary from that Schedule is shown in Annex 1 to this policy letter.
8. A review of the asset register of the Electricity Board has been undertaken to ensure that it provides a complete and accurate presentation of the assets that the Board currently holds in trust for the States and that appropriate and consistent policies have been applied to valuations. The register has then been subject to a number of adjustments that are detailed in the Schedule lodged at the Greffe.
9. A number of residential properties adjacent to the power station have been identified which are not required for future trading purposes and these will be retained in States ownership. All other properties have been re-valued to current market value and will be transferred subject to a proviso that if the STC wishes to dispose of any of them in the future, the States will be offered the first opportunity to purchase at market value.
10. Ownership of the two fibre optic cables laid at the same time as the electricity cable to France will be transferred but Heads of Agreement have been agreed for the States, or any other body it may designate in future, to enjoy permanent right of use of any capacity in the fibre optic cables not required for electricity telemetering purposes. This reflects previous States decisions on the exploitation of the capacity.
11. The capacity required for telemetering purposes is being transferred at current book value, the capacity over which the States retains use is being transferred at a nominal £1 value. All other assets will be transferred at current book value.
12. The Schedule shows the financial position as at 30 June 2001 and will need to be adjusted following audit of the position as at 31 January 2002. Any significant or unforeseen variations from normal trading between 30 June 2001 and 31 January 2002 will be referred back to the States for endorsement.
13. Subject to the above, the Schedule gives sufficient information for the States to approve the transfer of the electricity undertaking and the subsequent audit will give the precise starting point for Guernsey Electricity Limited as an STC for legal, tax and other purposes.
14. Shares in Guernsey Electricity Limited to the value of the Total Net Assets transferred on 31 January 2002 as confirmed by audit will be issued to the States and held in trust for the States half each by the President and Vice President of the Advisory and Finance Committee.
15. **The Advisory and Finance Committee is recommending the States to approve the transfer of assets into Guernsey Electricity Limited as described above.**

#### **The Transfer of Staff**

16. In September 2001, the States approved an Ordinance to bring into force the Transfer of States Undertakings (Protection of Employment) (Guernsey) Law 2001 and Ordinances to extend the provision of that Law (which is specific to employees of the Telecoms Board) to employees of the Post Office and Electricity Boards.

17. The above Law, generally referred to as TUPE provides protection on contracts of employment and pension rights to employees transferred from the employ of the States to employment by an STC. The provisions of the Ordinance come into effect on transfer of employment and no further action is required in respect of electricity employees.
18. The States has agreed amendments to the rules of the Public Servants Pension Scheme (PSPS) to enable employees of the post and electricity STCs to be members of that Scheme. The amended rules have to be brought into force by resolution of the States and this is subject to each STC entering a binding Admission Agreement setting out its responsibilities in relation to their employees who are members of the PSPS.
19. In the September 2001 policy letter, the Advisory and Finance Committee explained that such an agreement had been entered into with Guernsey Post Limited and the States approved the coming into force of the rules relating to that company's employees.
20. **The Committee has entered into a similar Pension Agreement with Guernsey Electricity Limited and is now proposing the coming into force of the PSPS rules that will enable its employees to be members of the Public Servants Pension Scheme.**

#### **Appointment of Non-Executive Directors**

21. In June 2000, the States agreed the appointment of five individuals to serve as non-executive directors of a shadow board to assist in the preparations for the transfer of the electricity undertaking to an STC. In July 2001, one of the "Shadow Non-Executive directors", Mr Stephen Jones, resigned due to pressure of other work and just prior to the submission of the September 2001 proposals two others, Advocate Ian Beattie and Mr Henry Casley advised that they did not wish their names to be put forward for appointment to the Board of the new STC.
22. The two remaining Shadow Non-Executive directors, Mr Ken Guille and Mr Richard Tee have agreed to their names being put forward for appointment to the Board of the new STC.
23. The Advisory and Finance Committee would like to take this opportunity to publicly express its gratitude to all the individuals appointed to the Shadow Board. The magnitude of the work that has had to be undertaken by the Shadow Board since June 2000 has been far greater than was envisaged at the time of their appointment.
24. The STC Ordinance provides for the Advisory and Finance Committee to nominate persons for appointment by the States to serve as non-executive directors on the Board of an STC. The STC Ordinance does not specify the number of members that should be appointed to the Board of an STC only that the number of non-executive directors should exceed the number of executive directors. Having discussed the matter with the Shadow Board the Committee has agreed that, for the time being at least, the Board of Guernsey Electricity Limited should consist of four non-executive directors and a minority number of executive directors.
25. On the basis of their performance to date and to maintain continuity, the Committee is nominating the two remaining Shadow Non-Executive directors to serve on the Board of Guernsey Electricity Limited. The Committee is also nominating individuals who can provide financial and technical expertise to serve as the other two non-executive directors. If in the future it is found to be advantageous to increase the number of non-executive directors, for instance to bring in legal expertise, the Committee will bring forward appropriate recommendations to the States.

26. **The Advisory and Finance Committee is therefore recommending the States to appoint the following persons as non-executive directors on the Board of Guernsey Electricity Limited.**

**Mr K Gregson**

**Mr K Guille**

**Mr J Shaw**

**Mr R Tee**

Brief CVs for the two individuals not previously appointed by the States are shown in Annex 2 to this policy letter. The above four individuals have been asked to act informally as a Shadow Board until 1 February 2002.

On a related matter, the Committee has consulted with the Board of Guernsey Post Limited on replacing Mr Ernest Smith who served on the Board and who sadly died recently. The Committee shares the view of the Board that no immediate steps should be taken to appoint another non-executive director.

#### **States Guidance to the Advisory and Finance Committee**

27. The STC Ordinance makes provision for the Advisory and Finance Committee to undertake, on behalf of the States, the role of shareholder of an STC. The Ordinance also makes provision for the States to give guidance to the Committee on the policies it wishes to be pursued in fulfilling this role.
28. **The Advisory and Finance Committee is recommending the States to approve for inclusion in the Strategic and Corporate Plan the States Guidance in respect of Guernsey Electricity Limited as set out in Annex 3 to this policy letter.**
29. Clause 1 of the Guidance sets out the extent of activities, and refers to various electrical energy services and other ancillary services. The wording of this clause is reflected in the company's Articles and Memorandum of Association.
30. Clause 2 reflects the resolutions of March 2000 when the States agreed to the commercialisation of the provision of electricity services but directed that "however electricity services are to be provided in future, they are provided within the policy of retaining sufficient on-island generating plant to meet the total long term demand, to cover for the possibility of interruption or unavailability of power through the cable link to France".
31. Clause 3 reflects previous States resolutions which preclude the company from exploitation for telecoms purposes of the fibre optic capacity in the cable link to France. The clause does not however preclude the company from becoming involved in the development of a data centre on its site. Such a development would not require a licence under the Regulation of Utilities Laws and, because of the high energy requirements of a Data Centre, it would be complementary to the company's electricity generation and supply activities.
32. Clause 4 refers to financial performance targets for the company and seeks to achieve a balance between achieving a commercial return on investments and the effects on electricity tariffs but with an expectation of commercial returns on non-core services provided in competition, or in partnership with the private sector (such as the development of a data-centre).



33. The regulatory regime will ensure that transparency of financial information is maintained to prevent any cross-subsidy between core and non-core activities.
34. The Committee has agreed with the Shadow Board a Strategic Plan setting out in broad terms aims and objectives, including financial targets for future years. That Plan will be reviewed once the company has established a trading pattern and objects and targets will, if necessary, be revised.

#### **The Electricity (Guernsey) Law, 2001**

35. In September 2001, the States approved the coming into force of the Regulation of Utilities (Bailiwick of Guernsey) Law, 2001. The States also agreed that Guernsey Electricity Limited will be issued with the first licence to contain a Public Supply Obligation once it had taken over the functions of the States Electricity Board. The States also agreed directions to the Regulator on the policies to be followed for exclusivity in electricity services.
36. Having established Guernsey Electricity Limited as an STC and transferred to it the electricity undertaking, the final element in the process is to bring into force by Ordinance the Electricity (Guernsey) Law, 2001. The current electricity law is predicated on a States Committee providing electricity services, the new law repeals the current electricity law and enables any body holding an appropriate licence from the Regulator to provide electricity services. It also defines the rights and obligations of such a body.
37. Propositions to approve legislation usually appear at the beginning of a Billet but in this case there could be practical problems if the States approved commencement of the new Electricity Law but subsequently rejected or amended the proposals in this policy letter.
38. I am grateful to you, Sir, for agreeing that the proposition to approve the necessary commencement Ordinance should be considered after consideration of the Advisory and Finance Committee's proposals.
39. The Regulation and other operational laws were submitted to the States by the Board of Industry but the Board has agreed that the proposals to bring into force the new Electricity Law should be included in this policy letter.
40. **The Advisory and Finance Committee therefore recommends the States to approve the draft Ordinance entitled "The Electricity (Guernsey) Law, 2001 (Commencement) Ordinance, 2001.**

#### **Dissolution of the States Electricity Board**

41. The designation of Guernsey Electricity Limited as an STC and the transfer to it of the electricity undertaking removes the need to retain a States Committee dedicated to the provision of electricity services.
42. **The Advisory and Finance Committee is therefore recommending that, with effect from 23.59 hours on 31st January 2001, the States Electricity Board be dissolved.**
43. In September 2001, the States agreed that residual responsibilities for electricity services should be absorbed by the Board of Industry and agreed appropriate changes to the mandate of that Board.

### **Conclusions and Recommendations**

44. The September 2001 policy letter set out in detail the background and sequence of events leading to the submission of proposals for the commercialisation of postal, telecoms and electricity services of which this is the final element.
45. Whilst the competitive pressures on the electricity undertaking may be less than those on either postal or telecoms services, the Committee remains convinced that consumers and the community as a whole will benefit from the commercialisation of the provision of electricity services.
46. Allowing the electricity company the freedom to operate commercially within the constraints of a regulatory regime looking after the interests of the consumer and the exercise of shareholder pressure will drive efficiencies.
47. A copy of a letter dated 30 October expressing the States Electricity Board's support for these proposals is attached as Annex 4 to this policy letter.
48. The Advisory and Finance Committee therefore recommends the States to:
  - i) Agree that the "appointed day" for the designation of Guernsey Electricity Limited as an STC and for the transfer of the Electricity undertaking from the States to Guernsey Electricity Limited shall be 1st February, 2002;
  - ii) Agree to the transfer of assets into Guernsey Electricity Limited as described in this policy letter;
  - iii) Approve the coming into force of the Public Service Pension Scheme rules that will enable employees of Guernsey Electricity Limited to be members of the Public Servants Pension Scheme;
  - iv) Appoint the following persons as non-executive directors on the Board of Guernsey Electricity Limited;
 

Mr K Gregson  
 Mr K Guille  
 Mr J Shaw  
 Mr R Tee
  - v) Approve for inclusion in the Strategic and Corporate Plan the States Guidance in respect of Guernsey Electricity Limited as set out in Annex 3 to this policy letter.
  - vi) Approve the draft Ordinance entitled "The Electricity (Guernsey) Law, 2001 (Commencement) Ordinance, 2001;
  - vii) Agree that, with effect from 23.59 hours on 31st January 2002, the States Electricity Board shall be dissolved.

Yours faithfully,

L. C. MORGAN,

President,  
 States Advisory and Finance Committee.

**Annex 1 Summary of Financial Schedule lodged at Greffe****The States Trading Companies (Bailiwick of Guernsey) Ordinance, 2001****SCHEDULE 2 Part of Undertaking transferred to and vested in Guernsey Electricity Limited.**

**Schedule of Assets to be transferred with effect from 1 February 2002 based on position as at 30 June 2001 (Un-audited) to be adjusted for normal trading up to 31 January 2002 and subject to Audit on that date.**

	£	£
TANGIBLE FIXED ASSETS		101,682,344
(as detailed in Asset Register lodged at Greffe with this Schedule)		
CURRENT ASSETS		
Fuel Stocks	637,690	
Other Stocks and Work in Progress	1,805,317	
Debtors and Prepayments	3,948,596	
Balances with Treasury	5,599,467	
Cash at Bank and in Hand	6,458	
	11,997,798	
CREDITORS DUE WITHIN ONE YEAR	(3,774,340)	
NET CURRENT ASSETS		8,223,458
CREDITORS DUE AFTER MORE THAN ONE YEAR		(1,227,365)
TOTAL NET ASSETS		<b>£108,678,437</b>

**Intangible and Miscellaneous Assets included within the undertaking of the States Electricity Board and falling to be transferred to Guernsey Electricity Limited.**

1. The books and records relating to the undertaking, including (without limitation) all recorded information and written materials relating to undertaking, in whatsoever form and on whatsoever medium stored;
2. All *choses in action* relating to the undertaking, including all rights and claims subsisting on the appointed day;
3. The goodwill relating to the undertaking together with the right to carry on the undertaking as the lawful successor thereto;
4. All the registered and unregistered intellectual property, together with all know-how, used in or by the undertaking including (without limitation) all copyright, moral rights, design rights, trade marks, logos, get-ups, drawings, designs and all other intellectual property rights relating to the undertaking, all applications for and rights to apply for registration of any of them and all rights against third parties in respect of any of the foregoing;

5. All the miscellaneous tangible assets used in the undertaking but having no balance sheet entry or separate listing on the register of assets.

Summary of adjustment to Asset Register in relation to properties:

Properties retained by the States that are to be removed from the Register:

Portimao  
Eidelweiss  
Charmont Chez  
Pres De La Mare

Properties transferred to Guernsey Electricity Limited which have been re-valued to market value:

Power Station site and adjoining properties  
Cambewarra  
L'Orelei  
Flats 1 & 2 Burnt Lane

**Annex 2****Nominees to serve as non-executive directors on Board of Guernsey Electricity Limited**

Brief CVs for those nominees not previously appointed in a shadow capacity by the States.

**Mr Kenneth Albert Gregson FCIB**

Retires at the end of 2001 as Guernsey Director, Barclays Bank PLC, the senior executive accountable for Barclays Group Operations in the Bailiwick.

Currently Chairman of the Association of Guernsey Banks and a council member of the Guernsey International Business Association. A past President of the Rotary Club of Guernsey and currently Chairman and a founder member of the Crimestoppers Trust Guernsey Board.

Holds a number of directorships of companies in the financial services sector.

**Mr James Richard Shaw**

Retired in 1995 as head of the Energy and Economics Division of Merz and McLellan, now PB Power Ltd, Consulting Engineers.

The work of the Division included preparation of power plans, feasibility studies, tariff studies, technical advice on privatisation work and industry restructuring, industrial CHP studies and participation in multi-disciplinary economic studies with other professional advisors.

Has participated in various projects involving Guernsey and Jersey electricity undertakings as well as extensive UK and international projects.

**Annex 3****STATES GUIDANCE TO THE ADVISORY AND FINANCE COMMITTEE IN  
EXERCISING ON BEHALF OF THE STATES THE ROLE OF SHAREHOLDER  
OF GUERNSEY ELECTRICITY LIMITED**

1. The extent of the activities of Guernsey Electricity Limited shall be to carry on business as a producer, generator, conveyor, supplier, marketing agent and distributor of electrical energy together with any other services that are ancillary or related to or may be conveniently combined with such electrical energy services in the Bailiwick of Guernsey and elsewhere.
2. However electricity services are to be provided in future, they are to be provided within a policy of retaining sufficient on-Island generating plant to meet the total long term demand, to cover for the possibility of interruption or unavailability of power through the cable link to France.
3. Guernsey Electricity Limited shall not be permitted to apply for any licence for the provision of telecommunications services under the Regulation of Utilities (Bailiwick of Guernsey) Law, 2001.
4. Financial performance targets for Guernsey Electricity Limited shall be set so as to:
  - 1) deliver improved efficiency in fulfilling the requirements of the Public Supply Obligation imposed under the regulatory regime whilst drawing a balance between seeking a commercial return on the resources employed and the effect on the community of any increase in charges which may result; and
  - 2) achieve as soon as is practicable an appropriate commercial return on the resources employed in the provision of other services.
5. Without an express resolution of the States, no property or buildings which are essential to fulfilling the Public Supply Obligation imposed under the regulatory regime shall be disposed of except by acquisition by the States under appropriate terms.
6. Policies for the provision of services and other activities of Guernsey Electricity Limited shall have regard to the Economic, Social and Environmental policies adopted by the States and set out in this Strategic and Corporate Plan.
7. Guernsey Electricity Limited shall be required to comply with best practice on corporate governance, financial management and controls.

**Annex 4**

Deputy L C Morgan  
President  
Advisory & Finance Committee  
Sir Charles Frossard House  
La Charroterie  
St Peter Port  
Guernsey  
GY1 1 FH

30 October 2001  
WMB.91 37/SB

Dear Laurie

As you are no doubt aware the States Electricity Board were extremely disappointed that there has been a delay in the process of commercialisation.

My Board wishes to emphasise that they will do everything possible to facilitate the smooth and early completion of the commercialisation of the electricity undertaking.

My Board wishes, however, to put on record its continuing concern regarding the cost and extent of the Regulatory Authority. It is understood that in Jersey the total cost of regulation has been capped at £500,000.

If there is anything my Board can do to facilitate the commercialisation process, please do not hesitate to let us know.

Yours sincerely

**WILLIAM M BELL**

President  
Guernsey Electricity

The States are asked to decide:—

VII.—Whether, after consideration of the Report dated the 2nd November, 2001, of the States Advisory and Finance Committee, they are of opinion:—

1. That the “appointed day” for the designation of Guernsey Electricity Limited as an STC and for the transfer of the Electricity undertaking from the States to Guernsey Electricity Limited shall be the 1st February, 2002.
2. To agree to the transfer of assets into Guernsey Electricity Limited as described in that Report.
3. To approve the coming into force of the Public Service Pension Scheme rules that will enable employees of Guernsey Electricity Limited to be members of the Public Servants Pension Scheme.
4. To appoint the following persons as non-executive directors on the Board of Guernsey Electricity Limited:

Mr. K. Gregson  
Mr. K. Guille  
Mr. J. Shaw  
Mr. R. Tee.
5. To approve for inclusion in the Strategic and Corporate Plan the States Guidance in respect of Guernsey Electricity Limited as set out in Annex 3 to that Report.
6. To approve the draft Ordinance entitled “The Electricity (Guernsey) Law, 2001 (Commencement) Ordinance, 2001”, and to direct that the same shall have effect as an Ordinance of the States.
7. That, with effect from 23.59 hours on the 31st January, 2002, the States Electricity Board shall be dissolved.



# STATES ADVISORY AND FINANCE COMMITTEE

## HER MAJESTY'S GOLDEN JUBILEE

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

8th November, 2001.

Dear Sir

## HER MAJESTY'S GOLDEN JUBILEE

1. The 6th February 2002 will be the fiftieth anniversary of the Accession to the Throne of Her Majesty Queen Elizabeth II.
2. Since the Island became a dependency of the English Crown in 1204 only four sovereigns have reigned for more than fifty years, namely

Henry III	(1216 – 1272)
Edward III	(1327 – 1377)
George III	(1760 – 1820)
Victoria	(1837 – 1901)

3. The effect of the Public Holidays Ordinance 2001, which was made by the States on the 25th April 2001, is that Monday 3rd June 2002 will be an additional public holiday to mark Her Majesty's Golden Jubilee. The Ordinance also provides that the Spring Public Holiday which is normally on the last Monday in May is moved to Tuesday, 4th June 2002. For the majority of people, therefore, there will be a four day break from work.
4. Her Majesty has expressed the wish that her Golden Jubilee should be an occasion for celebration involving the whole of the Commonwealth. The Queen hopes that the celebrations will reach into every community and involve everyone no matter what their background, age, culture, ethnic origin, religion or other status. It is hoped by Her Majesty that the Golden Jubilee will be an inclusive occasion and that the celebrations will be accessible to all who want to participate.
5. The Advisory and Finance Committee believes that the people of Guernsey will wish to join with the rest of the Commonwealth in celebrating this auspicious occasion and has given consideration as to how the celebrations can best be organized.
6. Initially consideration was given as to whether the States Liberation Celebrations Committee could undertake the organization of the celebrations. However, having noted that the Golden Jubilee celebrations will be less than four weeks after Liberation Day, the Advisory and Finance Committee accepted that it would not be reasonable to expect the Liberation Celebrations Committee's limited staff resources to be charged with organizing two major events in tandem.

7. On further reflection the Advisory and Finance Committee concluded that, in any event, the organization of such celebrations is not a core function of government and should be delegated to non-States bodies.
8. The Committee accordingly enquired whether the Douzaines would be prepared to undertake the task and was pleased with the positive response it received from them.
9. All the parishes have now confirmed that, subject to appropriate funding being provided by the States, they will organize celebrations within their parishes.
10. The Committee considers that an appropriate sum for funding the celebrations would be £60,000 allocated as follows:

St. Peter Port	£13,145
St. Sampson	£7,405
Vale	£8,128
Castel	£7,691
St. Saviour	£2,852
St. Pierre du Bois	£2,613
Torteval	£1,715
Forest	£2,067
St. Martin	£5,561
St. Andrew	£2,756
	<hr/>
	£53,933
Central costs	£6,067
	<hr/>
	£60,000

The basis of the allocation is £1,000 per parish plus 75p per resident. The figure allocated as “central costs” might be used, for example, in issuing a co-ordinated programme for all ten parishes which would be distributed Island-wide.

11. The Douzaines of each parish will be responsible for the proper administration of the funds and will be required to return any unspent balances to the States.
12. The Advisory and Finance Committee recommends the States to agree:–
  1. that the celebrations to mark Her Majesty the Queen’s Golden Jubilee of Accession to the Throne be organized by the Douzaines of the Island;
  2. to increase the General Revenue budgets of the States Advisory and Finance Committee by £60,000 in 2002 in respect of the Golden Jubilee celebrations.
13. I should be grateful if you would lay this matter before the States with appropriate propositions.

Yours faithfully,

L. C. MORGAN,

President,

States Advisory and Finance Committee.

The States are asked to decide:—

VIII.— Whether, after consideration of the Report dated the 8th November, 2001, of the States Advisory and Finance Committee, they they are of opinion:—

1. That the celebrations to mark Her Majesty The Queen's Golden Jubilee of the Accession to the Throne shall be organised by the Douzaines of the Island.
2. To increase the General Revenue budgets of the States Advisory and Finance Committee by £60,000 in 2002 in respect of the Golden Jubilee celebrations.

## STATES ADVISORY AND FINANCE COMMITTEE

### CRIMINAL INJURIES COMPENSATION

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

8th November, 2001.

Dear Sir

### CRIMINAL INJURIES COMPENSATION

1. In recent years a number of incidents have occurred which have lead to the Advisory and Finance Committee being requested to consider the issue of criminal injuries compensation.
2. The current position in Guernsey is that a person with injuries sustained during a criminal offence can be compensated for those injuries under the Criminal Justice (Compensation) (Bailiwick of Guernsey) Law, 1990. This Law provides, inter alia, for the court to order a person convicted of an offence to pay compensation for any personal injury, loss or damage resulting from the commission of that offence. The law precludes the payment of compensation to the dependants of a person in consequence of their death and in respect of "injury, loss or damage due to an accident arising out of the presence of a motor vehicle on a road". The Law enables the court to allow time for the payment of compensation and/or to order that compensation be paid in instalments. In setting the level of compensation the court is required to consider the means of the convicted person. At present the maximum amount payable in the Magistrate's Court is £2000.
3. There are two further ways in which recompense might be sought by or on behalf of a person who has suffered injury as a result of a criminal offence. Firstly, an injured person can pursue a civil action for damages. Secondly, under the Loi Relative A La Compensation Qui Pourra Être Accordée Aux Familles De Personnes Dont La Mort Aura Été Causé Par Accident 1990 (The Fatal Accidents Law), the dependants of a person suffering a fatal accident can bring an action for damages.
4. However, in all of the cases above any compensation or damages awarded must be obtained from the defendant. In addition, the principal legislation, the Criminal Justice (Compensation) (Bailiwick of Guernsey) Law, 1990, requires that a person has been convicted of a criminal offence before a request for compensation can be considered. In cases where a person suffers personal injury, loss or damage but the offender is not apprehended, or apprehended but not convicted, the court cannot order payment of compensation. In addition, because the court is required to consider the means of the convicted person, the compensation payable may fall far below the £2000 maximum allowable in the Magistrate's Court under this Law.
5. A criminal injuries compensation scheme would enable the payment, from public funds, of compensation to qualifying applicants. The scheme would specify the mechanism under

which applications for compensation would be made and would detail the criteria under which applications would be considered and awards granted. A significant element of such a scheme is that compensation could be paid, from public funds, in the absence of a conviction.

6. In considering the issue of criminal injuries compensation the Committee was mindful of the very strong feelings that many hold in respect of this issue. On the one hand, the Committee noted that victims of criminal offences may suffer long term injury (including mental and psychological trauma) resulting in loss of income and/or increased living costs which are not always offset by payments available from, for example, the Social Security Authority. In such cases it may be argued that society has a moral obligation to recompense the victim who has suffered a loss through no fault of their own. The Guidance notes to the United Kingdom Criminal Injuries Compensation Scheme refers to the payment of an award as being intended to be a public “expression of sympathy and support for innocent victims”.
7. On the other hand the Committee is aware of the argument that criminal injuries compensation schemes may be exploited leading to payments to those whose conduct should disqualify them from receiving a public “expression of sympathy”. The UK scheme recognises these concerns and refers to the inappropriateness of awarding payments to “those with significant criminal records or whose conduct lead to their being injured or who failed to co-operate in bringing the offender to justice”. The Committee also recognises that it could be argued that sickness benefit, disability grants and public assistance payments meet society’s moral obligations to assist those in need.
8. Nevertheless, it remains that, in certain circumstances, victims of crime may find themselves without adequate recompense. The Committee is, therefore, on balance, of the opinion that a limited criminal injuries compensation scheme should be adopted in Guernsey. Such a scheme would be based on qualified payment whereby applications submitted in prescribed form would be considered against set criteria with the awards granted reflecting the outcome of those considerations.

#### The Jersey Criminal Injuries Compensation Scheme

9. In 1970 Jersey adopted a scheme which enabled ex gratia payments to be made to a person who had “suffered personal injury directly attributable either to arresting or detaining or attempting to arrest or detain an offender or to the prevention or attempted prevention of an offence or to assisting any police officer so engaged in arresting or detaining or attempting to arrest or detain an offender or preventing or attempting to prevent an offence”. The scheme was, therefore, very limited in scope and was aimed at compensating those who were injured as a result of going to the aid of another member of the public or the police.
10. This scheme was replaced in 1991 with a less restrictive scheme. The key elements of the Jersey scheme are:
  - a) Applications are considered by a Board constituted under the scheme and currently consisting of seven members of which two must be Advocates or Solicitors. The Board is considered to be quorate if at least three members including one Advocate or Solicitor are present.
  - b) An application must be submitted by the victim or, if the victim has died, any dependant.
  - c) Personal injury must have been sustained as a result of a crime of violence or the apprehension or attempted apprehension of an offender or a suspected offender or to the

- prevention or attempted prevention of an offence or to the giving of help to a police officer who is engaged in any such activity.
- d) Applications must be made in prescribed form and within three years of the incident.
  - e) Compensation is only payable where the total amount payable, after deducting any social security benefits, exceeds the prescribed limit (currently £750). This minimum payment was introduced to prevent the determining Boards time from being wasted by considering minor claims. The maximum award payable in respect of injury is £100,000.
  - f) Compensation can be reduced or withheld if the applicant has failed to take all reasonable action to assist the competent authorities to bring the offender to justice; or if the applicant has failed to provide all due assistance to the Board considering the application; or if the Board having regard to the conduct of the applicant, or to his character and way of life, considers it inappropriate that a full or any award be granted.
  - g) Applications for compensation may be made by spouses or dependants, provided they are persons entitled to claim under the Fatal Accidents (Jersey) Law 1962 and/or a person to whom the deceased was alleged to be married by habit or repute and who was living with the deceased in the same household during the whole of the period of two years immediately preceding the date of the death. Applications may be made where the victim has died from his or her injuries even if an award was made during his or her lifetime.
  - h) For claims in respect of accidental injuries resulting from the apprehension or attempted apprehension of an offender or a suspected offender or to the prevention or attempted prevention of an offence or to the giving of help to a police officer who is engaged in any such activity, compensation will only be payable if the Board is satisfied that the applicant was taking exceptional and justifiable risk at the time.
  - i) The Board is empowered to scrutinise claims where, because of the relationship between the victim and offender, the offender might benefit from any award. Compensation will not be payable unless the Board is satisfied that the offender will not benefit from the award and, in any such case, the Board will have regard to any delay in submitting the application.
  - j) Applications for compensation arising out of acts of rape and other sexual offences will be considered in respect of pain, suffering and shock, loss of earnings as a result of pregnancy and, where the applicant is not entitled to a maternity grant, in respect of the expenses of child birth. An additional sum may be made available in respect of every child born alive, whom the applicants intends to keep, having been conceived as a result of rape.
  - k) Payments are not made in respect of injury resulting from a motoring offence unless the injury was as a result of a deliberate attempt to run the victim down.
  - l) The Board may pay an award to trustees to hold on trust for the benefit of the applicant or any spouse, widow, widower, relatives or dependants of the applicant. The Board has a general discretion in any such case to make special arrangements for administration of the compensation.
  - m) More than one payment may be made where an applicant's eligibility has been established but a final award cannot yet be calculated because only a provisional medical assessment can be given.

- n) Where the victim has died otherwise than in consequence of the injury, the Board may make an award in respect of loss of wages, expenses and liabilities incurred before his death as a result of the injury, whether or not application for compensation has been made before his death.
- o) The Board may reconsider a case after acceptance of a final award, where there has been such a serious change in the applicant's medical condition that injustice would occur if the original assessment of compensation were allowed to stand, or where the victim has died as a result of his or her injuries. However, a case will not be reconsidered more than 3 years after the date of the final award unless the Board is satisfied that the renewed application can be considered without a need for extensive enquiries. A decision by the Board that a case may not be reconsidered will be final.

#### Comparison with the United Kingdom scheme

11. The Jersey scheme closely follows the UK scheme. However, the following differences are worthy of comment.
12. The most significant difference is the manner in which the level of awards are calculated. The Jersey scheme assesses the level of compensation on the basis of common law damages i.e. compensation paid under the scheme would be equivalent to that which could have been awarded in the event of successful civil action. Such an approach takes account of loss of earnings, compensation for the injury itself plus costs in respect of medical treatment etc. The UK scheme awards the level of compensation by categorising the injury against a schedule of fixed awards. The UK scheme provides for 25 levels of payment ranging from £1000 at level 1 to £250,000 at level 25. The scheme allows for awards to be paid in respect of multiple serious injuries. The total amount that can be awarded in respect of the same injury is limited to £500,000. In addition to the award for injury the UK scheme compensates loss of earnings, medical costs and other expenses much in the same way as the Jersey scheme.
13. Under the UK scheme applications are considered, in the first instance, by a claims officer. The decision may then be reviewed, on appeal, by the Criminal Injuries Compensation Panel. All applications in Jersey are considered by a single member of the Criminal Injuries Compensation Board. Appeals are determined by the full Board.

#### Elements of the proposed Guernsey Scheme

14. Having given careful consideration to the elements of the Jersey scheme and the views, as outlined in paragraph 6 and 7 above, the Committee is recommending the introduction of a Criminal Injuries Compensation scheme along the lines of the Jersey scheme but with additional constraints aimed at limiting so far as is reasonably possible, any abuse of the scheme. The key elements of the proposed scheme are:

##### **A) Eligibility to make a claim**

- i) Personal injury must have been sustained within Guernsey (injuries sustained elsewhere, for example on holiday abroad, are not eligible), as a direct result of a crime of violence or the apprehension or attempted apprehension of an offender or a suspected offender or to the prevention or attempted prevention of an offence or to the giving of help to a police or customs officer who is engaged in any such activity.

**B) Categories of eligible claimant**

- i) The victim who has sustained personal injury.
- ii) Dependents and/or relatives of deceased persons.
- iii) Any person acting on the victim's behalf if the victim is legally unable to manage his or her own affairs. In the case of a child, an adult with parental responsibility would need to apply.

**C) Time lapse during which a claim can be made**

- i) Claims must be made as soon as possible and within 6 months of the date of the incident. However, where it appears to the Board reasonable to do so, at the Board's discretion this time limit may be extended to up to two years. Such an extension might occur if, for example, the extent of the injuries only becomes known after the 6 month period.

**D) Definitions and points of clarification**

- i) "Personal injury" means physical or mental injury, including pregnancy. Where the claim is in respect of mental injury alone, the Board must be satisfied that the victim was put in reasonable fear of immediate physical harm, or witnessed or was closely involved in the immediate aftermath of an incident where a person with whom the claimant had a close relationship of love and affection was physically injured.
- ii) "Direct result" means that claimants will be compensated only for injuries directly resulting from a crime of violence or threat of violence. The Board will need to be satisfied that the incident was the substantial cause of the injury. A person will not, for example, qualify for an award if his or her only injury is shock resulting from the loss of possessions following a crime which did not involve personal violence.
- iii) "Violence" means, almost invariably, a physical attack on the person (for example, assaults, wounding and sexual offences). However in some cases the threat of violence will be considered to be a crime of violence.
- iv) With regard to incidents involving the apprehension or attempted apprehension of an offender or a suspected offender, injury will be deemed to be as a result of the apprehension even though the victim was not taking part (e.g. where the victim is an innocent bystander who was, for example, knocked over and injured by the offender or the pursuer), even though the suspected offence was not a crime of violence. Such a victim would be eligible to apply for an award.
- v) In certain circumstances, victims of crimes of arson may be entitled to an award. Furthermore persons accidentally injured whilst fighting a fire resulting from an arson attack may qualify if they were taking an exceptional risk.
- vi) In considering whether or not the act which resulted in the injury is a criminal act, any immunity at law attributable to the age or mental state of the offender is left out of account. This gives rise to the possibility of compensation for injury arising as a result of children playing dangerous games. This is a difficult scenario and each case would turn on its own merits. Technically, a playground fight might give rise to a "crime of violence", i.e. assault, but an award would not be made where there was little to choose between the conduct of the child who inflicted the injury and that of the victim. However, in cases where the children are of different age groups or take unequal parts in a game, a full or reduced award could be made depending on the degree of participation and understanding of the risks involved.



**E) Grounds on which compensation may be withheld or reduced by the determining panel**

- i) Previous criminal record of the claimant, even where unrelated to the incident for which a claim is made. The award would be reduced by a formula which takes into account the sentence of the court and the time lapse since that sentence was passed (See Appendix 1).
- ii) Unacceptable conduct of the claimant before, during or after the incident including contribution to the incident by provocation or by other means. Examples include:
  - Where the injury was caused in a fight in which the victim had agreed to take part.
  - Where the victim struck the first blow.
  - Where the incident in which the victim was injured formed part of a pattern of violence in which the victim was a voluntary participant.
  - Where the victim was injured whilst attempting to obtain revenge against the assailant.
  - Where the victim used offensive language or behaved in an aggressive manner.
- iii) Where the character, conduct and way of life of the victim is such that the panel considers it is likely that an expression of public sympathy is lessened or extinguished. (This provision would only be for use in highly exceptional cases).
- iv) Failure to provide information and assistance in the determination of the claim.
- v) Failure to provide assistance to competent authorities to bring the offender to justice.
- vi) The perpetrator of the violence standing to benefit from the award. It is considered unacceptable for the perpetrator of the crime to benefit in any way from the compensation. As such, awards would not be made where the victim continues after the incident causing the injury to live in the same household with the offender as a member of the same family. A woman and man living together as husband and wife, although not married, would be treated as living in the same family.
- vii) Failure to take reasonable precautions to protect oneself. (This element is likely to be of more relevance to certain individuals. For example, the doorman of a nightclub attempting to defuse a situation without adequate assistance).
- viii) Failure to take out reasonable insurance cover against personal injury. (Again this criteria would be of more relevance to those individuals whose employment exposes them to a greater risk of violence and or assault).
- ix) Unreasonable time lapse between the incident and the victim submitting a claim for criminal injuries compensation, regardless of whether the claim was submitted within the time specified in C)(i) above.
- x) Unreasonable time lapse between the incident and the victim reporting the incident to the police.

**F) Compensation will be reduced by the full value of any present or future entitlement to the following.**

- i) Receipt of payment of compensation/damages by the victim in respect of the injury. (For example, where the perpetrator of the crime has been tried and convicted and ordered to pay compensation to the victim). The award would be reduced by a level equivalent to the

compensation paid. When a civil court has assessed damages, as opposed to giving judgement for damages agreed between the parties, but the victim has not yet received the full sum awarded, he or she would not be precluded from applying to the Board, but the Board's assessment of compensation would not exceed the sum assessed by the court. (Additionally, a person will be required to refund any compensation received from the Board out of any further subsequently obtained damages or other compensation).

- ii) Receipt of Social Security benefits paid as a result of the injury excluding any maternity allowance and/or grant paid to the victim of rape; or receipt of compensation awards or similar payments from other countries; or receipt of payments under insurance arrangements (excepting insurance effected, paid for and maintained by the personal income of the injured person, or in the case of a minor by his parent) which may accrue as a result of the injury or death, to the benefit of the person to whom the award is made.
- iii) Receipt of pension accruing as a result of the injury. (This will also apply to pension payable for the benefit of any spouse or dependant making an application where the person has died as a result of the injury).

**G) Compensation would not be payable in the following circumstances**

- i) Payments would not be made in respect of injury resulting from a motoring offence unless the injury was as a result of a deliberate attempt to run the victim down.
- ii) If the injury was sustained by a person apprehending or attempting to apprehend an offender or a suspected offender or preventing or attempting to prevent an offence or helping a police or customs officer who is engaged in any such activity, compensation would not be payable if the injury was sustained accidentally unless the person exposed himself or herself to exceptional risk which was justified in all the circumstances. The question of whether an exceptional risk was taken would be decided in view of all the facts. The question would not necessarily be decided in the same way for, say, police officers and firemen who are trained to carry out particular activities and for the general public. The following are examples of circumstances that may be taken into account. An action which would not be an exceptional risk in daylight may be one in darkness. A police officer who tripped in the street in broad daylight when running to approach an offender would be unlikely to be compensated. Police officers injured in car chases would not normally be compensated unless there was some exceptionally risky additional factor.

**H) Constitution of the Criminal Injuries Board**

- i) The Board would consist of five members, one of whom would be an Advocate of not less than five years standing. The Chairman of the Board would be the Advocate. The Chairman and Members of the Board would hold office for five years but may be re-appointed for such periods as the Committee decided. Two members of the Board including the Advocate would constitute a quorum. States Members and holders of judicial office would not be eligible for appointment to the Board.
- ii) A separately constituted Appeals Tribunal would hear appeals from decisions of the Board. This Tribunal would consist of five members, three of whom (including an Advocate, who would act as Chairman) would constitute a quorum for an appeal hearing. Here again States Members and holders of judicial office would not be eligible for appointment to the Appeals Tribunal.

- iii) The Members and Chairman of the Board and the Appeals Tribunal would be appointed by the Advisory and Finance Committee, which would also be empowered to remove members from the Board, if satisfied that a member:
  - Has been convicted of an offence punishable by imprisonment;
  - Has become bankrupt;
  - Is incapacitated by physical or mental illness; or
  - Is otherwise unfit to perform his or her duties.
- iv) The level of remuneration to the Chairman or members of the Board and the Appeals Tribunal will be determined by the Committee and will reflect payments currently made to similar Boards and Tribunals.

#### **I) Procedure**

- i) It is envisaged that applications would be required to be made in a prescribed form which would be obtainable from the Committee's offices. The Board would obtain the victim's permission to approach the police, hospital, the victim's doctor or employer or anyone else who would be able to help to verify the claim.
- ii) The Board would have the power to require a victim to undergo a medical examination at the cost of the Board. No compensation would be payable in any case where a victim refused to undergo an examination.
- iii) Claims would be determined by a panel consisting of at least two (one of whom would be an Advocate) of the five members of the Criminal Injuries Compensation Board.
- iv) Any appeals against a decision of the Board would be required to be lodged within 90 days of the determination the award, although the time limit could be waived at the discretion of the Board or Appeals Tribunal Chairmen.
- v) It would be for the applicant to make out his case at the appeal. The applicant would be entitled to assistance from a person of his choice (as would the Board itself) but The Appeal Tribunal would not be liable, and would be precluded from paying for the costs of legal representation. However, The Appeal Tribunal would be able, at its discretion, to pay the applicant's (and his or her witnesses') expenses.
- vi) The applicant and any person assisting the Board would be able to call and examine and cross-examine witnesses and to introduce documentary evidence. The Appeal Tribunal would be able to take into account any relevant matter and may receive oral and written evidence. The procedure at the hearing would be as informal as would be consistent with its proper determination. The Appeal Tribunal may sit in private if satisfied that it is necessary to do so. The Appeal Tribunal would make its decision solely in the light of the evidence brought out at the hearing, all of which would be made available to the applicant at, if not before, the meeting.
- vii) The Appeal Tribunal would notify the applicant in writing of its decision. The applicant would be given a breakdown of the assessment of compensation and, where appropriate, reasons for any refusal or reduction. The Appeal Tribunal would have the power to publish information about its decisions in individual cases.
- viii) Payment of the basic award and the fatal injury award will be made in a single lump sum.

**J) Calculation of the value of the award**

- i) A basic award would be calculated by comparison of the injuries sustained against a table of injuries for which fixed levels of award would be assigned (Appendix 2). An adjusted award would be derived by reducing the basic award to reflect the outcome of the determining panel's consideration of the grounds listed in paragraphs 14E and F above.
- ii) If the injury causes or is likely to cause loss of earnings or earning capacity for longer than 28 weeks additional compensation may be paid for this loss. The rate of net loss earnings or earning capacity to be taken into account would not exceed one and a half times the gross United Kingdom average industrial earnings at the date of assessment, adjusted as deemed appropriate by the Board.
- iii) Following the UK Scheme, a fatal injury award and/or a dependency award and/or an award for loss of parental services would be paid to a person's dependants or relatives where it could be shown that the person died, within the set limitation period, as a direct consequence of the injuries resulting from the criminal offence.
- iv) No payment would be made where the adjusted award fell below a minimum floor level of £1,000. This provision is intended to prevent the determining panel's time from being wasted in consideration of minor or petty claims.
- v) The maximum award payable under any circumstances would be £100,000.
- vi) There would be no element of punitive or exemplary damages.
- vii) In assessing the amount of an award, account would be taken of any income tax liability likely to reduce the value of such benefits. In the case of an application by the spouse of a deceased victim, the value of such benefits would not be reduced to take account of prospects of remarriage.
- viii) The award would automatically include an element of compensation for the degree of shock which an applicant would normally experience in any incident resulting in injury. If however the shock was such that it would attract an award from a higher level than the injury itself, then the award for shock would be paid rather than the award for injury.
- ix) Where more than one qualifying injury was suffered, the award would be for the highest rated injury plus, where there are other separate injuries, 10% of the tariff value of the second most serious injury and, where appropriate, 5% of the tariff value of the third most serious injury.

**K) Review of Operation of Scheme**

The Committee proposes to keep the working of the scheme under review and, after consultation with the Board, to submit an annual report on the operation of the Scheme, together with a statement of accounts, to the States.

Legislative Provisions

- 15. The Committee proposes that the provisions detailed above be provided for under legislation to be administered by the Committee. The Committee further proposes that the Committee be empowered to make regulations amending the constitution of the Board and, following representations received from the Board, to make regulations amending the scale of fixed awards, the schedule of injuries and the upper and lower levels of an award.

### Funding

16. Between the commencement of the Jersey scheme in May 1991 and the end of 2000 657 applications had been received of which 609 had been determined. Awards ranged from £120 to £38,320. In 2000 the scheme cost £300,262 of which £281,322 was in respect of awards to applicants with administrative costs accounting for the remainder. A steady growth has occurred in the number of applications received annually with the 2000 figure of 102 applications compared with 44 applications in 1992.
17. An analysis in the growth, if any, in the size of individual awards is more difficult to perform as applications are frequently awarded in a different calendar year to that in which the application was received. However, by comparing the positions at the year end<sup>1</sup> (see table below) it can be seen that there is no clear trend towards increased levels of awards being granted.
18. It is anticipated that should a scheme be implemented in accordance with the above proposals then, as a result of the difference in population and the lower rate of crime against the person (approximately 4.3 per 1000 population in Guernsey as opposed to 9.8 per 1000 population in Jersey, based on the average figures for 1999 and 2000) and the additional constraints being recommended (including the floor level of £1000), the cost of the proposed scheme to the States General Revenue Account could be in the region of one third to one half lower than the costs experienced by Jersey.

<u>Year</u>	<u>Applications determined</u>	<u>Value of Compensation paid</u>	<u>Average Award</u>
1992	23	£45,840	£1,993.04
1993	32	£80,289	£2,509.03
1994	50	£95,803	£1,916.06
1995	48	£49,814	£1,037.79
1996	100	£195,617	£1,956.17
1997	60	£115,371	£1,922.85
1998	112	£170,413	£1,521.54
1999	81	£118,003	£1,456.83
2000	103	£281,322	£2,731.28

19. The Committee is recommending that the costs of the scheme be charged to the Advisory and Finance Committee's revenue budget. The costs of the awards granted and remuneration to the determining panel would fall under the heading of Formula Led costs under existing States financial procedures.

### Alderney and Sark

20. The Authorities in Alderney and Sark are being consulted and will be considering their positions separately in the near future. Because of the nature of the proposals, the Advisory and Finance Committee hopes that the relevant Authorities of those Islands will agree to be included in a principal Law. The principal Law will, therefore, be drafted as either a single Bailiwick Law, as a Law having effect in two Islands which opt to participate in a joint scheme or each Island will proceed independently.

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<sup>1</sup> The Jersey scheme initially provided for rejection of all claims where the minimum award payable fell below the minimum floor level of £500. This figure was amended in 1998 to £750.

Conclusion

21. The Advisory and Finance Committee believes that, in a modern developed society, it is appropriate to operate a scheme which seeks to provide a degree of compensation, as a gesture of public sympathy, to innocent victims of crime. The Committee believes that the scheme described in paragraph 14 above presents sufficient constraints to restrict appropriately the extent to which any abuse of the system may occur whilst ensuring the provision of an acceptable level of compensation to victims.

Recommendation

22. The Advisory and Finance Committee recommends the States to:
- i) agree to the introduction of a criminal injuries compensation scheme as detailed in paragraph 14 above;
  - ii) agree to the preparation of legislation in accordance with paragraph 15 above;
  - iii) authorise the Advisory and Finance Committee to appoint a Chairman and members of the Criminal Injuries Compensation Board as constituted under the proposed legislation;
  - iv) agree that the costs of the scheme be charged to the Advisory and Finance Committee revenue budget as detailed in paragraph 19 above.

I would be grateful if you would lay this matter before the States with appropriate propositions including one directing the preparation of the necessary legislation.

Yours faithfully,

L. C. MORGAN,

President,

States Advisory and Finance Committee.

**APPENDIX 1**

<b>Sentence of the Court</b>	<b>Period between date of sentence and receipt of application by CICA<sup>2</sup></b>	<b>Penalty points</b>
Imprisonment for more than 30 months	a) Period of sentence or less	10
	b) More than period of sentence but more than sentence + 5 years	9
	c) More than sentence + 5 years but less than sentence + 10 years	7
	d) More than sentence + 10 years	5
Imprisonment for more than 6 months but not more than 30 months	a) Period of sentence or less	10
	b) More than period of sentence but less than sentence + 3 years	7
	c) More than period of sentence + 3 years but less than sentence + 7 years	5
	d) More than sentence + 7 years	2
Imprisonment for 6 months	a) Period of sentence or less	10
	b) More than period of sentence but less than sentence + 2 years	5
	c) More than sentence + 2 years	2
Fine Community Service Order Probation or Supervision Order Combination Order Attendance Centre Order Bind Over Conditional Discharge Compensation Order	a) Less than 2 years	2
	b) 2 years or more	1
Absolute Discharge Admonishment	a) Less than 6 months	1
	b) 6 months or more	0

The percentage reductions attracted by various levels of penalty points are as follows:

<b>Penalty Points</b>	<b>Percentage Reduction</b>
0-2	0%
3-5	25%
6-7	50%
8-9	75%
10 or more	100%

**Notes**

1. Imprisonment, whether suspended or not, means the sentence imposed by the Court, not the time spent in prison.
2. Imprisonment includes a sentence of youth detention or other custodial sentence.
3. Other sentences will be placed into one of the above 5 categories by CICA according to their comparative seriousness as measured by the rehabilitation period(s) they attract under the Rehabilitation of Offenders Act 1974.

<sup>2</sup> Sentences imposed after the date of receipt of the application will be treated as if they had occurred on the day before the application was received.

**APPENDIX 2****Levels of compensation**

Level 1	£1,000
Level 2	£1,250
Level 3	£1,500
Level 4	£1,750
Level 5	£2,000
Level 6	£2,500
Level 7	£3,000
Level 8	£3,500
Level 9	£4,000
Level 10	£5,000
Level 11	£6,000
Level 12	£7,500
Level 13	£10,000
Level 14	£11,500
Level 15	£15,000
Level 16	£17,500
Level 17	£20,000
Level 18	£25,000
Level 19	£30,000
Level 20	£40,000
Level 21	£50,000
Level 22	£75,000
Level 23	£100,000
Level 24	£175,000
Level 25	£250,000

**TARIFF OF INJURIES**

<b>Description of Injury</b>	<b>Levels</b>
Bodily functions: hemiplegia (paralysis of one side of the body),	21
Bodily functions: paraplegia (paralysis of the lower limbs)	24
Bodily functions: quadriplegia/tetraplegia (paralysis of all 4 Limbs)	25
Brain damage: moderate impairment of social/intellectual functions	15
Brain damage: serious impairment of social/intellectual functions	20
Brain damage: permanent – extremely serious (no effective control of functions)	25
Burns: multiple first degree: covering at least 25% of body (For other burn injuries see under individual parts of the body)	19
Epilepsy: serious exacerbation of pre-existing condition	10
Epilepsy: fully controlled	12
Epilepsy: partially controlled	14
Epilepsy: uncontrolled	20
Fatal injury (one qualifying claimant)	13
Fatal injury (each qualifying claimant if more than one):	10
Head: burns: minor	3
Head: burns: moderate	9
Head: burns: severe	13



<b>Description of Injury</b>	<b>Levels</b>
Head: ear: fractured mastoid	1
Head: ear: temporary partial deafness – lasting 6 to 13 weeks	1
Head: ear: temporary partial deafness – lasting more than 13 weeks	3
Head: ear: partial deafness (one ear) {remaining hearing socially useful	8
Head: ear: partial deafness (both ears) {with hearing aid if necessary	12
Head: ear: total deafness (one ear)	15
Head: ear: total deafness (both ears)	20
Head: ear: partial loss of ear(s)	9
Head: ear: loss of ear	13
Head: ear: loss of both ears	16
Head: ear: perforated ear drum	4
Head: ear: tinnitus (ringing noise in ears) - lasting 6 to 13 weeks	1
Head: ear: tinnitus – lasting more than 13 weeks	7
Head: ear: tinnitus – permanent (moderate)	12
Head: ear: tinnitus – permanent (very serious)	15
Head: eye: blow out fracture of orbit bone cavity containing eyeball	7
Head: eye: blurred or double vision – lasting 6 to 13 weeks	1
Head: eye: blurred or double vision – lasting more than 13 weeks	4
Head: eye: blurred or double vision – permanent	12
Head: eye: cataracts one eye (requiring operation)	7
Head: eye: cataracts both eyes (requiring operation)	12
Head: eye: cataracts one eye (permanent/inoperable)	12
Head: eye: cataracts both eyes (permanent/inoperable)	16
Head: eye: corneal abrasions	5
Head: eye: damage to iris resulting in hyphaema (bleeding in ocular chamber)	6
Head: eye: damage to irises resulting in hyphaema (bleeding in ocular chamber)	11
Head: eye: detached retina	10
Head: eye: detached retinas	14
Head: eye: degeneration of optic nerve	5
Head: eye: degeneration of optic nerves	10
Head: eye: dislocation of lens	10
Head: eye: dislocation of lenses	14
Head: eye: glaucoma	6
Head: eye: residual floaters	10
Head: eye: traumatic angle recession of eye	6
Head: eye: loss of one eye	18
Head: eye: loss of both eyes	23
Head: eye: loss of sight of one eye	17
Head: eye: loss of sight of both eyes	22
Head: eye: partial loss of vision – 6/9	12
Head: eye: partial loss of vision – 6/12	13
Head: eye: partial loss of vision – 6/24	14
Head: eye: partial loss of vision – 6/36	15
Head: eye: partial loss of vision – 6/60	16
Head: face: burns – minor	5
Head: face: burns – moderate	10
Head: face: burns – severe	18
Head: face: scarring: minor disfigurement	3
Head: face: scarring: significant disfigurement	8
Head: face: scarring: serious disfigurement	12

<b>Description of Injury</b>	<b>Levels</b>
Head: facial: dislocated jaw	5
Head: facial: permanently clicking jaw	10
Head: facial: fractured malar and/or zygomatic – cheek bones	5
Head: facial: fractured mandible and/or maxilla – jaw bones	7
Head: facial: multiple fractures to face	13
Head: facial: temporary numbness/loss of feeling, lasting 6 -13 weeks	1
Head: facial: temporary numbness/loss of feeling (lasting more than 13 weeks) – recovery expected	3
Head: facial: permanent numbness/loss of feeling	9
Head: nose: deviated nasal septum	1
Head: nose: deviated nasal septum requiring septoplasty	5
Head: nose: undisplaced fracture of nasal bones	1
Head: nose: displaced fracture of nasal bones	3
Head: nose: displaced fracture of nasal bones requiring manipulation	5
Head: nose: displaced fracture of nasal bones requiring rhinoplasty	5
Head: nose: displaced fracture of nasal bones requiring turbinectomy	5
Head: nose: partial loss (at least 10%)	9
Head: nose: loss of smell and/or taste (partial)	10
Head: nose: loss of smell or taste	13
Head: nose: loss of smell and taste	15
Head: scarring: visible, minor disfigurement	3
Head: scarring: significant disfigurement	7
Head: scarring: serious disfigurement	10
Head: skull: balance impaired – permanent	12
Head: skull: concussion (lasting at least one week)	3
Head: skull: simple fracture (no operation)	6
Head: skull: depressed fracture (no operation)	9
Head: skull: depressed fracture (requiring operation)	11
Head: skull: subdural haematoma – treated conservatively	9
Head: skull: subdural haematoma – requiring evacuation	12
Head: skull: brain haemorrhage (full recovery)	9
Head: skull: brain haemorrhage (residual minor impairment of social/intellectual functions)	12
Head: skull: stroke (full recovery)	10
Head: teeth: fractured/chipped tooth/teeth requiring treatment	1
Head: teeth: chipped front teeth requiring crown	1
Head: teeth: fractured tooth/teeth requiring crown	1
Head: teeth: fractured tooth/teeth requiring apicectomy (surgery to gum to reach root – root resection)	5
Head: teeth: damage to tooth/teeth requiring root-canal treatment	1
Head: teeth: loss of crowns	2
Head: teeth: loss of one front tooth	3
Head: teeth: loss of two or three front teeth	5
Head: teeth: loss of four or more front teeth	7
Head: teeth: loss of one tooth other than front	1
Head: teeth: loss of two or more teeth other than front	3
Head: teeth: slackening of teeth requiring dental treatment	1

Description of Injury	Levels
Head: tongue: impaired speech: slight	5
Head: tongue: impaired speech: moderate	10
Head: tongue: impaired speech: serious	13
Head: tongue: impaired speech: severe	16
Head: tongue: loss of speech: permanent	19
Head: tongue: loss of tongue	20
Lower limbs: burns – minor	3
Lower limbs: burns – moderate	9
Lower limbs: burns – severe	13
Lower limbs: fractured ankle (full recovery)	7
Lower limbs: fractured ankle (with continuing disability)	10
Lower limbs: fractured ankles (full recovery)	12
Lower limbs: fractured ankles (with continuing disability)	13
Lower limbs: fractured femur – thigh bone (full recovery)	7
Lower limbs: fractured femur (with continuing disability)	10
Lower limbs: fractured femur – both legs (full recovery)	12
Lower limbs: fractured femur – both legs (with continuing disability)	13
Lower limbs: fractured fibula – slender bone from knee to ankle (full recovery)	7
Lower limbs: fractured fibula (with continuing disability)	10
Lower limbs: fractured fibula – both legs (full recovery)	12
Lower limbs: fractured fibula – both legs (with continuing disability)	13
Lower limbs: fractured great toe	6
Lower limbs: fractured great toe – both feet	10
Lower limbs: fractured phalanges – toes	3
Lower limbs: fractured heel bone (full recovery)	6
Lower limbs: fractured heel bone (with continuing disability)	10
Lower limbs: fractured heel bone – both feet (full recovery)	10
Lower limbs: fractured heel bone – both feet (with continuing disability)	13
Lower limbs: fractured patella – knee cap (full recovery)	12
Lower limbs: fractured patella (with continuing disability)	13
Lower limbs: fractured patella – both legs (full recovery)	15
Lower limbs: fractured patella – both legs (with continuing disability)	17
Lower limbs: dislocated patella – both legs (full recovery)	5
Lower limbs: dislocated patella – both legs (with continuing disability)	16
Lower limbs: arthroscopy (investigative surgery/repair to knees) – no fracture	5
Lower limbs: fractured metatarsal bones (full recovery)	6
Lower limbs: fractured metatarsal bones (with continuing disability)	12
Lower limbs: fractured metatarsal bones – both feet (full recovery)	10
Lower limbs: fractured metatarsal bones – both feet (with continuing disability)	15
Lower limbs: fractured tarsal bones (full recovery)	6
Lower limbs: fractured tarsal bones (with continuing disability)	12
Lower limbs: fractured tarsal bones – both feet (full recovery)	10
Lower limbs: fractured tarsal bones – both feet (with continuing disability)	10
Lower limbs: fractured tibia – shin bone (full recovery)	7
Lower limbs: fractured tibia (with continuing disability)	10
Lower limbs: fractured tibia – both legs (full recovery)	12
Lower limbs: fractured tibia – both legs (with continuing disability)	13
Lower limbs: paralysis of leg	18
Lower limbs: loss of leg below knee	19
Lower limbs: loss of leg above knee	20
Lower limbs: loss of both legs	23

<b>Description of Injury</b>	<b>Levels</b>
Lower limbs: minor damage to tendon(s)/ligament(s) (full recovery)	1
Lower limbs: minor damage to tendon(s)/ligament(s) (with continuing disability)	7
Lower limbs: moderate damage to tendon(s)/ligament(s) (full recovery)	5
Lower limbs: moderate damage to tendon(s)/ligament(s) (with continuing disability)	10
Lower limbs: severe damage to tendon(s)/ligaments(s) (full recovery)	7
Lower limbs: severe damage to tendon(s)/ligaments(s) (with continuing disability)	12
Lower limbs: scarring: minor disfigurement	2
Lower limbs: scarring: significant disfigurement	4
Lower limbs: scarring: serious disfigurement	10
Lower limbs: sprained ankle – disabling for at least 6-13 weeks	1
Lower limbs: sprained ankle – disabling for more than 13 weeks	6
Lower limbs: sprained ankle – both feet – disabling for at least 6-13 weeks	5
Lower limbs: sprained ankle – both feet – disabling for more than 13 weeks	8
Medically recognised illness/condition (not psychiatric or psychological)	
Significantly disabling disorder where the symptoms and disability persist for more than 6 weeks from the incident/date of onset	
lasting 6 to 13 weeks	1
lasting up to 28 weeks	9
lasting over 28 weeks – but not permanent	12
permanent disability	17
Minor injuries; multiple (see notes)	1
Neck: burns: minor	3
Neck: burns: moderate	9
Neck: burns: severe	13
Neck: scarring: minor disfigurement	3
Neck: scarring: significant disfigurement	7
Neck: scarring: serious disfigurement	9
Neck: strained neck – disabling for 6-13 weeks	1
Neck: strained neck – disabling for more than 13 weeks	4
Neck: strained neck – seriously disabling – but not permanent	10
Neck: strained neck – seriously disabling – permanent	13
Neck: whiplash injury: effects lasting 6-13 weeks	1
Neck: whiplash injury: effects lasting more than 13 weeks	4
Neck: whiplash injury: seriously disabling – but not permanent	10
Neck: whiplash injury: seriously disabling – permanent	13
Physical Abuse of Children (where individual injuries do not otherwise qualify)	
Minor abuse – isolated or intermittent assault(s) beyond ordinary chastisement resulting in bruising, weals, hair pulled from scalp etc	1
Serious abuse – intermittent physical assaults resulting in an accumulation of healed wounds, burns or scalds, but with no appreciable disfigurement	5
Severe abuse – pattern of systematic violence against the child resulting in minor disfigurement	7
Persistent pattern of severe abuse over a period exceeding 3 years	11

Description of Injury	Levels
Sexual Abuse of Children (not otherwise covered by sexual assault)	
Minor isolated incidents – non-penetrative indecent acts	1
Pattern of serious abuse – repetitive, frequent non-penetrative indecent acts	5
Pattern of severe abuse – repetitive, frequent indecent acts involving digital or other non-penile penetration and/or oral/genital contact	7
Pattern of severe abuse over a period exceeding 3 years	11
Repeated non-consensual vaginal and/or anal intercourse over a period up to 3 years	13
Repeated non-consensual vaginal and/or anal intercourse over a period exceeding 3 years	16
Sexual Assault (single incident – victim any age)	
Minor indecent assault – non-penetrative indecent physical act over clothing	1
Serious indecent assault – non-penetrative indecent act under clothing	5
Severe indecent assault – indecent act involving digital, or other non-penile penetration, and/or oral/genital contact	7
Non-consensual vaginal and/or anal intercourse	12
Non-consensual vaginal and/or anal intercourse by two or more attackers	13
Non-consensual vaginal and/or anal intercourse with other serious bodily injuries	16
Shock (see notes)	
Disabling, but temporary mental anxiety, medically verified	1
Disabling mental disorder, confirmed by psychiatric diagnosis:	
lasting up to 28 weeks	6
lasting over 28 weeks to one year	9
lasting over one year but not permanent	12
Permanently disabling mental disorder confirmed by psychiatric prognosis	17
Torso: back: fracture of vertebra (full recovery)	6
Torso: back: fracture of vertebra (continuing disability)	10
Torso: back: fracture of more than one vertebra (full recovery)	9
Torso: back: fracture of more than one vertebra (continuing disability)	12
Torso: back: prolapsed intervertebral disc(s) – seriously disabling – not permanent	10
Torso: back: prolapsed intervertebral disc(s) – seriously disabling – permanent	12
Torso: back: ruptured intervertebral disc(s) requiring surgical removal	13
Torso: back: strained back – disabling for 6-13 weeks	1
Torso: back: strained back – disabling for more than 13 weeks	6
Torso: back: strained back – seriously disabling – but not permanent	10
Torso: back: strained back – seriously disabling permanent	12
Torso: burns: minor	3
Torso: burns: moderate	9
Torso: burns: severe	13
Torso: punctured lung	7
Torso: two punctured lungs	11
Torso: collapsed lung	8
Torso: two collapsed lungs	12
Torso: permanent and disabling damage to lungs from smoke inhalation	10
Torso: loss of spleen	9
Torso: damage to testes	4
Torso: dislocated hip (full recovery)	4
Torso: dislocated hip (with continuing disability)	12
Torso: fractured hip	12
Torso: dislocated shoulder (full recovery)	4
Torso: dislocated shoulder (with continuing disability)	10

<b>Description of Injury</b>	<b>Levels</b>
Torso: fractured rib	1
Torso: fractured rib(s) (two or more)	3
Torso: fractured clavicle – collar bone	5
Torso: two fractured clavicles	10
Torso: fractured coccyx – tail bone	6
Torso: fractured pelvis	12
Torso: fractured scapula – shoulder blade	6
Torso: two fractured scapula	11
Torso: fractured sternum – breast bone	6
Torso: frozen shoulder	8
Torso: hernia	8
Torso: injury requiring laparotomy	8
Torso: injury to genitalia requiring medical treatment – no permanent damage	4
Torso: injury to genitalia requiring medical treatment – permanent damage	10
Torso: loss of fertility	21
Torso: loss of kidney	17
Torso: loss of testicle	10
Torso: scarring: minor disfigurement	2
Torso: scarring: significant disfigurement	6
Torso: scarring: serious disfigurement	10
Upper limbs: burns: minor	3
Upper limbs: burns: moderate	9
Upper limbs: burns: severe	13
Upper limbs: dislocated/fractured elbow (with full recovery)	7
Upper limbs: dislocated/fractured elbow (with continuing disability)	12
Upper limbs: two dislocated/fractured elbows (with full recovery)	12
Upper limbs: two dislocated/fractured elbows (with continuing disability)	13
Upper limbs: dislocated finger(s) or thumb – one hand (full recovery)	2
Upper limbs: dislocated finger(s) or thumb – one hand (with continuing disability)	6
Upper limbs: dislocated finger(s) or thumb(s) – both hands (full recovery)	7
Upper limbs: dislocated finger(s) or thumb(s) – both hands (with continuing disability)	12
Upper limbs: fractured finger(s) or thumb – one hand (full recovery)	3
Upper limbs: fractured finger(s) or thumb – one hand (with continuing disability)	8
Upper limbs: fractured finger(s) or thumb(s) – both hands (full recovery)	9
Upper limbs: fractured finger(s) or thumb(s) – both hands (with continuing disability)	12
Upper limbs: fractured hand (full recovery)	5
Upper limbs: fractured hand (with continuing disability)	10
Upper limbs: two fractured hands (full recovery)	8
Upper limbs: two fractured hands (with continuing disability)	12
Upper limbs: fractured humerus – upper arm bone (full recovery)	7
Upper limbs: fractured humerus (with continuing disability)	10
Upper limbs: fractured humerus – both arms (full recovery)	12
Upper limbs: fractured humerus – both arms (with continuing disability)	13
Upper limbs: fractured radius – smaller forearm bone (full recovery)	7
Upper limbs: fractured radius (with continuing disability)	10
Upper limbs: fractured radius – both arms (full recovery)	12
Upper limbs: fractured radius – both arms (with continuing disability)	13
Upper limbs: fractured ulna – inner forearm bone (full recovery)	7
Upper limbs: fractured ulna (with continuing disability)	10
Upper limbs: fractured ulna – both arms (full recovery)	12
Upper limbs: fractured ulna – both arms (with continuing disability)	13

Description of Injury	Levels
Upper limbs: fractured wrist – including scaphoid fracture (full recovery)	7
Upper limbs: fractured wrist – including scaphoid fracture (with continuing disability)	11
Upper limbs: two fractured wrists – including scaphoid fracture (full recovery)	11
Upper limbs: two fractured wrists – including scaphoid fracture (with continuing disability)	13
Upper limbs: fractured wrist – colles type (full recovery)	9
Upper limbs: fractured wrist – colles type (with continuing disability)	12
Upper limbs: two fractured wrists – colles type (full recovery)	12
Upper limbs: two fractured wrists – colles type (with continuing disability)	13
Upper limbs: partial loss of finger (other than thumb/index) (one joint)	6
Upper limbs: partial loss of thumb or index finger (one joint)	9
Upper limbs: loss of one finger other than index	10
Upper limbs: loss of index finger	12
Upper limbs: loss of two or more fingers	13
Upper limbs: loss of thumb	15
Upper limbs: loss of hand	20
Upper limbs: loss of both hands	23
Upper limbs: loss of arm	20
Upper limbs: loss of both arms	23
Upper limbs: paralysis of arm	19
Upper limbs: paralysis of both arms	22
Upper limbs: permanently & seriously impaired grip – one arm	12
Upper limbs: permanently & seriously impaired grip – both arms	15
Upper limbs: scarring: minor disfigurement	2
Upper limbs: scarring: significant disfigurement	6
Upper limbs: scarring: serious disfigurement	9
Upper limbs: minor damage to tendon(s)/ligament(s) (full recovery)	1
Upper limbs: minor damage to tendon(s)/ligament(s) (with continuing disability)	7
Upper limbs: moderate damage to tendon(s)/ligament(s) (full recovery)	5
Upper limbs: moderate damage to tendon(s)/ligament(s) (with continuing disability)	10
Upper limbs: severely damaged tendon(s)/ligaments(s) (full recovery)	7
Upper limbs: severely damaged tendon(s)/ligaments(s) (with permanent disability)	12
Upper limbs: sprained wrist – disabling for 6-13 weeks	1
Upper limbs: sprained wrist – disabling for more than 13 weeks	3
Upper limbs: two sprained wrists – disabling for 6-13 weeks	5
Upper limbs: two sprained wrists – disabling for more than 13 weeks	7

#### Notes to the Tariff

1. Minor multiple injuries will only qualify for compensation where the applicant has sustained at least three separate injuries of the type illustrated below, at least one of which must still have had significant residual effects six weeks after the incident. The injuries must also have necessitated at least two visits to or by a medical practitioner within that six-week period. Examples of qualifying injuries are:

- (a) grazing, cuts, lacerations (no permanent scarring)
- (b) severe and widespread bruising
- (c) severe soft tissue injury (no permanent disability)
- (d) black eye(s)
- (e) bloody nose
- (f) hair pulled from scalp
- (g) loss of fingernail

2. Shock or 'nervous shock' may be taken to include conditions attributed to post-traumatic stress disorder, depression and similar generic terms covering:

- (a) such psychological symptoms as anxiety, tension, insomnia, irritability, loss of confidence, agoraphobia and preoccupation with thoughts of guilt or self-harm; and
- (b) related physical symptoms such as alopecia, asthma, eczema, enuresis and psoriasis. Disability in this context will include impaired work (or school) performance, significant adverse effects on social relationships and sexual dysfunction.



The States are asked to decide:—

IX.— Whether, after consideration of the Report dated the 8th November, 2001, of the States Advisory and Finance Committee, they are of opinion:—

1. To agree to the introduction of a criminal injuries compensation scheme as detailed in paragraph 14 of that Report.
2. To agree the preparation of legislation in accordance with paragraph 15 of that Report.
3. To authorise the States Advisory and Finance Committee to appoint a Chairman and members of the Criminal Injuries Compensation Board as constituted under the proposed legislation.
4. That the costs of the above scheme shall be charged to the States Advisory and Finance Committee revenue budget as detailed in paragraph 19 of that Report.
5. To direct the preparation of such legislation as may be necessary to give effect to their above decisions.



## STATES BOARD OF ADMINISTRATION

### PARKING IN ST. PETER PORT AND QUAYSIDE ENHANCEMENT

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

30th October, 2001.

Dear Sir,

### PARKING IN ST. PETER PORT AND QUAYSIDE ENHANCEMENT

#### 1. Introduction

Following consideration of the Board of Administration's report of 23 October 1997 on the Mignot Plateau Parking Scheme (Billet d'État XXI, 1997) the States resolved:

*'To direct the States Board of Administration to report back to the States with the results of seeking bids for constructing a multi-storey car park at the Mignot Plateau ...'*

In the Board's letter of 22 September 2000 to all States Members, it was explained that:

*'Because of the high costs of the Mignot Plateau scheme, the Board considers it unwise to spend more money on consultants when it is almost certain that it would not be able to recommend the use of this site. Therefore, the Board has considered other States owned land in this vicinity which it believes would give much better value for money.'*

This is the Board's report on those other sites.

This report builds on previous studies on parking in St Peter Port. It acknowledges recent debate on the subject and the decisions of the States. It also acknowledges the widespread concern of a diverse range of interest groups and the public at large regarding the need to provide effective and lasting solutions in response to the serious shortfall in parking provision in Town. It provides details arising from a recent professional overview of parking and town enhancement opportunities in the south of St Peter Port and recommends more detailed investigations regarding possible future parking and enhancement schemes.

This recent overview (**see Appendix 1**) was carried out by GMA Architecture Limited in September 2001. It concentrated on possible parking schemes on States and Crown owned land around the harbour that:

- could provide substantial numbers of new parking spaces south of the Town
- might attract private finance
- would be least disruptive during construction
- would have reasonable price certainty
- would enhance the amenity value of St Peter Port

The Board is not recommending any specific new parking scheme in this report. Rather, it is recommending further objective studies, the results of which can be considered by the States in due course. It is envisaged that a package of possible schemes could be shown to be viable, and these could be constructed in such a manner and to such a timescale as to suit Guernsey's needs into the long term.

## **2. Previous Studies**

In recognition of the parking problems that exist and the need to plan ahead on the basis of tested information, a number of studies have been undertaken in recent years regarding parking in St Peter Port. These include:

- The Board of Administration's report dated 23 October 1997 (Billet d'État XXI, 1997) on the Mignot Plateau Parking Scheme
- The Traffic Committee's report dated 24 September 1998 (Billet d'État XXII, 1998) on a Parking Strategy for St Peter Port
- The St Peter Port Waterfront Strategy – Ove Arup / States Traffic Committee (March 1999)
- The Chamber of Commerce Survey on Commuter Parking in St Peter Port undertaken in 1999
- The Traffic Committee's report dated 23 May 2001 (Billet d'État XIII, 2001) on Parking in St Peter Port
- Guernsey Town Centre Partnership 'Town Centre Survey' 2001, in association with the Grammar School (this included specific references to parking)

## **3. Bus Terminus Surface Parking**

Following consideration of the Traffic Committee's report of 23 May 2001 (Billet d'État XIII, 2001), the States resolved, inter alia:

*'To approve, in principle, the construction of properly landscaped surface parking at the bus terminus as described in that Report once it has been established that the relocation of the terminus is feasible on a permanent basis.'*

At the time of writing this report, the Board is aware that investigations are still underway. It appears that there may only be a relatively small increase in the number of parking spaces that might be created. In any event, it will certainly be a much smaller number of spaces when compared with those that could have been provided by the provision of major parking schemes at Sir Charles Frossard House and at the Bus Terminus, as referred to in the Committee's report.

There was considerable discussion on the subject of the trees at the Bus Terminus during the time of the States debate. In particular, there was concern at the loss of trees. Since that time, the Board's advisors have, in consultation with the States Arboriculturalist, commissioned a professional tree survey and this has shown that some of the trees at the Terminus are in poor health. The results of the survey have been passed to the Committee for Horticulture, which will liaise with the Board of Administration regarding tree management required to protect and improve the health of the trees at the site.

Many of the parking schemes considered in this report and the appended GMA Architecture report offer real opportunities for substantially increased tree planting in the southern end of Town. The Board recommends the planting of more trees to improve and add to the Town environment, especially around the harbour.

#### **4. Serious Concern at Parking Provision in St Peter Port**

A letter of 31 August 2001 (**Appendix 2**) was received by the Board and the Traffic Committee. This was signed by:

- Chamber of Commerce
- GHATA
- St Peter Port Traders Association
- Institute of Directors
- TGWU

The letter clearly demonstrates widespread and serious concern at the need for further work to be carried out to bring forward proposals for more parking spaces in Town.

The Town Centre Partnership and St Peter Port Constables have also voiced concerns regarding parking provision in Town.

#### **5. The Board of Administration and Parking Schemes**

The Board has a clear contribution to make on the subject of parking schemes, due to its role in administering States' owned land (including the harbours) and its experience in administering capital schemes. However, in bringing forward this report, the Board and its advisors have drawn heavily upon the work of the Traffic Committee and have liaised very closely so as to benefit from the Committee's expertise in traffic matters. Furthermore, the work previously undertaken by Ove Arup, consultants to the Traffic Committee, has also been taken into account.

The Board has been involved in specific parking schemes in the past, such as in the case of the construction of the Salerie Corner and North Beach car parks. It has also (as already mentioned) investigated the possibility of a scheme at Mignot Plateau, which was not pursued due to the estimated costs / poor value involved and the amount of physical disruption that would have ensued.

#### **6. The 'Parking Problem' and Possible Solutions**

The main thrust of this report is that there has been and will be a substantial loss of parking spaces in Town, due to several sites being redeveloped, coupled with an increase in demand generally. The general, estimated extent of this problem is outlined below. There is no doubt that concern remains regarding insufficient parking in St Peter Port, as evidenced by the above-mentioned letter of 31 August 2001 from the Chamber of Commerce and other influential bodies, as well as by the number of reports previously prepared that have sought to address the problem. This problem is particularly acute with regard to the long term spaces that are required for the thousands of workers in and immediately around Town, including Guernsey's 'commuters'. The phenomenon of workers moving their cars from short-term disc controlled spaces during the day is well known, and this only serves to increase traffic movements.

The shortage of parking spaces is set to become even worse as parking sites around Town have been and will be lost to proposed developments. These sites will include sane provision for their own needs and include:

- the Charroterie site (next to Sir Charles Frossard House)
- the Royal Hotel site
- the Savoy Hotel site

The Chamber of Commerce suggested in its letter of 31 August 2001 that at least 1,650 spaces need to be provided, many of which will merely compensate for the actual loss of spaces on private land. This figure has been revisited in detail and now stands at an estimated 1,772 spaces being required. The figures produced by the Chamber of Commerce are set out below. This report proposes that the figures should be further discussed amongst appropriate bodies so that a revised figure can be brought back to the States in due course.

**CHAMBER OF COMMERCE-**  
**COMMUTER CAR PARKING NEEDS IN ST PETER PORT**

<b>Public Car Park Sites</b>	<b>Chamber of Commerce Survey <i>1999 Short Fall</i> <i>See Note (1)</i></b>	<b>Spaces Lost to New Developments <u>Since 1999</u> <u>Survey</u></b>	<b><u>Estimated</u> New Spaces to be Provided</b>	<b><u>New</u> Demands</b>	<b><u>NUMBER</u> <u>REQUIRED</u></b>
<b><u>LA SALERIE</u></b>	308	150 (Savoy Site)	(152) See Note (2)	130 See Note (2)	436
<b><u>SOUTHERN AREA</u> (Bus Station/ Charroterie/Market)</b>	135	140 (Charroterie Site)	(160) See Note (3)	645 See Note (3)	760
<b><u>NORTH BEACH</u></b>	252	225 (Royal Site)	(116) See Note (4)	116 See Note (4)	477
<b><u>ODEON</u></b>	69	0	0 See Note (5)	30 See Note (5)	99
<b>TOTAL</b>	<b>764</b>	<b>515</b>	<b>(428)</b>	<b>921</b>	<b>1772</b> See Note (6)

**Notes**

- (1) The Chamber of Commerce surveyed its St Peter Port Members about their shortfall in 10 hour commuter car parking in 1999, asking where it was required ideally – North, Central, South.
- (2) Savoy Site redevelopment – the under provision of car parking is estimated as 130 when developed, i.e. even though an estimated 152 spaces will be provided.
- (3) Southern area new demands include 215 from a finance company in the south of Town and 100 from a finance company in the Bordage together with a new development; Mill Street residential – 50; Markets office workers, retail staff and residents – 230; and Charroterie development under provision estimate as 50, i.e. even though an estimated 160 spaces will be provided. This gives a new demand of 645 spaces.

- (4) Former Royal Hotel site redevelopment, car parking under provision estimated as 116, i.e. even though an estimated 116 spaces will be provided.
- (5) Business expansions in the area of the Grange, Upland Road, Candie Road and around Anne's Place estimated at 30 spaces.
- (6) The total given is indicative to show the broad needs for additional spaces. Many other factors could be taken into account. For example, an additional 60 spaces could be created at the Bus Station (depending on the scheme adopted); spaces were lost on the Crown Pier when new seating was added; and spaces were 'lost' to commuters when residential parking schemes were introduced. Also, when a finance company from St Julian's Avenue moves to Admiral Park it is understood that around 54 spaces will be vacated at the former Savoy Hotel site, with another 63 spaces at various locations (many allocated to specific properties and not available to the general commuter). Another finance company due to relocate to Admiral Park is currently on site at Sydney Vane House so it will have no direct impact on car parking in the centre of St Peter Port.

## **6. The 'Parking Problem' and Possible Solutions (Continued)**

Traffic management (which is not in the Board's mandate) covers a wide range of measures, including policies on public transport. However, it is proposed that the Board can, in liaison with the Traffic Committee, bring forward proposals for additional parking to complement these other measures.

A number of private companies have already come forward and explained their predicament to the Board, and have sought to discuss how they might contribute to providing more long term spaces in particular. It is clear that any additional long term parking provision would allow greater flexibility in managing the whole parking 'pool', such as by increasing the number of short term spaces for shoppers.

As well as the problem faced by many workers in Town, there is also recognition that the parking that is provided is concentrated at the northern end of St Peter Port. This clear imbalance has had a detrimental effect on footfall at the southern end of Town, especially with regard to the Mill Street and Mansell Street areas. Now that the markets are being redeveloped, as is the Tudor House site, there is a growing demand for additional parking at the southern end of Town to serve these new developments and re-vitalise the whole area. Moreover, many Town retailers have voiced their concerns at the effect that out of town retail developments (with dedicated parking) will have on the St Peter Port town centre.

As well as the issue of parking spaces, there are matters such as pedestrian access routes and safety along the seafront, access to Castle Cornet for visitors, the possibility of enhancing 'tired' quayside areas and so on. There are ample opportunities to overcome existing problems and offer real improvements as shown by the GMA Architecture report which is appended. This emphasis on enhancement reflects the aspirations of the Town Centre Partnership, amongst others. The Partnership is actively considering opportunities for urban regeneration and townscape improvements.

In the following section a number of possible solutions to the parking problems experienced in Town are described in outline.

## **7. GMA Architecture Limited - South of Town Parking Study – Initial Overview**

Firstly, as regards funding for this work, the original vote for the 'Mignot Plateau Proposed Car Park Consultants Fees' was closed, with the outstanding balance returned to the Board's capital allocation. A new vote of £16,500 was then opened to cover the cost of the overview carried out by GMA Architecture Limited.

The Board commissioned GMA Architecture / Town Planners to undertake a brief re-appraisal of parking options at the southern end of Town in particular. The study took into account previous investigations and reports, but sought to identify a number of sites close to the heart of Town and in States' ownership that could provide a substantial number of additional parking spaces. Importantly, the study was also to consider associated improvements that would enhance Town as a place to live, work, and visit. The parking options considered allow for many enhancement schemes near to, and along, the quayside. **The Draft Urban Area Plan** prepared by the Island Development Committee states, in particular, that:

*8.2.1 'Opportunities exist to develop the potential of the harbours, to enhance the quality of the quayside environment and to increase public enjoyment of the harbours, through improved access and a greater range of appropriate public uses.'*

When the overview was prepared, consultations were undertaken with the following (in addition to the Board): Traffic Committee; Harbour Authority; Property Services Unit; Committee for Horticulture (States Arboriculturalist); St Peter Port Traders Association; Chamber of Commerce; and, the Institute of Directors. It is acknowledged that much wider and more detailed consultations would be needed in order to make specific recommendations for new parking schemes.

The study found that hundreds of spaces could be created to alleviate problems experienced by shoppers and the business community at the southern end of Town in particular. The study took into account factors such as the number of spaces that could be created, potential disruption to traffic flows, relocation of underground services, site constraints, short-term loss of parking during construction; and, quayside enhancement opportunities.

The Board fully recognises the concerns of the States with regard to capital commitments. For this reason, special consideration was given to the possible interest of private investors in various schemes, i.e. certain schemes would be more likely to attract private funding if the risks could be identified and sensible returns could be generated. This would, in turn, reduce or remove any financial demands upon the States of Guernsey. The larger schemes could achieve financial returns based on income from long-term parking spaces. Basement parking could be long-term, with free, new surface parking.

The **Location Plan** included in the GMA Architecture report shows the various sites at the southern end of Town (within a few minutes walk of the Town centre) that could provide possible locations for additional car parking. See **Table 1** of the report which provides a summary analysis of the various options.

The obvious areas to provide additional parking would be those nearest the shopping areas, such as **Victoria Pier**, **Albert Pier** and the **Bus Terminus** area. However, the scope for additional surface parking in these areas is very limited and the provision of underground parking, while feasible under the Albert Pier and the Bus Terminus area would, it has been suggested, be uneconomic and extremely disruptive. In addition, the number of spaces that could be provided is well below what is needed, and there would be considerable expense incurred in re-routing underground services, the loss of some trees, and short-term loss of parking spaces.

One of the **Bus Terminus schemes (Option C** – see illustrations 2.3 and 2.4 in the GMA report) could provide an additional 100 surface spaces. New traffic routeing, surface rationalisation, and a marina edge 'boardwalk' would be needed. An additional avenue of trees could be planted.

Underground parking at **South Esplanade** (at the bottom of the Val des Terres) would cause serious traffic disruption, with similar risks and cost factors faced by work at the Bus Terminus and Albert Pier. Moreover, the grove of healthy trees would be put at risk.



Parking at the **Albert Marina**, should alternative moorings become available elsewhere, is a possibility. Finally, parking at Mignot Plateau has, as already explained, been discounted.

**Table 2** of the GMA Architecture report provides a schedule of the parking options that were considered in outline, together with the benefits and dis-benefits for the various options. Although specific costs have not been provided at this stage, the relative costs of schemes according to engineering requirements etc. are sufficiently well known for comparisons to be made.

**Table 2** highlights the benefits that could be obtained by the following schemes in particular:

- **Castle Pier and Emplacement** (see illustrations 5.1 to 5.4 in the GMA report) – up to 1,200 spaces, reasonable cost certainty and minimised disruption
  - **Option A** could provide an additional 150 surface parking spaces and 450 underground parking spaces. This scheme includes a comprehensive rationalisation and refurbishment of all paved or open areas on the Castle Pier and Castle Emplacement (including the Model Yacht Pond). Underground car parking could be created in a section of the Fishermen's Dock to provide substantial amounts of additional parking. This could provide additional deep water moorings and unloading facilities for fishermen, at all states of the tide. This in itself would provide interest for visitors and locals.
  - **Option B** (Model Yacht Pond) could provide an additional 150 surface parking spaces and 450-600 underground parking spaces. This scheme also provides for the comprehensive rationalisation and refurbishment of all paved and open areas on the Castle Pier and Emplacement. Underground car parking could be created on the Emplacement with the provision of a new Model Yacht Pond with safe, traffic-free surroundings.
  - Both options could be built and linked below ground providing around 900 spaces below ground and 300 surface spaces

The Castle Pier and the Model Yacht Pond area on Castle Emplacement could provide extensive scope for additional parking and improvements to the harbour area (including more over-wintering space for boats) for locals and visitors. Improved pedestrian access and sitting areas could be provided. This area would complement the area around Castle Cornet and any future museums (e.g. Victor Hugo, Roman wreck 'Asterix') in the slaughterhouse complex. At the time of writing this report, the Board understands that the Tourist Board intends to submit a report to the States, seeking agreement that a Victor Hugo Centre should be sited on the slaughterhouse complex at Castle Emplacement.

- **Havelet Bay** (see illustrations 4.1 and 4.2 in the GMA report) – up to 1,200 spaces, reasonable cost certainty and minimised disruption
  - **Option A** could provide 180 surface spaces (partly decked over) with a further 620 spaces underground. This provides double aisle underground parking on two levels with some surface parking and extensive promenade / amenity and sitting areas over the remainder.
  - **Option B** (a larger version of Option A) could provide a further 90 surface spaces with a further 310 spaces underground (giving a total of 1,200 spaces).

The Havelet Bay schemes could provide opportunities for new amenities, including a safe 'promenade', new bathing pool facility, open-air events and exhibitions.

The other schemes listed, namely **Victoria Pier, Albert Pier, Bus Station (Options A and B), Albert Marina, Mignot Plateau, and South Esplanade**, provide only limited benefits and / or too many dis-benefits when compared with the **Castle Pier and Emplacement schemes (Options A & B), Bus Station (Option C) and Havelet Bay schemes (Options A & B)**. That said, even the less favourable options need not be entirely discounted at this early stage. Instead, a very limited amount of further consideration could be given to these other options during the proposed, more detailed studies if required. A single option or a number of options could be built in due course, should the States so decide given local needs. Even if one major scheme were to be approved immediately, it would probably be at least 2 years before it became available for use.

The **illustrations** provided within the GMA Architecture report show how the parking schemes outlined can be complemented by new landscaping and planting, improved and safer pedestrian routes, and new or improved amenities (Model Yacht Pond, boardwalks, new bathing pool, safe terraces and open-air events areas etc). Any or all of these would increase the recreational opportunities in Town, and enhance St Peter Port as a visitor destination. This is particularly important given the recognised need to maximise the Island's 'offer' by way of recreational amenities and visitor attractions. By way of an example, the Castle Emplacement scheme (Option A) offers the opportunity of providing proper access facilities for cruise liner passengers so as to present a well designed 'gateway' to Guernsey at all states of the tide.

## 8. Future Studies Required

In order that the Board, in consultation with the Traffic Committee, can make firm recommendations to the States regarding the most cost-effective, least disruptive and public amenity enhancing way to provide additional parking at the southern end of Town, further investigations will be needed to look in detail at the alternatives that have been outlined in the appended GMA Architecture report. While additional parking on existing sites such as at Salerie Corner and North Beach can remain a future option, the emphasis will be on the south of the Town. The full implications of the various options in terms of traffic flow will need to be very carefully considered, together with other issues such as urban and quayside planning considerations and possible effects on harbour operations. In particular, the estimated costs of the various options can be provided, and a specific scheme or schemes can be recommended.

With States approval, wider consultations can be carried out, together with detailed professional input including: town planning advice; landscape architecture; construction cost advice; soil investigations / geotechnical studies; structural engineering advice; mechanical and electrical advice; fire / safety advice; trees advice; and, traffic advice. The Board is advised that a sum of up to £300,000 will be required for it to return to the States with a full report on the various schemes, together with recommendations.

## 9. Conclusions

There has been a great deal of debate, over a number of years, on the subject of car parking in St Peter Port, supported by various reports and professional studies. This report recognises this, but has also attempted to respond to the continuing shortage of parking provision in Town and to the call for action from local, private bodies. This report has, through the GMA Architecture / Town Planners report, demonstrated that there are a number of sites in States and Crown ownership at the southern end of Town that could provide substantial parking opportunities to compensate for the existing shortage. Significant improvements to the townscape and the provision of new or enhanced amenities can also be provided. However, more detailed work would be needed before any firm recommendations could be made.



There is the very real possibility of private investment if schemes can be brought forward which are of sufficient size to offer viable commercial returns. The parking opportunities in and around the harbour areas of St Peter Port have not been exhausted, and the problem of a lack of parking provision (both short-term and long-term) has not gone away, hence the need for detailed investigations and firm proposals for a new parking scheme or schemes. The Board considers that it is important to have further, objective data to hand so that the States can decide on the timing and nature of any additional parking that it may require. Without such data, it remains possible that an incremental, reactive approach to the problem will exacerbate the difficulties experienced by so many who live in, work in, or visit St Peter Port.

## **10. Recommendations**

The Board recommends the States to:

1. agree that additional investigations and consultations on the subject of parking and quayside enhancement in St Peter Port should be carried out and that further work should concentrate on opportunities at the southern end of Town as identified in this report.
2. direct the Advisory and Finance Committee to convene and lead a cross-committee working group involving the Committee, the Board of Administration, the States Traffic Committee and the Island Development Committee to produce a brief for the appointment of consultants to carry out detailed feasibility studies. Following agreement of a brief (this being anticipated by March /April 2002), the lead role will be taken by the Board of Administration which should report back to the States by December 2002.
3. direct the Board to consider in more detail the commuter parking needs statistics produced by the Chamber of Commerce, in consultation with the Chamber, States Traffic Committee, Island Development Committee, St Peter Port Traders Association, Institute of Directors and other bodies as appropriate, and to include refined statistics in a future report to the States on parking and quayside enhancement.
4. vote the Board of Administration a credit of £300,000, this sum being in addition to the £16,500 vote open currently for Parking Feasibility Studies, to cover the costs of the above appointments and investigations, which sum is to be charged to the Board's capital allocation.
5. authorise the States Advisory and Finance Committee to transfer the sum of £300,000 from the Capital Reserve to the capital allocation of the Board of Administration.

Yours faithfully,

R. C. BERRY,

President,

States Board of Administration.



## ST. PETER PORT - GUERNSEY PARKING PROPOSALS INITIAL OVERVIEW

ST PETER PORT, GUERNSEY  
PARKING PROPOSALS: INITIAL OVERVIEW  
SOUTH OF TOWN CAR PARKING STUDY  
September 2001

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## ST PETER PORT: SOUTH OF TOWN PARKING STUDY: EXECUTIVE SUMMARY

- 1.0 This report was commissioned to ascertain the possible alternatives for providing substantial additional car parking facilities at the south end of St Peter Port to alleviate the shortage of car parking that is adversely affecting trading conditions for the south end of the retail/shopping area.
- 2.0 From discussions, it is apparent that much of the shortage of car parking for shoppers is due to the use of short-term spaces by the business/office community which results from a major shortage of long-term parking at the south end of town.
- 3.0 It is generally considered that of the order of 800 additional spaces (equivalent to the capacity of the North Beach car park), are necessary to alleviate the problems experienced by both shoppers and the business community at the south end of town.
- 4.0 The provision of some underground parking in the bus station area or even Albert Pier is possible but, as the accompanying table shows, the maximum possible number of spaces that can be provided falls substantially short of the perceived need and would involve considerable expense in services re-routing, possible loss of existing trees, major traffic disruption and the short-term loss of considerable numbers of existing car parking spaces.
- 5.0 Even if underground parking under South Esplanade opposite Havelet Bay is added to the equation, extending traffic disruption still more, and with similar attendant costs and risks faced by work in the Bus Station and Albert Pier areas, the total amount of additional spaces achievable still falls well short of 800.
- 6.0 The greater the number of parking spaces that can be provided in one location, the more likely that private financing of the construction and management of a parking facility would be economically attractive and relieve the public purse of the cost of additional parking provision.
- 7.0 This has led to the consideration of two other alternatives, both of which have the potential to provide the 800 spaces perceived to be necessary with reasonable cost certainty and minimised disruption to retail shoppers and traffic during construction.
- 8.0 Building a new 3-level (part surface + 2 underground levels) parking garage in Havelet Bay itself, adjacent to South Esplanade and extending from Castle Pier to the bottom of Val des Terres would provide the requisite number of spaces and would also have the potential to provide considerably improved sitting and promenading areas and a storm wave attenuation wall that would assist the safe mooring potential of Havelet Bay.
- 9.0 Alternatively, Castle Pier and the under-used model yacht pond area on Castle Emplacement provide extensive scope for rationalisation, refurbishment and new facilities including extensive underground parking provision which, together with rationalisation of surface vehicle circulation and parking in the Bus Station area, could potentially provide the necessary 800 car spaces.
  - 9.1 Parking demand for the proposed Maritime History and Victor Hugo museums will exacerbate the existing lack of parking for the Castle in the Castle pier area, and will require a major re-think about parking on Castle Pier and Castle Emplacement anyway.
  - 9.2 There are two potential underground parking locations (a little-used section of the fishing harbour and the existing model yacht pond) which would both provide extensive long-term car parking as well as substantial short-term car parking for the Castle and future museums. Provision of either underground car park would also create opportunities for improved pedestrian circulation and sitting areas, a rebuilt modern model yacht pond in safe traffic-free surrounds, improved facilities and parking for the fishing industry and new restaurant, cafe and bar facilities.
- 10.0 In order that the Board can decide on the most cost-effective, least disruptive and public amenity enhancing way to provide the additional parking spaces required at the south end of town, it is recommended that a study be commissioned to look in detail at the alternatives tabulated in this report and to provide carefully thought out and fully costed solutions.

## 1.0 INTRODUCTION

- 1.1 This report was commissioned to ascertain the possible alternatives for providing substantial additional car parking facilities at the south end of St Peter Port to alleviate the shortage of car parking that is adversely affecting trading conditions for the south end of the retail/shopping area.

## 2.0 THE EXISTING SITUATION

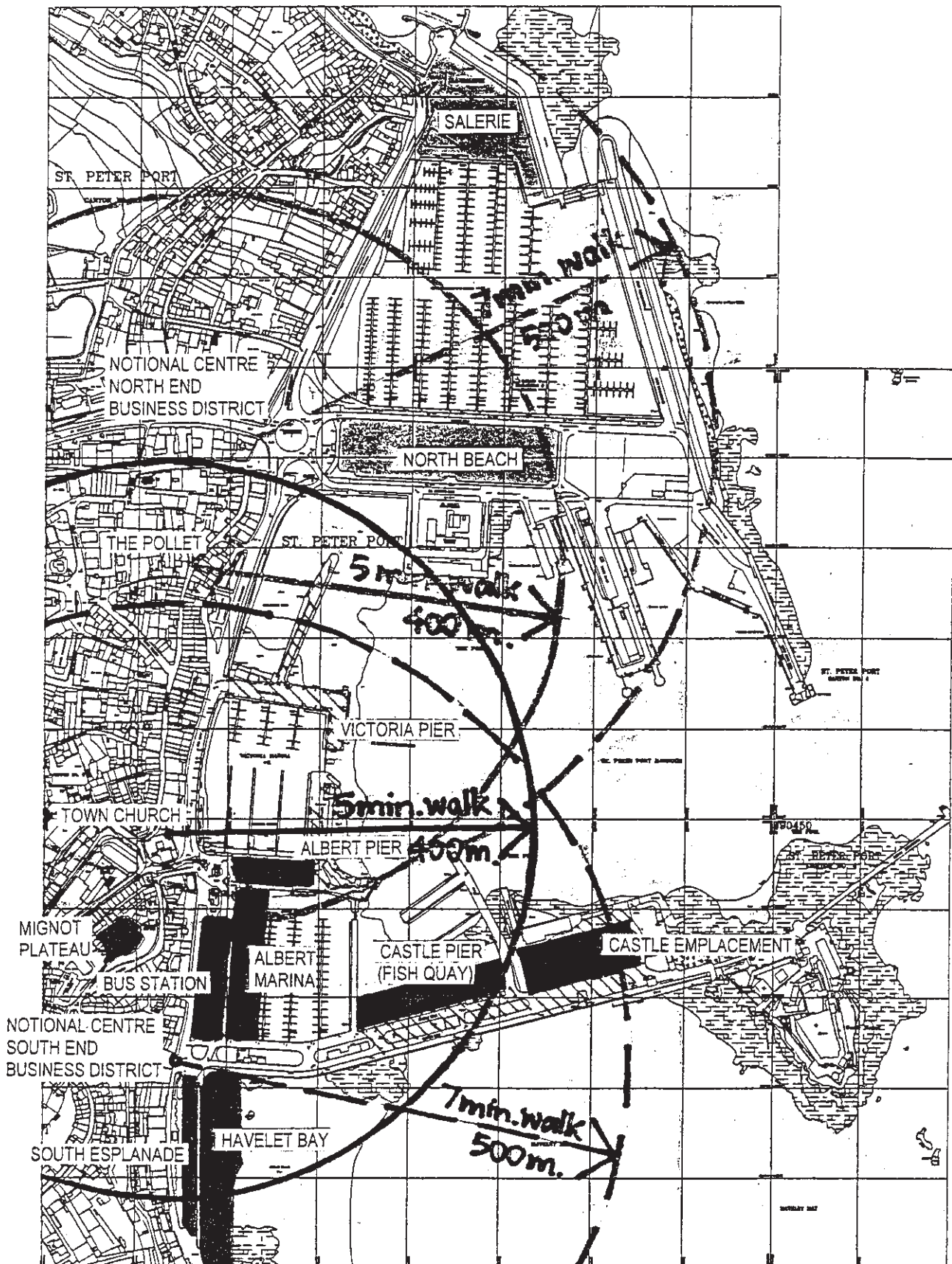
- 2.1 From discussions, it is apparent that much of the shortage of car parking for shoppers is due to the use of short-term spaces by the business / office community which results from a major shortage of long-term parking at the south end of town.
- 2.2 The available public parking on the waterfront area from Victoria Pier to Val des Terres is of the order of 700-800 spaces, varying according to the amount of boat parking allowed for on Castle Pier. By comparison, The North Beach and Salerie car parks provide a total of c. 1300 spaces between them.
- 2.3 In the recent town centre survey carried out on behalf of Guernsey Town Centre Partnership, the footfall at Town Church was only 75% of that at Smith Street and The Pollet. The survey also indicated that over 20% of those interviewed came by bus, so a substantial percentage of the footfall at the south end of town will be public transport users walking from the Bus Station to the shopping area. Of the 37% interviewed who were visitors, an unknown percentage will have been yachtspeople walking from the marinas to the shopping area. These factors combine to indicate that existing parking at the south end of town may be generating less than half the footfall that existing parking at the north end of the town generates. This underlines the scale of the imbalance and the importance of concentrating efforts on substantially increasing parking provision at the south end of town.
- 2.4 The Chamber of Commerce has recently indicated a need, in their view, for around 1650 additional parking spaces in the town area as a whole. Interpolating data from this and other previous studies, it would appear that a minimum of 800 additional spaces (equivalent to the capacity of the North Beach car park), is necessary to alleviate the problems experienced by both shoppers and the business community at the south end of town.

## 3.0 THE ALTERNATIVE LOCATIONS FOR ADDITIONAL PARKING

- 3.1 The location plan indicates the various locations in the south end of town waterfront area considered for possible additional parking. It also indicates areas within a 400 metre radius (5 minutes walking time) from the Town Church and the Pollet respectively.
- 3.2 The plan illustrates that all the proposed additional parking areas with the exception of Castle Emplacement are significantly closer to the south end of the shopping area than North Beach car park.
- 3.3 Taking a notional centre for the office/business areas at each end of town, the plan also shows which potential car park locations are within a 500m radius (7-minute walking time) of those notional centres.
- 3.4 Table 1 provides brief descriptions of the potential for parking in each of the locations shown on the plan, whilst Table 2 sets out the possible parking capacity of each and the benefits and dis-benefits of providing additional parking in each location.
- 3.5 The obvious areas in which to provide additional (short-stay) parking are those nearest the shopping area, such as Victoria Pier, Albert Pier and the Bus Station area. The scope for additional surface parking in these areas is extremely limited and the provision of underground parking, whilst feasible on Albert Pier and in the Bus Station area, would be extremely disruptive. The Bus Station area has been the subject of various recent proposals to increase parking capacity at the south end of town.

- 3.6 Although the provision of underground parking in the Bus Station area or even Albert Pier is possible, as Table 2 shows, the maximum possible number of spaces that can be provided falls substantially short of the perceived need and would involve considerable expense in services re-routing, the loss of existing trees, major traffic disruption and the short-term loss of considerable numbers of existing car parking spaces.
- 3.7 Even if underground parking under South Esplanade opposite Havelet Bay is added to the equation, extending traffic disruption still more, and with similar attendant costs and risks faced by work in the Bus Station and Albert Pier areas, the total amount of additional spaces achievable still falls well short of 800. Collectively such provision would not only be costly but also involve years of disruption for shoppers, tourists and the business community alike.
- 3.8 Another important consideration is how substantial additional parking provision can be funded. The greater the number of parking spaces that can be provided in one location, the more likely that private financing of the construction and management of a parking facility would be economically attractive and relieve the public purse of the cost of having to provide additional parking. It has become apparent from the problems encountered with the Mignot Plateau proposals that there will be a high cost to the public purse where the number of parking spaces possible is limited and the infrastructure costs are substantial.
- 3.9 This has led to the consideration of other alternatives which have the potential to provide the 800 spaces perceived to be necessary at the south end of town with reasonable cost certainty and minimised disruption to retail shoppers and traffic during construction. Havelet Bay and Castle Pier and Emplacement both offer such potential.
- 3.10 Building out into Havelet Bay, for a distance of 40 metres, to create a new 3-level (part surface + 2 underground levels) parking garage, adjacent to South Esplanade and extending from Castle Pier to the bottom of Val des Terres would provide the requisite number of spaces and would also have the potential to provide considerably improved sitting and promenading areas and a storm wave attenuation wall that would assist the safe mooring potential of Havelet Bay. Other benefits that could accrue are the provision of a new seawater swimming pool closer to town, with public changing and toilet facilities, and concessions for cafe, bar, restaurant and other facilities.
- 3.11 Alternatively, Castle Pier and the under-used model yacht pond area on Castle Emplacement provide extensive scope for rationalisation, refurbishment and new facilities including extensive underground parking provision which, together with rationalisation of surface vehicle circulation and parking in the Bus Station area, could potentially provide the necessary 800 car spaces.
  - 3.11.1 Parking demand for the proposed Maritime History and Victor Hugo museums will exacerbate the existing lack of parking for the Castle in the Castle pier area, and will require a major re-think about parking on Castle Pier and Castle Emplacement anyway.
  - 3.11.2 There are two potential underground parking locations (a little-used section of the fishing harbour and the existing model yacht pond) which would both provide extensive long-term car parking as well as substantial short-term car parking for the Castle and future museums. Provision of either underground car park would also create opportunities for improved pedestrian circulation and sitting areas, a rebuilt modern model yacht pond in safe traffic-free surrounds and improved facilities and parking for the fishing industry. Again, new restaurant, cafe and bar facilities could be included to serve the substantially increased footfall that would result both from the additional parking itself, the future museums and the improved pedestrian access to the Castle.





EXISTING CAR PARKS : NORTH END  
: SOUTH END



POTENTIAL ADDITIONAL CAR PARK LOCATIONS  
SOUTH END

LOCATION PLAN



**TABLE 1: POSSIBLE LOCATIONS FOR ADDITIONAL CAR PARKING  
AT THE SOUTH END OF TOWN**

VICTORIA PIER	Too narrow and small for underground parking to be practicable. Any additional surface pedestrian circulation improvements will result in further car space losses.
ALBERT PIER	Some underground parking is possible but ramp access/egress will constrain surface circulation of both vehicles and pedestrians and improved pedestrian circulation will reduce surface parking.
BUS STATION AREA	<p>Option A: Maximum underground parking provision and maximum surface rationalisation. This inevitably results in the loss of most of the existing trees.</p> <p>Option B: No underground parking. Surface rationalisation with least disruption to existing trees and other facilities.</p> <p>Option C: No underground parking. Surface rationalisation to maximise surface parking and marina edge pedestrian circulation, but retaining existing trees where practicable.</p>
SOUTH ESPLANADE (between Castle Pier & Havelet)	Single aisle underground parking beneath existing road and surface parking. Could put health of adjacent oak trees at risk.
HAVELET BAY (between Castle Pier & Havelet)	<p>Option A: Substantial parking provision with double aisle underground parking on two levels with surface parking over parts and extensive promenade/sitting areas over remainder and over much of the 'surface' parking.</p> <p>Option B: Maximum possible parking provision with triple aisle underground parking on two levels with surface parking over parts and extensive promenade/sitting areas over remainder and on deck over much of the surface parking.</p>
CASTLE PIER/ EMPLACEMENT	<p>Option A: A comprehensive rationalisation and refurbishment of all paved or open areas on the pier and emplacement (including the model yacht pond) and creation of underground car parking in the little-used section of the fishermen's dock to provide substantial amounts of additional parking despite the loss of some existing surface parking to improve pedestrian circulation on the pier and emplacement generally.</p> <p>Option B: A comprehensive rationalisation and refurbishment of all paved and open areas on the pier and emplacement and creation of substantial underground car parking on the emplacement with the provision of a new, more compact, model yacht pond with safe traffic-free surroundings.</p>
ALBERT MARINA	Should considerable additional moorings become available outside of the Town area, the inner 35m of the marina might be considered for double aisle underground parking on two levels with a single aisle of surface parking and extensive promenade areas.
MIGNOT PLATEAU	Multi-level underground car parking in conjunction with a possible commercial building development.

Table 2 sets out the possible parking numbers and the benefits and dis-benefits which derive from each of the above alternatives.

**TABLE 2: SCHEDULE OF PARKING PROVISION, BENEFITS & DIS-BENEFITS FOR VARIOUS ADDITIONAL CAR PARKING OPTIONS IN SOUTH OF TOWN AREA**

	HAVELET BAY Option A	HAVELET BAY Option B	CASTLE PIER Option A	CASTLE PIER Option B
<b>APPROX. CURRENT PARKING CAPACITY</b>	0	0	270	270
<b>POSSIBLE ADDITIONAL PARKING CAPACITY</b>				
: SURFACE	180	270	150 (net)	150 (net)
: UNDERGROUND	(partly decked over) 620 (two levels)	(partly decked over) 930 (two levels)	450 (two levels)	450-600 (two levels)
<b>NET GAIN OF PARKING SPACES</b>	<b>800</b>	<b>1200</b>	<b>600</b>	<b>600-750</b>
<b>BENEFITS:</b>				
• Maximum possible additional parking provision	○	○	○	○
• Additional short-term parking close to shops				
• Minimal traffic disruption	○	○	○	○
• Minimal traffic disruption if underground parking constructed in two phases				
• Only minor services re-routing necessary	○	○	○	○
• Substantially wider & safer marina edge pedestrian circulation and sitting areas			○	○
• Extensive new pedestrian promenade areas	○	○	○	○
• Existing bus station 'island' trees (those that are healthy) retained				
• Extensive new tree planting	○	○		
• Revised Bus Station layout for set down & pickup only. Off stance bus parking relocated elsewhere				
• Much improved visual appearance of quayside/marina edge paving and street furniture			○	○
• Provision of new sea water swimming pool & associated toilet & changing facilities	○	○		
• Provision of new sea wall with wave attenuation to allow more hospitable and reliable mooring conditions in bay	○	○		
• Increased short-term parking for visitors to Castle and/or to future Maritime History & Victor Hugo Museums	○	○	○	○
• New more compact model yacht pond with safe traffic-free surrounds			○	○
• Improved retail storage & parking facilities for fishermen & other nautical commercial enterprises			○	○
• Increased surface hardstanding for winter storage of boats			○	○
• Potential for new café/restaurant/bar facilities with panoramic waterfront views	○	○	○	○
<b>DIS-BENEFITS</b>				
• Severe traffic disruption during construction				
• Some traffic disruption during construction				
• Major loss of key existing surface parking for duration of construction				
• Limited loss of existing surface parking for part of construction period	●	●	●	●
• Major services re-routing necessary with attendant cost and traffic disruption				
• Major disruption for visiting yacht people during construction				
• Large numbers of the public likely to be affected by noise & dust pollution				
• Loss of existing trees				
• Risk of some adverse impact on adjacent trees				
• Loss of key existing parking spaces to provide safer, improved pedestrian circulation & sitting areas				
• High cost per parking space due to limited or inefficient underground parking layout that is achievable				
• Loss of innermost 40 to 55 metres of the bay	●	●		

**TABLE 2: SCHEDULE OF PARKING PROVISION, BENEFITS & DIS-BENEFITS FOR  
(contd) VARIOUS ADDITIONAL CAR PARKING OPTIONS IN SOUTH OF TOWN AREA**

	ALBERT MARINA	BUS STATION Option C	BUS STATION Option B	SOUTH ESPLANADE
<b>APPROX. CURRENT PARKING CAPACITY</b>	0	25 (excl. layby adj. shops/offices)		130 (excl. road adj. bldgs)
<b>POSSIBLE ADDITIONAL PARKING CAPACITY</b>				
: SURFACE	115	100	60	-8
: UNDERGROUND	460 (two levels)	0	0	228 (two levels)
<b>NET GAIN OF PARKING SPACES</b>	<b>575</b>	<b>100</b>	<b>60</b>	<b>220</b>
<b>BENEFITS:</b>				
• Maximum possible additional parking provision				
• Additional short-term parking close to shops	○	○	○	
• Minimal traffic disruption				
• Minimal traffic disruption if underground parking constructed in two phases				
• Only minor services re-routing necessary				
• Substantially wider & safer marina edge pedestrian circulation and sitting areas	○	○		
• Extensive new pedestrian promenade areas	○			
• Existing bus station 'island' trees (those that are healthy) retained		○	○	
• Extensive new tree planting		○		
• Revised Bus Station layout for set down & pickup only. Off stance bus parking relocated elsewhere		○		
• Much improved visual appearance of quayside/marina edge paving and street furniture		○		
• Provision of new sea water swimming pool & associated toilet & changing facilities				
• Provision of new sea wall with wave attenuation to allow more hospitable and reliable mooring conditions in bay				
• Increased short-term parking for visitors to Castle and/or to future Maritime History & Victor Hugo Museums	○	○		
• New more compact model yacht pond with safe traffic-free surrounds				
• Improved retail storage & parking facilities for fishermen & other nautical commercial enterprises				
• Increased surface hardstanding for winter storage of boats				
• Potential for new café/restaurant/bar facilities with panoramic waterfront views	○			
<b>DIS-BENEFITS</b>				
• Severe traffic disruption during construction				●
• Some traffic disruption during construction	●	●	●	
• Major loss of key existing surface parking for duration of construction				●
• Limited loss of existing surface parking for part of construction period		●	●	
• Major services re-routing necessary with attendant cost and traffic disruption				●
• Major disruption for visiting yacht people during construction				
• Large numbers of the public likely to be affected by noise & dust pollution	●			
• Loss of existing trees				
• Risk of some adverse impact on adjacent trees		●	●	●
• Loss of key existing parking spaces to provide safer, improved pedestrian circulation & sitting areas				
• High cost per parking space due to limited or inefficient underground parking layout that is achievable				●
• Loss of moorings	●			

**TABLE 2: SCHEDULE OF PARKING PROVISION, BENEFITS & DIS-BENEFITS FOR  
(contd) VARIOUS ADDITIONAL CAR PARKING OPTIONS IN SOUTH OF TOWN AREA**

	BUS STATION Option A	ALBERT MARINA	VICTORIA PIER	MIGNOT PLATEAU
APPROX. CURRENT PARKING CAPACITY	25 (excl. layby adj. bldgs)	165	145	45
POSSIBLE ADDITIONAL PARKING CAPACITY				
: SURFACE	100	-40	0	0
: UNDERGROUND	330 (two levels)	100 (one level)	0	380
NET GAIN OF PARKING SPACES	<b>430</b>	<b>60</b>	<b>0</b>	<b>380</b>
<b>BENEFITS:</b>				
• Maximum possible additional parking provision				
• Additional short-term parking close to shops	○	○		○
• Minimal traffic disruption				
• Minimal traffic disruption if underground parking constructed in two phases	○			
• Only minor services re-routing necessary				
• Substantially wider & safer marina edge pedestrian circulation and sitting areas	○	○		
• Extensive new pedestrian promenade areas				
• Existing bus station 'island' trees (those that are healthy) retained				
• Extensive new tree planting	○			
• Revised Bus Station layout for set down & pickup only. Off stance bus parking relocated elsewhere	○			
• Much improved visual appearance of quayside/marina edge paving and street furniture	○	○		
• Provision of new sea water swimming pool & associated toilet & changing facilities				
• Provision of new sea wall with wave attenuation to allow more hospitable and reliable mooring conditions in bay				
• Increased short-term parking for visitors to Castle and/or to future Maritime History & Victor Hugo Museums				
• New more compact model yacht pond with safe traffic-free surrounds				
• Improved retail storage & parking facilities for fishermen & other nautical commercial enterprises				
• Increased surface hardstanding for winter storage of boats				
• Potential for new café/restaurant/bar facilities with panoramic waterfront views				
<b>DIS-BENEFITS</b>				
• Severe traffic disruption during construction				●
• Some traffic disruption during construction	●	●		
• Major loss of key existing surface parking for duration of construction		●		
• Limited loss of existing surface parking for part of construction period	●			●
• Major services re-routing necessary with attendant cost and traffic disruption	●			
• Major disruption for visiting yacht people during construction		●		
• Large numbers of the public likely to be affected by noise & dust pollution	●	●		●
• Loss of existing trees	●			
• Risk of some adverse impact on adjacent trees				
• Loss of key existing parking spaces to provide safer, improved pedestrian circulation & sitting areas		●		
• High cost per parking space due to limited or inefficient underground parking layout that is achievable	●	●		●
• Loss of innermost 40 metres of the bay				

## 4.0 ILLUSTRATIVE SOLUTIONS

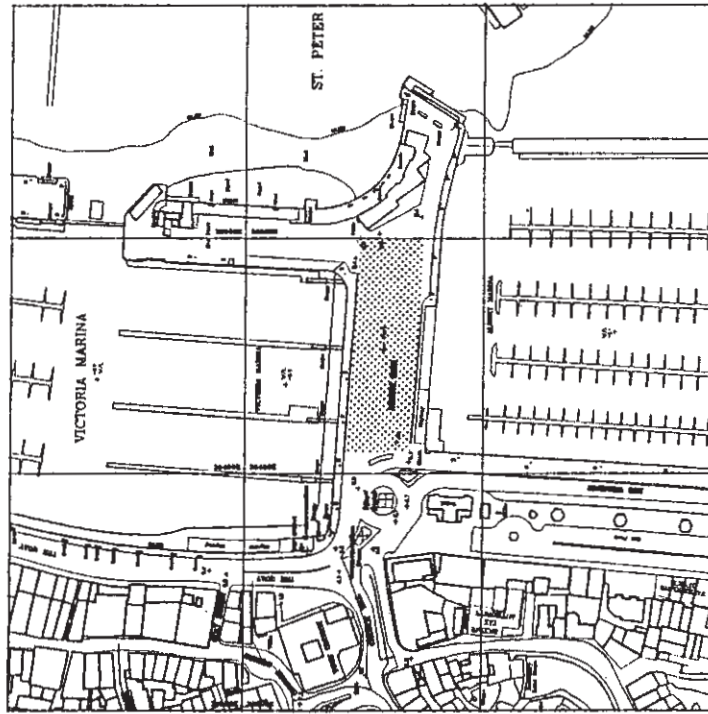
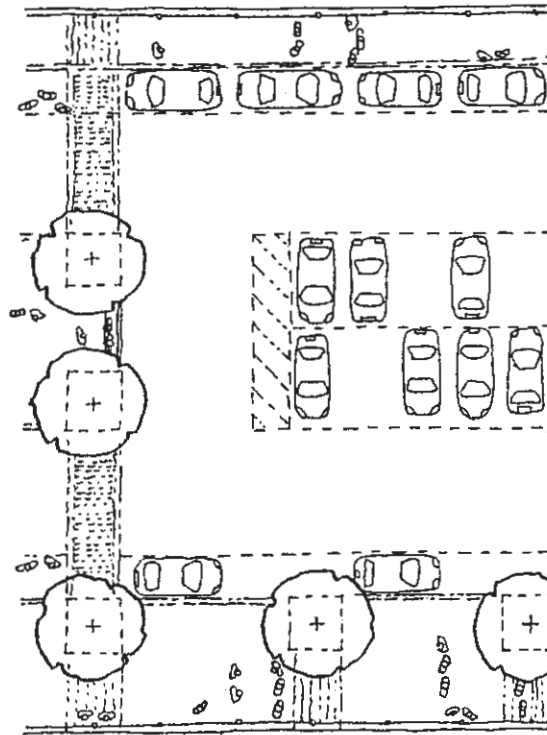
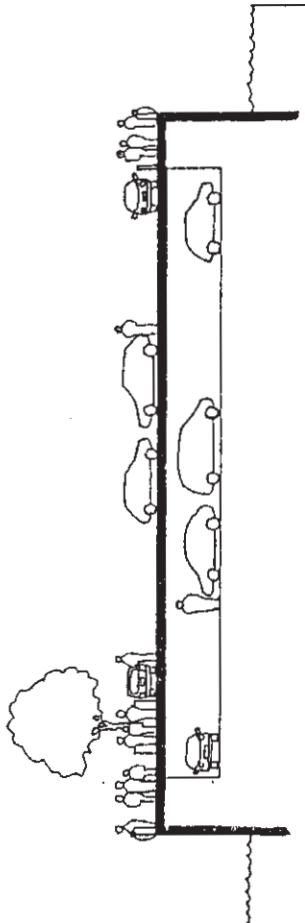
- 4.1 With the time and budget constraints of this study, indicative ways only of achieving increased parking have been considered for each of the locations set out in Table 2. The following illustrative material shows how in each case such additional parking might be achieved. It must be stressed that these proposals are indicative only and illustrate one particular way in which such provision might be made. There may be others. Although the impact on traffic circulation and underground services and utilities have been considered in outline, much more detailed work is necessary, including soil and structural survey work to enable detailed solutions to be developed and accurate costs to be calculated for all the options suggested in Table 2. In a detailed study, more effective layout solutions may result. The illustrative material does, however, give some visual indication of the advantages (and disadvantages) of the various alternatives.
- 4.2 In considering all the locations in Table 2, parking provision alone has not been the only issue. From statements made in Ove Arup & Partners' St Peter Port Waterfront Strategy Report of 1999, it would appear that there is sufficient traffic capacity at the south end of the town to accommodate the substantial additional car parking proposed in this area. It would be necessary for additional traffic advice to be sought to ensure that the additional parking could be accommodated at appropriate junction points without adversely affecting traffic flows generally. Equally importantly increased numbers of parked cars will generate substantially increased footfall in the waterfront area at the south end of town as well as in the shopping area. The illustrative material provided has sought to maximise the potential public benefits in terms of safer, more generous, pedestrian circulation areas along the waterfront than is currently provided, as well as exploring the potential for other public facilities (a seawater swimming pool close to town or a modern more attractive model yacht pond in safer traffic-free surroundings or new cafe, bar and restaurant facilities). The provision of such additional facilities could be funded either partly or wholly by privately-financed and managed parking facilities where economies of scale in parking provision make this financially feasible. As regards pedestrian circulation, the Ove Arup and Partners' St Peter Port Waterfront Strategy of 1999 also indicated that there was scope for traffic management between Castle Pier and Victoria Pier to maintain traffic flows yet provide improved marina-edge pedestrian circulation. In the case of the Bus Station area, the alternatives suggested build on this.

## 5.0 RECOMMENDATION

- 5.1 In order that the Board can decide on the most cost-effective, least disruptive and public amenity enhancing way to provide the additional parking spaces required at the south end of town, it is recommended that a study be commissioned to look in detail at the alternatives tabulated in this report and to provide carefully thought out and fully costed solutions. .



RE-ARRANGED SURFACE PARKING,  
WITH IMPROVED PEDESTRIAN CIRCULATION  
OVER ONE LEVEL OF UNDERGROUND PARKING.



## 1.1 ALBERT PIER

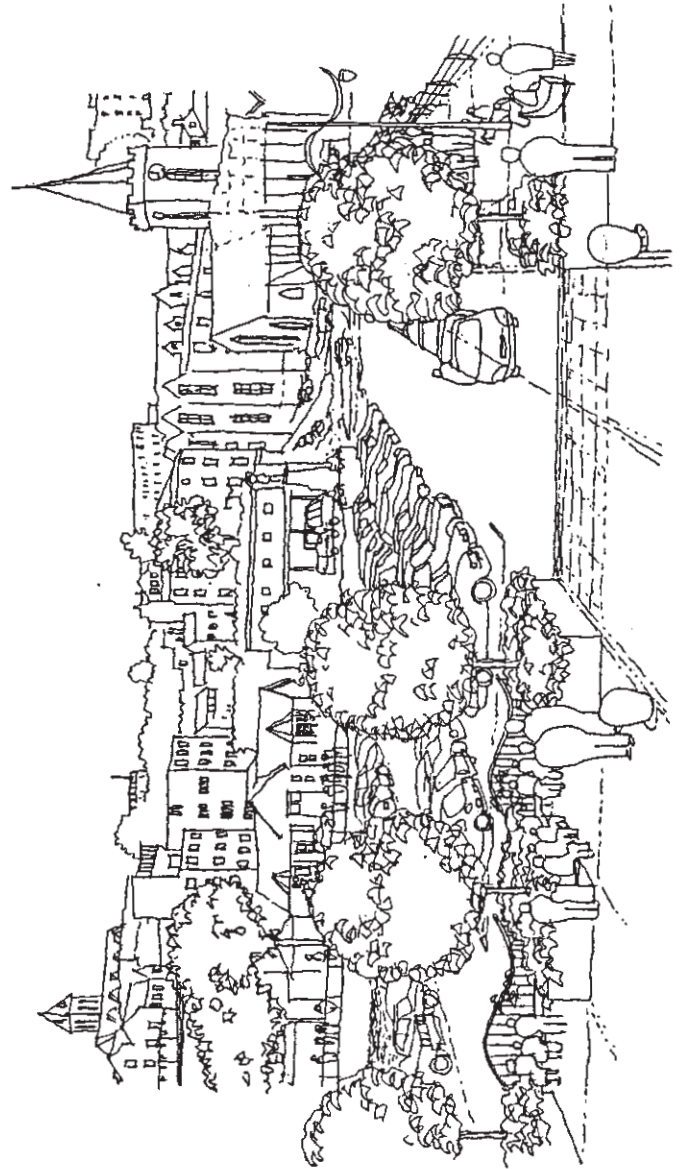


AUBERT PIER : EXISTING

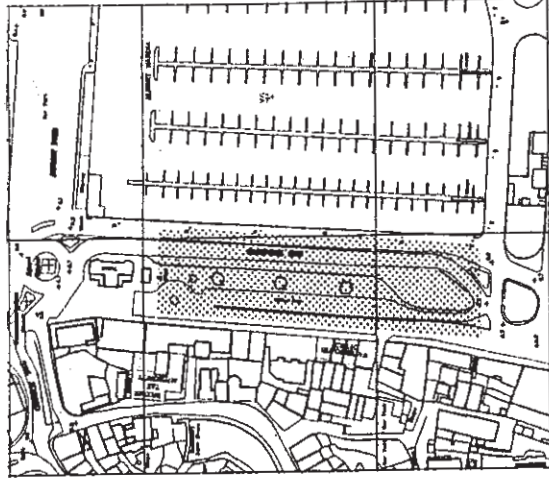
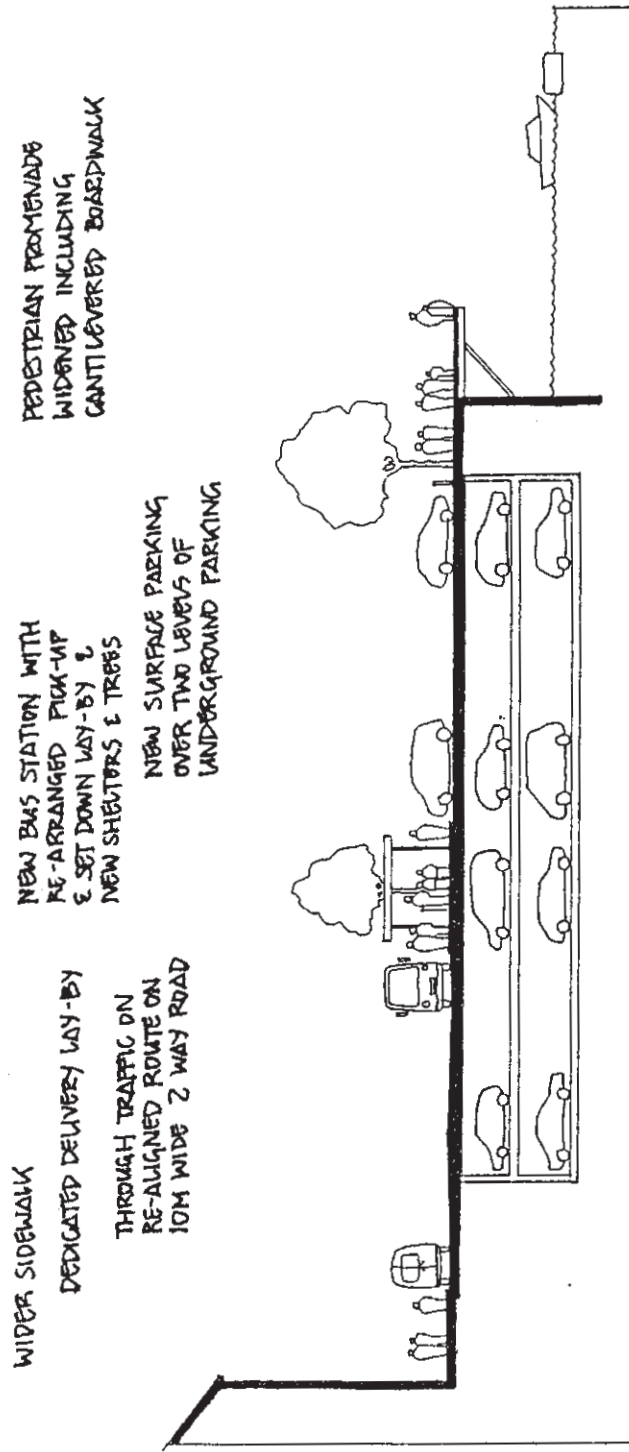


AUBERT PIER : PROPOSED  
IMPROVED PEDESTRIAN CIRCULATION  
POSSIBILITY OF UNDERGROUND PARKING

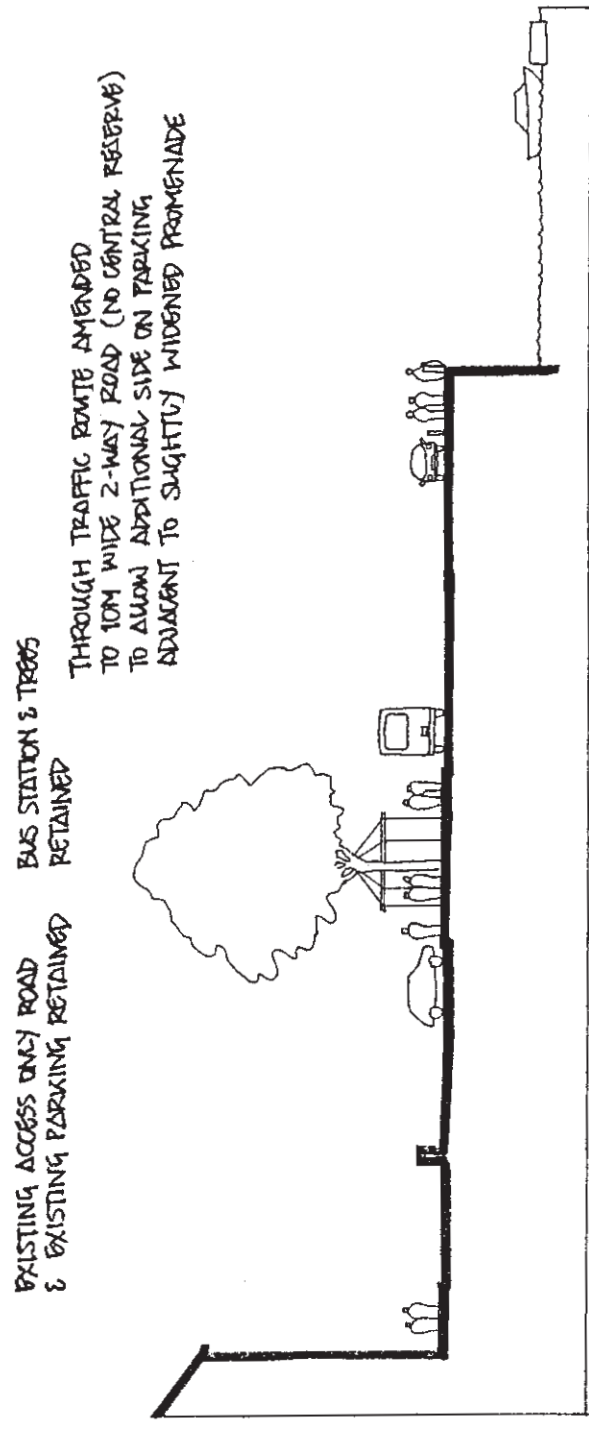
## 1.2 ALBERT PIER







2.1 BUS STATION : Option A



2.2 BUS STATION : Option B

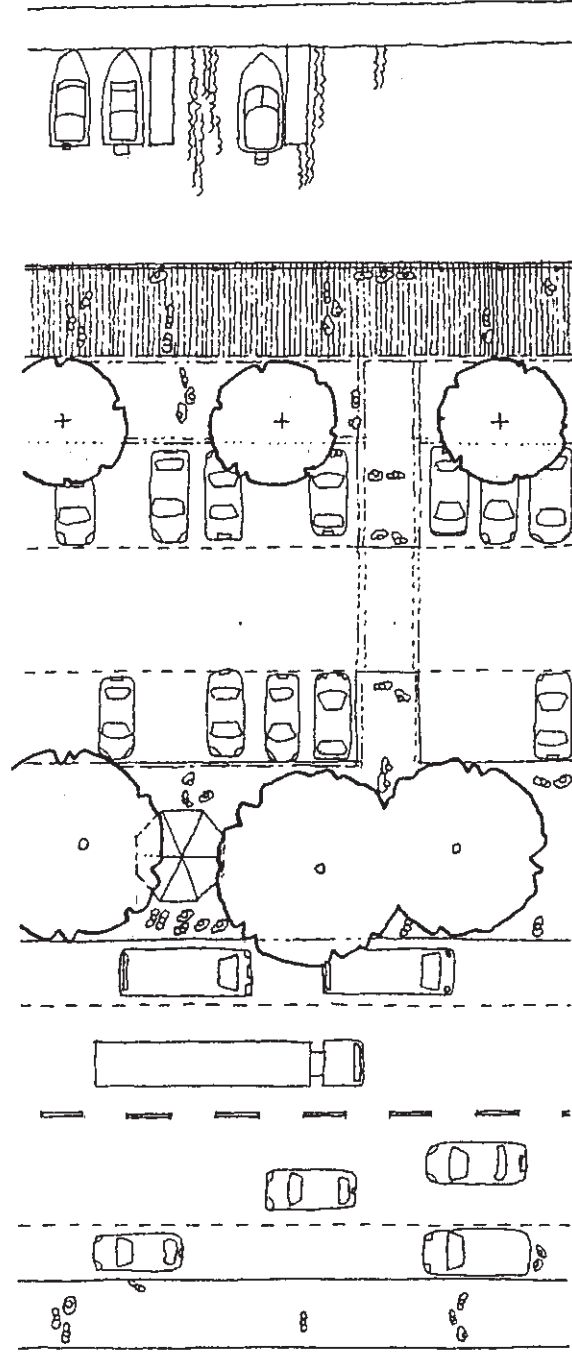
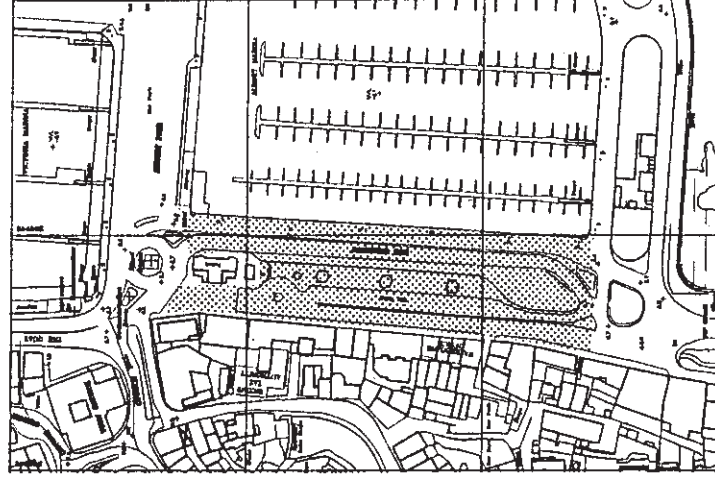
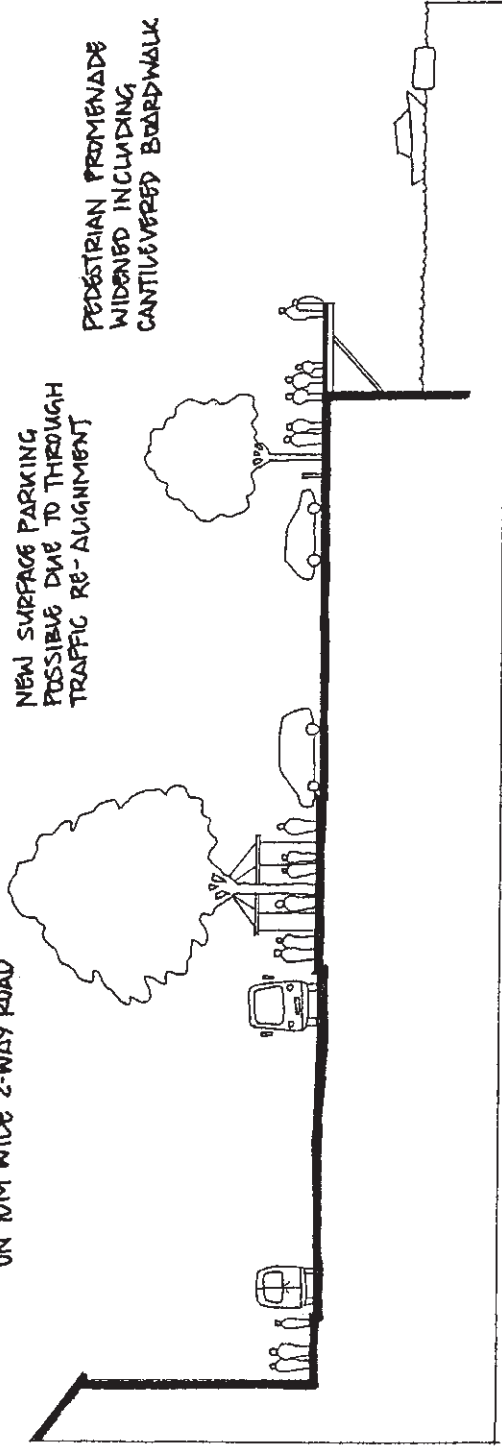
DEDICATED DELIVERY WAY-BY

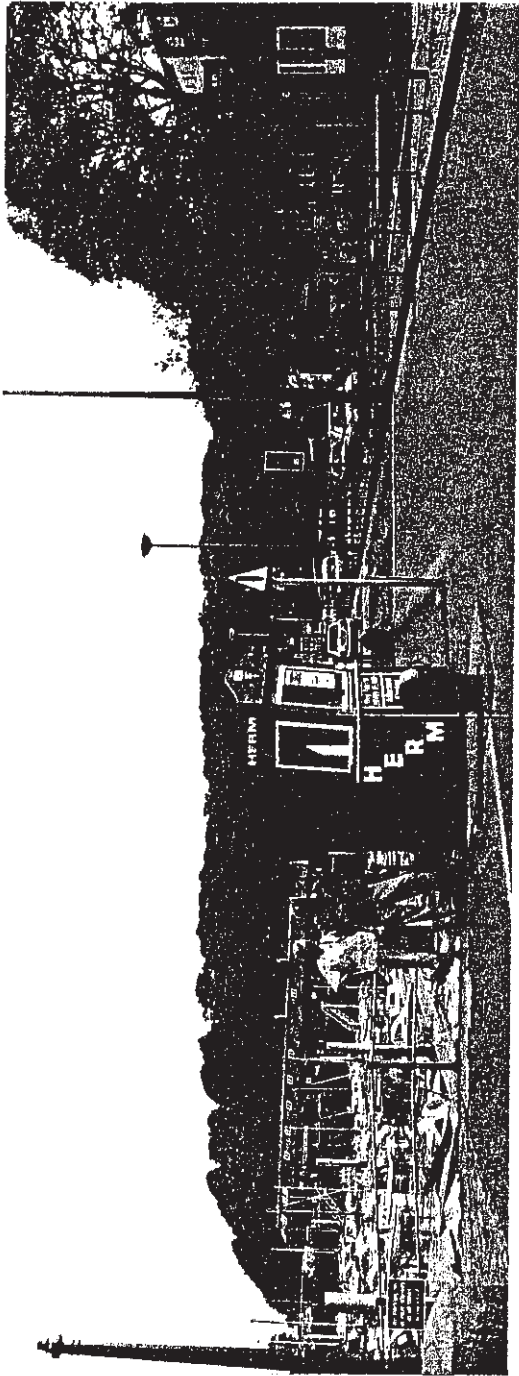
THROUGH TRAFFIC ON  
RE-ALIGNED ROUTE  
ON 10M WIDE 2-WAY ROAD

EXISTING BUS STATION & TREES RETAINED  
BUT SET DOWN & PICK UP RE-ARRANGED  
TO FIT NEW ROAD LAYOUT

NEW SURFACE PARKING  
POSSIBLE DUE TO THROUGH  
TRAFFIC RE-ALIGNMENT

PEDESTRIAN PROMENADE  
WIDENED INCLUDING  
CANTILEVERED BOARDWALK





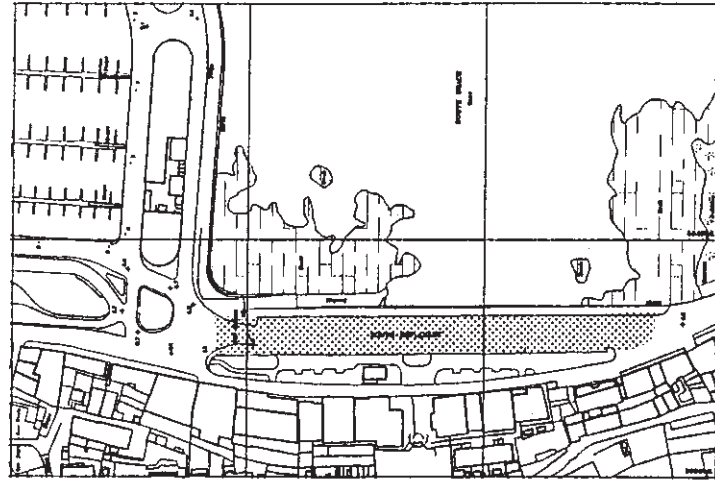
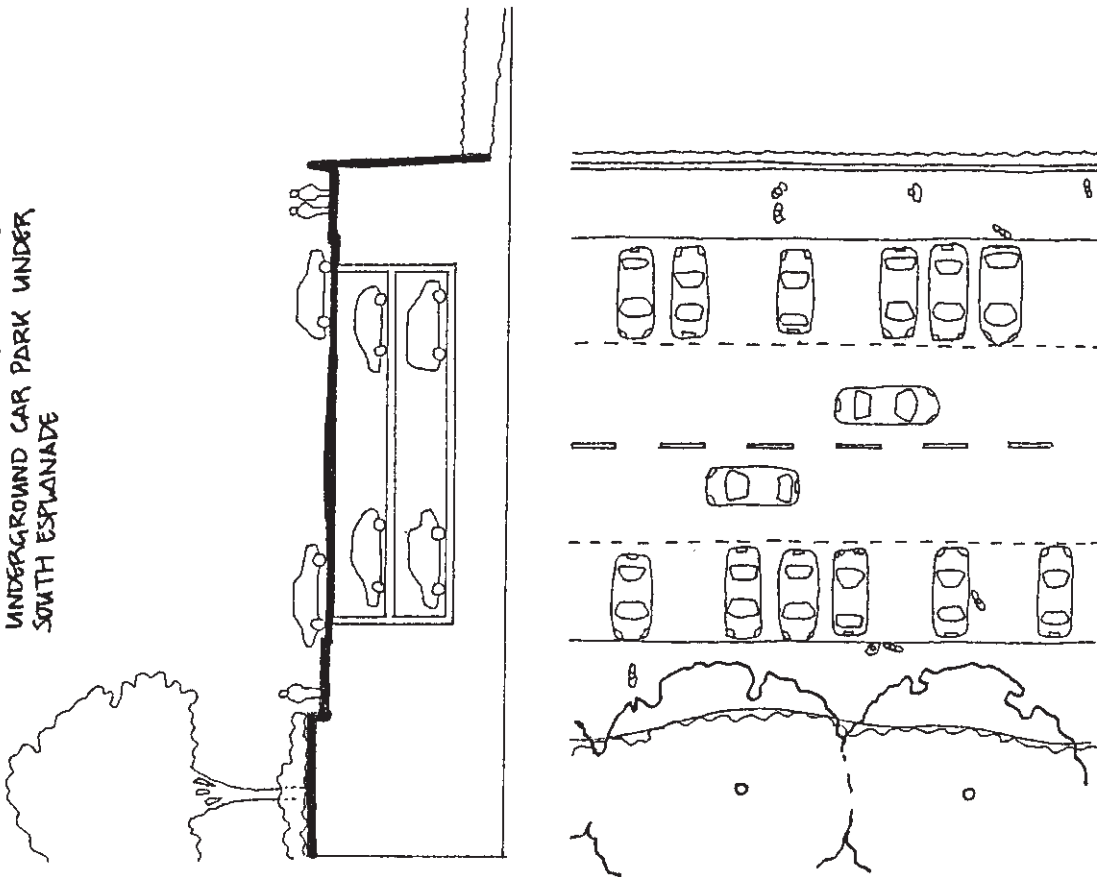
BUS STATION AREA : EXISTING



BUS STATION AREA : PROPOSED  
PUBLIC PROMENADE & SURFACE PARKING  
2.4 BUS STATION : Option C

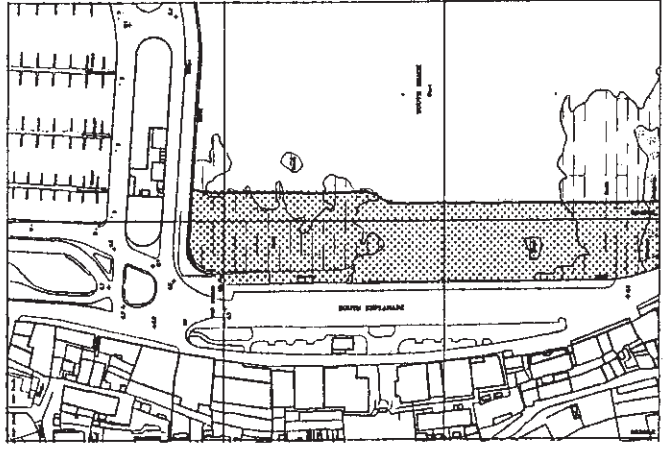
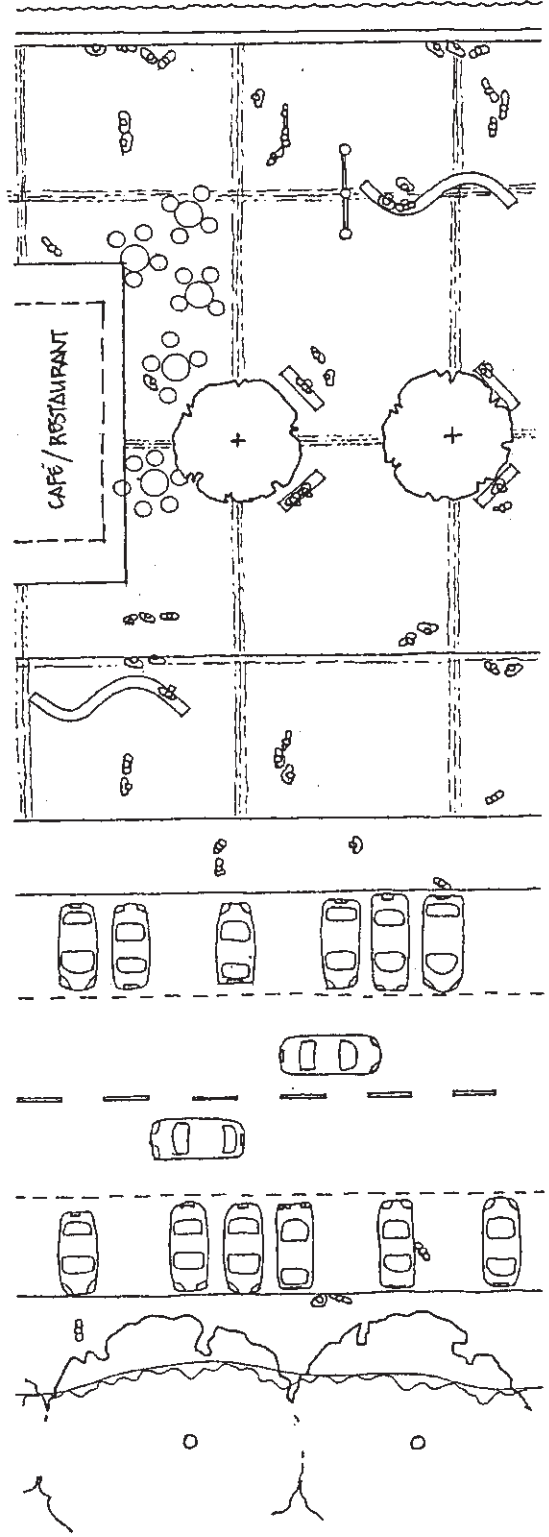
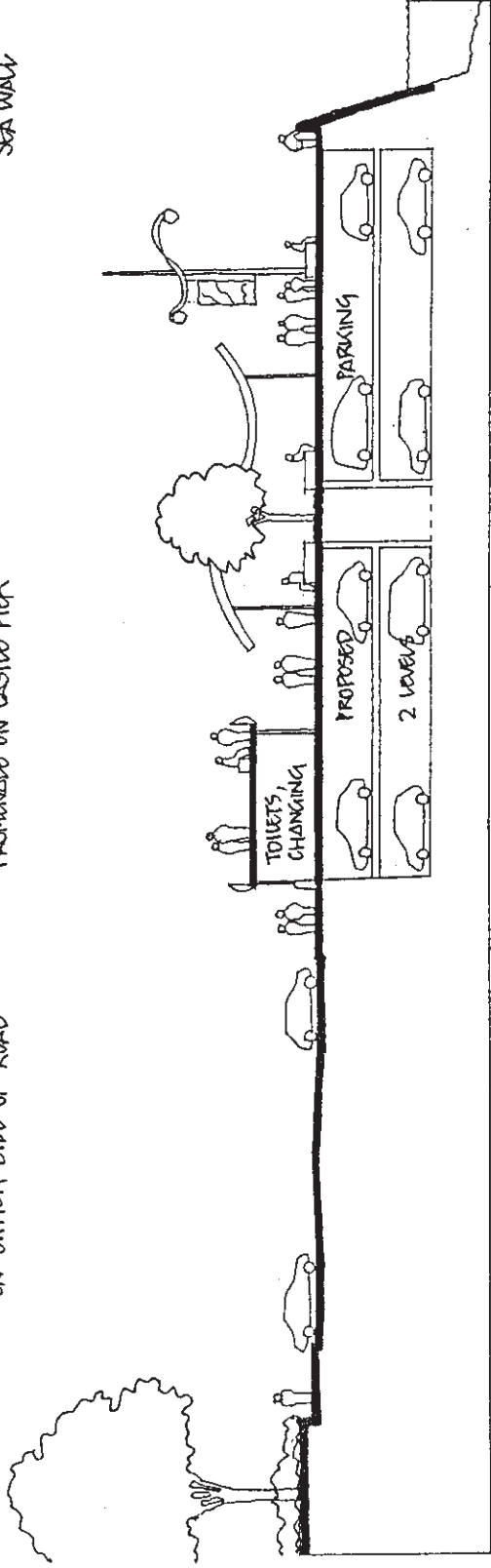
HAVELET BAY

EXISTING SURFACE PARKING RESTORED  
AFTER CONSTRUCTION OF 2 LEVEL  
UNDERGROUND CAR PARK UNDER  
SOUTH ESPLANADE

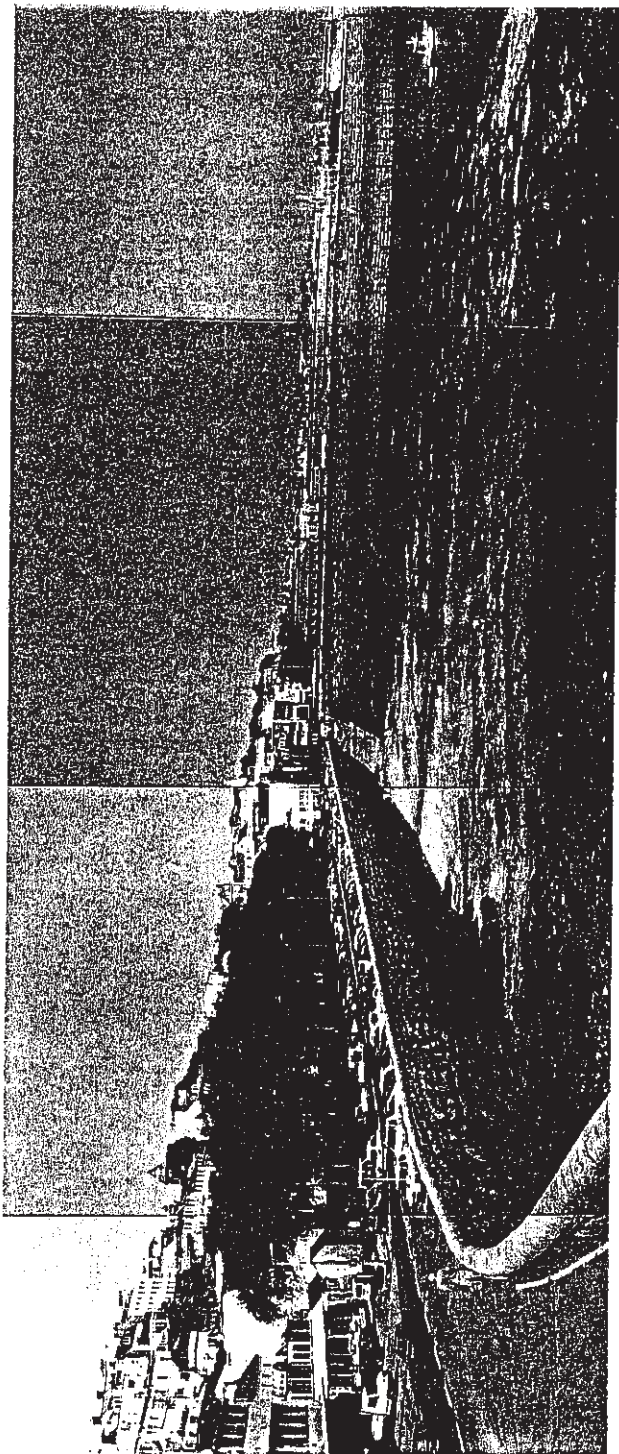


3.1 SOUTH ESPLANADE

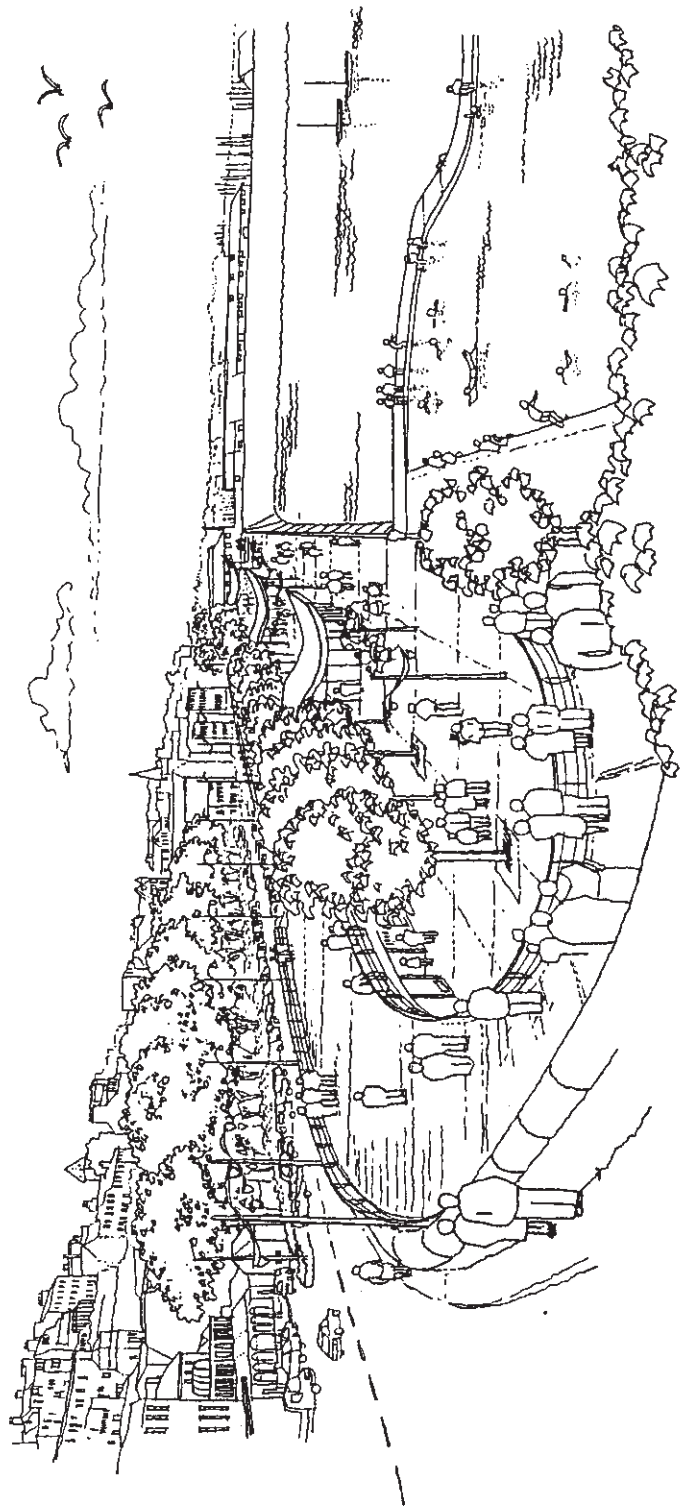
SOUTH ESPLANADE  
 EXISTING SURFACE PARKING  
 ON EITHER SIDE OF ROAD  
 HIGH LEVEL WALKWAY  
 CONNECTS WITH RAISED  
 PROMENADE ON CASTLE PIER  
 TOILETS,  
 CHANGING  
 PROPOSED  
 2 LEVELS  
 TREE PLANTING  
 CAFE / RESTAURANT  
 PROMENADE  
 WAVE  
 ATTENUATION  
 SEA WALL







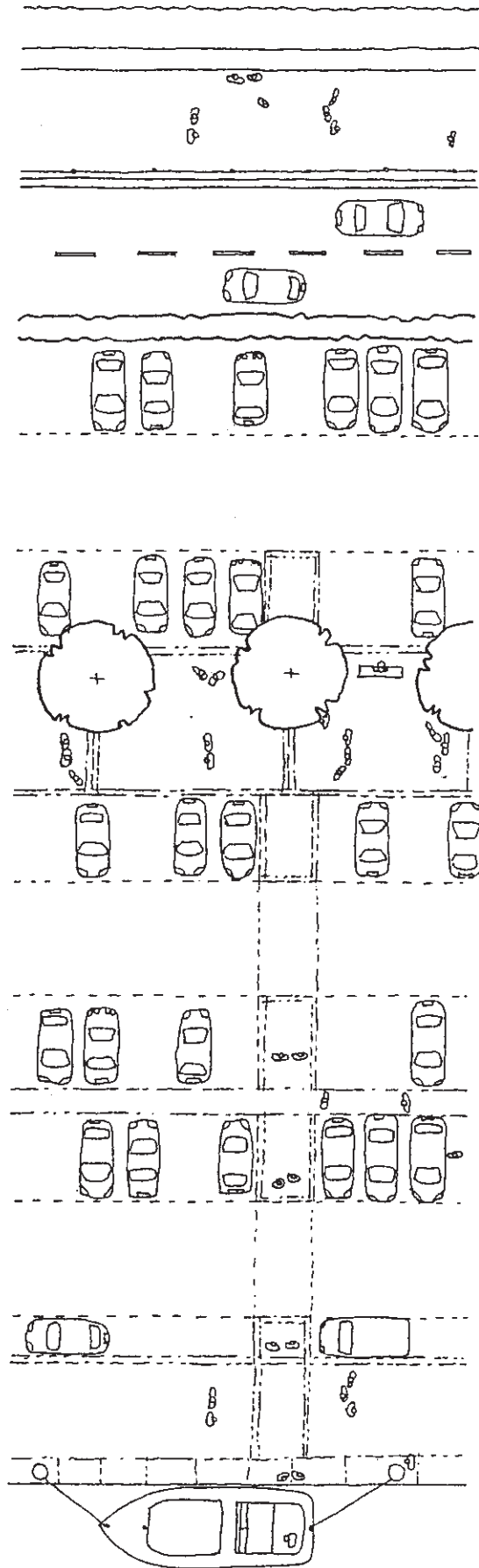
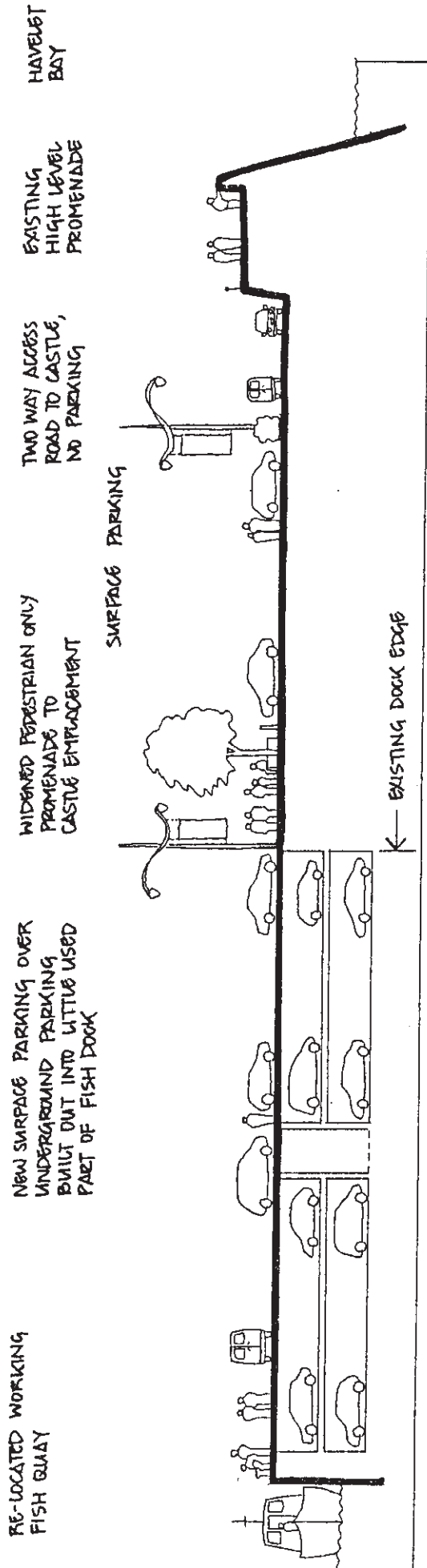
HAVELET BAY : EXISTING



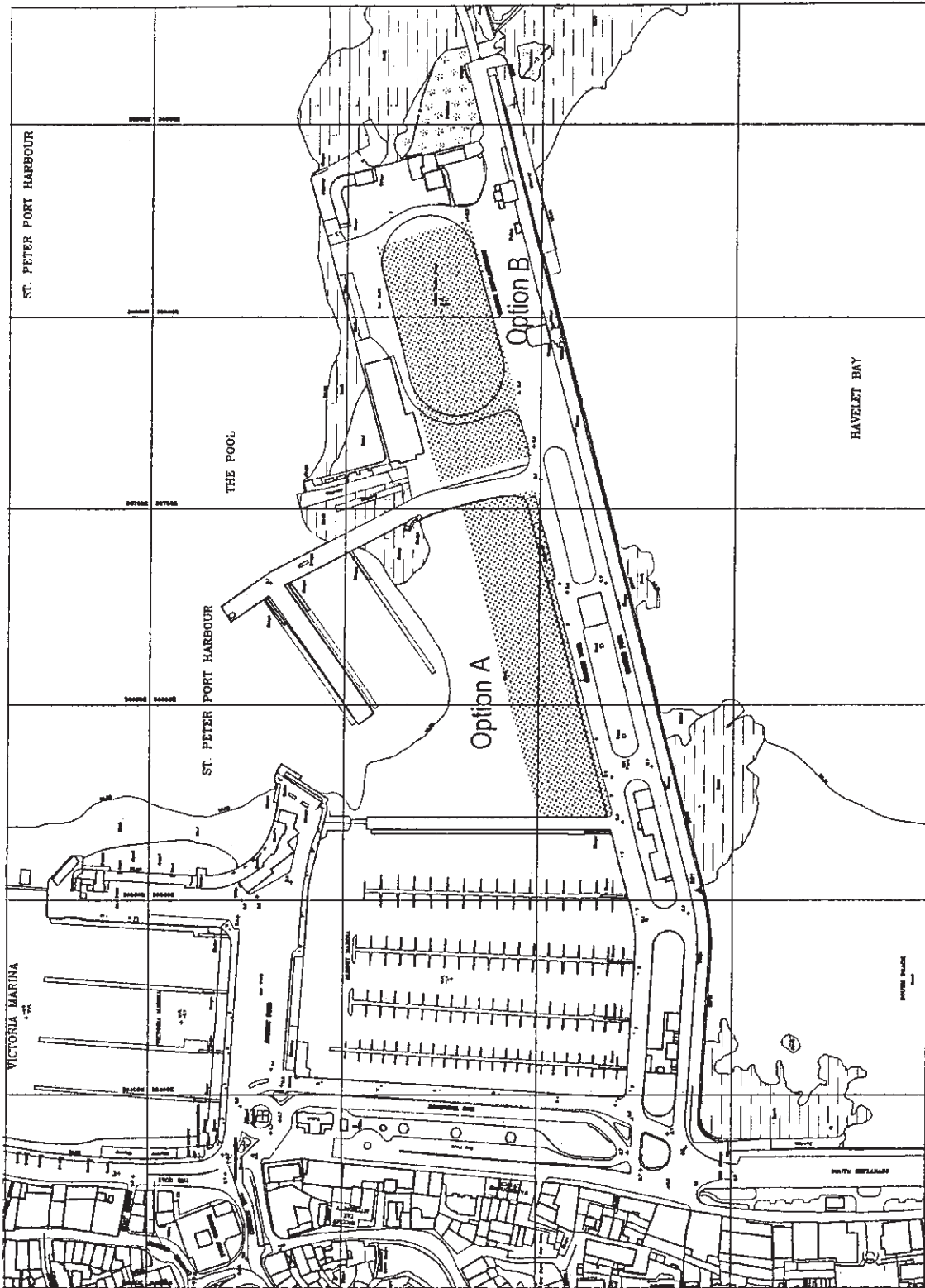
HAVELET BAY : PROPOSED

PUBLIC PROMENADE OVER PARKING GARAGE

## 4.2 HAVELET BAY



5.1 CASTLE PIER & EMPLACEMENT :  
Option A



5.2 CASTLE PIER & EMPLACEMENT :  
Option A + B



ENHANCED  
VIEWING AREA

ACCESS ROAD  
TO HIGH SERVICE  
BOAT SLIPWAY

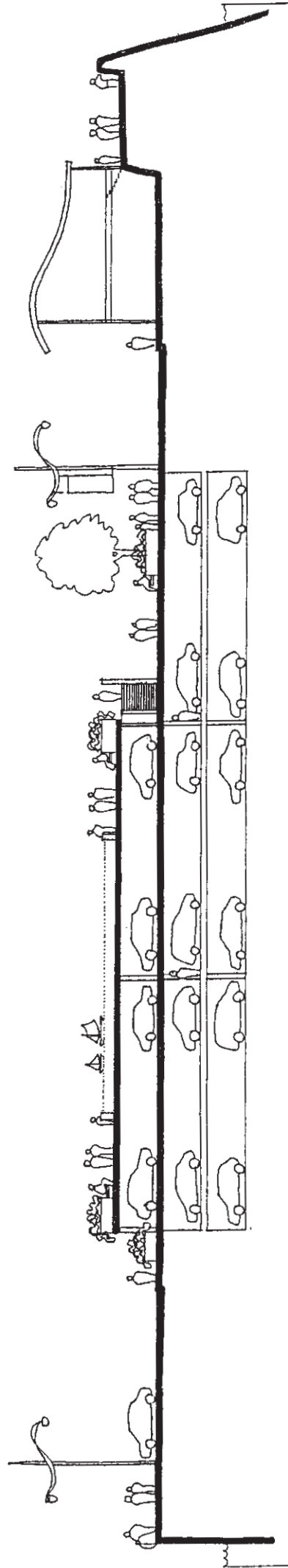
NEW MODEL YACHT POND WITH SAFE  
TRAFFIC FREE SURROUNDINGS ON  
DECK OVER 'SURFACE' PARKING  
WITH TWO LEVELS OF UNDERGROUND  
PARKING BENEATH

WIDE PEDESTRIAN  
PROMENADE TO  
CASTLE & YACHT CLUB

ACCESS ROAD TO  
CASTLE &  
YACHT CLUB

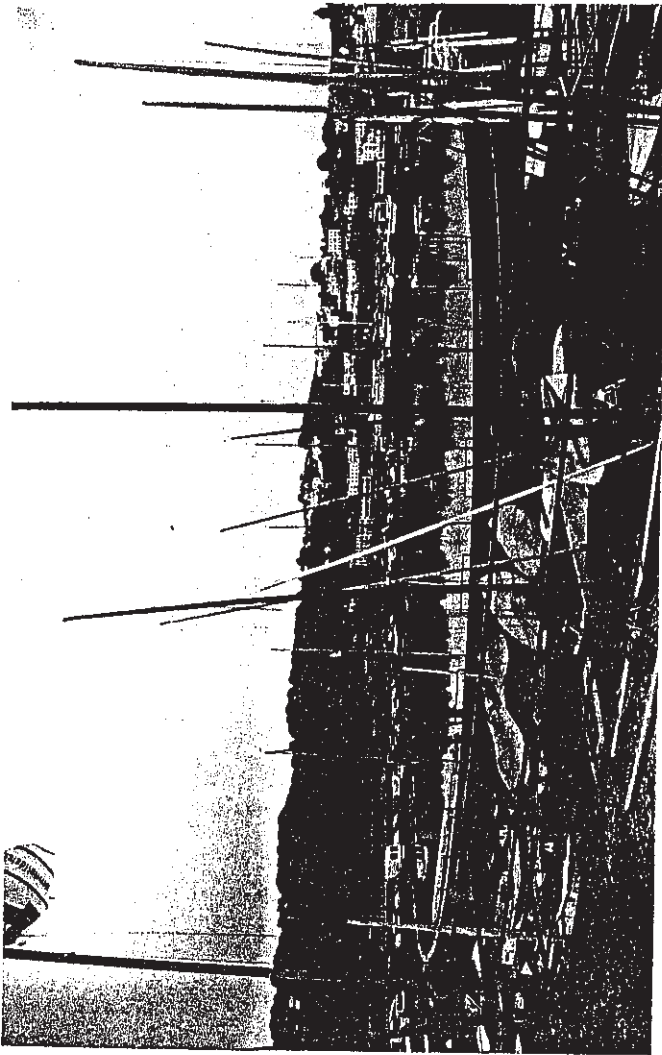
CAFÉ, BAR &  
RESTAURANT  
FACILITIES  
WITH PANORAMIC  
VIEWS

EXISTING  
HIGH LEVEL  
PROMENADE



### 5.3 CASTLE PIER & EMPLACEMENT : Option B

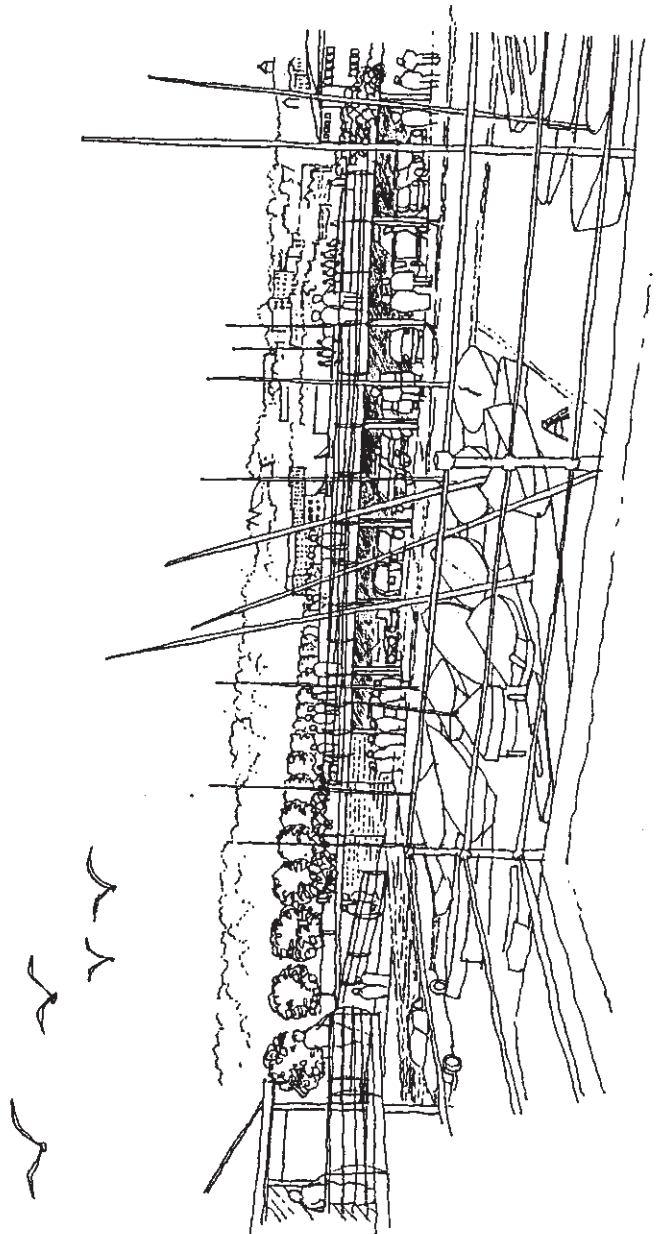
CASTLE EMPLACEMENT : EXISTING



CASTLE EMPLACEMENT : PROPOSED

NEW MORE COMPACT MODEL YACHT POND  
IN SAFE SURROUNDINGS OVER SURFACE  
PARKING (DECKED OVER) WITH  
UNDERGROUND PARKING BEVEATH

5.4 CASTLE PIER & EMPLACEMENT :  
Option B





## APPENDIX A.1 REFERENCES

In the preparation of this report, in addition to initial consultations with a number of authorities and bodies (set out in Ian Smail's letter accompanying this report), reference has been made to services and utilities plans and a number of other relevant documents, the principal ones of which are listed below:

- St Peter Port Waterfront Strategy  
(for States of Guernsey Traffic Committee) by Ove Arup & Partners  
March 1999
- St Peter Port Car Parks: Feasibility Study  
(for States of Guernsey Traffic Committee) by Ove Arup & Partners International Ltd  
2000
- Car parking in St Peter Port \*  
(letter to Board of Administration and States Traffic Committee) from Guernsey Chamber of Commerce  
31 August 2001
- Town Centre Survey & Footfall Count\* by Guernsey Town Centre Partnership  
& Guernsey Grammar School  
released September 2001
- Preliminary Tree Report, Bus Station and  
South Esplanade \* by Wessex Tree Surgeons  
(for Board of Administration) September 2001

Those reports asterisked (\*) are appended to this report.

**APPENDIX 2**

The President  
 Board of Administration  
 Sir Charles Frossard House  
 PO Box 43  
 La Charroterie  
 St Peter Port GY1 1FH

President  
 States Traffic Committee  
 PO Box 145  
 Bulwer Avenue  
 St Sampsons  
 GY1 3HY

31st August, 2001.

Dear Deputy Berry/Deputy Bougourd,

Car Parking in St Peter Port

The Guernsey Chamber of Commerce is seriously concerned at the existing car parking problems being experienced in St Peter Port, to the extent that it was felt necessary to write to both the Board of Administration and the States Traffic Committee seeking your urgent action to address the situation.

The Problem

Literally thousands of car parking spaces have been, or will be, lost from a number of sites around St Peter Port namely the Charroterie site (adjacent to Sir Charles Frossard House, the Royal Hotel site and the Savoy Hotel site. In addition, the introduction of residents' parking schemes (which are to be commended) have also had an impact on the availability of car parking spaces for town commuters for example. Furthermore, the demand for car parking spaces in town is set to continue not least due to developments such as the Markets scheme and the Tudor House project.

Whilst the Chamber commends the States Traffic Committee in particular for its endeavours to provide other "solutions" to the current car parking problem, namely through the increased use of public transport, the Chamber suggests that these other solutions can only have a very limited impact given the enormity of the problem. This impact is not only upon business, it touches every other aspect of life in the Island, including tourism and affecting those residents who live in and around town.

Recent States Decision (June 2001)

The recent States decision that additional surface car parking should be provided at the bus station, South Esplanade, will only offer an extremely limited "solution" in relation to the problems at hand. There is clearly an enormous shortfall between the net number of additional spaces that will be created when compared with the shortfall as described above.

Urgent Needs

Based on the information available to date (and there have been extensive studies over a considerable period demonstrating the severity of the problems being experienced), there need to be at least 1,600 new spaces provided in and around the town area. It is most important to note that these will not all be "additional" spaces. A significant proportion of these "new" spaces will, in fact, merely be compensating for the loss of spaces elsewhere. The Chamber of Commerce, and

the other organisations listed below, wish to combine our respective resources to engage in dialogue with your Committees so that urgent recommendations can result. Of course, as well as the traffic problem in isolation, there are related issues such as opportunities for environmental enhancement, further pedestrianisation of selected areas and so on. However, whilst a wider view must be taken, the urgent focus upon the need for additional car parking spaces must not be lost.

#### Request for Action/Offer of Support

Previous studies have been undertaken by the Chamber of Commerce, the States Traffic Committee (including the recommendations of Ove Arup). However, given the recent States decision (and its limited impact as against the problem at hand), we feel that there is an urgent need for an overview and reappraisal of needs. We suggest that the area for consideration in respect of possible additional car parking opportunities should be from Salerie Corner to Havelet Bay. Given existing provision at the North Beach car park and forthcoming developments in the southern end of the town, together with the present imbalance of parking between the north and south of the town, we consider that the priority for investigation should be in the south of the town (including the Albert Pier, South Esplanade, etc). Furthermore, we consider that any proposals in respect of additional surface car parking at the bus station should be held in abeyance pending the results of an urgent Board review. We would anticipate private/public co-operation in the review. Further feasibility studies, with drawings as appropriate, should (to reiterate) focus on the south of the town as a priority though not exclusively.

The Guernsey Chamber of Commerce and the other bodies listed below have taken this unusual step of writing in this manner as there is increasing concern that any failure to provide a substantial number of additional car parking spaces in a timely manner will have very negative consequences for Island business and other sectors, as well as upon the quality of life in and around town.

We await your response to the above plea for urgent action and co-operation and very much hope that we can, by our collective efforts, realise some solution to our mutual benefit.

Yours sincerely,

ADV. SIMON HOWITT,  
President,  
Chamber of Commerce.

CARL SYMES  
President,  
GHATA.

EFFION THOMAS,  
President,  
Institute of Directors.

VERNON ETHERINGTON,  
Chairman,  
St. Peter Port Traders Association.

JOHN GUILBERT,  
Regional Officer,  
TGWU.

The President,  
States of Guernsey,  
Royal Court House,  
St. Peter Port,  
Guernsey, GY1 2PB.

13th November, 2001.

Dear Sir,

I refer to the letter dated 30th October 2001 addressed to you by the President of the Board of Administration on the subject of Parking in St. Peter Port and Quayside Enhancement.

The Advisory and Finance Committee recognises that there have been numerous attempts over many years to formulate an integrated approach to traffic and parking policy but to date it has proved impossible to identify a strategy that would be supported by a majority of States Members. It would be an understatement to say that this is a topic fraught with controversy.

It is equally true to say, however, that the prosperity of St. Peter Port as a commercial centre depends on convenience of access for employees, customers and service deliveries and many organisations have expressed the view that current parking arrangements are simply inadequate to meet this requirement particularly in the southern part of Town.

In the absence of an agreed strategic framework and agenda for action, progress can only be made on a more fragmentary basis by exploring the perceived benefits and disadvantages of individual initiatives. Acknowledging that this approach is less than ideal, the Committee considers that there would nonetheless be benefit in further investigating the levels of demand for parking facilities in Town and the degree to which this demand might be met within the southern waterfront and harbour areas whilst also achieving an overall environmental enhancement.

As the issues to be addressed are wider ranging than the mandate of any individual committee, the Committee would be pleased to take on the leadership of a cross-committee working party to produce a corporate brief directing consultants in the preparation of detailed feasibility studies.

The Advisory and Finance Committee recommends the States to approve the Board of Administration's proposals.

Yours faithfully,

L. C. MORGAN,  
President,  
States Advisory and Finance Committee.



The States are asked to decide:—

X.— Whether, after consideration of the Report dated the 30th October, 2001, of the States Board of Administration, they are of opinion:—

1. That additional investigations and consultations on the subject of parking and quayside enhancement in St. Peter Port shall be carried out and that further work shall concentrate on opportunities at the southern end of Town as identified in that Report.
2. To direct the States Advisory and Finance Committee to convene and lead a cross-committee working group involving that Committee, the States Board of Administration, the States Traffic Committee and the Island Development Committee to produce a brief for the appointment of consultants to carry out detailed feasibility studies and following agreement of a brief the lead role will be taken by the States Board of Administration which shall report back to the States by December 2002.
3. To direct the States Board of Administration to consider in more detail the commuter parking needs statistics produced by the Chamber of Commerce, in consultation with that Chamber, States Traffic Committee, Island Development Committee, St. Peter Port Traders Association, Institute of Directors and other bodies as appropriate, and to include refined statistics in a future report to the States on parking and quayside enhancement.
4. To vote the States Board of Administration a credit of £300,000, this sum being in addition to the £16,500 vote open currently for Parking Feasibility Studies, to cover the costs of the above appointments and investigations, which sum shall be charged to that Board's capital allocation.
5. To authorise the States Advisory and Finance Committee to transfer the sum of £300,000 from the Capital Reserve to the capital allocation of the States Board of Administration.

## STATES BOARD OF ADMINISTRATION

### GUERNSEY AIRPORT – RUNWAY EVALUATION STUDY

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

1st November, 2001.

Dear Sir,

### GUERNSEY AIRPORT – RUNWAY EVALUATION STUDY

#### **1. Executive Summary**

1.1 At its meeting of 30 November 2000, the States of Deliberation considered the Board of Administration's proposals regarding the redevelopment of the Guernsey Airport Terminal Building and environs. The possibility of an extension to the Guernsey Airport runway was raised as part of the Board's report contained within Billet d'État No. XXII, dated 10 November 2000. The Board of Administration gave an assurance that a report would be presented to the States prior to any debate regarding the tenders for the Airport Terminal Redevelopment Project.

1.2 The States of Deliberation directed the Board to report back to the States on the strategic options in respect of alterations to the runway at Guernsey Airport. The Board has commissioned three technical reports concerning the feasibility, risks and potential benefits of extending the runway; the reports include consultation with airlines which serve Guernsey at present or which might wish to operate a route to the Island in the future.

1.3 Following the study, and through ongoing consultation with various interested parties, the Board reviewed the options regarding a potential extension to the runway. The Board recommends that the runway remain at its current length, for the foreseeable future, as it satisfies the Island's requirements without entailing excessive cost. A wide variety of aircraft types are able to utilise the existing runway and are anticipated to remain in operation for the foreseeable future. Additionally, new generation regional jets are being designed which are less demanding in terms of required runway length than the current regional jets.

1.4 Of course, if the States were to conclude that a runway extension was of vital strategic importance to the Island, the Board would work closely with the other relevant States' Committees, in order to enable the works to proceed.

#### **2. Introduction**

2.1 At its meeting of 30 November 2000, the States considered a Report, dated 23 October 2000, from the Board of Administration. Following consideration of the Report, the States resolved, "6. *To direct the States Board of Administration to report to the States within the next six months on the strategic options in respect of alterations to the runway at Guernsey Airport.*"

2.2 The Board of Administration regrets that it was unable to report back to the States within the originally defined six-month period, as the study took much longer to complete than anticipated.

Halcrow contacted the Civil Aviation Authority's Safety Regulation Group following the completion of its Draft Final Report in September 2001. The CAA responded on 05 October 2001, as detailed in Paragraph 22.2.

2.3 Guernsey Airport's existing runway is 1,463 metres long. By way of comparison, Jersey Airport's runway is 1,706 metres but the London City international airport has a runway of only 1,199 metres.

2.4 Within the next few years, the Board intends to bring proposals to the States for the necessary resurfacing of the Airport runway. It might be appropriate for any resurfacing, strengthening and/or lengthening works to occur simultaneously in order to minimise both costs and operational disruptions.

### **3. Commissioning of studies**

3.1 The Board appointed Halcrow Transportation Infrastructures (Halcrow), on 16 March 2000, to assist the Board with a runway evaluation study.

3.2 The study undertaken by Halcrow, which comprises three successive reports, took longer to complete than was originally anticipated. This has been caused in part by changes which occurred, whilst the study was being undertaken, to the United Kingdom's Civil Aviation Authority's (CAA) standards governing safety provisions for runways.

3.3 An outline of each of the three reports follows below.

### **4. Stage 1 Report – Scope of Study**

4.1 During the initial phase of works, the Board's principal requirement was to determine to what extent the present runway could be extended by varying amounts and at what cost. For the purposes of the study, it was to be assumed that detailed investigations would be carried out for extensions at either, or both, end(s) of the runway in 50-metre increments. The maximum extension considered was 200 metres. The investigations were to accord with the recommendations set out in the Civil Aviation Authority's document CAP168, which relates to the "Licensing of Aerodromes". In addition, Halcrow was required to make an assessment of the existing strength and condition of the Airport runway, parallel taxiway and Terminal apron areas and to provide recommendations concerning the possible strengthening and/or rehabilitation of these areas.

4.2 Prior to commencement of the study, the Board consulted with airlines that operated services to, and from, Guernsey Airport. This consultation work identified that the majority of those carriers did not believe that there was any need to extend the runway. However, the Board remained mindful that many airlines throughout Europe were replacing their turboprop aircraft with regional jets (RJ). Therefore, the Board gave instructions that the study should explore the likely runway requirements in the event of carriers seeking to use various aircraft types for services to Guernsey.

4.3 The aircraft principally involved were those constructed by the Embraer Company in Brazil and the Bombardier/Canadair Company in Canada; which were producing a range of 35- to 50-seat and 50- to 70-seat aircraft respectively. Both companies were also actively involved in designing new 70- to 90-seat aircraft, which were intended to fly within five years.

4.4 In addition, prior to the commencement of the runway evaluation study, the Board had identified the maintenance requirement to resurface the existing runway within the next three to five years and had included provision for this in the Airport's rolling Capital Programme.

4.5 The first report was completed in August 2000.

## **5. Stage 1 Report – Initial Observations**

5.1 Halcrow’s report identified two factors that could have a significant impact on the possible future development of the runway.

5.2 Firstly, the gradient of the runway along its length meant that there was a difference in the effective runway length; dependent on whether an aircraft was heading to the east or to the west. This imbalance would mean that an aircraft taking off to the east would have the equivalent of 120 metre less effective runway distance than if it were taking off to the west. Halcrow recommended that this imbalance should be rectified in any future development proposal for the runway.

5.3 The report suggested that the imbalance could be offset if the runway was extended by the provision of a “starter strip”, rather than extending the runway at its full width of 45 metres. A starter strip would have a maximum width of 30 metres, thus requiring less land both for itself and for its surrounding safety area. Additionally, the construction of a starter strip would cost less than a full-width extension. However, a starter strip could only be used for take-off and would not provide any benefit for landing aircraft.

5.4 Secondly, Halcrow identified that the provision of runway end safety areas (RESAs) would have a significant impact on any potential extension to the runway. The RESA is twice the width of the runway and extends outwards from the end of the runway strip. It provides space for an aircraft to run beyond the limit of the runway in the event that it failed to stop on landing or in the event of an aborted take off or any other incident, without excessive damage or injury to the occupants.

5.5 At the time that the report was commissioned, the Civil Aviation Authority (CAA) requirements were such that a minimum RESA of 90 metres beyond each end of the runway was necessary. There were indications during Spring 2000 that the CAA was considering a revision of the minimum RESA requirements. Although it was thought that the RESA requirements might change from 90 metres to 240 metres in length, this was unconfirmed during the research period for Halcrow’s first report. The CAA was unable to indicate at that time how any amendment to the RESA requirements might be applied to existing runways, to runways that were subject to major redevelopment or to runways which were constrained by topography or land acquisition issues. Therefore, Halcrow’s proposals, in its first report, were based on 90-metre RESAs.

## **6. Stage 1 Report – Options and Costs**

6.1 Halcrow produced a range of options and estimated costs for the possible redevelopment of the runway, with an extension to the east and/or to the west. The maximum extension considered was 200 metres. The report also indicated, and assessed, the benefits which might be achieved in respect of the payload and performance of a number of types of aircraft, including new RJ aircraft which were due to come into service or expected to come into service within five years.

6.2 Halcrow provided 12 alternative options for the possible extension of the runway at Guernsey Airport. Four options were for full-width extensions of the runway to the west, in increments of 50 metres up to 200 metres; another four were for full-width extensions to the east, in 50-metre increments, up to 200 metres; the remaining four options combined full-width extensions with starter strips, again in 50 metre increments up to a total of 200 metres.

6.3 Costs based on full-width extensions of the runway ranged from £1.3 million, for a 50-metre extension, to a maximum of £14.1 million, for a 200-metre extension. Costs based on the starter strips option ranged from £0.83 million to £4.52 million, according to the runway length provided. However, as described in Paragraph 5.3, starter strips can only be used for aircraft take-off. As previously stated (Paragraph 5.5), the proposals were based on a 90-metre RESA. A schedule summarising the proposals, including estimated costs, is set out in Appendix 1, along with an explanation of terms used.

6.4 The study identified that the Embraer 145 aircraft would be subject to a significant payload penalty, even if Guernsey Airport's runway were to be extended by 200 metres.

6.5 The report also stated that, "*the present runway is not a significant constraint on existing services*" (Section 2.2, Report to the States of Guernsey on the Guernsey Airport Runway Extension and Pavement Evaluation Study, Halcrow).

6.6 The report confirmed that the existing runway at Guernsey Airport would require resurfacing works within three years. Halcrow estimated that such works would cost in the order of £3 million, if they were carried out simultaneously with any extension works.

6.7 Halcrow's report also provided a detailed analysis of the condition of the taxiway and Airport apron. It identified that some areas of the existing apron, which were laid down in 1958 and 1963, would require rehabilitation/replacement. The bearing strength of those areas would not be compatible with aircraft types that could be expected to use the Airport over the next 20 years.

6.8 The Board intends to report separately to the States in respect of a programme for the replacement of the concrete apron at the Airport; which work is likely to be phased over a period of 3 or 5 years.

## **7. Stage 2 Report – Scope of Works**

7.1 Following consideration of the first Halcrow report, the Board commissioned Halcrow to review the runway extension options detailed therein in the context of the performance of current and foreseeable aircraft types. Additionally, it required Halcrow to conduct a survey of airlines in order to identify relevant medium- to long-term fleet and route plans. Halcrow was also asked for an overview of runway development options in relation to the responses received from airlines.

7.2 Halcrow's survey questionnaire was sent to 53 airline carriers; twelve of which provided services to, and from, Guernsey when the survey was undertaken. The other 41 airlines were European carriers that Halcrow considered could reasonably be expected to consider services to Guernsey in the future. In addition, four aircraft manufacturers were invited to participate in the consultation exercise. Those four aircraft manufacturers were producers of aircraft types that were likely to be suited to Guernsey service. These were Airbus Industrie, Boeing, Bombardier Aerospace and BAe Systems Regional.

7.3 Responses were received from all twelve of the carriers that operated services to Guernsey at the time of the survey. Unfortunately, only nine of the other 41 carriers responded. Therefore, a total of 21 responses were received from airlines. Similarly, only one of the four aircraft manufacturers provided information pertinent to the study.

7.4 The second report was completed in April 2001.

## **8. Stage 2 Report – Findings**

8.1 BMA and Lufthansa operated services to, and from, Guernsey at the time of the survey, but are no longer operating to, and from, the Island. British European, Aurigny and CityFlyer Express carry more than 90% of air travellers to, and from, the Island. Those three airlines stated that the existing runway was satisfactory for all their current and planned operations.

8.2 British Regional, Brymon and Crossair indicated that they intended to replace their existing turboprop aircraft and to utilise RJs in the future. Therefore, they estimated that an increased runway length would be required to support their future operations. They estimated that they would require a runway length of 1,500 metres, 1,800 metres and 1,800 metres respectively.

8.3 Channel Express stated that it operated an F27 aircraft for newspaper and general cargo operations to, and from, the Island. It also indicated that an increased runway length, to 1,800 metres, would assist the operation of Lockheed Electra or Boeing 737 aircraft, if payloads were to increase in the future.

8.4 The Boeing Aircraft Company provided information pertinent to the study, relating to the performance of its B717-200 (125 seats), B737-700 (149 seats), B737-800 (189 seats) and B757-200 (231 seats) aircraft.

8.5 Despite the small sample, Halcrow concluded that the overall impression was that an effective runway length of 1,700 metres would support viable operation of the majority of likely scheduled services, using modern aircraft of a type and size appropriate to the key markets. An effective runway length of 1,600 metres would probably support similar markets with some payload constraints for some aircraft types or would support a reduced number of markets with no payload penalty.

8.6 All turboprop aircraft, which are currently used to operate passenger services within Europe, are able to utilise the existing runway at Guernsey Airport. A summary showing the relative runway requirements for various jet aircraft, including regional jets, is set out in Appendix 2.

8.7 Even at MTOW (maximum take-off weight), a number of the aircraft types shown in Appendix 2 require less than, or close to, the existing Guernsey Airport runway length; notably the BAe Systems RJX variants. Although, the take-off distances shown are at MTOW, the majority of routes operated from Guernsey would not necessitate a full fuel load and, therefore, the actual take-off distance required might be substantially less than that shown in Appendix 2.

8.8 A broad range of aircraft types is available, offering airlines a choice of capacity and runway length requirements, spanning that currently available at Guernsey Airport. The schedule in Appendix 2 indicates that a runway length of 1,500 or 1,600 metres would accommodate a reasonable spread of aircraft capacities and route distances. The report stated that any significant additional length beyond 1,600 metres would be of advantage to existing carriers and would assist in attracting new services.

8.9 The cost of any extension to the runway would be high. Therefore, the Island needs to balance the costs against the potential importance of maintaining and/or developing the Island's air transport links through the use of aircraft that are not currently accommodated by Guernsey Airport runway. The Halcrow report indicated that a decision not to extend the runway could have implications for the future maintenance and development of existing and new services which could affect the well-being and prosperity of the Island and its industries.

8.10 As outlined in Paragraph 5.5, the initial Halcrow report was prepared on the basis that RESAs were required to be 90 metres long. No decision had been made by the Civil Aviation Authority, regarding a possible increase to 240-metre RESAs, when the first report was completed. Following completion of the second report, confirmation was received that the CAA intended to implement its revised recommendation. However, there was scope to seek the provision of RESAs that were shorter than the 240-metre minimum recommended by the CAA, provided that justification was provided by way of risk assessments.

## **9. Stage 3 Report – Scope of Works**

9.1 The Board considered the first and second reports provided by Halcrow and subsequently commissioned the Company to prepare a third report. The third report was to define a runway extension scheme to provide an additional 200 metres of effective take-off length and to support that proposal with an assessment of the aircraft overrun risk. The risk assessment was to meet the new standards introduced by the Civil Aviation Authority during the period when the study was being undertaken.



9.2 Halcrow was also asked to review its earlier recommendation in respect of the resurfacing of the runway.

9.3 The third report was completed in September 2001.

## **10. Stage 3 Report – Findings**

10.1 In order to satisfy both the Board's requirement of a 200-metre extension and the CAA Safety Regulation Group's guidance, Halcrow proposed an optimum solution which would provide an additional 200 metres of EDA together with extended RESAs on both runway headings. The solution consisted of a 90-metre full-width runway extension and a 110-metre starter strip at the western end of the existing runway; and a 100-metre starter strip at the eastern end of the existing runway.

10.2 The recommendations are illustrated in two plans; included within this Report as Appendices 3 & 4. The plans show that the proposed solution provides a 230-metre RESA to the eastern end of an extended runway and a 210-metre RESA to the western end. The RESA distances are slightly shorter than the recommended 240-metre value because providing the full length would substantially increase both costs and disruption to local roads and property. At the western end of an extended runway, a 240-metre RESA would require the realignment of the Plaisance Road.

## **11. Stage 3 Report – Costings**

11.1 The Halcrow report estimates that the cost of the optimum scheme, detailed above (in Paragraph 10.1), would be £18.9 million. This includes the cost of the revised and extended RESAs. The original estimated costs were substantially lower as they were based on the provision of RESAs of only 90 metres in length, at each end of the runway.

11.2 Appendix 5 illustrates the basic cost summary from the third Halcrow report, based on full-length RESAs and inclusive of reconfigured airfield lighting. The estimated cost of £18.9 million includes an element of 7.5% for associated fees.

11.3 The provision of RESAs in the cost estimate does not take into account necessary property acquisition and any re-alignment of roads. This could cost in the order of an additional £2 million.

## **12. Summary of study**

12.1 The Board has carried out an extensive review of the future development of the runway and related surfaces at the Airport and has received considerable assistance from Halcrow Transportation Infrastructures.

12.2 The outcome of the review indicates that an optimum 200-metre extension to the runway, to support aircraft take-off in either direction, could be achieved by a combination of a full-width runway extension with starter strips at both the east and west ends.

12.3 The study attempted to establish the needs of existing airlines serving the Island and those carriers that might wish to operate to Guernsey in the future. The types of aircraft currently in use and those likely to be introduced in the near future, including 35- to 90-seat RJs, have been examined.

## **13. General Aviation**

13.1 The Board recognises that the work carried out by Halcrow related specifically to commercial passenger and cargo aircraft operations at Guernsey Airport. Further, it recognises that the technical study did not include corporate general aviation aircraft, which are an important part of Airport operations. However, the Board is mindful that the vast majority of corporate jet aircraft, which are currently available, are able to use Guernsey Airport's existing runway; albeit that some of the larger aircraft are subject to a payload penalty.



13.2 If the extension proposed in the Halcrow study were to be constructed, it would benefit corporate general aviation aircraft and widen the range of the aircraft that could utilise the runway without incurring a payload penalty.

13.3 To reiterate, a 200-metre effective runway length extension would not enable all aircraft types to operate from Guernsey Airport. A number of aircraft types, including some commercial jet aircraft, would only be able to operate with restrictions to payload or range. The Board does not believe that this would significantly impair the ability of corporate general aviation aircraft operators to continue to link the Island with other business centres throughout Europe.

#### **14. Aircraft that can use the existing Guernsey Airport runway and an extended runway**

14.1 Various aircraft types are able to utilise the existing Guernsey Airport runway, both with and without payload penalties or range restrictions. A sample of those aircraft is shown in Table 1, below:

Table 1: *A sample of aircraft that have operated from the existing runway*

<i>Aircraft Type</i>	<i>Operator (where appropriate)</i>
ARJ-100	CityFlyer Express
ATR-42	CityFlyer Express
ATR-72	CityFlyer Express
BAe 146-100	British European
BAe 146-200	British European/British Regional/Titan
BAe 146-300	British European
BAe ATP	British Regional
BN Islander	
BN2A-III (Trislander)	Aurigny
Boeing 737-300	SATA Air Acores/British World/Titan
Boeing 737-400	LUFTHANSA
Boeing 737-500	LUFTHANSA
DHC Dash 8-200	British European
DHC Dash 8-300	British European / Brymon Airways
Fairchild-Dornier Do 328-Jet	
Fokker 50	VLM
Fokker 70	British Midland
Fokker 100	British Midland
Saab 2000	Crossair
Saab 340	Aurigny
Shorts 360	Aurigny

Table 2: *A sample of aircraft, under development, which could operate from the existing runway*

BAe Avro RJX-70	Prototype stage
BAe Avro RJX-85	Prototype stage
BAe Avro RJX- 100	On order for British European
DHC Dash 8-400	On order for British European
Fairchild Dornier FD 528	

14.2 The BAe Avro RJX-70 and -85 variations are expected to become operational in 2003 or 2004. Twelve BAe Avro RJX-100 are due to be delivered to British European during Spring 2002. The DHC Dash 8-400 is already in airline service; and eight are on order for British European.

14.3 Of course, Tables 1 and 2 do not show **all** aircraft types that can use the existing Guernsey Airport runway (1,463 metres in length).

14.4 Other aircraft types (including the vast majority of corporate jet aircraft) can operate with the existing Guernsey Airport runway length, although some of them might have a payload penalty or range restriction.

**Table 3:** *A sample of additional aircraft likely to be able to use the runway at Guernsey Airport if it were to be extended by 200 metres*

Airbus 318
Airbus 319
Boeing 717
Boeing 737-600
Canadair CRJ 100
Canadair CRJ 200
Embraer ERJ-135
Embraer ERJ-145
Embraer ERJ-170
Fairchild Dornier FD-728

*Note Operations may still be subject to limitations on payload and/or range*

## **15. Strategic considerations – the viability of an extension of Guernsey Airport runway**

15.1 The Board is aware that the scope of works for the various elements of the Halcrow study did not specifically include the evaluation of potential routes that might be important to Guernsey in the future, nor of the distances or potential operators associated with such routes. Without a market evaluation of such factors, it is impossible to know whether any new routes would be operated by aircraft (with or without a payload penalty) nor to know the price that potential passengers would be prepared to pay for such travel. The relationship between runway length and the viability of any particular service is extremely complex. Generally, it is subject to influences, including market factors, over a much wider sphere than just a single route. A market study would be required, with the input of an airline operations specialist, in order to reliably assess the impact of extending the runway or retaining its present length. The Board would suggest that such an evaluation would be within the remit of the States Tourist Board or the Board of Industry, rather than the Board of Administration in its capacity as the Airport operator.

15.2 The provision of an extended runway would not guarantee the protection of existing services or the attraction of new services. Airline route and fleet decisions are influenced by a variety of internal and external factors. Financial modelling in this regard would need to consider a realistic view of future services, throughputs and revenues and to demonstrate sensitivity to a wide range of variables.

15.3 There are various ways in which the viability of a runway extension could be demonstrated and the related investment justified. Those cases are outlined below, together with the Board's evaluation of each:

## 16. Future Airline Fleets – Turboprops versus RJs

16.1 It could be argued that within a number of years, a proportion of current and potential user airlines will have phased out their turboprop aircraft and replaced them with regional jets (RJ). It could further be argued that the existing runway at Guernsey Airport is too short for a number of RJs. Therefore, if airlines were to replace turboprops with RJs, the potential routes that could be operated to Guernsey (and the resultant potential tourist market) could be limited by the existing runway length. This would suggest that there would be an increasing difficulty for airlines to service routes to Guernsey and a decreasing ability to meet travellers' needs.

16.2 There is no simple answer to the future composition of airline fleets. The future development of those fleets would seem to be dependent on many factors, including the market strength of airlines in the difficult aviation climate. The media has reported that the situation has worsened since the tragic events in the United States of America on 11 September 2001. It might be that airlines are reluctant to alter radically the structure of their fleets in the light of uncertain financial positions.

16.3 For the foreseeable future, there will be a substantial number of turboprops forming part of airline fleets. Not only are turboprops still being manufactured, but the turboprops which are already operational will continue in service for many years. Additionally, as shown in Appendix 2, many jet aircraft including RJs could utilise the existing runway at Guernsey Airport.

16.4 According to Halcrow, not all airlines will alter their fleets to consist entirely of RJs. There will be a substantial market in modern turboprop aircraft and some carriers will utilise these on routes to which they remain well-suited. *“As long as there is demand for travel to and from Guernsey, at least the essential routes will continue to be served, providing connections to the UK and points of connection to a wider range of air services. The uncertainties centre on the quality of service and choice that may be offered, and whether new routes and markets can be attracted.”* (Section 5.2, Report to the States of Guernsey on the Guernsey Airport Runway Evaluation Study Aviation Industry Consultation, Halcrow)

16.5 Indeed, Jim French, Managing Director, British European, has been quoted regarding the composition of the British European fleet in a recent article<sup>1</sup> published in *Airline Business*, October 2001. An extract from that article follows:

*“...French is equally prepared to go against the grain when it comes to RJs [regional jets], arguing that – with the economic downturn beginning to bite – their increased costs will start to hurt, and that some carriers will regret getting rid of their turboprops. He also feels that their environmental benefits could be used to revive the turboprop...”*

*Not surprisingly, then, turboprops loom large in his strategic plan...*

*British European has eight Dash-8 Q400 turboprops on order from the Canadian manufacturer, and is rationalising its fleet around the BAE Systems Avro RJX and Dash-8 Q200/300/400 (and eventually just the 300 and 400 series).”*

16.6 The airlines that currently operate to Guernsey have indicated, in the main, that their aircraft are able to utilise the runway at Guernsey Airport. They have also stated that it is satisfactory for their intended future airline fleet composition. It should be reiterated that British European, City Flyer Express and Aurigny carry the vast majority of air passengers to, and from, Guernsey; and all are satisfied that the existing Guernsey Airport runway is sufficient for their current and planned operations. (As previously stated in Paragraph 8.2)

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<sup>1</sup> Extracts taken from ‘French connection’, an article in *Airline Business*, October 2001. The article was written by Colin Baker and was based on an interview with Jim French, Managing Director, British European.

16.7 Whilst the answers from current users are informative and reflective of the thinking of a broad range of carriers, it should be noted that none can be considered as a commitment to current or future service to Guernsey. Generally, air carriers are reluctant to plan services more than a year or two in advance. It is important to airline operating economics to be able to respond rapidly to any market changes, positive or negative. Airlines are forced to consider longer-term requirements for fleet planning due to long delivery times. However, even in that respect, the overriding need to try constantly to match equipment to changing market conditions is indicated by the increase in aircraft leasing.

16.8 Even if the runway were to be extended, by a maximum of 200 metres (as detailed in Paragraph 19.2), the Embraer ERJ 135LR/145ER variants and the Bombardier CRJ 200 *still* could not operate to Guernsey without a payload penalty. However, they could operate to Guernsey with a payload penalty if the airlines considered that to be feasible.

16.9 New generation regional jets are being developed, which are expected to be less demanding in terms of runway lengths required. Many existing RJs were intended for operation to major airports. The new generation RJs are targeted towards a wider range of airports and, therefore, require shorter runway lengths than the existing RJs.

16.10 There is insufficient evidence at this time to suggest that the runway at Guernsey Airport should be extended on the basis that airline fleet composition might alter in the future. Not only is any such change in composition indefinite, but many of the alternative aircraft can also use the existing runway at Guernsey Airport (albeit with a payload penalty in some instances).

## **17. Internal or business case**

17.1 One method by which the viability of an extension to the runway at Guernsey Airport could be demonstrated, by comparison with a 'do nothing' scenario, is to compare the investment costs of the extension with the expected Airport revenues.

17.2 It could be argued that a longer runway would enable aircraft with larger carrying capacities to serve existing routes to Guernsey. This would suggest that there would be a decrease in operating costs per passenger, leading to a decrease in the price of each passenger ticket. This in turn could increase the passenger movements and thereby increase airport revenue.

17.3 The case set out above, does not consider the costs of extending the runway and the possibility that such costs could be wholly or partially recouped through the application of supplementary fees to passengers or aircraft movements. For instance, in January 2001, the States of Deliberation approved the application of an airport development charge in order to partially recoup the costs of the proposed airport terminal redevelopment.

17.4 In broad terms, the cost of the runway extension, together with an upgraded Instrument Landing System, is anticipated to be in the order of £22.9 million (A detailed analysis is included in Section 20, 'Financial implications').

17.5 If the costs of extending the runway were to be recovered through a mechanism such as an increased landing fee for each aircraft or an increased passenger fee, it is likely that there would be a corresponding increase in the cost of each passenger ticket. For example, if the passenger fees were to be increased to recoup the costs it would entail an additional £2.30 per single passenger movement based on current activity levels. (as detailed in Paragraph 21.1)

17.6 Regardless of the method by which the costs of a runway extension would be recovered, the cost of extending the runway would need to be offset against the potential increase in the Airport's revenue over a period of time.

## 18. The economic case

18.1 Another method by which the viability of an extension to the runway at Guernsey Airport could be demonstrated, by comparison with a ‘do nothing’ scenario, is to compare the investment costs of the extension with the expected Airport revenues plus the gains to the Island’s economy.

18.2 It could be argued that a longer runway enabling the use of alternative aircraft types would enable either more passengers per plane and/or more distant destinations to be served. Either option could enable new tourist markets to be accessed, and new routes to be operated, leading to increased revenue for Guernsey.

18.3 Without information regarding the potential markets to/from any particular point, it is not possible to identify which aircraft would be most appropriate to operate any particular route. The study commissioned by the Board indicates which aircraft would be capable, technically, of utilising the existing runway or an extended runway but does not, in itself, indicate which aircraft are most likely to visit Guernsey and from/to which other airports. The market research required would need to include such factors as the proposed frequencies of service and the purpose of any travel (i.e. business, leisure, *etc*).

18.4 Extensive market research would be needed to consolidate this case. The Board of Administration believes that the tourist industry could be adversely impacted by the reluctance of some persons to travel in the light of the current aviation situation. Any case for new routes would need to consider the price that passengers are prepared to pay to travel (and that they are prepared to pay when at their destination). There is also the consideration that airlines might not consider Guernsey to be a commercially viable destination, regardless of the runway length and their own fleet composition.

18.5 If there were to be any change in aircraft operated to Guernsey, as a result of an extension to the runway, it might not alter the rate at which passenger movements increases over time. It might be that the trend of increasing passenger movements is unaffected; as aircraft with larger seating capacities could be operated less frequently than current aircraft but carrying larger numbers of passengers on each service rotation.

18.6 Any potential gains to Guernsey’s economy might not be significant enough to justify the investment costs involved in any extension to the Guernsey Airport runway.

## 19. Achievable runway take-off length

19.1 It is possible to achieve a two hundred-metre increase in effective runway take-off length at Guernsey Airport, albeit at substantial cost.

19.2 If a case were to be proven to the States of Deliberation, that an extension to the runway at Guernsey Airport were of strategic benefit to the Island, the maximum extension that could occur would be 200 metres. This is the maximum realistic length considered by the Halcrow study, because beyond that length considerable restrictions are imposed by such features as: Plaisance Road to the west; the topography of land surrounding the Airport (particularly to the east); the water tower to the east; and the fact that much of the land surrounding the existing Airport boundary is not currently owned by the States of Guernsey. Of course, these difficulties could be overcome but with considerable additional costs. The road could be re-aligned (together with adjacent properties); additional earthworks could be undertaken in order to level the land sufficiently; the water tower could be relocated; and the States could purchase additional land parcels. However, such costs in addition to the basic costs of extending the runway are considered by the Board to be excessive, particularly as the Board believes that a runway extension is not required in the immediate future.

19.3 In its final report to the Board, Halcrow recommended that the optimum solution to obtain a 200-metre extension to the runway would consist of a combination of full-width extension and starter strips (as detailed in Paragraph 10.1). As previously described (in Paragraph 10.2), this option provides for a RESA of 230 metres in length at the east end and 210 metres at the west end (in order to avoid interference with the Plaisance Road).

19.4 The Chamber of Commerce has proposed an alternative extension of 250 metres in total. This relies on much reduced RESAs. It should be emphasised that the correspondence between Halcrow and the CAA has strongly indicated that the CAA would not permit anything other than extremely minor alterations to the RESAs if the runway were to be extended by 250 metres. Additionally, a 250 metre extension would still be insufficient for all Embraer 135 and 145 variants at MTOW.

## 20. Financial Implications

The estimated total costs which would be entailed in the provision of an additional 200 metres of effective take-off length for the Guernsey Airport runway are as shown below:

### *Cost Summary*

Work to be Undertaken	<b>Runway End</b>	
	<b>09<sup>2</sup></b>	<b>27<sup>3</sup></b>
Runway Extension (Earthworks, Pavements and other works)	12,724,742	4,248,648
Security Fencing	32,000	17,000
Approach Lighting & NAVAID Relocation	300,000	250,000
Fire Hydrant System Extension	9,800	4,900
Professional Fees (at 7.5%)	979,991	339,041
<b>Runway Extension Sub-total (£) (each End shown separately)</b>	<b>14,046,532</b>	<b>4,859,589</b>
<b>Runway Extension Sub-total (09 + 27 Ends)<sup>4</sup></b>	<b>18,906,121</b>	
Instrument Landing System upgrade (estimated)	2,000,000	
Property acquisition and road re-alignment required for provision of Runway End Safety Areas (in the order of £2,000,000)	2,000,000	
<b>TOTAL</b>	<b>22,906,121</b>	

\* The total cost shown above does not include the cost of resurfacing the runway, which is routine maintenance work, budgeted at c. £3 million.

<sup>2</sup> A 90-metre full-width extension and a 110-metre starter strip. This gives a 200-metre effective take-off length extension for the 09 runway heading.

<sup>3</sup> A 100-metre starter strip. This (together with the 90-metre full-width extension at the western end of the runway) gives a 200-metre effective take-off length extension for the 27 runway heading.

<sup>4</sup> The extensions give a 200-metre effective take-off length extension to the runway on both runway headings. [The figures shown should not be added together to give a 300-metre extension.]



## 21. Funding Options

Option One: *To fund the work from the Ports Holding Account*

21.1 Based on the fact that, after allowing for all of the planned expenditure due to impact on the Ports Holding Account, the balance on that account at the end of 2002 is estimated to be in the region of £9m, then the ability to fund the said works in this way without recourse to additional borrowing, would be limited. For further information, capital loan charges that would accrue to the Airport using the existing capital charge mechanisms, would be in the order of £2m per annum over twenty years, based on a capital outlay of £22.9m. This in turn would equate to an approximate unit recovery rate of £2.30 per single passenger movement (£4.60 per return passenger movement) based on current activity levels.

Option Two: *To fund the work from General Revenue*

21.2 This scheme of funding would be conducive to the ‘everybody pays’ principle on the basis that the nature of any such works are, arguably, commensurate with the strategic direction of the Island as a whole. In view of the size of the expenditure, the Board would need to make representations to the Advisory and Finance Committee to have the project categorised as exceptional, and therefore warrant additional funding outside of the Board’s ordinary capital allocation.

21.3 A combination of the two sources may of course also be possible.

## 22. Runway End Safety Areas (RESAs)

22.1 As previously stated (Paragraph 5.4) a Runway End Safety Area (RESA) is twice the width of the runway and extends outwards from the end of the runway strip. It provides space for an aircraft to run beyond the limit of the runway in the event that it failed to stop on landing or in the event of an aborted take off or any other incident, without excessive damage or injury to the occupants.

22.2 A safety case to support the reduced RESA was submitted to the UK Civil Aviation Authority. The CAA’s Safety Regulation Group commented as follows (by way of a letter, dated 05 October 2001, from a Senior Aerodrome Inspector):

*“Having studied the proposals I can confirm that they would meet the standards required from a licensing standpoint were they to be presented by a UK licensed aerodrome. They would thus be approved by the CAA in that event.*

*“With regard to the risk assessment. As is stated because of the lack, thankfully, of data on overruns, particularly in the UK, a totally convincing case for any particular RESA requirement is difficult to prove. However, it is often the case that in an overshoot the event is not contained within the standard RESA so the proposal to supply a RESA nearly to the length of the recommendation is to be commended.*

*“The figures as presented would appear to suggest that the 90 metre RESA is not adequate. Indeed the major overshoot by the F27 went well outside that distance. In the event that the runway extension is not proceeded with it would be advisable for the Guernsey Authorities to consider either extending the present RESAs or ameliorating the hazards beyond the current lengths available.”*

22.3 In the Board of Administration’s view, it is absolutely imperative that the maximum achievable safety standards are utilised at Guernsey Airport. Therefore, the Board would strongly recommend to the States that the RESAs be extended. This is in accordance with the CAA Safety Regulation Group’s recommendation that the Guernsey Authorities should consider extending the present RESAs and its statement that 90-metre RESAs are no longer considered adequate.



22.4 It is not yet clear to what extent the new CAA regulations would apply to existing aerodromes, but it is anticipated that the RESAs would be extended to a length between the existing 90 metres and the recommended 240 metres, subject to further consultation with the CAA regarding the specific conditions at Guernsey Airport.

22.5 A plan is attached, Appendix 6, which indicates the extent of the maximum size of the revised RESAs at the ends of the existing Guernsey Airport runway. It has been estimated that to extend the RESAs to 240 metres at each end of the runway would cost in the order of £3.5 million (£0.5 million for works at the west end and £3 million for the east end). £3.5 million is the maximum likely cost that would be incurred, as the RESAs would be extended in such a way to satisfy CAA requirements, to increase safety and to ensure that excessive costs are not incurred.

22.6 Any work to extend the RESAs in the immediate future would improve the safety standards at Guernsey Airport. Additionally, it would act as a foundation for any potential future extended runway.

22.7 Of the total cost for a 200-metre extension to Guernsey Airport runway, approximately £12 million is for earthworks and infilling to level the contours of the land immediately to the east and west of the present runway. An extension of the RESAs would commence the process of infilling, thus reducing the works required for any future runway extension.

22.8 In the second report that the Board of Administration received from the Chamber of Commerce (dated 15 October 2001), the Chamber recommended that no decision be taken regarding any possible extension of the runway for at least six months. This is due to continuing assessments being undertaken by the CAA with regard to the lengths of RESAs and the effect that alternative overrun surfaces could have on those length requirements.

### **23. Earthworks beyond the ends of the revised RESAs**

23.1 The Board believes that there could be merits in continuing infill works beyond the end of the extended RESAs. The accumulation of suitable material over a period of years would continue to progress towards the levels necessary for any future extension to occur. It is suggested that suitable material could be diverted from the landfill sites. This would decrease the quantity of infill material required in any future extension and, consequently, the costs associated with importing such material. It would further enhance the safety aspects of the runway; could be utilised as a basis for any future runway extension; and, as the material is diverted from the Island's landfill sites in this scenario, it would extend the lifespan of those sites.

23.2 However, it should be noted that the volumes of material required for the earthworks are vast. For the proposed 200-hundred metre extension, for example, over 600,000 tonnes of fill material would be required. [By way of illustration, this equates to 300 ship-loads of imported material and 120,000 lorry-loads of material to be transported to the site.]

23.3 This option would only occur if the Board were to be so directed by the States. Further, it would be subject: (a) to confirmation that none of the technical/communications equipment at the Airport would be adversely affected by such works; (b) to consultation with the Island Development Committee, the Advisory and Finance Committee and the States Water Board, together with any other States committees which were directly involved; (c) to research regarding land ownership of properties immediately adjacent to the Airport boundary at the eastern and western ends of the runway; (d) to confirmation of the times of day that such accumulation works could occur, in order to minimise disruption to the Airport operations; and (e) the approval of the appropriate licensing authorities.

## 24. Instrument Landing Systems

24.1 The Instrument Landing System (ILS) installed at Guernsey Airport provides information and guidance to pilots of aircraft landing at the Airport and is particularly valuable during periods of poor visibility.

24.2 The system was first introduced at the Airport in the mid-1970s. Although equipment has been replaced since that date, the system continues to operate at a level equivalent to Category 1.

24.3 It is recommended that consideration be given to the upgrade of the existing ILS, with a view to eliminating some of the flight disruption that currently occurs during periods of poor visibility. British European and CityFlyer Express suggested such an upgrade during the consultation process.

24.4 The Board supports, in principle, an upgrade of the existing ILS to Category 2. It has reason to believe that this could be feasible in respect of the Airport's runway for aircraft landing from the west. The provision of a Category 2 ILS for the runway which serves aircraft landing from the east is less likely, due to the topography of the land to the east of the Airport. Nevertheless, the Board believes that the matter should be investigated.

24.5 The highest level of ILS is a Category 3 installation, but the Board is satisfied that this Category would not be attainable at Guernsey Airport. This is principally due to the topography of the Airport and the surrounding area.

24.6 From the information currently at its disposal, the Board believes that the likely cost of upgrading the Airport's ILS from the equivalent of Category 1 to Category 2, including the provision of additional lighting which is required for the higher grade of system, will be in the order of £2 million.

24.7 The Board, therefore, recommends investigation to determine the feasibility, costs and likely benefits that an upgraded ILS at Guernsey Airport might provide.

24.8 It is understood that Category 2 Instrument Landing Systems require a strictly two-crew operation. Therefore, by way of an example, such an ILS could not be utilised by Aurigny Air Services Limited's Trislander aircraft.

## 25. Consultation

25.1 The Board of Administration conducted a wide consultation exercise with the airlines and other interested parties. The consultation was based upon the three Halcrow reports and concentrated on technical and financial aspects. The Board was pleased that a number of organisations, companies and States' committees submitted informative and helpful comments to assist in its consideration of this matter.

25.2 As has already been stated in this Report (Paragraph 8.1), the three airlines which carry more than 90% of air travellers to, and from, Guernsey have stated that a runway extension is unnecessary for the foreseeable future. Those airlines are Aurigny, British European and CityFlyer Express. A number of other airlines stated that they would prefer that Guernsey Airport runway be extended.

25.3 A number of the comments received by the Board of Administration were such that the organisation concerned did not have a view on whether or not the runway should be extended. These organisations were the Health and Safety Executive (which had no comments on the standards defined by the CAA) and the Guernsey International Business Association, which stated that, *"GIBA has confidence in the Board of Administration and Guernsey Transport Board to ensure that the best services are provided to the Island both now and in the future to ensure the stability of the Financial Services Sector"*.

25.4 The States of Guernsey Water Board did not have any objection to an extension of the Guernsey Airport runway. Additionally, it informed the Board of Administration that, *“Provided that appropriate anti-pollution measures are incorporated, the proposed extensions to the runway would not materially increase the risk to water supplies”*. The Water Board noted that it might be necessary to divert water mains if any runway extension were to close public roads and requested confirmation that any extension would not require alterations to the Water Board’s raised service reservoir to the east of the existing runway. It also stated that a permit for any such development would be required under the States Water Supply Prevention of Pollution Ordinance 1966 and the Prevention of Pollution (Guernsey) Law 1989.

25.5 The Property Services Unit, Advisory and Finance Committee, noted that the runway extension proposals appear to have significant safety implications for La Mare Road and the realigned La Villiaze Road. Additionally, it stated that the vast amount of required infill material would probably need to be imported to the Island. It also emphasised that St Sampson’s Harbour had practical limitations regarding the quantities of fill material which would need to be imported to construct the proposed extension.

25.6 St Pierre du Bois’ Douzaine was against any extension to the runway and the St Martin’s Constables and Douzaine were of the opinion that smaller aircraft were more desirable for the Island and that any runway extensions should be kept to a minimum in order to minimise the resultant impacts on the Island.

25.7 The Guernsey Transport Users Committee stated that the Halcrow reports reinforced its, *“long-held view that attention to the runway, taxiways and apron should be given the highest priority in the airport’s redevelopment.”* The Committee believed that a 200m extension could be necessary to protect air services to major London hub airports and to maintain other services. The Committee stated that an *“insistence”* on an increased RESA of 240 metres would introduce problems.

25.8 Fuel Supplies (CI) Limited stated that, *“a runway of 1700 metres should be considered. Also no decision should be made until the full and true parameters for RESA ‘s are available from the CAA, as this has without doubt the greatest effect on Halcrow ‘s final report.”*

25.9 The Chamber of Commerce submitted a number of reports relating to the Halcrow study and attended meetings with the Board’s representatives in order to discuss the matter further. The Chamber of Commerce has undertaken its own extensive study relating to the possibility of an extended runway at Guernsey Airport, which included performance statistics for various aircraft in summer and winter conditions and indicated whether they would be able to operate at MTOW and full range with various runway lengths. Those runway lengths included the existing runway and extensions up to 250 metres, in 50-metre increments. Unfortunately, it is not possible to produce a copy of the Chamber of Commerce’s entire submission to the Board due to the quantity of information provided therein. [However, the Chamber of Commerce’s complete reports are available to view at the Board of Administration’s offices, by prior appointment with the Board’s staff.]

25.10 The Chamber submitted a report following the completion of the Halcrow study, as well as an interim report. [A copy of the Chamber of Commerce’s Executive Summary, from its report of 15 October 2001, is included in Appendix 7.] The Chamber of Commerce is concerned that the issues relating to Guernsey Airport runway are of great importance to the Island. It suggests that no decision be made until possibilities relating to a variation in glide slope and the CAA’s conclusions regarding revised RESA requirements are known. Additionally, the Chamber of Commerce has indicated that it intends to submit further comments following completion of this Report.

25.11 The States of Guernsey Transport Board, *“is convinced that a case has not been made at this point in time to lengthen the runway, although it may well become necessary at some time in*

*the future. The Transport Board is particularly concerned that no decision should be taken to rush into any extension, as it believes that there will be sufficient aircraft available to operate in Guernsey Airport with no restrictions or minimal restrictions into the reasonably foreseeable future.” [A copy of the Guernsey Transport Board’s full response is included in Appendix 7.]*

25.12 The States of Guernsey Tourist Board and the Guernsey Hotel and Tourism Association submitted joint comments regarding a possible extension of the Guernsey Airport runway [a copy of the letter, dated 31 October 2001, is included in Appendix 7]. In the conclusion of those comments the Tourist Board and GHATA strongly advocated, *“further and detailed deliberation”* to assess, *“the economic impact of the extension and analysing the cost-benefit to Guernsey, with the involvement of all interested stakeholders.”* They also stated that the *“capability of the runway, extended or otherwise, to accommodate these aircraft types [certain current and future aircraft types] requires further investigation by independent authority.”*

25.13 A separate letter, dated 01 November 2001, was received from three Members of the States of Guernsey Tourist Board [a copy of that letter is also included in Appendix 7]. Their letter states that, *“Although we are able to agree with parts of that letter [States of Guernsey Tourist Board letter, dated 31 October 2001, as referred to in Paragraph 25.12], we believe that you should not consider the letter to be a unanimous or even a majority Tourist Board opinion at this time... The Tourist Board has not taken a vote for or against the runway extension.”*

25.14 The Island Development Committee stated that it had, *“no objections or comments to make on the contents or findings of the Study at this stage.”*

## **26. Legislative implications**

26.1 If the Guernsey Airport runway were to be extended, the works would not require the introduction of new legislation or the amendment of any existing legislation. If the runway were to be extended, the Board of Administration would ensure that all aspects of construction, commissioning and operation would comply with all Guernsey legislation and with the conditions of the Guernsey Aerodrome Licence.

## **27. Impact Assessments**

### Impact on staffing resources

27.1 A redevelopment of Guernsey Airport runway should have no permanent impact on staffing levels.

### Impact on strategic objectives of the States

27.2 In the 2001 Policy and Resource Planning Report, the States recognised that, “Guernsey Airport is a major asset for the future of the Island’s economy” (p 1092, No. 8.6.1).

27.3 The Board of Administration is firmly of the view that the runway is sufficient for the Island’s present and known future needs. Therefore, it is satisfied that Guernsey Airport will provide appropriate support and infrastructure for the Island’s economy, for the foreseeable future; being consistent with the Island’s strategic objectives.

### Impact on the environment

27.4 The length of any future extension to Guernsey Airport would determine the impact that it would have on the environment of the Island. It may be that such an extension would primarily occur within existing Airport boundaries or it may be that it would impinge on, or extend into, other areas of land surrounding the existing Airport boundaries. Whilst some of the land that could

be utilised already consists of artificial surfaces or has existing structures, other areas of land are currently agricultural, residential or road surfaces. The area surrounding the Airport would be affected to a varying extent, dependent on the length and direction of any future extension. The Board would closely monitor any substantial changes in aircraft type or frequency, as part of its usual procedures.

27.5 If the runway were to be extended, there would be an impact on the immediate area surrounding the Airport during the period of construction; consisting of noise, dust and other such standard impacts. Such impacts would be reduced to a minimum level wherever feasible.

## **28. Conclusions**

28.1 The Board is firmly of the view, based on the information set out in the Halcrow reports and the arguments outlined in the preceding sections of this Report, that the existing runway is adequate to support current services and the types of aircraft currently being used in connection with those services. The Board recognises that airlines throughout Europe are replacing their turbo prop aircraft with new regional jet aircraft with capacity ranging from 35 to 90 seats and that an extension of the runway would enable these aircraft to operate without restrictions on the number of passengers that they can carry.

28.2 In view of the recent economic downturn within the aviation industry and the potential global economic downturn, coupled with the fact that airlines currently serving Guernsey are not pressing for a runway extension, the Board does not believe that it would be appropriate to extend Guernsey's runway at this time. Any such runway extension would involve significant capital expenditure. In such a fluid economic climate, the Board strongly recommends that it would be more appropriate to defer any such long-term strategic decision relating to the runway.

28.3 The Board also recognises that the cost of any extension to the Airport runway would be high, and extension to the practical limit would be extremely costly. Therefore, if the States were to decide that such an extension should be undertaken in the interests of the Island, the Board would strongly recommend that the costs of the work should be met from General Revenue and not from the Airport's accounts (which would require a portion of the costs to be recovered from Airport users).

28.4 The Board would recommend that it might be appropriate to consider an upgrade of the Instrument Landing System for the existing Guernsey Airport runway, in order to reduce difficulties and delays caused by restricted visibility.

28.5 The Board intends to report separately to the States regarding (a) the routine resurfacing/rehabilitation works for the existing runway (as outlined in Paragraphs 2.4 and 6.6) and (b) a programme to replace the concrete aprons at the Airport, phased over a period of three to five years (as outlined in Paragraphs 6.7 and 6.8).

28.6 Finally, following the recommendations of the CAA Safety Regulation Group (as in Paragraph 22.2), the Board strongly believes that investigations should begin immediately regarding the possibility of extending the RESAs at each end of the Guernsey Airport runway. This would improve safety and provide a foundation for any future extension of the runway should that prove necessary. It should be re-emphasised that the increased length of the RESAs would be subject to negotiation with the CAA; in order to establish the most appropriate length for Guernsey Airport. The revised RESAs would be between the current 90-metre and the maximum 240-metre length.

## 29. Recommendations

The Board of Administration recommends the States:

- (a) To agree that a runway extension should not be constructed at the present time;
- (b) To direct the States Board of Administration to continue its consultation with the States Advisory and Finance Committee, States Board of Industry, Island Development Committee, States of Guernsey Tourist Board, States of Guernsey Transport Board, relevant Douzaines and other interested parties with regard to a possible future extension of the Guernsey Airport runway and to report back to the States with its findings when necessary;
- (c) To direct the States Board of Administration to investigate the options with regard to an enhanced Instrument Landing System at Guernsey Airport;
- (d) To direct the States Board of Administration to undertake the routine resurfacing/rehabilitation works for the existing runway;
- (e) To direct the States Board of Administration to formulate a programme to replace the concrete aprons at the Airport, phased over a period of three to five years;
- (f) To direct the States Board of Administration to seek advice from the Civil Aviation Authority regarding the most appropriate length for the Runway End Safety Areas at Guernsey Airport and to report back to the States with options for those Runway End Safety Areas.

I should be grateful if you would lay this matter before the States with appropriate propositions.

Yours faithfully,

R. C. BERRY,

President,  
States Board of Administration.



## Abbreviations & glossary of terms used in the Guernsey Airport Runway Report

<b>CAA</b>	<b>Civil Aviation Authority</b>
<b>EDA</b>	<b>Emergency Distance Available</b> The distance from the point on the surface of the aerodrome at which the aeroplane can commence its take off run to the nearest point in the direction of take off at which the aeroplane cannot roll over the surface of the aerodrome and be brought to rest in an emergency without the risk of accident.
<b>LDA</b>	<b>Landing Distance Available</b> The distance from the point on the surface of the aerodrome above which the aeroplane can commence its landing, having regard to the obstructions in its approach path, to the nearest point in the direction of landing at which the surface of the aerodrome is incapable of bearing the weight of the aeroplane under normal operating conditions or at which there is an obstacle capable of affecting the safety of the aeroplane.
<b>MTOW</b>	<b>Maximum Take-off Weight</b>
<b>RESA</b>	<b>Runway End Safety Areas</b> An area symmetrical about the extended runway centreline and adjacent to the end of the strip primarily intended to reduce the risk of damage to an aeroplane undershooting or overrunning the runway.
<b>RJ</b>	<b>Regional Jet (aircraft type)</b>
<b>Runway</b>	A defined rectangular area, on a land aerodrome prepared for the landing and take-off run of aircraft along its length.
<b>Runway Strip</b>	An area of specified dimensions enclosing a runway intended to reduce the risk of damage to an aircraft running off the runway and to protect aircraft flying over it when taking-off or landing.
<b>TODA</b>	<b>Take-off Distance Available</b> Either the distance from the point on the surface of the aerodrome at which the aeroplane can commence its take off run to the nearest obstacle in the direction of take off projecting above the surface of the aerodrome and capable of affecting the safety of the aeroplane, or one and one half times the take off run available, whichever is the less.
<b>TORA</b>	<b>Take-off Run Available</b> The distance from the point on the surface of the aerodrome at which the aeroplane can commence its take off run to the nearest point in the direction of take off at which the surface of the aerodrome is incapable of bearing the weight of the aeroplane under normal operating conditions.



## APPENDIX 1

**Options to extend Guernsey Airport Runway (from First Halcrow Report, August 2000)**

**NB** These options include provision of 90-metre RESAs. Costs were revised in later Halcrow reports (due to extended RESA requirements); Revised costs shown in Appendix 5 and Section 20 of this Report.

Table 1: Full-width Extensions: Declarable Distances &amp; Costs

	Runway	TORA	TODA	EDA	LDA	Cost (£M)
Existing Runway	09	1453	1628	1463	1453	
Existing Runway	27	1463	1737	1463	1453	
Extension at 09 (West) end						
+ 50m	09	1503	1678	1513	1503	1.29
	27	1513	1737	1513	1503	
+ 100m	09	1553	1728	1563	1553	3.22
	27	1563	1737	1563	1553	
+ 150m	09	1603	1778	1613	1603	6.28
	27	1613	1763	1613	1603	
+200m	09	1653	1828	1663	1653	14.13
	27	1663	1813	1663	1653	
Extension at 27 (East) end						
+ 50m	09	1503	1653	1513	1503	1.90
	27	1513	1787	1513	1503	
+ 100m	09	1553	1703	1563	1553	4.89
	27	1563	1837	1563	1553	
+ 150m	09	1603	1753	1613	1603	10.11
	27	1613	1887	1613	1603	
+200m	09	1653	1803	1663	1653	14.05
	27	1663	1937	1663	1653	

Table 2: Extension Options to Achieve Balanced Runway Distances: Declarable Distances &amp; Costs

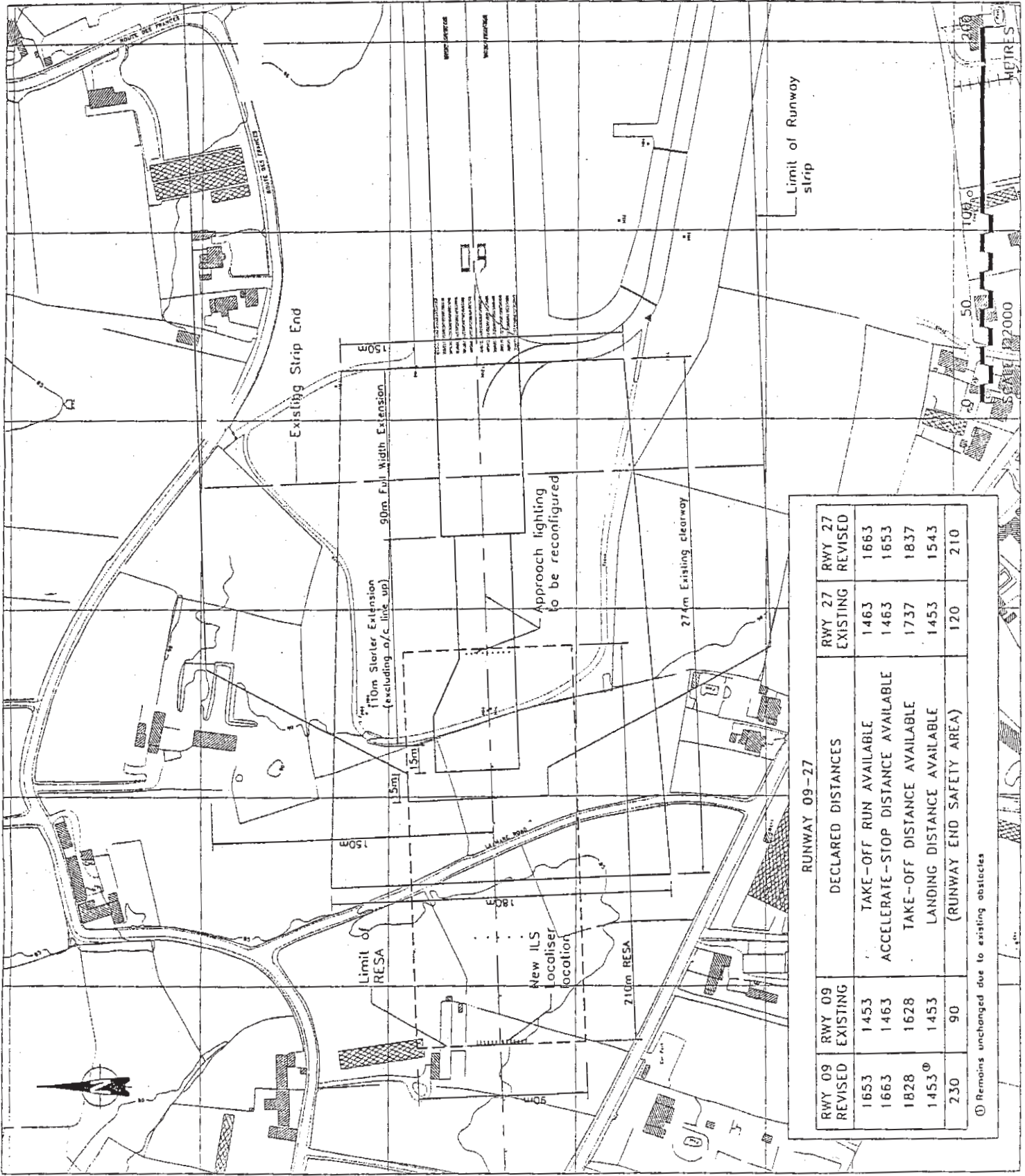
Option	Configuration	Runway	TORA	TODA	EDA	LDA	Cost (£M)
1	+ 50m starter strip at west end	09	1503	1678	1513	1453	0.83
		27	1463	1737	1463	1453	
2	+ 100m starter strip at west end	09	1553	1728	1563	1453	1.41
		27	1463	1737	1463	1453	
3	+ 120m starter strip and + 30m full-width extension at west end	09	1603	1778	1613	1483	2.62
		27	1493	1737	1493	1483	
4	+ 120m starter strip and + 30m full-width extension at west end; with + 50m full-width extension at east end	09	1663	1838	1663	1543	4.52
		27	1543	1787	1543	1543	

**Note:** The declarable distances shown in Appendix 1 are based on the following assumptions:

1. Existing threshold displacements are maintained in the new distances.
2. Existing public access roads, La Mare Road to the west and La Villaize Road to the east of the runway, are removed or relocated so as to be clear of the minimum runway end safety area of 90m. These roads are treated as the end of the clearways and take-off distances calculated accordingly. The new location of the access road corresponds to the individual extension requirements.
3. For Table 1, the extension to Runway 09 and Runway 27 are treated independently of each other, i.e. only one runway end is extended and the other remains unaffected.

**APPENDIX 2****Jet Aircraft Types**

Aircraft Manufacturer	Type/variant	Typical Seating	Take-off field length (MTOW, ISA, SL)
BAE Systems	Avro Bus. Jet	10	845
BAE Systems	Avro RJX-85	85	1275
Airbus	A318	107	1340
BAE Systems	Avro RJX-100	100	1465
Airbus	A319-100	124	1520
Boeing	B 737-500	110	1530
BAE Systems	Avro RJ100	100	1535
Airbus	A319	124	1540
Embraer	ERJ- 135ER	37	1540
BAE Systems	Bae 146-200	88	1554
Bombardier	CRJ700	70	1564
BAE Systems	BAe 146-300	103	1585
Bombardier	CRJ100	50	1605
Boeing	B 737-600	110	1628
Airbus	A318- 100	107	1651
Embraer	ERJ- 170	70	1676
Embraer	ERJ-135LR	37	1700
Bombardier	CRJ200	50	1763
Boeing	B 717-200	106	1780
Embraer	ERJ-145ER	50	1780
Embraer	ERJ 190-100	98	1829
Fokker	FK100	107	1856
Boeing	BBJ	8	1859
Bombardier	CRJ900	86	1878
Embraer	ERJ 190-200	108	1920
Fairchild/Dornier	FD928JET	90	1950



**RUNWAY 09-27**

RWY 09 REVISED	RWY 09 EXISTING	DECLARED DISTANCES	RWY 27 EXISTING	RWY 27 REVISED
1653	1453	TAKE-OFF RUN AVAILABLE	1463	1663
1663	1463	ACCELERATE-STOP DISTANCE AVAILABLE	1463	1653
1828	1628	TAKE-OFF DISTANCE AVAILABLE	1737	1837
1453 <sup>①</sup>	1453	LANDING DISTANCE AVAILABLE	1453	1543
230	90	(RUNWAY END SAFETY AREA)	120	210

① Remains unchanged due to existing obstacles

# APPENDIX 3

Notes:

Revision	No.	Date	Description

Civil

STATES OF GUERNSEY

Halcrow  
 Halcrow Group Limited  
 10th Floor, 100 Broad Street, Birmingham B1 2HT  
 Tel: 0121 637 1787 Fax: 0121 637 1795  
 www.halcrow.co.uk

**Halcrow**

Project

GUERNSEY AIRPORT  
 RUNWAY EXTENSION

Drawing

09 END  
 90m FULL WIDTH EXTENSION  
 + 110m STARTER EXTENSION

Drawn by	Date
Checked by	Date
Authorised by	Date

Drawing No.  
 TFLGRS/RA/01

Drawing Scale: 1:2000 (H & V)

CAD Filename: TFLGRS-RA-01-02.DWG

**Notes:**

Registration	By	Chk'd	Adm'd	Date	Description
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**Client**

STATES OF GUERNSEY

Holcrow Group (United)  
 Wingard House 40 Bank Green  
 Hemmingsworth, London W6 2JF  
 Tel 0202 803 7282 Fax 0202 803 0095  
 www.holcrow.com

## Malcrow

Project 1

GUERNSEY AIRPORT  
RUNWAY EXTENSION

### Drawing

27 END  
100m STARTER EXTENSION

From \_\_\_\_\_ Date: \_\_\_\_\_

Checked by	Date:
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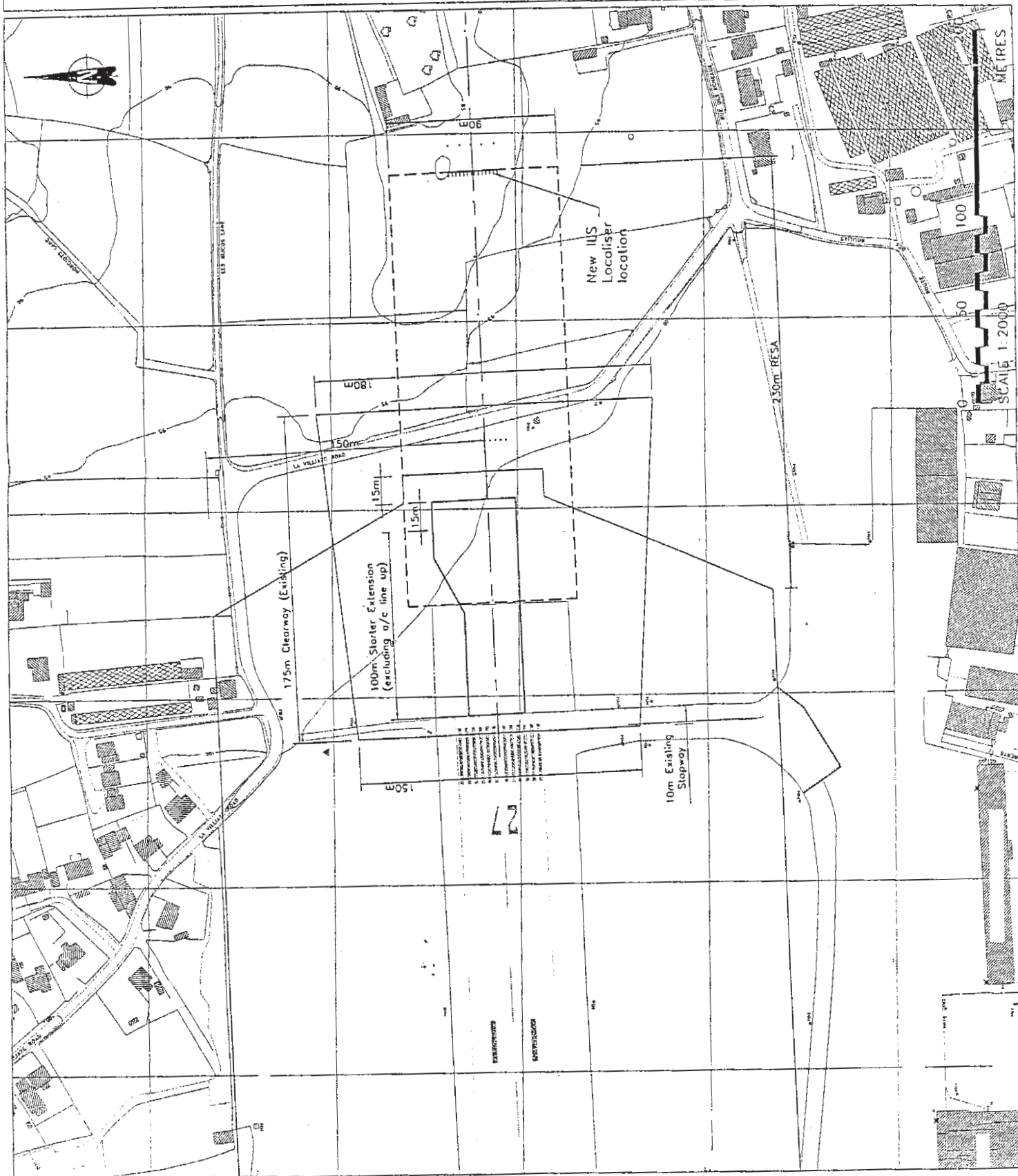
Authorized by \_\_\_\_\_ Date: \_\_\_\_\_

Revision

TF LGRS/RA/02

Drawing Score: 1:2000 @ A3

CAD File(s): IF1GRS-RA-01-02.DWG

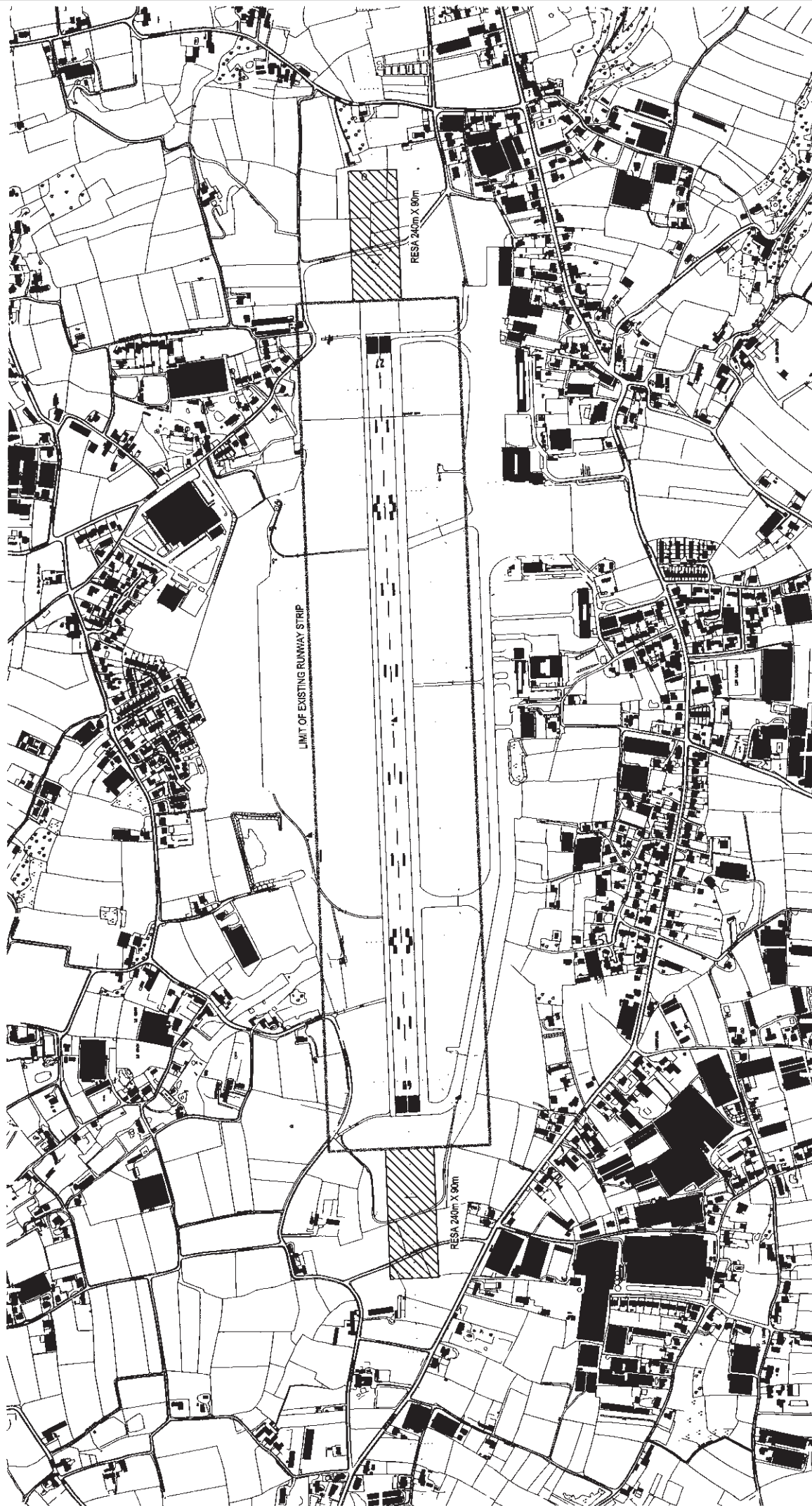


**APPENDIX 5****Cost Summary for 200-metre Effective Take-off Length Extension to Guernsey Airport Runway (from Third Halcrow Report, September 2001)****Cost Summary**

	<b>Runway End</b>	
	<b>09</b>	<b>27</b>
Runway Extension (Earthworks, Pavements and other works)	12,724,742	4,248,648
Security Fencing	32,000	17,000
Approach Lighting & NAVAID Relocation	300,000	250,000
Fire Hydrant System Extension	9,800	4,900
Professional Fee @ 7.5%	979,991	339,041
<b>Runway Extension Sub-Total (£)</b>	<b>14,046,532</b>	<b>4,859,589</b>
<b>Runway Extension Total Cost (09 &amp; 27 Ends)</b>	18,906,121	
Runway Rehabilitation (Resurfacing)	2,770,379	
Professional Fee @ 7.5%	207,778	
<b>Rehabilitation Sub-Total</b>	<b>2,978,157</b>	

**NB** The cost summary shown above is for the optimum solution defined in the Third Halcrow Report (as detailed in Paragraphs 10.1 & 10.2 of this Report). The solution consists of a 90-metre full-width runway extension and a 110-metre starter strip at the western end of the runway and a 100-metre starter strip at the eastern end of the runway. The solution provides an additional 200 metres of EDA together with extended RESAs on both runway headings.





 <b>States of Guernsey</b> Property Services 28 Cornhill / Cornhill House La Caille, St. Peter Port GU98 3AT Tel: 01481 233100 Fax: 01481 233101 Email: <a href="mailto:ps@statesofguernsey.gov.gg">ps@statesofguernsey.gov.gg</a>	<b>TITLE</b>  <b>LA VILLIAZE AIRPORT</b>  <b>PRESENT RUNWAY WITH 240m RESA'S</b>	<b>Additional Survey Information</b> 1) Structures survey information supplied by The Office of Guernsey, Department of Engineering 2) Structures Surveyed on 12/01/2011 3) Structures Surveyed on 12/01/2011 4) Structures Surveyed on 12/01/2011 5) Structures Surveyed on 12/01/2011 6) Structures Surveyed on 12/01/2011 7) Structures Surveyed on 12/01/2011 8) Structures Surveyed on 12/01/2011 9) Structures Surveyed on 12/01/2011 10) Structures Surveyed on 12/01/2011 11) Structures Surveyed on 12/01/2011 12) Structures Surveyed on 12/01/2011 13) Structures Surveyed on 12/01/2011 14) Structures Surveyed on 12/01/2011 15) Structures Surveyed on 12/01/2011 16) Structures Surveyed on 12/01/2011 17) Structures Surveyed on 12/01/2011 18) Structures Surveyed on 12/01/2011 19) Structures Surveyed on 12/01/2011 20) Structures Surveyed on 12/01/2011 21) Structures Surveyed on 12/01/2011 22) Structures Surveyed on 12/01/2011 23) Structures Surveyed on 12/01/2011 24) Structures Surveyed on 12/01/2011 25) Structures Surveyed on 12/01/2011 26) Structures Surveyed on 12/01/2011 27) Structures Surveyed on 12/01/2011 28) Structures Surveyed on 12/01/2011 29) Structures Surveyed on 12/01/2011 30) Structures Surveyed on 12/01/2011 31) Structures Surveyed on 12/01/2011 32) Structures Surveyed on 12/01/2011 33) Structures Surveyed on 12/01/2011 34) Structures Surveyed on 12/01/2011 35) Structures Surveyed on 12/01/2011 36) Structures Surveyed on 12/01/2011 37) Structures Surveyed on 12/01/2011 38) Structures Surveyed on 12/01/2011 39) Structures Surveyed on 12/01/2011 40) Structures Surveyed on 12/01/2011 41) Structures Surveyed on 12/01/2011 42) Structures Surveyed on 12/01/2011 43) Structures Surveyed on 12/01/2011 44) Structures Surveyed on 12/01/2011 45) Structures Surveyed on 12/01/2011 46) Structures Surveyed on 12/01/2011 47) Structures Surveyed on 12/01/2011 48) Structures Surveyed on 12/01/2011 49) Structures Surveyed on 12/01/2011 50) Structures Surveyed on 12/01/2011 51) Structures Surveyed on 12/01/2011 52) Structures Surveyed on 12/01/2011 53) Structures Surveyed on 12/01/2011 54) Structures Surveyed on 12/01/2011 55) Structures Surveyed on 12/01/2011 56) Structures Surveyed on 12/01/2011 57) Structures Surveyed on 12/01/2011 58) Structures Surveyed on 12/01/2011 59) Structures Surveyed on 12/01/2011 60) Structures Surveyed on 12/01/2011 61) Structures Surveyed on 12/01/2011 62) Structures Surveyed on 12/01/2011 63) Structures Surveyed on 12/01/2011 64) Structures Surveyed on 12/01/2011 65) Structures Surveyed on 12/01/2011 66) Structures Surveyed on 12/01/2011 67) Structures Surveyed on 12/01/2011 68) Structures Surveyed on 12/01/2011 69) Structures Surveyed on 12/01/2011 70) Structures Surveyed on 12/01/2011 71) Structures Surveyed on 12/01/2011 72) Structures Surveyed on 12/01/2011 73) Structures Surveyed on 12/01/2011 74) Structures Surveyed on 12/01/2011 75) Structures Surveyed on 12/01/2011 76) Structures Surveyed on 12/01/2011 77) Structures Surveyed on 12/01/2011 78) Structures Surveyed on 12/01/2011 79) Structures Surveyed on 12/01/2011 80) Structures Surveyed on 12/01/2011 81) Structures Surveyed on 12/01/2011 82) Structures Surveyed on 12/01/2011 83) Structures Surveyed on 12/01/2011 84) Structures Surveyed on 12/01/2011 85) Structures Surveyed on 12/01/2011 86) Structures Surveyed on 12/01/2011 87) Structures Surveyed on 12/01/2011 88) Structures Surveyed on 12/01/2011 89) Structures Surveyed on 12/01/2011 90) Structures Surveyed on 12/01/2011 91) Structures Surveyed on 12/01/2011 92) Structures Surveyed on 12/01/2011 93) Structures Surveyed on 12/01/2011 94) Structures Surveyed on 12/01/2011 95) Structures Surveyed on 12/01/2011 96) Structures Surveyed on 12/01/2011 97) Structures Surveyed on 12/01/2011 98) Structures Surveyed on 12/01/2011 99) Structures Surveyed on 12/01/2011 100) Structures Surveyed on 12/01/2011		<b>SURVEYED</b> E.G./S.H.	<b>DRAWN BY</b> S. H.	<b>CHECKED</b>
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**APPENDIX 7 – COPY OF RESPONSES RECEIVED**

Chamber of Commerce, Executive Summary of Submission dated 15 October 2001

States of Guernsey Transport Board, Response dated 29 October 2001

States of Guernsey Tourist Board, Response dated 31 October 2001

Letter from 3 Members of the States of Guernsey Tourist Board, dated 01 November 2001

Executive Summary

1. The BOA is encouraged to proceed with planning an extended runway and/or starter strips and/or RESAs.
2. BOA is encouraged to explore possible improvements to the licensed runway length as a result of increasing the angle of approach to each runway.
3. Chamber accepts that the final decision as to runway and RESA lengths will be conditioned by:
  - a) any variation to the glide slope;
  - b) the outcome of the CAA research into alternative RESAs and advice from the CAA in connection therewith.
4. No final decision should be taken until the foregoing factors have been fully assessed, Chamber will be happy to assist in this process if so required, this can include our assessment as to the cost of the final options.
5. Chamber accepts that it would not be possible to increase the runway length by 250m and include a RESA of 240m without serious encroaching on private land which could involve the loss of up to eight buildings at the western end of the airport, three or four at the eastern end together with possible further disruption to the height of some buildings and a major realigning of a road to the west.
6. The BOA must also address the question of runway strength.

Chamber would be willing to provide an oral presentation to the BOA and its advisers in amplification of this response and its associated data.

For Guernsey Chamber of Commerce

R. J. DADD

Chairman

Transport Sub Committee

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

29th October, 2001.

Dear Deputy Berry,

**GUERNSEY AIRPORT – RUNWAY EVALUATION STUDY**

Thank you for your letter of 4 October 2001, which was circulated to the Transport Board for consideration at its meeting held on 26 October 2001.

First of all I must stress that because of the fact that the Board of Administration is sponsoring the policy letter, you decided not to vote on the Transport Board's views on the policy letter and that is the reason why I am signing this letter as Vice-President of the Transport Board on behalf of the Board.

I confirm that after careful consideration the Transport Board supports the conclusions and recommendations being put forward by the Board of Administration in respect of the runway evaluation, for very similar reasons to those set out by the Board in the policy letter. The Transport Board recognises that there is a view that the runway should be lengthened in the near future by 200 metres or 250 metres, or indeed by an even greater length, but is convinced that a case has not been made at this point in time to lengthen the runway, although it may well become necessary at some time in the future. The Transport Board is particularly concerned that no decision should be taken to rush into any extension, as it believes that there will be sufficient aircraft available able to operate into Guernsey Airport with no restrictions or minimal restrictions into the reasonably foreseeable future.

The Transport Board recognises that there has been concern in some quarters that the new, smaller regional jets, particularly the Embraer 145 and to a lesser extent the Canadair RJ200, would not be able to operate in or out of Guernsey with a full load. The fact is, however, that a new generation of regional jet aircraft, including a larger Embraer and Fairchild Dornier aircraft, is now being constructed which is able to operate on a shorter runway length, and expected to be available to operate on routes such as Guernsey by around the year 2004. Even if planning on an extension for Guernsey Airport runway started immediately, it is felt that because of all the complications over extensive consultation and purchase of property, as well as the length of time required for planning and construction, the extended runway would not be available before 2004 at the earliest.

In January 2001, the Guernsey Transport Board commissioned a report from the Aviation and Travel Consultancy Ltd, a well known and well respected firm of aviation consultants, to advise the Guernsey Transport Board on aviation priorities and, inter alia, the report stated that:- "It is suspected that the newer breed of regional jets now being manufactured would be able to provide a 70-seat fast jet service from Guernsey to all major British and European destinations without any increase in runway length. This study would certainly recommend such aircraft analyses are made before agreeing to any significant expenditure on runway lengthening. It is acknowledged that adding to the runway length at Guernsey would be unusually expensive due to the deep valleys at

each end, and this study concludes that the additional aircraft and routes that would be captured by such expenditure is unlikely to justify the expense”.

In addition, the Transport Board is aware that in the period between now and the year 2004 there are still many other aircraft available, such as the BAE 146, Dash 8, ATR 72 and ARJ 100, amongst others, which are extremely suitable to operate into and out of Guernsey Airport, and all these aircraft have many years of operating life remaining.

The Transport Board is also aware that a consensus of view amongst the major airlines operating into and out of Guernsey is that there is definitely no need to extend the Airport runway at the present time.

The Transport Board also supports the Board of Administration’s recommendations that an upgrade of the instrument landing system for the existing Guernsey Airport should be considered, in order to reduce difficulties and delays caused by adverse weather conditions, and urges the Board of Administration to submit a report on this matter to the States of Deliberation as soon as possible.

The Transport Board further agrees with the Board of Administration’s view that work should begin at the earliest opportunity to extend the RESAs at each end of the Guernsey Airport, in order to improve safety and also provide a foundation for any future extension of the runway that might be proved necessary at a later date.

The Transport Board also agrees with the Board of Administration that every opportunity should be taken over the course of the next few years to stockpile any surplus material which could be used for infilling purposes in connection with the construction of any extension to the runway, and that such stockpiling should take place on or as near to the Airport as possible. A very large part of the cost of any extension to the runway is likely to be in respect of infill material and the more that can be stockpiled the greater the reduction of the cost of any extension to the runway.

The Transport Board, whilst fully supporting the Board of Administration’s proposals, believes that the Board’s report should be treated as an interim report only and that the Board of Administration should continue to consult, in liaison with the Transport Board, with all the parties involved to determine whether or not a runway extension may be required at some time in the future.

Yours sincerely,

M. W. TORODE,

Vice-President,  
States of Guernsey Transport Board.

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

31st October, 2001.

Dear Deputy Berry,

## **GUERNSEY AIRPORT – COMMENTS ON PROPOSED RUNWAY EXTENSION**

In commenting on the proposed development of the Airport runway, the Tourist Board, in full consultation with the Guernsey Hotel and Tourism Association (GHATA), has firstly considered the implications of recent international events and the consequent state of the aviation industry. Following this, the Board outlines the potential areas of opportunity and other issues related to the proposed extension.

### **Background**

The aviation industry is in a state of flux. The impact of the events of 11 September 2001 and the subsequent Allied response having led to a dramatic fall in demand for air travel. This downturn in demand may be long lasting, as evidenced by the experience of the early 1990s following the Gulf War when travel patterns did not return to 1990 levels until 1994. Indeed, almost two months after the terrorist attacks, the consolidation of the airline sector is underway. This rationalisation is transforming what many perceive to be an already over-supplied industry.

Major UK based international airlines are experiencing problems, and have consolidated flight programmes and correspondingly reduced staff numbers:

- British Airways have reduced their schedule by 10% and announced 5,200 job losses,
- British Midland have grounded 8 of their 62 aircraft and shed 600 jobs and
- Virgin have removed a number of transatlantic routes and announced 1,200 job losses.

Within this context, greater emphasis is being placed on the commercial viability of the majority of existing and planned routes including those to the Channel Islands and Guernsey.

Regional airlines, some of which are owned or franchised by large international carriers, are also encountering difficulties. Gill Airways is in liquidation and others have had to adjust their flying schedules as a result of falling load factors. For example, British European Airlines, a major carrier to the Channel Islands, have discontinued their London City/Aberdeen and Birmingham/Exeter routes. In addition, the future of City Flyer Express routes from London Gatwick is in question as British Airways considers drastic reductions and may cease operations from Gatwick. Future consolidation activity and schedule rationalisation may endanger Guernsey's increasingly fragile route network.

### **Current State**

Taking into account the size of the local population and level of airport infrastructure, Guernsey is extremely well served by year-round flights to the UK and Continental Europe. There are a number of key regional airlines that frequently fly to Guernsey providing a vital service to leisure travellers,

the business community and islanders. The current airport terminal building which was constructed in 1938 is undergoing major redevelopment, which is scheduled for completion in 2004. In addition, the existing runway length of 1,463 metres, having been extended in the 1960s and originally designed for turbo prop aircraft, is a constraint to some types of jet aircraft.

In recognition of this constraint and in order to maintain the current provision of air services to the Island, the Board of Administration was charged with investigating the potential strategic options in respect to alterations to the runway at Guernsey Airport. The findings of the evaluation study, undertaken by Halcrow Transportation Infrastructures, confirms that the runway can be extended, up to a maximum of 200 metres, to accommodate the take off of aircraft in either (east or west) direction, at a cost of £18.9m.

### **Case for Proposed Runway Extension**

The case for the proposed runway extension can be examined as a potential commercial opportunity for existing and future airline operators and also as an opportunity for Guernsey, with positive implications not only for the tourism industry but also the commercial sector as well. It needs to be stressed that a 15% growth in the number of visitors over the next 5 years is a key element in maintaining a viable tourist industry in the Island. Any issue that threatens this increase must be taken very seriously indeed.

### **Enhanced Travel Experience**

The extension of the runway will allow airline operators to consider a greater variety of aircraft types, when scheduling aircraft deployment, including longer range aircraft and regional jets. This is significant as many regional airlines, including Crossair, British Midland, Brymon and British Regional Airlines, are introducing a new generation of regional jet to their fleets. These new aircraft are operationally more efficient and offer customers a smoother flying experience compared to existing turbo prop aircraft. However these aircraft do require a longer landing distance. A runway extension would facilitate the potential use of these new aircraft types, and offer visitors to Guernsey an enhanced travel experience.

### **Operational Efficiencies for Airline Operators**

Airline operators may also benefit from increased operational efficiencies afforded by the ability to respond, subject to fleet availability, to demand fluctuations. As the direct operating costs associated with flying to Guernsey do not vary considerably by type of aircraft, this flexibility should provide operators with greater control over passenger costs and thus, to some extent, potential margin. The implications for the tourism industry are that these operational efficiency savings may secure some airlinks, which are currently considered marginal.

### **Safeguarding Future Airlinks**

The extension of the runway will provide Guernsey with some degree of safeguard in relation to the future of air services to the Island. With the continued popularity of regional jets in particular the Embraer RJ145, the majority of existing airlines to Guernsey who wish to operate the aircraft would incur a significant payload penalty. Such a penalty could make a marginal service unprofitable let alone lead to a very inefficient operation on a daily basis due to rapidly changing weather patterns, payloads, and other relevant factors.

The implications of this eventuality for the Island and the tourism industry could be significant. For instance, the number and frequency of air services may contract, reducing the number of visitors to the Island. Furthermore, it is possible that airline operators may concentrate Channel Island services to Jersey and gradually advance the scenario of that airport becoming the main hub for the

Channel Islands. Should this happen, Guernsey risks being viewed as a secondary destination for holidaymakers to Jersey. The perceived additional travel time, inconvenience, and associated costs specifically in relation to short break holidays could act as a barrier for visitors to Guernsey. Should this occur, the impact on the tourism sector could be significant.

It is understood that Jersey is actively considering the possibility of attracting a low cost carrier to the island. Due to the standardisation of aircraft type and the need to have maximum payloads, such an option is not available to Guernsey at the present time.

### **Development of Charter Business**

The ability of the Tourist Board and/or airport authorities to attract new services from more distant destinations will be greatly enhanced should the runway be extended. Scheduled and charter operators of longer range aircraft and regional jets may be looking to develop their route network and may consider a service to Guernsey. For example, it is conceivable that charter operations supporting conferences and events may increase. Conference organisers on the Island have indicated that the current inability of scheduled flights to transport significant volumes of delegates at any one time is a constraint to the development of the conference market in Guernsey.

### **Allow for Increases in Visitor Numbers**

Any extension to the runway would also provide airlines with the infrastructure and the flexibility in choice of aircraft to allow for an increase in visitor numbers to the Island. In addition to one off events, scheduled airline operators may be able to increase capacity during the peak months, subject to demand. Such increases would directly benefit the tourism industry and the Island's economy as a whole.

### **Further Issues to Consider**

In examining the case for the proposed runway extension, there are some issues which require clarification and further consideration. The proposed extension, on current estimates, is likely to involve major expenditure (£18.9million) and it is important that local residents are able to deem the extension as worthwhile and as adding value to the prosperity and quality of life on the Island.

Vitality important is the extent to which the existing runway length will remain satisfactory in the medium to long term. Certainly existing operators have indicated that the current length is adequate and some, such as British European Airways, have invested in aircraft that require a shorter landing and take off distance. Furthermore, advances in aviation technology and the associated performance improvements, in terms of required take off and landing distances, may determine that the proposed runway extension is unnecessary.

It should also be noted that the current runway length could accommodate, albeit with payload restrictions, a number of jet aircraft, including a Boeing 737 and an Airbus. Whilst an extension may allow for a greater range of aircraft, the commercial practicalities of operating a large jet aircraft of this nature requires sufficient inbound and outbound market demand and a minimum sector length of 90 minutes to make the route viable. Moreover, with the current level of demand and travel patterns, the introduction of larger jet aircraft could reduce the frequency of service significantly.

The impact of the uptake and popularity of the new generation of regional jet aircraft amongst existing and future operators to Guernsey and the associated runway requirements is also worthy of further deliberation. Whereas the proposed runway extension may accommodate some additional regional jets, according to Board of Administration findings, for the popular Embraer RJ145 it would still incur a significant payload penalty which, for a 50 seater aircraft, may make the operation unprofitable.



The environmental impact of the proposed extension, in terms of the land required for conversion and the consequential increase in noise pollution is also an important factor when evaluating the case for the runway extension. The airport is located just three miles from St Peter Port, in a heavily populated part of the Island. The environmental impact may be significant and an evaluation of the proposed runway should include careful consultation with local residents and visitors to the Island.

### **Conclusions**

It is clear that there are many issues which still need to be considered with regard to the evaluation of the proposed runway extension. Therefore, the Tourist Board with the full support of GHATA strongly advocates further and detailed deliberation be undertaken, assessing the economic impact of the extension and analysing the cost benefit to Guernsey, with the involvement of all interested stakeholders. Moreover, there is conflicting interpretation surrounding the landing and take off requirements of certain current and future aircraft types in dry and wet conditions. The capability of the runway, extended or otherwise, to accommodate these aircraft types requires further investigation by independent authority.

Yours sincerely,

G. J. NORMAN,

President,  
States of Guernsey Tourist Board.

The Guernsey Hotel and Tourism Association fully concurs with and endorses the conclusions reached in this submission by the Tourist Board.

Signed,

C. SYMES,

President,  
GHATA.

The President  
States Board of Administration  
Sir Charles Frossard House  
La Charroterie  
St Peter Port

1st November, 2001

Dear Deputy Berry,

AIRPORT RUNWAY EXTENSION

We refer to the letter of comment dated 31 October 2001 on the above giving the broad views of some of the Members of the States Tourist Board.

Although we are able to agree with parts of that letter, we believe you should not consider the letter to be a unanimous or even a majority Tourist Board opinion at this time. Regrettably the letter you have received is not the one we recall having authorised at our last meeting. The Tourist Board has not taken a vote for or against the runway extension.

We believe that any correspondence favouring an extension must include facts and figures to support the argument that the proposed extension will be of substantial benefit to Guernsey tourism in both the short and long term. We recall this was a Board directive at our last meeting. We also consider that the financial argument for an expenditure of this size needs to be detailed in terms of increased revenue brought about as a result of this investment, or lost because of not extending the runway.

We do agree, however, that the States Tourist Board has been given an unacceptably short period to comment on your consultants' report. We also believe, in view of alternative views being put forward in favour of an extension, that an independent body should verify the Halcrow technical assessment of the need for extension.

Yours sincerely,

B. SHERIFF,

J. LE SAUVAGE,

D. BARRETT,

Members of the States Tourist Board.

The President,  
States of Guernsey,  
Royal Court House,  
St. Peter Port,  
Guernsey,  
GY1 2PB.

13th November, 2001.

Dear Sir,

I refer to the letter of the 1st November 2001 addressed to you by the President of the Board of Administration on the subject of the Guernsey Airport – Runway Evaluation Study.

In this year's Policy & Resource Planning report, the Advisory and Finance Committee stated that 'The vital importance of external transport to the economic and social well-being of Guernsey and the smaller islands cannot be over-emphasised'. In this context, the ability of Guernsey Airport to meet the air transport needs of the Bailiwick is clearly crucial.

The Committee agrees with the Board of Administration that on the evidence of research carried out to date, there is no immediate need to extend the airport runway (a view also supported by the Transport Board). It also agrees that options for enhancing the Instrument Landing System should be considered; that a phased programme should be prepared for the replacement of the concrete aprons and that further research should be undertaken into options for extending the Runway End Safety Areas. Whilst the Board's recommendation (d) that it be directed to undertake routine resurfacing/rehabilitation works for the existing runway may be considered to be superfluous as such maintenance is inherent to the safe operation of the airport, the Committee wholly supports the necessity for carrying out such works.

A fundamental conundrum for airport planning is that many of the factors involved lie outside the control of the public authorities and changes cannot be predicted with any certainty and yet, upgrading and extending airport infrastructure is extremely expensive, logistically difficult and likely to entail substantial environmental impacts.

With this in mind, the Committee proposes to continue discussions with the Board of Administration, the Transport Board and other appropriate parties concerning corporate objectives for the future of the airport.

The Advisory and Finance Committee recommends the States to approve the Board of Administration's proposals.

Yours faithfully,

L. C. MORGAN,

President,  
States Advisory and Finance Committee.

The States are asked to decide:—

XI.— Whether, after consideration of the Report dated the 1st November, 2001, of the States Board of Administration, they are of opinion:—

1. That a runway extension shall not be constructed at the present time.
2. To direct the States Board of Administration to continue its consultation with the States Advisory and Finance Committee, the States Board of Industry, Island Development Committee, States Tourist Board, States Transport Board, relevant Douzaines and other interested parties with regard to a possible future extension of the Guernsey Airport runway and report back to the States with its findings when necessary.
3. To direct the States Board of Administration to investigate the options with regard to an enhanced Instrument Landing System at Guernsey Airport.
4. To direct the States Board of Administration to undertake the routine resurfacing/rehabilitation works for the existing runway.
5. To direct the States Board of Administration to formulate a programme to replace the concrete aprons at the Airport, phased over a period of three to five years.
6. To direct the States Board of Administration to seek advice from the Civil Aviation Authority regarding the most appropriate length for the Runway End Safety Areas at Guernsey Airport and to report back to the States with options for those Runway End Safety Areas.

# STATES PUBLIC THOROUGHFARES COMMITTEE

## NETWORK EXTENSION PLAN – LES LANDES CLOS, LANDES DU MARCHÉ

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

5th October, 2001.

Sir,

### **Public Thoroughfares Committee's Network Extension Plan** **Les Landes Clos, Landes du Marché**

At their meeting in October 2000 the States of Deliberation noted the Public Thoroughfares Committee's Network Extension Plan designed to provide mains drainage facilities for as much of the Island as is practicable.

I am pleased to report that the first schemes are progressing successfully with work currently being undertaken on L'Islet Phase 5, Rue du Preel Phase 1, Route Militaire Phase 1 and Landes du Marché Phase 1.

In order to maximise the number of properties able to connect in the Landes de Marche area it will be necessary to construct a pumping station and to lay a gravity sewer and rising main in the privately owned Les Landes Clos. These proposals will enable an additional 35 properties to be included in this phase of the work. The estate road is in multiple ownership and the laying of sewers in the road would normally have required a complicated wayleave agreement with all of the joint owners.

In order to avoid such a wayleave agreement, which would have involved a great deal of work in the Law Officer's Chambers and involved numerous advocates, the Public Thoroughfares Committee would like to invoke its powers contained in The Sewerage (Guernsey) Law 1974.

Section 2 of the Law provides:—

- “2 (1) Subject to the succeeding provisions of this section, where the Committee is satisfied that it is expedient for the carrying out of any of its duties under this Law, the Committee may construct a public sewer.
  - (a) .....
  - (b) in, on or over any land not forming part of a public highway with the approval of the States signified in that behalf by Resolution of the States.
- (2) The Committee shall, before submitting a recommendation to the States for their approval under the provisions of paragraph (b) of the last preceding subsection, serve a notice in writing on the owner and occupier of the land in, on or over which the

proposed sewer is to be constructed notifying them of the Committee's proposal to construct a public sewer and of their right to claim compensation for damage in accordance with the provisions of section twenty-one of this Law in the event of the exercise by the Committee of its powers to construct such public sewer under the provisions of the said subsection.

- (3) A recommendation to the States for their approval under the provisions of paragraph (b) of subsection (1) of this section shall indicate the land in, on or over which the proposed sewer is to be constructed by reference to a plan, either with or without descriptive matter, to be signed by the President of the States and deposited at the Greffe, and a copy of which plan shall be exhibited by Her Majesty's Greffier in the Vestibule of the Royal Court for not less than one week immediately preceding the date of the meeting of the States at which the recommendation of the Committee is to be considered.
- (4) A Resolution passed by the States giving their approval under the provisions of paragraph (b) of subsection (1) of this section shall be registered by Her Majesty's Greffier in the "Livre des Contrats" on the passing of such Resolution.
- (5) The Committee shall, as soon as may be after the passing of a Resolution of the States giving their approval under the provisions of paragraph (b) of subsection (1) of this section, cause a copy of such Resolution to be served on the persons who were the owner and occupier of the land in, on or over which the proposed sewer is to be constructed immediately before the passing of the Resolution and the Committee shall not construct such sewer in, on or over such land until a copy of such Resolution has been served on such persons."

The owners of Les Landes Clos have been consulted, have received formal notice of the proposals in accordance with subsection (2) above, and of their right to claim compensation for any damage, and are in agreement with the proposals.

The work will be undertaken by the Public Thoroughfares Committee's Network Extension contractor, Geotrant Limited and will be based on the Schedule of Rates previously agreed.

Copies of Drawing No. 6998/22 showing the extent of the work have been deposited at the Greffe for the information of Members of the States.

The Committee, therefore, recommends the States:—

To approve the scheme as set out in this report for the construction of a foul water pumping station, gravity sewers and a rising main in Les Landes Clos as shown on Drawing No. 6998/22.

I should be grateful if you would lay this matter before the States with an appropriate proposition.

Yours faithfully,

P. N. BOUGOURD,

President,  
Public Thoroughfares Committee.

**[N.B. The States Advisory and Finance Committee supports the proposals.]**

The States are asked to decide:—

XII.—Whether, after consideration of the Report dated the 5th October, 2001, of the States Public Thoroughfares Committee, they are of opinion:—

In accordance with the provisions of section 2 of the Sewerage (Guernsey) Law, 1974, to approve the scheme as set out in that Report for the construction of a foul water pumping station, gravity sewers and a rising main in Les Landes Clos as shown on drawing No. 6998/22.



## STATES TRAFFIC COMMITTEE

### REGULATION OF OVERSIZE VEHICLES

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

22nd October, 2001.

Sir,

### REGULATION OF OVERSIZE VEHICLES

#### 1. Introduction

The Committee currently regulates the movement of oversize vehicles through the Road Traffic (Construction and Use of Motor Vehicles) Ordinance, 1970 which has been amended on seven occasions although not since 1988. The Ordinances are collectively cited as the Road Traffic (Construction and Use of Motor Vehicles) Ordinance 1970 to 1988. All references in this policy letter to “the Ordinance” relate to the relevant Ordinances.

In addition the States have, by Resolution, provided the Committee with a policy framework within which exemptions to the requirements of the legislation can be granted.

**The purpose of this policy letter is to set out the current legal and policy requirements governing oversize vehicles and the associated difficulties that are experienced in meeting them. It also seeks the approval of the States to amend the existing legislative and policy frameworks to enable marginally wider, longer and heavier vehicles to circulate on some of the Island’s public highways in appropriate circumstances.**

In putting forward its recommendations, the Committee has been mindful of the comments made during the States meeting on 25 April, 2001. Where appropriate, amendments have been made to the Committee’s original proposals and additional explanations incorporated to provide increased clarity.

#### 2. Background

The use of oversize vehicles in the Island is regulated by their length, width and weight as follows:–

##### a) Vehicle Lengths

Under the existing legislation the following maximum limits apply to all vehicles circulating on the Island’s public highways **without** a permit from the Committee:–

- rigid vehicles up to 9.45 metres long including any trailer it may be towing;
- buses up to 9.75 metres;
- articulated vehicles up to 10.67 metres.

In addition, the Committee can issue permits to enable:–

- articulated vehicles up to 13.11 metres to circulate on the ‘harbours route’ between Vale Castle and St Peter Port harbour;
- articulated vehicles up to 13.11 metres to travel Island-wide between the hours of 9.00 p.m. and 6.45 a.m. (**i.e. overnight**) but only providing the journey is essential, the load indivisible and no suitable, alternative vehicle is available;
- cranes and low loaders up to 13.11 metres to travel Island wide other than between the hours of 8.00 a.m.–9.00 a.m. and 5.00 p.m.–6.00p.m.;
- articulated vehicles up to 15.24 metres to travel along the route between St Peter Port harbour and the northern end of Bulwer Avenue to Longue Hougue Lane and to and from the industrial sites at Northside, Lowlands, Braye Road and Pitronnerie Road between the hours of 9.00 p.m. and 6.45 a.m.;
- vehicles towing boats on trailers or any other type of trailer up to 12.19 metres in overall length including the length of the towing vehicle, to circulate on specified routes between the place of storage and either St Peter Port or St Sampsons harbours (some exceptions are applied such as to facilitate the movement of lightweight rowing skiffs under 13.72 metres);
- over length vehicles can also travel under escort, provided by Island Coachways, using the approved routes where practicable.

b) **Vehicle Widths**

- vehicles up to 2.24 metres wide can circulate anywhere in the island;
- vehicles above the 2.24 metres width limit can travel anywhere in the Island with a vehicle escort (currently provided under contract to the Committee by Island Coachways) using the approved routes where practicable;
- vehicles above 2.24 metres in width can travel anywhere in the Island without an escort but with a permit issued by the Committee using the approved routes where practicable;
- buses up to 2.31 metres can circulate on routes approved by the Committee for the provision of scheduled, school and private hire services;
- vehicles up to 2.5 metres can travel on the “harbours route” (i.e. between Vale Castle and St Peter Port harbour).

c) **Vehicle Weights**

(i) **The Harbours Route**

Under the terms of the Ordinance, **rigid vehicles** up to a maximum of 20 tonne gross laden weight can use the harbours route, regardless of the number of axles. The maximum axle loading permitted is 9 tonne so, in effect, a two axled rigid vehicle is limited to 18 tonne gross laden weight.

**Articulated vehicles** weighing up to 32 tonne are also permitted to travel on the harbours route subject to regulations governing the numbers of axles and their spacing but at no time should they exceed the 9 tonne per axle requirement.

ii) Island Wide Circulation

All articulated and rigid vehicles are limited to a maximum of 14 tonne gross laden weight regardless of the number of axles and the maximum axle loading is 9 tonne. All articulated vehicles have a minimum of three axles, and many have four axles.

An empty articulated vehicle, conforming to the current length requirement weighs approximately 9 to 10 tonne. Therefore, the maximum weight of the load allowed is only about 4 to 5 tonne. Some vehicles carrying containers that have been loaded outside the Island in all probability already exceed the weight limit of 14 tonne.

Appendix 1 sets out details of the main suppliers of new and second hand large goods vehicles (LGVs) together with other relevant matters.

N.B. For the purposes of this policy letter it has been assumed that one metric tonne is the equivalent of one imperial ton – a metric tonne is actually equivalent to 0.9842 imperial tons.

### 3. The Approved Route Network

Attached to this policy letter as Appendix 2 are details of those roads where oversize vehicles (i.e. those with length or width dimensions which fall outside of the existing framework) may travel either with a vehicle escort (currently provided by Island Coachways) or without an escort if a permit has been issued by the Committee.

Wherever practicable, the Committee requires the movement of oversize vehicles to follow roads which are capable of handling the size of vehicle. In exceptional circumstances oversize vehicles may have to be permitted to travel down a narrow road or lane where, for example, its intended destination point is located.

Generally, a permit issued to facilitate the movement of oversize vehicles other than on the “harbours route” prevents the vehicles travelling between 8.00 a.m.–9.00 a.m., 11.45 a.m.–2.15 p.m. and 5.00 p.m.–6.00 p.m. which are the times when higher levels of traffic congestion occur. The main exception relates to cranes and low-loaders which are permitted to circulate during the period of 11.45 a.m. to 2.15 p.m. as they are usually on short term hire and need to be able to move frequently between various sites.

The approved route network was reviewed and updated by the Committee during 2000 and 8 roads were deleted including:–

- Belmont Road and Kings Road
- Route des Fauconnaires
- Clos Landais
- Rue de L’Arquet
- Rocques Barrees Road
- Route de Pointes Rocques
- Arguilliers Lane and Rue de Haut
- Rue du Bouverie

A number of additional amendments have been made following a further review this year including the removal of :–

- Le Pollet
- Smith Street
- High Street
- Gibauderie
- Robergerie Road
- Brock Road (St Sampsons)
- Rue du Chardonnet
- Rue de L'Epinel
- Rue de la Moye
- Route de la Lande
- Paris Street
- Well Road
- Les Amballes
- St Clements Road
- St Johns Road

#### 4. Consultations

In preparing the original policy letter, the Committee sought the views of 38 private sector companies who are affected by and have an interest in the proposals. In addition, the Committee also wrote to all of the Island's Douzaines and a number of States Committees.

#### 5. Proposals For Change

The following is a summary of the nine changes which the Committee is recommending are made to the existing legislative and policy framework governing the movement of oversize vehicles which, if approved, will facilitate:–

- a) the circulation of articulated vehicles up to a maximum of 16.55 metres in length (comprising the tractor cab and trailer), up to 2.6 metres wide and up to 44 tonne in weight on the harbour's route between St Peter Port harbour and Longue Hougue Lane subject to conditions governing the number of axles;
- b) the circulation of articulated vehicles up to a maximum of 16.55 metres in length, up to 2.6 metres wide and up to 44 tonne in weight between St Peter Port harbour and the industrial sites at Northside, Lowlands, La Hure Mare, Braye Road and Pitronnerie Road subject to conditions governing the number of axles and the vehicles using the approved route network **and only between the hours of 9.00 p.m. and 6.45 a.m.;**

**The standard dimensions for articulated vehicles used in Europe, the United Kingdom, Isle of Wight, Isle of Man and Jersey are 16.55 metres in length and 2.6 metres wide.**

- c) a combination of towing vehicle and drawbar trailer to circulate Island wide up to a combined maximum length of 12.19 metres and subject to neither the towing vehicle nor the trailer exceeding a length of 9.45 metres;
- d) the circulation of vehicles Island wide up to a maximum width of 2.31 metres;

- e) the circulation of buses up to a maximum width of 2.49 metres on routes approved by the Committee;
- f) an increase in the weight restriction for the Island wide circulation of vehicles to 24 tonne gross laden weight for three axled vehicles and to 28 tonne gross laden weight for vehicles with four or more axles.

In addition to the above, the Committee is recommending the following minor changes to the existing legislation:–

- g) Section 3 of the Road Traffic (Speed Limits and Trailers) Ordinance, 1959, prohibits motor vehicles from towing more than one trailer unless a permit has been issued by the Committee. This is the only section which remains within the Ordinance and in order to reduce the number of Ordinances, the Committee proposes to repeal the 1959 Ordinance and to consolidate Section 3 into the Road Traffic (Construction and Use of Motor Vehicles) Ordinance, 1970.
- h) At the present time the Ordinance requires that a vehicle must not tow a trailer which has an unladen weight exceeding 2 cwt unless the trailer is fitted with an efficient braking system or unless a permit has been issued by the Committee. (Agricultural trailers up to 4 tons laden weight and broken down vehicles on tow are exempt).

The Committee is recommending an amendment to the Ordinance to prohibit a vehicle from towing a trailer with a laden weight which exceeds half the kerbside weight of the towing vehicle unless a permit has been issued by the Committee or the trailer is equipped with an efficient braking system. This proposal will reflect the legislation which already exists in the UK and in other jurisdictions.

The recommendation is made on safety grounds to prevent, for example, a Citroen 2CV with a kerbside weight of 12 cwt towing an unbraked trailer with an unladen weight of 2 cwt carrying a 10 cwt load which would be equivalent to the weight of the towing vehicle and consequently dangerous.

- i) All references to imperial weights and measurements in the Ordinance are converted into metric weights and measurements.

## 6. **Reasons for Changes**

### (i) **Vehicle Lengths**

#### (a) **Articulated Vehicles**

There are many occasions each year where local haulage companies have to hire additional trailers in order to cope with increased seasonal demands for the delivery and distribution of goods. The available trailers generally do not meet the Island's requirements governing oversize vehicles because they have to be hired from businesses based in the UK or further afield and it is entirely impractical to have additional trailers constructed at short notice which can legally be used in the Island.

The Committee has been informed that 12.19 metre trailers currently in use in the Island are no longer manufactured and there are simply insufficient second hand trailers to cope with existing levels of business. The standard articulated vehicle now used throughout Europe measures 16.55 metres in length (comprising the tractor cab

and trailer) and 2.5 metres in width except for refrigerated vehicles which are normally 2.6 metres wide allowing for the insulation material. These vehicles generally comprise a tractor cab and a 13.72 metre trailer.

Goods are already transported in the UK virtually exclusively in vehicles measuring 16.55 metres in length and are shipped by roll on/roll off ferry to Guernsey. If the Committee's proposals are not accepted by the States, this will necessitate "breaking bulk", either in the UK or Guernsey at considerable cost, particularly as a separate fleet of refrigerated trailers would be required. Such costs would be unacceptable to the supermarkets, suppliers, consumers and exporters.

Although it might still be possible to have trailers manufactured for use by companies serving the Island in order to meet the Island's existing requirement, given the relatively small numbers involved, this would lead to considerable additional costs when compared to the purchase price of a "standard" 13.72 metre trailer. Those additional costs also relate to the operation of the trailers as they cannot be used as part of a fleet "network" and would not become fully interchangeable. A further consideration is that having sufficient numbers of "made to measure" trailers manufactured to service the annual peak periods will also result in a considerable under-utilisation of those trailers at all other times.

The proposed larger vehicles could be used without any difficulty along the "harbours route" and the approved routes to and from the industrial sites at Northside, Lowlands, La Hure Mare, Braye Road and Pitronnerie Road at the approved times and would provide a more cost effective service for local hauliers and freight companies. The vehicles would still have to meet the Island's weight requirements and would not be permitted to circulate anywhere else in the Island except under escort as at present.

**By permitting vehicles of up to 16.55 metres (comprising the tractor cab and trailer) to circulate on the harbours route and to/from certain industrial sites via the network of approved routes, this will provide companies with greater flexibility, the ability to carry increased loadings and to fully utilise their equipment. This in turn, reduces the number of journeys required.**

The Committee is therefore recommending the States to permit:—

- the circulation of vehicles up to a maximum of 16.55 metres in length (comprising the tractor cab and trailer) on the harbour's route between St Peter Port harbour and Longue Hougue Lane;
- the circulation of vehicles up to a maximum of 16.55 metres in length between the St Peter Port harbour and the industrial sites at Northside, Lowlands, La Hure Mare, Braye Road and Pitronnerie Road using the approved route network **and only between the hours of 9.00 p.m. and 6.45 a.m.;**

**(b) Towing Vehicle and Drawbar Trailer**

In addition, the Committee is proposing that the legislation is amended to enable a combination of a towing vehicle and drawbar trailer to circulate on the Island's roads up to a combined maximum length of 12.19 metres and subject to neither the towing vehicle nor the trailer exceeding a length of 9.45 metres. At the present time permits to facilitate movements of such vehicles are required and are always approved there

being no sound reason to refuse them. The Committee therefore wishes to take the opportunity to reduce the unnecessary bureaucracy involved for its customers and the staff time involved in the issuing of these permits.

The Committee is therefore recommending the States to permit:–

- a combination of towing vehicle and drawbar trailer to circulate Island wide up to a combined maximum length of 12.19 metres and subject to neither the towing vehicle nor the trailer exceeding a length of 9.45 metres.

(ii) **Vehicle Widths**

(a) **Articulated Vehicles**

The Committee is recommending an increase in the width of vehicles up to 2.6 metres which, by permit, can travel on the harbours route and on approved routes to the industrial sites at Northside, Lowlands, La Hure Mare, Braye Road and Pitronnerie Road because this is the standard width of refrigerated trailers now manufactured and in use in the UK and elsewhere. An allowance is included in this measurement for refrigerated trailers to provide the necessary insulation to maintain the temperature at a required level. This proposal corresponds to the one in the previous section governing vehicle lengths where the Committee is recommending an increase in vehicle lengths up to 16.55 metres overall to accommodate the now standard production lengths of trailers which is 13.72 metres.

**It should be emphasised however, that at the present time the majority of oversize vehicles in use measure 2.5 metres in width and the Committee does not expect this to change other than in respect of some refrigerated trailers.**

The Committee is therefore recommending the States to permit:–

- the circulation of vehicles up to 2.6 metres wide on the harbours route between St Peter Port harbour and Longue Hougue Lane;
- the circulation of vehicles up to 2.6 metres wide between St Peter Port harbour and the industrial sites at Northside, Lowlands, La Hure Mare, Braye Road and Pitronnerie Road using the approved route network **and only between the hours of 9.00 p.m. and 6.45 a.m.**

(b) **Delivery Vehicles and Lorries**

The Committee has also been advised that vehicles such as oil and petrol delivery vehicles and many lorries, are generally no longer available with a chassis manufactured to a specification which conforms to the Island's width requirements. The alternatives are either to pay considerably increased costs to have purpose built chassis constructed or to purchase vehicles which conform to a standard width of 2.31 metres and to then "cut" them down to size. This invariably involves reducing the size of the chassis, cutting down the size of the wheel studs and nuts and so on.

Whilst the Committee has previously been advised that such measures are not necessarily dangerous, they cannot be described as good practice and can lead to greater wear and tear on tyres in particular. Many manufacturers are now refusing to allow their vehicles to be modified.



The Committee believes that **by permitting a small increase of 7cm** in the Island's current vehicle width requirement, a greater choice of standard vehicles will be available to local businesses which will be less expensive and safer. Such a move will also standardise the type of vehicle which can be used in both Guernsey and Jersey. These should not have any significant detrimental effects on the environment and will make alternative vehicles available to local companies helping them to contain their costs and the charges which they make for their services.

Increasing the current width limit for oversize vehicles to 2.31 metres will not result in all of the existing businesses upgrading their vehicles to take advantage of this. Many will undoubtedly continue to rely on their existing vehicles and others, whose vehicles are expected to cope regularly with difficult accesses (sewage tankers for example), may decide to continue using narrower vehicles. Businesses will however have a wider choice and will be able to obtain vehicles best suited to their (and their customers') requirements.

The Committee is therefore recommending the States to permit:–

- the circulation of vehicles Island wide up to a maximum width of 2.31 metres.

(c) **Buses**

The Committee is recommending the States to permit the circulation of wider buses up to 2.49 metres (an increase of 18.42 cm) on suitable routes approved by the Committee. This would facilitate the acquisition, in the future, of less expensive, higher quality and more comfortable vehicles which are now manufactured to a standard width of 2.49 metres.

(iii) **Vehicle Weights**

a) **Harbours Route**

In 1970, when the Ordinance was enacted, 32 tonne was the maximum weight for articulated vehicles in the United Kingdom. The numbers of axles and their spacings were adopted from the UK regulations in place at the time and the Island's legislation in this area has not been amended.

Since 1970, the UK (and European) maximum weights have risen, firstly to 38 tonne then to 41 tonne. In order to comply with the 41 tonne limit, a vehicle had to have six axles, of which all the trailer axles and at least the drive axle of the tractor unit must be air sprung (commonly known as "road friendly suspension").

On 1st February 2001, the UK implemented a new weight limit of 44 tonne which was already applicable throughout Europe. The axle spacings are the same as those which previously applied to 41 tonne vehicles. The main change is that low pollution engines must power the vehicles, so that they will be more environmentally friendly. A low pollution engine is defined as an engine which:–

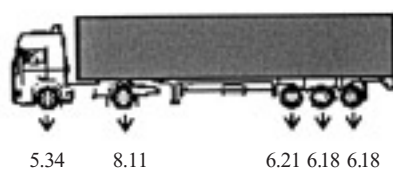
- is fuelled solely by gas; or
- is fuelled predominantly by gas and has a minimum gas tank capacity of 400 litres; or
- being a diesel engine, complies with requirements for the emission of gaseous and particulate pollutants.

The majority of the large articulated trailers using the harbours route are loaded outside the Island and brought in by roll on/roll off ferry. The remainder are loaded locally with goods for export from the Island. In practice, haulage companies outside of the Island are almost certainly loading trailers with a gross weight which exceeds the current limit for the harbours route of 32 tonne.

In order to regularise what is already happening in practice and in recognition of the changes occurring in the UK and Europe which the Island can no longer ignore, the Committee is proposing to increase the weight restrictions on the harbours route to 44 tonne subject to such vehicles complying with the above mentioned criteria

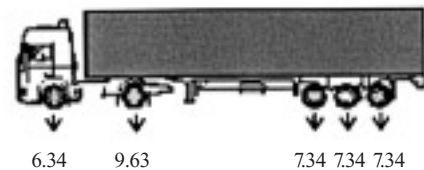
**The engineering advice that the Committee has received is that such vehicles would be causing no more wear and tear to the road surface than those which are operating at a 32 tonne weight limit. It is not the overall weight of a vehicle which is important with regard to the road surface, but rather the individual axle weights. (See Appendix 3)**

The diagrams below show the effect of the axle weight restrictions. Diagram (a) shows the heaviest vehicle currently able to circulate on the harbours route with the heaviest axle of 8.11 tonne. The second diagram (b) shows a 38 tonne articulated vehicle with 5 axles, with one axle rated at 9.63 tonne, which is 630kg over the Island limit.



32 Tonne Artic – 5 Axles

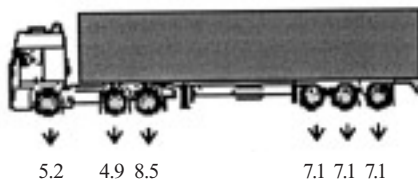
(a)



38 Tonne Artic – 5 Axles

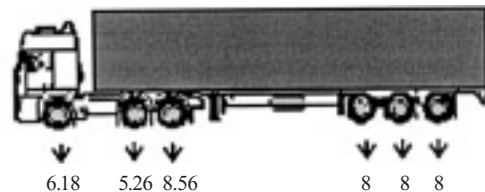
(b)

The next two diagrams show firstly the previous UK maximum of 41 tonne (c) and secondly (d) the new limit of 44 tonnes which came into force in the UK in February 2001. The maximum axle weight on the 44 tonne vehicle is well within the Island's 9 tonne weight limit.



41 Tonne Artic – 6 Axles

(c)



44 Tonne Artic – 6 Axles

(d)

The Committee is recommending the States to approve an increase in the weight restriction to 44 tonne for those vehicles using the harbours route between St Peter Port harbour and Longue Hougue Lane and also travelling along the approved routes to and from the five industrial sites at the approved times subject to appropriate conditions governing low pollution engines and axle loadings.

b) Island Wide

The existing 14 tonne weight limit for the Island wide circulation of articulated vehicles is no longer realistic and the Committee believes is not always being followed.

Increasing the permitted gross laden weights to 24 tonne for three axled vehicles and 28 tonne for vehicles with four or more axles, whilst retaining the existing 9 tonne loading per axle, would not lead to bigger vehicles than at present, but would enable heavier loads to be carried without additional wear and tear to the roads.

The proposed change to allow vehicles to carry heavier loads without increasing the maximum axle loading of 9 tonne would regularise what is almost certainly happening on some occasions and would enable companies to contain their costs by enabling the distribution of more goods with fewer vehicle movements.

The Committee can by permit, allow the movement of vehicles with a gross laden weight which exceeds the 14 tonne limit but not the 9 tonne axle limit. For example, an articulated vehicle with a gross laden weight of 24 tonne with 3 axles or 28 tonne with 4 axles would fall well within the 9 tonne loading per axle.

The Committee is therefore recommending the States to permit an increase in the weight restriction for the Island wide circulation of vehicles to 24 tonne for three axled vehicles and to 28 tonne for vehicles with four or more axles.

7. Importance of the Proposals

The Committee acknowledges that certain of its recommendations are more essential than others. In this respect, it must be emphasised that the ‘harbours route’ between St Peter Port harbour and Longue Hougue Lane is effectively the Island’s “lifeline” route as far as the distribution of goods is concerned. Already, some articulated vehicles using this route are having to do so outside of the current framework governing the movement of oversize vehicles because smaller vehicles (trailers) are not available – this problem is particularly acute in the spring and summer.

The harbours route is sufficiently wide to accommodate the longer, wider and heavier vehicles without resulting in road safety or traffic management difficulties. The majority of articulated vehicle loads are taken to the Bulwer Avenue area which has effectively become the “break bulk” distribution centre for the Island. To consider breaking down loads at the harbour would not be practical due to the number of loads involved and in the case of food products, the required standards for the redistribution of foodstuffs could not be met. It would also add significant costs to the product which would end up being met by consumers and result in a considerably increased number of traffic movements by smaller vehicles. A further consideration is the fact that providing an area at St Peter Port Harbour for the breaking down of goods in transit would be extremely difficult and would lead to delays and congestion.

**If the States refuses to accept the Committee’s recommendations in respect of oversize vehicles travelling on the harbours route (recommendation (i)), then existing haulage companies will undoubtedly lose the flexibility to service the Island’s requirements without increasing their costs.**

In carefully reconsidering the priorities for a revised legislative and policy framework, the Committee has had regard to the views expressed by members of the States in April as well as those of hauliers, other businesses and the public. Consequently, the Committee has concluded that the following changes are **absolutely essential**, will not have any significant traffic management or road safety implications and will minimise movements of large vehicles:–

- to increase the maximum length, width and weight of articulated vehicles using the harbour route (proposal 5a);
- to amend the existing legislation to prohibit a vehicle from towing a trailer with a laden weight which exceeds both the kerbside weight of the towing vehicle unless a permit has been issued, which is essential on safety grounds (proposal 5h).

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The Committee has also decided that the following changes are **very important**:–

- to increase the maximum length, width and weight of articulated vehicles using the approved route network to and from the five industrial sites (proposal 5b);
- to increase the maximum width of vehicles circulating Island wide (proposal 5d);
- to increase the weight limit for the Island wide circulation of vehicles weighing up to 28 tonne (proposal 5f).

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The remaining proposals in respect of:–

- the movement of a towing vehicle and drawbar trailer up to a combined maximum length of 12.19 metres (proposal 5c); and
- the circulation of buses up to 2.49 metres wide on selected routes (proposal 5e);

are of less importance than the other recommendations but are still considered necessary.

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- Finally, the proposal to repeal the remaining section of the Road Traffic (Speed Limits and Trailers) Ordinance, 1959 and to consolidate this into the 1970 Ordinance (proposal 5g); and
  - the proposal to convert the current imperial weights and measurements into metric weights and measurements (proposal 5i);

will have no impact in relation to the size of vehicles currently permitted to circulate within the Island.

## 8. **Enforcement**

Responsibility for the enforcement of the legislation governing oversize vehicles rests with the Committee for Home Affairs (Police) as is the case with all traffic and parking related matters. The Committee is aware that the subject of enforcing the requirements of this legislation including the use of suitable weighing equipment involving the possible installation of a multipurpose weighbridge at St Peter Port harbour dates back to at least 1985.

With regard to the use of vehicle identification plates for over length and/or over-width vehicles, the Committee does not believe this proposal would be the way forward. It will require additional legislation and involve more bureaucracy.

As far as overweight vehicles are concerned, there are currently six weighbridges in regular use in the Island and two, at Mont Cuët and Longue Hougue, have 50 tonne capabilities and sufficiently long weighbridge plates to accommodate large vehicles. Those weighbridges cannot however be used for determining individual axle weights due to the lack of adequate level approaches that are required.

Nevertheless, all articulated vehicles entering the Island will have used the UK road network to arrive at the port and of necessity will have had to comply with the strict UK legislative requirements. Those same vehicles are also weighed in Portsmouth before embarkation on to the ro-ro ferry.

Other possible enforcement measures would appear to involve:—

- the purchase and installation of a multi purpose weighbridge at St Peter Port harbour; or
- the purchase and use of portable weigh pads for determining the individual axle weight of vehicles.

The Committee understands that there is limited available space to install a new weighbridge at St Peter Port harbour and that the costs would be significant. In addition, where the Police wished to check the weight of a large goods vehicle, arrangements could be made to perform a test on the overall weight of the laden vehicle at Mont Cuët or Longue Hougue.

If further enforcement measures are required then the Committee is of the view that the most appropriate way forward is for the Committee for Home Affairs to bring forward proposals to purchase portable weigh pads to be used in undertaking spot checks on the individual axle weights of vehicles. The Committee is aware that there is now a Code of Practice adopted in the UK which specifies the criteria which must be met regarding the use of weigh pads and that discussions between the Board of Industry (Trading Standards) and the Committee for Home Affairs (Police) have been taking place on this and other related matters.

## 9. **Recommendations**

Following consideration of this report, the Committee recommends the States to approve a revised legislative and policy framework for the movement of oversize vehicles which enables:—

- (i) articulated vehicles up to 16.55 metres in length, up to 2.6 metres wide and up to 44 tonne in weight to travel along the “harbours route” subject to conditions governing the number of axles;
- (ii) articulated vehicles up to 16.55 metres in length, up to 2.6 metres wide and up to 44 tonne in weight to travel along the approved routes to and from the industrial sites at North Side, Lowlands, La Hure Mare, Braye Road and Pitronnerie Road at the approved times and subject to conditions governing the number of axles;

- (iii) the movement of a towing vehicle and drawbar trailer up to a combined maximum length of 12.19 metres and subject to the towing vehicle or trailer not exceeding a length of 9.45 metres;
- (iv) the Island wide circulation of any vehicle up to a maximum width of 2.31 metres;
- (v) buses up to 2.49 metres wide to circulate on those routes deemed suitable by the Committee;
- (vi) the Island wide circulation of vehicles weighing:—
  - Up to 24 tonne gross laden weight provided the vehicle has three axles; or
  - Up to 28 tonne gross laden weight provided the vehicle has four or more axles.

Furthermore, the Committee recommends the States to approve:—

- (vii) the repeal of the Road Traffic (Speed Limits and Trailers) Ordinance 1959 with the remaining Section 3 being consolidated into the Road Traffic (Construction and Use of Motor Vehicles) Ordinance, 1970;
- (viii) an amendment to the Ordinance to prohibit a vehicle from towing a trailer with a laden weight which exceeds half the kerbside weight of the towing vehicle unless a permit has been issued by the Committee OR the trailer is equipped with an efficient braking system;
- (ix) that all references to imperial weights and measurements in the Ordinance are converted into metric weights and measurements.

I should be grateful if you would lay this matter before the States with appropriate propositions including one directing the preparation of the necessary legislation.

Yours faithfully,

P. N. BOUGOURD,

President,  
States Traffic Committee.

**Appendix 1(a)**

**AVAILABILITY OF VEHICLES SATISFYING THE CURRENT AND PROPOSED WIDTH LIMITS  
FOR ISLAND WIDE CIRCULATION**

**New vehicles**

<b>Local Supplier</b>	<b>Manufacturer</b>	<b>Existing width limit 2.2 metres (7ft 4ins)</b>	<b>Proposed width limit 2.3 metres (7ft 6<sup>3</sup>/<sub>4</sub> ins)</b>
Rabey's/VMW	Leyland/Daf	Impossible to convert because it would mean cutting and welding the front axle	Readily available
Rabey's/VMW	Renault 12 - 14 tonne	No modifications are necessary	Readily available
Rabey's/VMW	Renault 14 - 16 tonne (plated at 14 tonnes for Island use)	Special dished wheels are fitted to rear to narrow the track. The front wheel nuts are tapered to enable the wheels to be fitted slightly more inboard. This leaves 3/4 ins of surplus wheel stud length, which is cut off. Cosmetic bodywork changes are also carried out to the front wings and step etc.	Readily available
Bougourd Ford	Iveco	Now impossible to obtain, Iveco would withdraw the local franchise if their vehicles were modified in order to reduce them in width.	Readily available, and are supplied to Jersey regularly
Bougourd Ford	Seddon-Atkinson	Able to supply factory modified 18 tonne chassis at 7ft 2ins wide, de-rated to 14 tonnes and fitted with narrow refuse vehicle axles. Fitting narrow axles increases the turning circle and make the vehicles less manoeuvrable.	Readily available



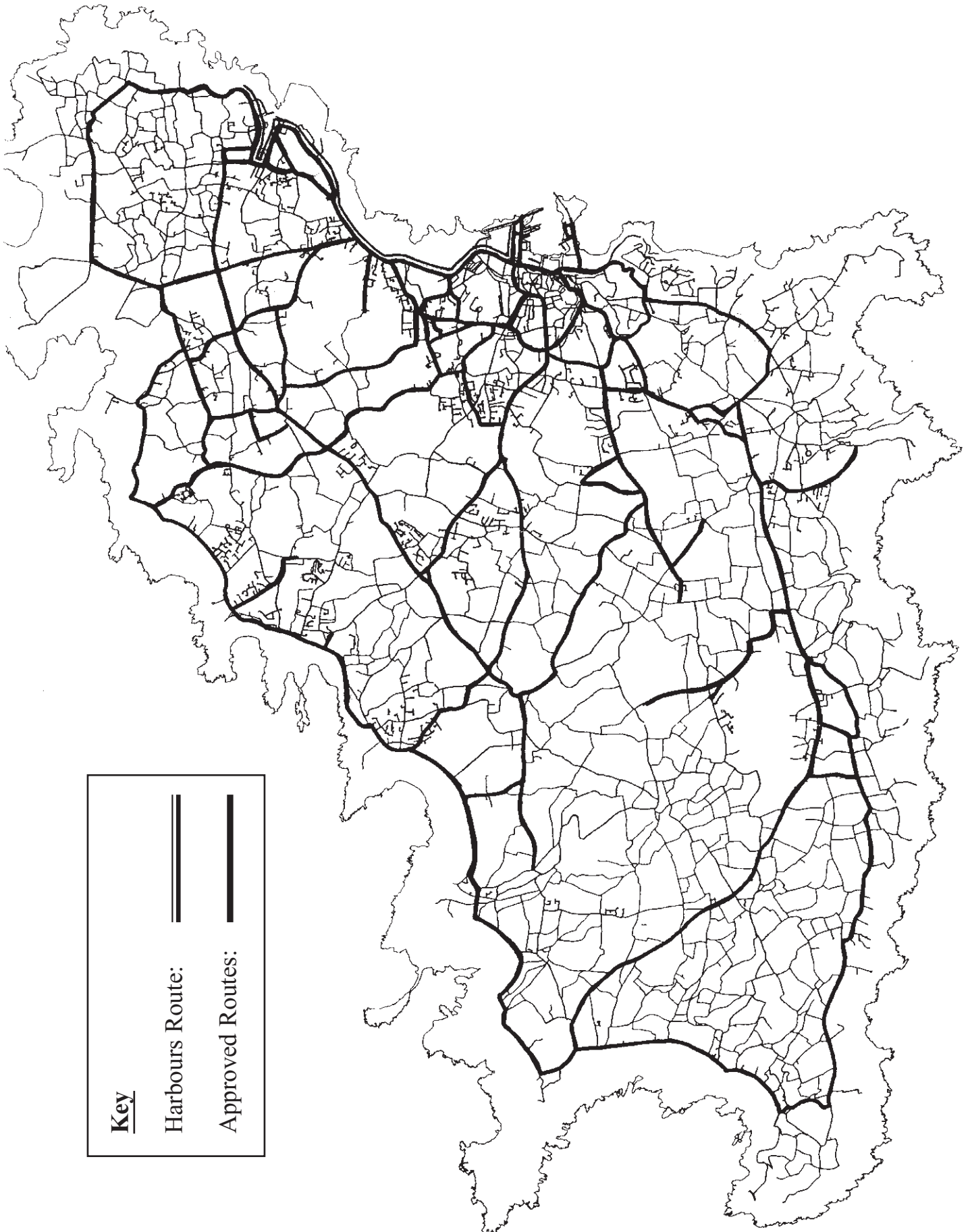
**Appendix 1(b)**

**AVAILABILITY OF VEHICLES SATISFYING THE CURRENT AND PROPOSED WIDTH LIMITS  
FOR ISLAND WIDE CIRCULATION**

**Imported second hand**

<b>Local Supplier</b>	<b>Manufacturer</b>	<b>Existing width limit 2.2 metres (7ft 4ins)</b>	<b>Proposed width limit 2.3 metres (7ft 6<sup>3</sup>/<sub>4</sub> ins)</b>
Commercial Trade Centre	Any make. Usually older vehicles	Impossible to obtain any used vehicles which do not require reducing in width. Modifications cost minimum £1500 often much more, and compromise vehicle safety. This also applies to some 7½ tonne vehicles.	Readily available
Vale Commercial Centre	Any make. Usually older vehicles, mostly Leylands	Impossible to obtain any used vehicles which do not require reducing in width. Older model Leylands have their front hubs and brake drums machined (including the wheel bearings) and the wheel studs cut shorter. The wheel nuts then often have to be ground down a little. This is a minimum of £600, then 4 special rear wheels are supplied at £100 each so the total cost is at least £1,000. Newer Leyland models cannot be reduced in width in this manner.	Readily available (most of this size of vehicle measure between 7ft 5ins and 7ft 6ins)

## The Approved Route Network



Mr D R Holmes  
Chief Executive  
States Traffic Committee  
Bulwer Avenue  
ST SAMPSON  
Guernsey GY1 3HY

26 September 2001

Dear Sir

### **VEHICLE WEIGHTS AND LOADINGS**

Further to your request of 20 September 2001 regarding the damaging effects of vehicle weights on the road surface and structure I would respond as follows:

The damage done by commercial vehicles to the surface and structure of a road increases very dramatically with higher axle loadings. In fact the damage factor rises as the fourth power of axle weight, thus a doubling of axle weight would produce  $2^4 = 16$  times the damage of the lighter axle. Load distribution, vehicle suspension and other factors affect the eventual loadings transmitted through the axles and tyre contact area to the road surface and structure. It is also likely that some operators load vehicles above the permitted weight or distribute the load unevenly. All these factors affect the damage done by commercial vehicles.

In Guernsey Island-wide axle loading limit is set at 9 tonnes. The overall weight of the vehicle is of secondary importance provided that the resultant axle loadings are 9 tonnes or less. Larger overall vehicle weights can actually be less damaging than smaller ones if a greater number of axles produces a lesser axle weight.

Yours faithfully,

A. W. CHILD,

Head of Property Services.

Appendix 4**Current and Proposed Vehicle Size Limits**

Current Island Wide Limit



Current Harbours Route Limit



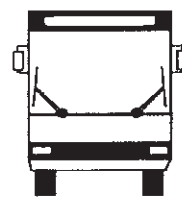
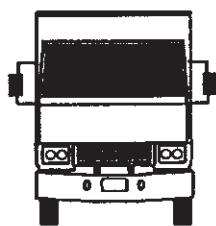
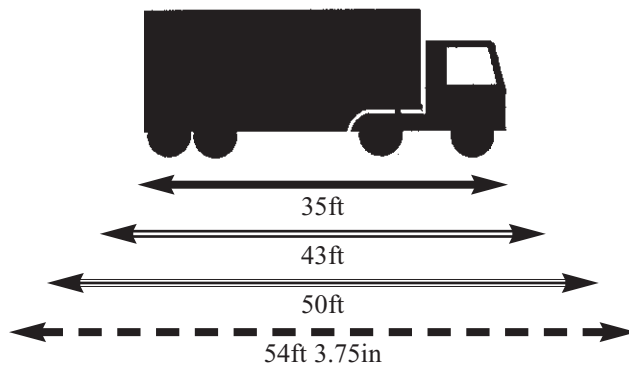
Current Bulwer Avenue Limit



Proposed Harbours Route Limit



Proposed Island Wide Limit



(On certain routes)

**Oversize Vehicles**

<b>Vehicle Widths</b>	
Imperial	Metric
7' 4"	2.24m
7' 6 3/4"	2.31m
8' 2"	2.49m
8' 2 1/2"	2.5m
8' 6 1/2"	2.6m

<b>Vehicle Lengths</b>	
Imperial	Metric
31'	9.45m
32'	9.75m
35'	10.67m
40'	12.19m
43'	13.11m
45'	13.72m
50'	15.24m
54' 3 3/4"	16.55m

The States are asked to decide:—

XIII.— Whether, after consideration of the Report dated the 22nd October, 2001, of the States Traffic Committee, they are of opinion:—

1. To approve a revised legislative and policy framework for the movement of oversize vehicles which enables:
  - (a) articulated vehicles up to 16.55 metres in length, up to 2.6 metres wide and up to 44 tonne in weight to travel along the “harbours route” subject to conditions governing the number of axles;
  - (b) articulated vehicles up to 16.55 metres in length, up to 2.6 metres wide and up to 44 tonne in weight to travel along the approved routes to and from the industrial sites at North Side, Lowlands, La Hure Mare, Braye Road and Pitronnerie Road at the approved times and subject to conditions governing the number of axles;
  - (c) the movement of a towing vehicle and drawbar trailer up to a combined maximum length of 12.19 metres and subject to the towing vehicle or trailer not exceeding a length of 9.45 metres;
  - (d) the Island wide circulation of any vehicle up to a maximum width of 2.31 metres;
  - (e) buses up to 2.49 metres wide to circulate on those routes deemed suitable by the States Traffic Committee;
  - (f) the Island wide circulation of vehicles weighing:—
    - (i) up to 24 tonne gross laden weight provided the vehicle has three axles; or
    - (ii) up to 28 tonne gross laden weight provided the vehicle has four or more axles.
2. To approve the repeal of the Road Traffic (Speed Limits and Trailers) Ordinance, 1959 with the remaining section 3 being consolidated into the Road Traffic (Construction and Use of Motor Vehicles) Ordinance, 1970.
3. To approve an amendment to the Road Traffic (Construction and Use of Motor Vehicles) Ordinances, 1970 to 1988 to prohibit a vehicle from towing a trailer with a laden weight which exceeds half the kerbside weight of the towing vehicle unless a permit has been issued by the States Traffic Committee OR the trailer is equipped with an efficient braking system.
4. That all references to imperial weights and measurements in the above-mentioned Ordinances shall be converted into metric weight and measures.
5. To direct the preparation of such legislation as may be necessary to give effect to their above decisions.

# REQUÊTE

## ST. MARTIN'S CONSERVATION AREA

### TO THE PRESIDENT AND MEMBERS OF THE STATES OF DELIBERATION

THE HUMBLE PETITION of the undersigned Members of the States of Deliberation SHEWETH:—

1. That in the opinion of your petitioners the Rural Area Plan approved by the States in 1993 is not always being administered within the principles of a Conservation Area in the St. Martins Village Area.
2. That in the opinion of your petitioners the Conservation designation of the Rural Area Plan, as it affects the Village Area of St. Martin, is being administered in a way that does not retain the Conservation character of the Village.
3. Your Petitioners, the Constables and Douzaine of St. Martin are concerned that designs based on architectural ideas foreign to the Village idiom of Cottage and Guernsey Farmhouse scale, are being approved by the Island Development Committee.
4. Your Petitioners consider that these designs being approved by the Island Development Committee are incongruous with the surrounding Edwardian, Victorian and ancient granite buildings in St. Martins Centre.
5. Your Petitioners consider that the Island Development Committee should consider strengthening the forthcoming Rural Area Plan to guide developers to aim for traditional designs.
6. Your Petitioners consider that the States of Deliberation should request the Island Development Committee to administer the Rural Area Plan conservation area of St. Martins Village Centre in a way that avoids experimenting with foreign designs but encourages developers to aim for traditional designs

THESE PREMISES CONSIDERED

YOUR PETITIONERS humbly pray that the States may be pleased to resolve as follows:—

1. To request the Island Development Committee to note the concerns set out in this Petition.
2. To request the Island Development Committee to encourage developers to submit designs that are not incongruous with the Conservation surroundings of the St Martins Village Area.

AND YOUR PETITIONERS WILL EVER PRAY

GUERNSEY, this 10th day of October, 2001

F. W. QUIN

R. C. BERRY

D. A. BARRET

E. W. WALTERS

J. M. LE SAUVAGE

W. M. BELL

J. J. CLEAL

J. R. NICOLLE SENIOR CONSTABLE

W. A. WARRY – JUNIOR CONSTABLE

DOUZENIERS:—

A. J. LAINÉ

M. LAWS

B. HERVÉ

I. RAWLINS-DUQUEMIN

B. W. RABEY

B. GREGG

W. LE PAGE

F. W. QUIN



The President,  
States of Guernsey,  
Royal Court House,  
St. Peter Port,  
Guernsey,  
GY1 2PB.

13th November, 2001.

Dear Sir,

I refer to the Requête submitted by Deputy R C Berry and six other members of the States concerning the St Martin's Conservation Area.

The Advisory and Finance Committee has sought comments from the Island Development Committee and a copy of the President's reply dated 31st October 2001, is appended.

Since the membership of the Advisory and Finance Committee includes two of the signatories to the Requête and two members of the Island Development Committee, it is considered to be inappropriate to comment on this matter on a committee basis.

Yours faithfully,

L. C. MORGAN,

President,  
States Advisory and Finance Committee.

**ENC**

The President,  
 Advisory and Finance Committee,  
 Sir Charles Frossard House,  
 La Charroterie,  
 St. Peter Port,  
 Guernsey,  
 GY1 1FH.

31st October, 2001.

Dear Deputy Morgan,

**Requête concerning the interpretation of Rural Area Plan (Phase 2) Policies  
 in relation to the St. Martin's Conservation Area**

I write in reply to your letter of 19 October 2001 requesting the comments of the IDC on the above Requête. The Committee is grateful for this opportunity to respond to the opinions expressed in the Requête and hopes these will assist the Advisory and Finance Committee in making its own response.

The main thrust of the views expressed in the Requête appears to be that the IDC is failing to carry out its development control functions in accordance with the policies of the Rural Area Plan (Phase 2) (RAP2). The relevant policy, CE8, states:

*"In Conservation Areas the policy is to conserve and enhance their special character. Development will not normally be permitted, but where, in exceptional circumstances, it is acceptable, it will be subject to strict control over siting, design and materials, and will be required to respect the distinctive features of the area and preserve and enhance its special character and identity. Particular attention will be given to questions of scale, massing, architectural details and the use of appropriate traditional materials. The erection of new housing will not be permitted."*

Whilst the boundaries of the various Conservation Areas in St. Martin's are relatively tightly drawn, they inevitably include a number of non-traditional and, arguably incongruous buildings. The drawing of any planning policy boundary will inevitably face this dilemma if it is to avoid the over detailed site by site approach of the past. The policy responds to this dilemma by providing for new development where this will result in a general improvement in the quality of built environment.

The underlying philosophy of all conservation is not simply to preserve but also to enhance. This is particularly important in the case of the built environment, where the demands of everyday life dictate that some change in the character of the familiar and cherished scene is not only inevitable but also desirable.

Policy CE8 clearly sets out the criteria against which the Committee is obliged to judge any development proposals for new, or replacement buildings in a Conservation Area. This policy does not require that all such development must slavishly copy the precise form and detail of those historic buildings that go to make up the core the area's character. Few, if any, examples of such distortions of modern accommodation into building forms derived from functional and constructional requirements and constraints from the distant past have shown themselves to be successful. This form of 'pastiche' development, as it is widely called, has been widely

criticised by the architectural profession and the general public alike. It fails to make a positive contribution to the overall character of the sensitive and valued building groups that go to make up any Conservation Area. The net effect, over time, is to undermine the very quality that makes these areas special.

The approach which the Committee has adopted, in responding to development proposals in the Conservation Areas of St. Martin's and other sensitive parts of the Plan area, is only to approve development that is judged to improve upon the status quo, in conservation terms. The Committee seeks to ensure, as far as can be practically achieved through the development control process, that all new development is of a scale and massing that is appropriate to its neighbours and its general environs. Such building designs that are approved are expected to be constructed using long lasting traditional materials, which will readily assimilate into their setting. These architectural criteria do not exclude contemporary buildings that are designed to take advantage of the opportunities for innovation and change that are available to the modern designer. It is widely acknowledged, in the practice of planning and urban design throughout the world, that well designed modern buildings can be successfully integrated into their historic settings. Moreover it is this philosophy that, in the Committee's experience, has the overwhelming support of the architectural world and general public alike. To illustrate this point the Committee would cite the Credit Suisse building, in St. Peter Port as an exemplar of the approach it would encourage to designing in a sensitive historic built environment.

It follows from the above that the Committee rejects the implicit criticism contained in this Requête and believes that it carries out its role in a manner that is entirely consistent with Policy CE8, as it is required to do under the Law. That having been said, the Committee would not wish to challenge the concluding prayer of the Petitioners. It will continue to carry out its role in a manner that encourages buildings that are appropriate to the character of the Conservation Areas within St. Martin's. It will also consult, and listen carefully, to any concerns that it receives both when determining any future application and in the preparation of the new Plan for RAP2.

Yours sincerely,

JOHN E. LANGLOIS,

President,  
Island Development Committee.

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The States are asked to decide:—

XIV.—Whether, after consideration of the Requête dated the 10th October, 2001, signed by Deputy R. C. Berry and six other Members of the States, they are of opinion:—

1. To request the Island Development Committee to note the concerns set out in that Petition.
2. To request the Island Development Committee to encourage developers to submit designs that are not incongruous with the Conservation surroundings of the St. Martin's Village Area.

***STATUTORY INSTRUMENTS LAID BEFORE THE STATES*****THE SOCIAL INSURANCE (INCREASE OF BENEFITS) REGULATIONS, 2001****THE SOCIAL INSURANCE (CONTRIBUTIONS) (AMENDMENT) (NO.2)  
REGULATIONS, 2001**

In pursuance of the provisions of section 117 of the Social Insurance (Guernsey) Law, 1978, I lay before you herewith the following Regulations made by the Guernsey Social Security Authority on the 5th November, 2001:—

**THE SOCIAL INSURANCE (INCREASE OF BENEFITS) REGULATIONS, 2001****EXPLANATORY NOTE**

These Regulations increase the reduced rates of benefits payable under the Social Insurance (Guernsey) Law, 1978, in order to bring them into correspondence with the higher standard rates of such benefits approved by the States on 26th September, 2001.

**THE SOCIAL INSURANCE (CONTRIBUTIONS) (AMENDMENT) (NO.2)  
REGULATIONS, 2001****EXPLANATORY NOTE**

These Regulations bring the rules for the assessment of the income of self-employed and non-employed persons into line with the changes to the Income Tax Law which will come into effect on 1st January 2002. The period over which the relevant income is assessed will be substantially unchanged, but will relate to a different year (or years) of charge for income tax purposes.

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

The Royal Court House,  
Guernsey.  
The 23rd November, 2001.

## APPENDIX I

### STATES ADVISORY AND FINANCE COMMITTEE

#### PAYMENTS TO STATES MEMBERS, FORMER STATES MEMBERS AND NON-STATES MEMBERS OF STATES COMMITTEES

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

30th October, 2001.

Dear Sir,

In accordance with rule 1 of section VI of the Rules for Payments to States Members, Former States Members and Non-States Members of States Committees approved by the States on the 28th February 1996 I enclose, for publication as an appendix to a Billet d'État, a schedule setting out the amendments to the rates of payments, allowances and pensions which will take effect from the 1st May 2001.

The amounts have been increased by 5% which is the average general change in senior officer salaries.

Yours faithfully,

L. C. MORGAN,

President,  
States Advisory and Finance Committee.

**PAYMENTS TO STATES MEMBERS, FORMER STATES MEMBERS AND NON-STATES MEMBERS OF STATES COMMITTEES**

		Sum paid since 1.5.2000	Sum to be paid from 1.5.2001
<u>STATES MEMBERS</u>			
<u>Compensation Payment</u>	(per annum)	£8,761	£9,199
<u>Attendance Allowances</u>	(per half-day)	£26.29	£27.60
<u>Expense Allowance</u>	(per annum)	£1,753	£1,841
<u>Presidential Allowance</u>	(per annum)		
A+		£4,382	£4,601
A		£2,629	£2,760
B		£1,753	£1,841
C		£876	£919
D		Nil	Nil
Maximum Presidential Allowance per Member		£4,382	£4,601
<u>Income Limits re Attendance Allowance</u>			
Married Members		£43,810	£46,000
Other Members		£26,286	£27,600
<u>REPRESENTATIVE OF THE STATES OF ALDERNEY ALLOWANCE</u>			
(per half day)		£35.04	£36.79
<u>NON-STATES MEMBERS' ALLOWANCE</u>			
(per half day)		£35.04	£36.79
<u>PENSIONS</u> (per week per year of Service)			
<u>Non-Contributory</u> (In respect of service up to 31.12.1989)			
Member		£2.64	£2.77
Spouse		£1.32	£1.39
<u>Contributory</u> (In respect of service from 1.1.1990)			
Member		£5.28	£5.54
Spouse		£2.64	£2.77

## APPENDIX II

### STATES CIVIL SERVICE BOARD

#### GENERAL SALARY SCALES OF THE ESTABLISHED STAFF

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

12th November, 2001.

Dear Sir,

In accordance with States Resolution XXXVI of 28 October 1987, as amended, I have the honour to enclose, for publication as an Appendix to a Billet d'État, details of the salary minima and maxima of the Established Staff general grades applying from 1 May 2001, following the completion of negotiations to determine Civil Service salaries. The number of staff by grades is also detailed.

Yours faithfully,

A. SAUVARIN,

President,  
States Civil Service Board.



## ESTABLISHED STAFF OF THE STATES OF GUERNSEY

## The Salary Minima &amp; Maxima of the General Grades

	AT 1.5.01 £	
Senior Officer 9+	70770/79791	Note 1
Senior Officer 9	64679/72923	
Senior Officer 8	59111/66649	
Senior Officer 7	54026/60913	
Senior Officer 6	49376/55673	
Senior Officer 5	45125/50881	
Senior Officer 4	41240/46499	
Senior Officer 3	37691/42497	
Senior Officer 1/2	31479/38838	
Senior Officer 1	31479/35497	
Executive Grade V	29561/31242	Note 2
Executive Grade IV	27209/28756	
Executive Grade III	24758/26392	
Executive Grade II	22329/23919	
Executive Grade I	19850/21469	
Administrative Assistant 2	16386/18704	Note 3
Administrative Assistant 1	12525/15998	
Clerical Assistant	9783/12525	
Personal Assistant 2	21168/22676	Note 4
Personal Assistant 1	19132/20496	
Typist C	16965/18526	
Typist B	11715/16965	
Typist A	9835/14419	
Other Grades	8076/40653	Note 5

Note 1      There are some 1918 Established Staff in total on the general grades.

There are some 291 staff (15% of total) on the Senior Officer grades. Three Senior Officers are paid above the general grade on special salaries, the highest of which from 1 May 2001 is £93433.

Note 2      There are some 759 staff (40% of total) on the Executive Grades.

Note 3      There are some 422 staff (22% of total) on the Administrative Assistant, Clerical Assistant and equivalent grades.

Note 4      There are some 122 staff (6% of total) on the Personal Assistant and Typist grades.

Note 5      There are some 324 staff (17% of total) on other grades ie SEB Technical, Non-Standard, Miscellaneous, Home Staff, School Administration Assistant and Classroom Assistant whose salaries broadly span Clerical Assistant to Senior Officer 3.

IN THE STATES OF THE ISLAND OF GUERNSEY

ON THE 12TH DAY OF DECEMBER, 2001

The States resolved as follows concerning Billet d'Etat No.  
XXIV  
dated 23rd November, 2001

PROJET DE LOI

entitled

**THE PAROCHIAL COLLECTION OF REFUSE  
(GUERNSEY) LAW, 2001**

- I. To approve the Projet de Loi entitled "The Parochial Collection of Refuse (Guernsey) Law, 2001", and to authorise the Bailiff to present a most humble Petition to Her Majesty in Council praying for Her Royal Sanction thereto.

THE ELECTORAL EXPENDITURE ORDINANCE, 2001

- II. To approve the draft Ordinance entitled "The Electoral Expenditure Ordinance, 2001", and to direct the same shall have effect as an Ordinance of the States.

THE GUERNSEY GAMBLING CONTROL COMMISSION LAW,  
2001 (COMMENCEMENT)ORDINANCE, 2001

- III. To approve, subject to the following amendment the draft Ordinance entitled "The Guernsey Gambling Control Commission Law, 2001 (Commencement) Ordinance, 2001", and to direct the same shall have effect as an Ordinance of the States.

AMENDMENT

In section 1 of the draft Ordinance, for "1st" substitute "30th"

**THE INCOME TAX (GUERNSEY)  
(EMPLOYEES TAX INSTALMENT SCHEME)  
REGULATIONS, 2001**

- IV. In pursuance of the provisions of subsection (5) of section 81A of the Income Tax (Guernsey) Law, 1975, as

amended, to approve the Regulations entitled "The Income Tax (Employees Tax Instalment Scheme) Regulations, 2001", made by the States Income Tax Authority on the 25th October, 2001.

#### ELIZABETH COLLEGE BOARD OF DIRECTORS

##### **NEW MEMBER**

- V. To elect Mr. M. B. Riley as a member of the Board of Directors of Elizabeth College with effect from 6th January, 2002, to replace Mr. J. Kitts.

#### PRIAULX LIBRARY COUNCIL

##### **NEW MEMBER**

- VI. To re-elect Miss. C. H. Le Pelley as a member of the Priaulx Library Council, with effect from 1st January, 2002.

## IN THE STATES OF THE ISLAND OF GUERNSEY

ON THE 13TH DAY OF DECEMBER, 2001

The States resolved as follows concerning Billet d'Etat No.XXIV  
dated 23rd November, 2001

(Meeting adjourned from 12th December, 2001)

### STATES ADVISORY AND FINANCE COMMITTEE

#### THE FUTURE PROVISION OF ELECTRICITY SERVICES

VII. After consideration of the Report dated 2nd November, 2001, of the States Advisory and Finance Committee:-

1. That for the purposes of Part IV of the States Trading Companies (Bailiwick of Guernsey) Ordinance, 2001 the appointed day in relation to Guernsey Electricity Limited (being the day upon which the electricity undertaking of the States is transferred to and vested in Guernsey Electricity Limited) shall be the 1st February, 2002, and to agree to the transfer of assets into Guernsey Electricity Limited as described in that Report.
2. That section 3 of the States Trading Companies (Bailiwick of Guernsey) Ordinance, 2001 ("Appointment of directors of State trading companies") shall, in relation to Guernsey Electricity Limited, come into force on the 1st February, 2002.
3. That the States of Guernsey (Public Servants) (Pensions and other Benefits) (Amendment) Rules 2001 shall come into force on the 1st February, 2002 in respect of Guernsey Electricity Limited.

4. To appoint the following persons as non-executive directors on the Board of Guernsey Electricity Limited:

Mr. K. Gregson

Mr. K. Guille

Mr. J. Shaw

Mr. R. Tee.

5. To approve for inclusion in the Strategic and Corporate

Plan the States Guidance in respect of Guernsey Electricity Limited as set out in Annex 3 to that Report.

6. To approve the draft Ordinance entitled "The Electricity (Guernsey) Law, 2001 (Commencement and Amendment) Ordinance, 2001", and to direct that the same shall have effect as an Ordinance of the States.

7. That, with effect from 23.59 hours on the 31st January, 2002, the States Electricity Board shall be dissolved.

#### STATES ADVISORY AND FINANCE COMMITTEE

#### **HER MAJESTY'S GOLDEN JUBILEE**

- VIII. After consideration of the Report dated the 8th November, 2001, of the States Advisory and Finance Committee:-

1. That the celebrations to mark Her Majesty The Queen's Golden Jubilee of the Accession to the Throne shall be organised by the Douzaines of the Island.
2. To increase the General Revenue budgets of the States Advisory and Finance Committee by £60,000 in 2002 in respect of the Golden Jubilee celebrations.

#### STATES ADVISORY AND FINANCE COMMITTEE

#### **CRIMINAL INJURIES COMPENSATION**

IX. After consideration of the Report dated 8th November, 2001, of the States Advisory and Finance Committee:-

1. To agree to the introduction of a criminal injuries compensation scheme as detailed in paragraph 14 of that Report.
2. To agree the preparation of legislation in accordance with paragraph 15 of that Report.
3. To authorise the States Advisory and Finance Committee to appoint a Chairman and members of the Criminal Injuries Compensation Board as constituted under the proposed legislation.
4. That the costs of the above scheme shall be charged to the *States Advisory and Finance Committee revenue budget* as detailed in paragraph 19 of that Report.
5. To direct the preparation of such legislation as may be necessary to give effect to their above decisions.

## STATES BOARD OF ADMINISTRATION

### GUERNSEY AIRPORT - RUNWAY EVALUATION STUDY

XI. After consideration of the Report dated the 1st November, 2001, of the States Board of Administration:-

1. That a runway extension shall not be constructed at the present time.
2. To direct the States Board of Administration to continue its consultation with the States Advisory and Finance Committee, the States Board of Industry, Island Development Committee, State Tourist Board, States Transport Board, relevant Douzaines and other interested parties with regard to a possible future extension of the Guernsey Airport runway and report back to the States with its findings when necessary.

3. To direct the States Board of Administration to investigate the options with regard to an enhanced Instrument Landing System at Guernsey Airport.
4. To direct the States Board of Administration to undertake the routine/rehabilitation works for the existing runway.
5. To direct the States Board of Administration to formulate a programme to replace the concrete aprons at the Airport, phased over a period of three to five years.
6. To direct the States Board of Administration to seek advice from the Civil Aviation Authority regarding the most appropriate length for the Runway End Safety Areas at Guernsey Airport and to report back to the States with options for those Runway End Safety Areas.

#### STATES PUBLIC THOROUGHFARES COMMITTEE

#### **NETWORK EXTENSION PLAN – LES LANDES CLOS, LANDES DU MARCHÉ**

- XII. After consideration of the Report dated 5th October, 2001, of the States Public Thoroughfares Committee:-

**In accordance with the provisions of section 2 of the**  
(Sewerage) (Guernsey) Law, 1974, to approve the scheme as set out in that Report for the construction of a foul water pumping station, gravity sewers and a rising main in  
Les Landes Clos as shown on Drawing No. 6998/22.

---



**IN THE STATES OF THE ISLAND OF GUERNSEY**

ON THE 13TH DAY OF DECEMBER, 2001

The States resolved as follows concerning Billet d'Etat No.XXIV  
dated 23rd November, 2001

(Meeting adjourned from 12th December, 2001)

**STATES PUBLIC THOROUGHFARES COMMITTEE**

NETWORK EXTENSION PLAN –  
LES LANDES CLOS, LANDES DU MARCHÉ

---

XII After consideration of the Report dated the 5th October, 2001, of the States Public Thoroughfares Committee:-

In accordance with the provisions of section 2 of the (Sewerage) (Guernsey) Law, 1974, to approve the scheme as set out in that Report for the construction of a foul water pumping station, gravity sewers and a rising main in Les Landes Clos as shown on Drawing No. 6998/22.

HER MAJESTY'S GREFFIER

---

**IN THE STATES OF THE ISLAND OF GUERNSEY**

ON THE 9TH DAY OF JANUARY, 2002

The States resolved as follows concerning Billet d'Etat  
No. XXIV dated 23rd November, 2001

(Meeting adjourned from 13th December, 2001)

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## STATES BOARD OF ADMINISTRATION

### **PARKING IN ST. PETER PORT AND QUAYSIDE ENHANCEMENT**

- X. After consideration of the Report dated 30th October, 2001 of the States Board of Administration :-
1. That additional investigations and consultations on the subject of parking and quayside enhancement in St. Peter Port shall be carried out and that further work shall concentrate on opportunities at the southern end of Town as identified in that Report.
  2. To direct the States Advisory and Finance Committee to convene and lead a cross-committee working group involving that Committee, the States Board of Administration, the States Traffic Committee and the Island Development Committee to produce a brief for the appointment of consultants to carry out detailed feasibility studies and following agreement of a brief the lead role will be taken by the States Board of Administration which shall report back to the States by December 2002.
  3. To direct the States Board of Administration to consider in more detail the commuter parking needs statistics produced by the Chamber of Commerce, in consultation with that Chamber, States Traffic Committee, Island Development Committee, St. Peter Port Traders Association, Institute of Directors, St. Peter Port Douzaine and other bodies as appropriate, and to include refined statistics in a future report to the States on parking and quayside enhancement.
  4. To vote the States Board of Administration a credit of £300,000, this sum being in addition to the £16,500 vote open currently for Parking Feasibility Studies, to cover the costs of the above appointments and investigations, which sum shall be charged to that Board's capital allocation.
  5. To authorise the States Advisory and Finance Committee to transfer the sum of £300,000 from the Capital Reserve to the capital allocation of the States Board of Administration.

## STATES TRAFFIC COMMITTEE

### REGULATION OF OVERSIZE VEHICLES

XIII. After consideration of the Report dated the 22nd October, 2001, of the States Traffic Committee:-

1. To approve a revised legislative and policy framework for the movement of oversize vehicles which enables:

- (a) articulated vehicles up to 16.55 metres in length, up to 2.6 metres wide and up to 44 tonne in weight to travel along the "harbours route" subject to conditions governing the number of axles;
- (b) articulated vehicles up to 16.55 metres in length, up to 2.6 metres wide and up to 44 tonne in weight to travel along the approved routes to and from the industrial sites at North Side, Lowlands, La Hure Mare, Braye Road and Pitronnerie Road at the approved times and subject to the conditions governing the number of axles;
- (c) the movement of a towing vehicle and drawbar trailer up to a combined maximum length of 12.19 metres and subject to the towing vehicle or trailer not exceeding a length of 9.45 metres;
- (d) the Island wide circulation of any vehicle up to a maximum width of 2.31 metres;
- (e) buses up to 2.49 metres wide to circulate on those routes deemed suitable by the States Traffic Committee;
- (f) the Island wide circulation of vehicles weighing:-
  - (i) up to 24 tonne gross laden weight provided the vehicle has three axles; or
  - (ii) up to 28 tonne gross laden weight provided the vehicle has four or more axles.

2. To approve the repeal of the Road Traffic (Speed Limits and Trailers) Ordinance, 1959 with the remaining section 3 being consolidated into the Road Traffic (Construction and Use of Motor Vehicles) Ordinance, 1970.
3. To approve an amendment to the Road Traffic (Construction and Use of Motor Vehicles) Ordinances, 1970 to 1988 to prohibit a vehicle from towing a trailer with a laden weight which exceeds half the kerbside weight of the towing vehicle unless a permit has been issued by the States Traffic Committee OR the trailer is equipped with an efficient braking system.
4. That all references to imperial weights and measurements in the above-mentioned Ordinances shall be converted into metric weight and measures.
5. To direct the preparation of such legislation as may be necessary to give effect to their above decisions.

## REQUÊTE

### ST MARTINS CONSERVATION AREA

- XIV. After consideration of the Requête dated the 10th October, 2001, signed by Deputy R. C. Berry and six other Members of the States:-
1. To request the Island Development Committee to note the concerns set out in that Petition.
  2. To request the Island Development Committee to encourage developers to submit designs that are not incongruous with the Conservation surroundings of the St. Martin's Village Area.

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

**THE SOCIAL INSURANCE (INCREASE OF BENEFITS) REGULATIONS, 2001**

**THE SOCIAL INSURANCE (CONTRIBUTIONS) (AMENDMENT) (NO.2)  
REGULATIONS, 2001**

In pursuance of the provisions of section 117 of the Social Insurance (Guernsey) Law, 1978, the above Regulations made by the Guernsey Social Security Authority on the 5th November, 2001 were laid before the States.

D. R. DOREY  
HER MAJESTY'S DEPUTY GREFFIER