The disadvantages of this option are:

- Any Jersey ALMO would fall into much the same financial difficulties as the status
 quo unless the States was prepared to allocate or borrow funds and to give greater
 freedom to increase rents
- The States would still be responsible for service provision, through ownership of the stock, ownership of the ALMO; and the determination of the financial framework.

Option 2B: A Hybrid Trading Company

This option would build on existing arrangements in Jersey for the operation of commercial services such as the airport and other functions.

The option would involve giving the organisation additional powers to request borrowing capacity from the government, subject to a clear business plan. Any agreed loans would be raised on the private market under government guarantee.

The advantage of this option, over the ALMO model above, is that:

• This structure could in principle give the organisation greater capacity to pay for its own refurbishment, to adjust the housing portfolio and to invest in additional housing.

The fundamental disadvantage of this option is that:

 Under present arrangements, insufficient rent is available to fund the large scale borrowing necessary to finance the required investment programme. Either the States would have to reduce the 'surplus' of rents transferred to the States; more homes would have to be sold; or rents would have to rise to pay for the interest charges.

Option 3: Sales to sitting tenants

Under this option, sales to sitting tenants would be maximised.

The advantages of this option are:

- It could expand home ownership
- It could enable tenants to gain equity and meet aspirations
- It could create mixed communities on formerly rented estates.

The disadvantages of this option are:

- The better stock would be sold to the better off tenants, leaving problems of residualisation in the remaining stock
- It would reduce the stock below the size required to meet housing need, necessitating further new housebuilding or acquisition in the social housing sector, with attendant funding problems
- If significant numbers were to be sold, very large discounts would be required because lower income tenants would have to be enabled to afford to buy.

Option 4: Sale to one or more social landlords

There are a number of possible alternatives under this option, but each would transfer all or part of the housing stock to the ownership of one or more independent social landlords, in return for a capital receipt.

The size of any capital receipt would depend upon the terms of the sale agreement, (including for instance regulations on rent determination, sale of assets, allocation policy and quality standards) and upon the familiarity of lenders with the proposal. Innovative proposals may be regarded as having higher risks, and may result in a lower capital receipt. In any such sale, the cost of Income Support payments to tenants, up to a maximum of the rent, would become a cost to the taxpayer (at present, only the cost of any Income Support payments that are in excess of rent are met by taxpayers). These costs could be met by utilising the capital receipt, in whole or in part, depending upon the size of that capital receipt.

Any transfer could either be permanent, with a sale of the freehold of the housing stock, or for a fixed number of years, with the sale of a lease, when the housing stock would revert to the States at the end of the lease period.

In order to assess the case for transferring ownership of the stock it would be necessary to clarify:

- i) what the housing stock might be worth under different terms and conditions;
- ii) the pre-conditions that must be in place before a transfer could take place; and
- iii) the conditions for a successful transfer.

The boxes below address these three issues.

Box 1: What is the States housing stock worth?

The States housing stock could not be sold for its vacant possession value: the homes are all occupied by tenants paying below market rents.

The value of the housing stock is the size of the loan, or mortgage, which could be paid off by the surplus of the income from rents above the costs of managing and maintaining the stock.

The size of the surplus that is available to service any loan therefore depends upon the level of rents and the cost of managing and maintaining the stock to an adequate standard. At present, rents have fallen significantly below the 'fair rent' policy level, but expenditure on managing and maintaining the stock is also well below what it should be.

The amount of any loan that could be serviced by the surplus of rent income over expenditure is then basically dependent upon the interest rate that would have to be paid, and the repayment period of the loan

Box 2: The pre-conditions for a transfer

There are a large number of issues which would have to be determined before the value – or indeed viability - of either a freehold or a leasehold approach could be determined. These would need to be decided by the States, included in the license agreement with the transfer landlord, and enforced by regulation.

First, a viable policy for rents would be necessary: in England, the regulatory policy allows rents to rise annually by at least RPI plus a small real terms increase. A similar policy would be essential to reduce risk for lenders.

Second, a viable rents policy would need to be underpinned by an assurance that the rent limits applied in the Income Support system would rise at least in line with the rents policy. Again, this would be essential to reduce risk for lenders.

Third, transfer would require a redefinition of property rights for tenants. This would be necessary to define the operating rules, including the quality of management and levels of service, and to ensure tenants were comfortable with the transfer.

Fourth, there would have to be a clearly determined financial and regulatory structure with respect to sales of property either to tenants or on the open market.

Fifth, there would need to be a protocol on demolitions and replacement – as there is an incentive for the landlord to demolish dwellings that are adding more to cost than to revenue, which may not be consistent with government objectives.

Sixth, there would have to be a protocol on allocations to ensure that the States would continue to be able to fulfil its rehousing commitments to households in housing need, through nomination rights to vacancies.

Box 3: The conditions for successful transfer

First, successful transfer would have to be undertaken with the agreement of tenants e.g. through a voting procedure as in England.

Second, the governance structure both of the organisation and of the regulatory authority (probably outsourced because of the complex technical requirements) would need to be clearly specified before going out to tender.

Third, and perhaps most importantly, the sale price would have to ensure ongoing financial viability for the organisation. It would also have to be worthwhile for the States in that it would be losing the current annual revenue allocation from the rental stream but would be responsible for Income Support.

In considering any transfer, there are two main options available, each with a range of possible variations.

In either set of options, any sale could be on a freehold or leasehold basis.

Option 4A: Transfer to a range of social landlords

In this option, the stock could be broken up, and transferred to a number of possible landlords. These could include tenant co-operatives, the existing Housing Trusts, or (as has been done in England) to newly created social landlords.

The advantages of this option are:

• Limited. There might be some gain from competition between a small number of landlords, but there would be significant counter-balancing loss of economies of scale.

The disadvantages of this option are:

- The Housing Trusts are small, and do not have significant permanent operating staff, contracting out the management and maintenance of their stock. Their asset bases are limited, so their ability to take financial risks is not strong. Moreover taking on existing properties might reduce the Trusts' capacity to be involved in new affordable housing investment
- Another option might be to develop local co-operatives. However, there is no
 tradition of co-operatives in the housing sector in Jersey and they have proved fragile
 elsewhere. Newly set up groups would therefore face major risks and responsibilities
 that they are unlikely to wish or be able to take on, at least without additional
 government subsidy
- There are no obvious potential social landlords wanting to buy properties. In particular, the management of States Housing, while it has strong local involvement and commitment, is fundamentally centrally organised, and does not lend itself easily to subdivision.

Option 4B: Transfer to a single independent social landlord

This option would be similar to the model successfully developed in England over the last twenty five years, under which the ownership and management of over a million local authority homes have been transferred to purpose created housing associations by Large Scale Voluntary Transfer (LSVT).

In England, LSVT housing associations have retained elected member involvement through management Boards comprising a mix of elected members, tenants and independent experts.

The LSVT organisation could either be created for the purpose (the standard practice in England), or a transfer could be effected to a large English housing association. Other possibilities might include a housing association in the Netherlands, or a Habitation à Loyer Modéré in France.

The advantages of this option are:

- It would create a reasonably large, financially sound, social landlord, able both to manage and maintain the existing stock, and also to engage in new housebuilding or acquisition if necessary
- · Transfer to a single landlord probably maximises any potential capital receipt
- Transfer to a single landlord simplifies future regulation, and reduces the costs to the States of liaison with social housing providers.

The disadvantages of this option are:

- It might be regarded as 'selling the family silver', although a leasehold sale might reduce this concern, since the stock would revert to the States at the end of the lease
- Trusts might regard the process as unfair competition
- Tenants might not be prepared to welcome such a change unless the implications were clear and transparent. This concern would almost certainly rule out any international involvement except through co-operation rather than ownership.

Sale on a leasehold of 30-40 years as compared to a freehold sale (as used in England) would probably not significantly reduce the price but would mean that the States would benefit from further revenue at the end of the leasehold period.

Option 5: Sale to the private sector

In this option, the housing stock would be sold to a private sector, for-profit, organisation.

This approach has been implemented to a limited extent in Germany where US private equity organisations own a number of cities' social housing stocks and employ management organisations (including the existing management) to run the business.

The advantages of this option are:

Full privatisation subject to a very carefully defined license setting out powers and
responsibilities, would ensure a clear financial framework in which social housing
would be provided. It would also define the rights and responsibilities of the landlord
and subject the organisation and management to market pressures.

The disadvantages of this option are:

- To achieve a full sale, license frameworks tend to have to be generous towards the
 owners, giving them considerable rights to sell off vacant possession units; the
 capacity to achieve vacant possession over time; and the right to demolish properties
 that are not cost effective
- The terms and conditions can involve paying a dowry rather than receiving a capital receipt and can imply a high risk premium
- Potential bidders will require an exit strategy, a problem which has not been solved in the German examples.

The implications of these analyses are that the most appropriate way forward is likely to be a choice between one of the two sub-options under option 2; one based on the transfer of management responsibilities only and the other enabling borrowing against the value of the asset to take place, and 4B the transfer to a single landlord.

6. Choosing between options

6.1 Options for restructuring States homes

Choosing between options is as much a political as a financial issue. The value of some of the options depends heavily on the States preparedness to forego income in order to achieve better services and perhaps expand the role of social housing into a wider range of options.

All options need to address the key shortfall in funding:

- Day-to-day repairs are underfunded by £2.5m. per annum
- Planned maintenance and improvements are underfunded by £5m per annum

Day to day repairs can only be funded from current income from rents. There are two options available: either the States can forgo £2.5m. from the current Housing Department surplus; or rents in States housing can be raised. To produce an additional £2.5m. per annum, net of Income Support, would require an average rent increase of around £35 per week.

A rent increase of this size for States tenants would result in the fair rent limit being raised by a similar amount in the private rented sector. A £35 per week increase in private sector rents would cost approximately £3.5m. per annum in additional Income Support.

Longer term major works of planned maintenance and improvements can be met from a variety of sources: additional rent income; borrowing; or the sale of assets.

The table below sets out some of the core issues for comparison.

Table: Comparing the Options

Option	Current shortfall	Sources of funds to meet shortfall	Capacity to improve/expand services
Current regime 'The Status Quo'	Maintenance: £2.5m pa Repair & Improvements : £5m. per annum	 Reduced payment to the centre Rent increase Sales of properties. 	Nil – without increasing rents or selling more properties.
Option 2A ALMO	The shortfall would have to be addressed in the terms and conditions for management transfer which would have to include a financially viable business plan.	 Reduced payment to the centre Rent increase Sales of properties. 	Limited, unless at the time of transfer there was a commitment to reduce the contribution to the centre and /or allow rents to rise.
Option 2B Hybrid Trading Co	The shortfall would have to be addressed in the license – identifying a viable business plan.	Differs from Option 2A by allowing borrowing against future rental income.	Probably not worth doing unless rents rise and there is capacity to keep additional income to fund borrowing and investment.
Option 4B Sale to a single social landlord	The shortfall would be addressed through the capital value. The capital value achieved would substitute for the	License would specify powers and responsibilities re allocations, rents; sales etc – and so determine the capital value.	Depends on license terms – if capital values allow for required expenditure and do not take account of rent increases there would be considerable flexibility to

based on	annual payment to	Estimated value if stock	improve and expand
debt finance	the centre.	to be maintained and improved but rents not	services. If instead the license were set to ensure a
		allowed to rise:	larger capital value to
		Freehold: £390m	contribute to the loss of the annual allocation to the
		Leasehold: £250m. If rents were allowed to	centre then there would be
		rise to 85% of overall	very little capacity to change.
		market rents to reflect	, , , , , , , , , , , , , , , , , , , ,
		differences in quality -	
		freehold £500m;	
		leasehold £360m.	

The table can only be regarded as an exemplification, in that each option has many different attributes. In particular any net revenue from rent increases would depend on how that rent increase were implemented. If for instance the increase was achieved by raising fair rents there would be an additional cost as more private tenants became eligible for income support. Formally separating social from private rent determination for the purposes of income support might be one way to address this issue.

A second uncertainty relates to the estimated capital values in the table, and to Appendix 12 of the main report. These estimates assume that the investment would be regarded as relatively low risk. However this depends on the quality and specificity of the license. The value might also be adversely affected by current financial conditions.

6.2 Options for the role of social housing

Finally we turn to the fundamentals that must lie behind the choice between options for delivery: what is the role of the social sector, and how big should that sector be.

The objective of providing social housing is to help ensure that everyone in Jersey has decent accommodation that meets their requirements at a price they can afford. For the majority of households this can be achieved in the private sector. The social sector accommodates a very large proportion of those who meet the eligibility criteria. An issue therefore is who lies outside these two categories.

First, there are significant gaps in the statistical evidence with respect to the projections of overall household numbers and to housing provision in the lodging house sector. These gaps make it difficult to assess overall housing requirements as well as the conditions faced by those in the lodging house sector.

Second, the available evidence on housing needs is not adequate to determine potential tenure requirements. Many households currently identified as desiring owner-occupation will almost certainly not be able to afford to buy. These households either need assistance to achieve owner-occupation – eg by an extension of low cost home ownership products including shared equity for purchase of existing homes; more stable forms of private renting; or perhaps low cost rental housing provided by the social sector. These are all areas where a restructured social landlord could hope to take the lead.

Using broader based evidence on incomes and housing circumstances suggests that there may be considerable unmet housing need among lower income working age but childless households who are currently ineligible for social housing as well as among those with incomes just under the eligibility criterion for social housing. There must therefore be

concern about a policy that envisages a decline in the scale of the social sector and increasing emphasis on the provision of accommodation for older households.

The evidence suggests that there are very few households receiving assistance that do not need it and that there are important groups who cannot achieve long term secure housing under the current regime.

The alternative to enabling a larger role for social landlords to help meet housing requirements is to rely more on private renting with a more generous support system together with subsidies to owner - occupation. This is a much more open ended commitment and does not play on the very real success — and capital values - of the existing social sector. The benefits from increasing flexibility and ideally providing some additional resources are considerable.

Within social housing provision another issue is the potential role for Trusts or other social landlords. This role appears likely to remain limited. However were policy to change to enable them to play a more significant role, this would have to be based on the same financial and regulatory regime as that put in place as a result of restructuring the Housing Department.

Whatever the decision about the future scale of the social sector current governance and financial structures limit the opportunities for the best use of resources to maintain and improve the existing social sector and to make it more responsive to changing needs. This suggests strongly that there must be innovation, involving at a minimum greater separation between on the one hand, policy and the broad framework for social provision, and, on the other, day-to-day operational decisions.

Implementing any significant change must involve fundamental decisions by the States on the role that they wish social housing to play, especially in the context of the Income Support system; on rent, allocations and security of tenure policies; and on the governance and financial arrangements under which social housing is provided.

APPENDIX 3

Deputy: Housing 'crisis' is looming

JERSEY is facing a housing crisis in which many Islanders will never be able to afford to buy their own home, the Assistant Housing Minister has warned.

Assistant Housing Minister Sean Power says that there is a housing 'supply shortage' and has slammed the Island Plan as 'flawed'.

Tough lending rules introduced by banks over a year ago have made it almost impossible for Islanders earning an average wage to have any chance of owning a three-bedroom house.

Rules putting an end to 100 per cent mortgages now prevent an applicant from lending more than five times their annual salary.

Deputy Power said that this meant that many people could not afford to buy a home in Jersey.

Never

'People will never be able to buy their own home,' he said, 'We don't have enough affordable housing. If you have a salary of £30,000 the most you can borrow is five times your salary.

'We have many couples out there on salaries of £40,000 to £50,000 which only enable you to borrow £250,000. But houses have gone up to over £400,000. We have passed the gateway of people being able to borrow and we are going to have to increase the stock of affordable housing.'

According to official States figures, average house prices appear to have increased by 103% since 1999 an increase far ahead of earnings.

The average property price increased from £244,000 in 1999 to £497,000 in September.

To try to get the market moving

By Elaine Byrne

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again, the Housing department announced last week that essentially employed workers including teachers, nurses and high-fliers in the finance industry - are to be given the right to buy or rent any property.

In a change to the existing housing laws, the J-category (essential) and A-to-H housing (locally qualified) groups are to be scrapped and replaced with a single qualified group.

To help solve the housing 'crisis' Deputy Power would like to see more homes built, increase the stock of social rented housing and increase the supply of affordable housing so that people can buy their own homes.

Deputy Power said: 'My priority is to increase the supply of social rented housing and we are currently reviewing that.

'We have got to increase the supply and get homes built on the Island.

The new Island Plan is going to cause so much trouble. They have not zoned any land outside of St Helier. The Island Plan is flawed.

'The Island will only be able to build 80 first time buyer homes over ten years. It doesn't address the prospect of talking to the parishes and identifying areas for first times buyers.'

The Island Plan was published in 2002 and is the main document determining planning policy for the Island. The new draft Island Plan is now open for public consultation. It will set out the framework that will be used to direct the development and protection of the Island over the next ten years.

APPENDIX 4

Technical Note



Proposed Residential Development, Samarès Job No: 60143070 Project:

Nursery, La Grande Route de Saint-Clément

Subject: Transport Appraisal

Prepared by: **Derek Griffiths** Date: 17 December 2009

Date: 17 December 2009 Checked by: Phil Tilby

Date: 17 December 2009 Approved by: **Nick Anderson**

1. Introduction

AECOM has been commissioned by MS Planning to provide transportation planning advice in support of a proposed residential development of up to 150 dwellings at Samarès Nursery, La Grande Route de Saint-Clément, St Helier, Jersey. This transport appraisal considers access by sustainable modes. vehicle trip generation, parking provision and site access arrangements.

A meeting was held with a representative from the States of Jersey Transport & Technical Services (TTS) on 13th November 2009 with regard to the site and the associated transport issues.

Development Proposals

The site is included in the Draft Jersey Island Plan, September 2009 (which is currently in its consultation phase until February 2010), as one of a handful of sites proposed to be zoned for Category A housing (Policy H1). As set out in paragraph 6.79, the theoretical yield of homes from all of these sites is estimated to be in a range of a minimum of 197 (10 dwellings per acre) to a maximum of 298 (15 dwellings per acre). Appendix B 'Draft Housing Development Briefs' of the plan, an extract of which is included in Table 1.1, considers that the Samarès Nursery site could be developed with an estimated maximum yield of 150 dwellings.

Table 1.1: Potential Housing Yield at Samarès Nursery, La Grande Route de Saint-Clément

Site	Samarès Nursery, La Grande Route de Saint-Clément						
Existing Use	Redundant horticultural site previously used for tomato production.						
Suitable Use	ategory A housing, proposed Eastern cycle route, open space.						
Approximate Site Area	The site is 9.8 acres (22 vergées) consisting of:						
	 An area of commercial glass of 5 acres approx; 						
	A reservoir of 0.86 acre approx;						
	Ancillary buildings, tanks and hard standing areas						
	Area Available For Housing:						
	 Development: Total site = 9.8 acres (22 vergées), 						
	Developable area = 8.8 acres (19.8 vergées), with a village green						
(10% of site approx) = 1 acre (2.25 vergées)							
Estimated Housing Yield	Based on the gross site area of 9.8 acres, the site is capable of being						
	developed for between 100 dwellings (10 dwellings per acre) to						
	150 dwellings (15 dwellings per acre).						

This transport appraisal considers the case for utilising the site for residential development of up to 150 dwellings. It is considered that the new Jersey Island Plan could then be adopted on this basis.

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Development Location

The proposed development site is located on the eastern outskirts of St Helier. The site is bound by existing housing along La Grande Route de Saint-Clément and Manor Close to the north and west respectively, and agricultural land to the south and east. The proposed site location is shown in Drawing 60143156_001.

Vehicular access would be provided via a new access from La Grande Route de Saint-Clément, which would require the removal of one existing house, highlighted in Drawing 60143156 001 (and can be seen in Picture 3 in the following section). .

Committed Development

There are proposals to redevelop a large community housing estate to the west of the proposed development site. At this stage, one portion of this development is being brought forward and has planning consent. It is understood that the consented scheme includes the development of approximately 100 dwellings, as well as some remodelling of the existing road layout, including a realignment of Marina Road / La Squez Road. It should be noted that no committed development traffic flows have been assumed in the initial impact assessment set out later in this assessment. The broad location of this masterplan area is shown in Drawing 60143156_001.

2. Existing Transport Conditions

Highway Conditions

The site is bound by La Grande Route de Saint-Clément along its northern border, which is shown in **Pictures 1** and **2**.



Picture 1: View eastbound along la Grande Route de Saint-Clément from proposed access



Picture 2: View westbound along la Grande Route de Saint-Clément from proposed access

The route adjacent to the site has a 40mph speed limit, which, as can be seen in **Picture 2**, changes to 30mph just to the west of the proposed site access.

Currently, access into the proposed development site is via a small track which takes access from la Grande Route de Saint-Clément, and is shown in **Picture 3**.



Picture 3: View along existing site access road from La Grande Route de Saint-Clément

It can be seen that the existing access road is narrow, and would not be suitable in its current form to serve the proposed development, it would therefore be necessary to remove the existing house shown in **Picture 3** to provide a new access road into the site in accordance with standards. Access is considered in further detail in **Section 3**.

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Pedestrian Provision

To the north of the site in the vicinity of the proposed vehicular access La Grande Route de Saint-Clément has a footway running along its southern side which is approx 1.5m wide, as shown in **Pictures** 1 and 2.

This route provides access westbound into St Helier, the centre of which is approximately 2.5km walk from the site. To the east, the footway provides access to le Rocquier Secondary School, approximately 1km from the proposed development, as well as a large supermarket.

As shown on **Drawing 60143156_001**, as part of a strategic scheme to deliver a shared cycle / pedestrian route from west to east across the south of the island between Corbiere and Gorey Harbour, there is a proposed shared cycleway / footway planned which would run through the centre of the site along the alignment of the former Eastern Railway Route. To the west, this proposed route would provide a cycle / pedestrian link through to la Blanche Pierre Close and then onto Le Squez Avenue, which would provide access into the adjacent La Squez area where there are a number of local shops and the Samarès Primary School, all within easy walking distance of the development. The route would also provide a direct route to St Helier, approximately 2.5km to the west.

In addition, it should be noted that the redevelopment of the La Squez housing estate to the west of the development proposes a number of improvements to pedestrian links in the area, including a number of shared surfaces and pedestrian only routes. These transport infrastructure improvements would need to be considered in more detail as the residential proposals at the Samarès Nurseries site move through the planning process to ensure that local connectivity and opportunities for sustainable travel in the area are maximised. The site is also located within walking distance of a number of recreational facilities, including a golf club, squash and tennis courts, cricket and football pitches, and the beach.

There are a number of bus stops within walking distance of the development site. Bus stops 2624 and 3765 provide access to service 2C, and would accessed from the development along La Grande Route de Saint-Clément, whilst bus stops 3287 and 3969 provide access to service 18, and could be accessed either via La Grande Route de Saint-Clément and Marina Avenue, or using a one of the proposed pedestrian links through to La Blanche Pierre Close. It should be noted that some alterations to the locations of bus stops, in particular number 3969, may occur as a result of the La Squez redevelopment to the east of the development, however details of any potential alterations are unknown at this stage.

Cycle Provision

With regard to cycling facilities, there are no existing cycle routes in the immediate vicinity of the site. Cycle Route 1 is a coastal route around the island and runs to St Helier and this can be accessed from the site at the Plat Douet Road (N) / Plat Douet Road (S) / A5 Green Road / A5 Le Grande Route de Saint Clement junction to the west of the site.

As mentioned in the previous section, there is a proposed shared cycle / pedestrian path planned to route through the site along the alignment of the former Eastern Railway Route, and this is part of a strategic scheme between Corbiere and Gorey Harbour. This proposed route would provide a cycle / pedestrian link through to La Blanche Pierre Close and then onto La Squez Avenue. The creation of this route will provide a safe cycling route to local amenities, as well as St Helier, and the wider cycle network. Based on guidance received from States of Jersey TTS it is likely that the shared cycle / pedestrian route would be a minimum of 3m in width, and the section of the route into the site from the west would need to be designed to discourage regular vehicle access, however it is considered this access point may have the potential to be utilised as an emergency access to serve the development site. These are issues that would need to be discussed and agreed with States of Jersey TTS as part of

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the transport scoping process, prior to the submission of a Transport Statement (TS) / Transport Assessment (TA) in support of a future planning application.

St Helier is approximately 2.5km from the development site and is therefore well within recommended cycling distances, particularly given the expected provision of the Eastern Cycle Route and as such. cycling should be considered to provide a viable sustainable alternative to the private car.

Bus Facilities

The development site is located close to two existing bus routes, services 2C and 18. As shown in Drawing 60143070_001, route 2C runs westbound along La Grande Route de Saint-Clément, and provides a bus service towards St Helier as part of its circular route between St Helier and Grouville. Route 18 runs southbound along Marina Avenue / La Squez Road to the west of the site, and provides a return bus service from St Helier as part of its circular route between St Helier and Le Marais Estate. These routes and the frequency of services is outlined in **Table 2.1**.

Table 2.1: Bus Services Serving the Stops in the Vicinity of the Site

Bus Service	Operator	Route	Frequency in minutes					
			Monday	- Friday	Saturday	Sunday		
			Day	Evening				
18	Connex Transport Jersey Ltd	Liberation Station to Le Marais Estate (via Havre Des Pas)	20. Last service at 1820	-	20. Last service at 1820	200		
2C	Connex Transport Jersey Ltd	Liberation Station – Grouville Station – Liberation Station (Circular Route)	First service at 0802. Service frequency between 60 and 120. Last service at 1823.	Ē	First service at 0802. Service frequency between 60 and 120. Last service at 1823.	ā		

Table 2.1 shows that between Mondays and Saturdays service 2C runs between approximately 0802 (the first arrival at the nearest bus stop to the site) and 1823 (the last arrival at the nearest bus stop to the site) providing services to St Helier, and runs at a frequency varying across the day of 1 every 1-2hours, with three services operating during the peak hours. It takes approximately 20 minutes to travel between the site and St Helier. Service 2C can also be used to return from St Helier, travelling via Grouville, with services running from 0740 to 1800 to the site, and taking approximately 20 minutes.

Route 18 provides a service back from St Helier, and runs between 0747 (the first departure at Liberation Station) and 1820 (the last departure from Liberation Station), and runs at an approximate 20 minute frequency across the day, Monday to Saturday. It takes approximately 5 minutes to travel between the site and St Helier. Service 18 can also be used to access St Helier, travelling via Le Marais, with services running from 0655 to 1825 from the site, and taking approximately 20 minutes.

The existing bus routes provide a relatively good service between the site and St Helier, however it is considered that their duration and frequency may limit the appeal of using the bus for commuter trips. This could be further exacerbated by a complete lack of bus services during the evenings after approximately 18:30. There are also no bus services which could support the development on Sundays.

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It should be noted that this assessment does not include services which run only in the summer, including the 1A and Island Explorer Green Route, which would offer increased service flexibility during the periods of operation.

A development at the proposed site would need to consider the existing services in further detail, and consider whether potential improvements to existing services could be justified to improve sustainable transport access. In addition, the redevelopment of the La Squez housing estate needs to be considered further to identify potential opportunities to provide sustainable transport infrastructure that would be beneficial to both sites.

The pedestrian routes to these bus stops have been discussed in the previous section, but it is considered that the routes accord with the standards set out in 'Roads Serving Small Developments' (States of Jersey), which refers to Policy TT15 of the Jersey Island Plan (States of Jersey, 2002), which require that new residential developments of more than 20 dwellings will be expected to provide a safe pedestrian route to a convenient bus stop.

The bus stops themselves are painted bays with no stands or timetables present at the stops, an example of which is shown in **Picture 4**. Information is available using a mobile text based system in which the bus stop number, which is painted on each bay, can be texted to receive the time of the next bus.



Picture 4: Bus Stop Layout

It should be noted that the standards set out in 'Roads Serving Small Developments' (States of Jersey), which refers to Policy TT15 of the Jersey Island Plan (States of Jersey, 2002), requires that new residential developments of more than 20 dwellings will be expected to provide bus shelters at nearby bus stops. Therefore, consideration maybe required with respect to providing additional facilities at the local bus stops if the existing facilities are not considered to be adequate.

Summary

It is considered that there are reasonable pedestrian links in the vicinity of the proposed development site. This includes good links to all nearby bus stops, to both primary and secondary schools, local facilities and a large supermarket, as well as to St Helier, located approximately 2.5km from the site, and therefore walking is likely to provide a realistic sustainable transport option.

The location of St Helier from the proposed development site would encourage cycling as a sustainable transport mode for trips between these locations, particularly given that the proposed shared cycle / pedestrian route between Corbiere and Gorey Harbour is planned to cross through the site.

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There are two existing bus services which could be used by residents of the proposed development, both of which could be used to provide access between the site and St Helier. The existing services run through the day between Monday and Saturday, but do not provide any services after approximately 18:30. There are also no services on Sundays. It is considered that existing bus service provision is relatively good, however further consideration of potential improvements to public transport may need to be considered as part of any planning application for the development to encourage the use of public transport by new residents.

The approved development of La Squez housing estate to the east of the proposed development will need to be considered in more detail as the residential proposals at the Samarès Nurseries site move through the planning process to ensure that the proposals are well connected and the attractiveness of sustainable transport modes is maximised.

3. Access and Parking Proposals

The proposed access arrangements for the site will be a key consideration for the proposed development. It is currently proposed to access the development via a new simple priority junction onto La Grande Route de Saint-Clément.

It is proposed to provide access using land associated with an existing track into the site, and an existing house, as shown in **Picture 3** in the previous section.

Speed surveys undertaken by States of Jersey TTS between 2nd April and 26th April 2004 have been used to determine the approximate 85th percentile design speed along La Grande Route de Saint-Clément in the vicinity of the proposed development access as 35mph and 34mph westbound and eastbound respectively. On this basis, Graph 1 of the guidance set out in 'Roads Serving Small Developments' (States of Jersey) suggests that visibility splays at the junction along the main road (in both directions) of between 46m and 49m are required in this location. However, further to discussions with States of Jersey TTS, it is understood that minimum visibility splays of 50m would be sought.

With regard to vehicle visibility, the following figure is included in 'Roads Serving Small Developments'. Furthermore, in an email dated 9th December 2009 States of Jersey TTS have confirmed that the 'y' distance of 50m should be measured to the centre of the lane from where you would expect an approaching vehicle to be approaching.

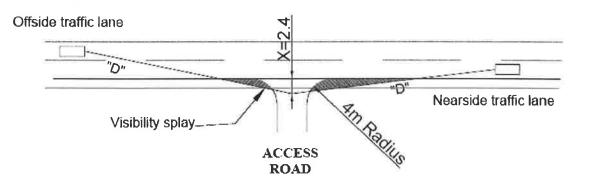


Figure 2 Vehicle Visibility

Using visibility as the key basis for design, the proposed site access junction has been designed as follows:

- Visibility splays have been based on an 'x' distance (the distance back from the stop-line from which visibility along the major road is required) of 2.4m and 'y' distance (the distance along the major road that visibility must be maintained) of 50m.
- A side road carriageway width of 5.5m has been used. This is considered to provide a robust carriageway width, on the basis that 'Roads Serving Small Developments' (States of Jersey) requires accesses for developments of up to 25 dwellings to have a carriageway width of 5.0m.
- Corner radii of 6m have been provided at the proposed access junction. This is in excess of the 4m radii required in 'Roads Serving Small Developments' (States of Jersey) for developments up to 25 dwellings, and would ensure that service vehicles could access the site.

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- Footways of 1.8m on both sides of the carriageway have been provided in accordance with the requirements outlined for developments of more than 2 units in 'Roads Serving Small Developments' (States of Jersey).
- Footways would be tied into the existing footway on the south side of La Grande Route de Saint-Clément.

An assessment of the available land has shown that an access to serve the development could be provided in the approximate location shown in **Drawing 60143070_001** in accordance with States of Jersey TTS. Capacity assessment of such a junction has been undertaken in the **Section 4**.

It is considered that the proposed shared cycle / pedestrian route could potentially to be utilised as an emergency access to the west of the site, however this proposal would need to be considered in more detail in terms of its design to ensure that regular vehicle access at this point is restricted,

Parking Arrangements

The proposed development will provide parking in accordance with the standards published and adopted by the Minister for Planning and Environment.

'Planning Policy Note 3, States of Jersey Department of Planning and Building Control' (1988), sets out the current parking guidelines for new developments on the island, which are a minimum of one space per person (excluding visitor parking requirements).

These parking guidelines are 'minimum' parking standards that encourage car use, increased congestion and are likely to discourage the use of sustainable transport modes. Such standards also serve to ensure that the car dominates people's ability to gain optimal use of the land and buildings that they live and work and which, on an island with a limited land mass with sensitive areas of coast and countryside, is not considered a viable or sustainable approach.

It is understood that as part of the Draft Jersey Island Plan there will also be supplementary planning guidance that establishes maximum levels of parking for broad classes of development, including residential land uses. There will be no minimum standards for development, other than parking for people with disabilities. Maximum standards along with other measures implemented through the planning process / planning conditions (such as Section 106 contributions for sustainable transport improvements / production of a Travel Plan (TP)) will help to promote sustainable transport choices, reduce the land-take of development, promote linked-trips and access to development for those without use of a car and tackle congestion.

If the proposed new parking guidelines are adopted by the Minister of Planning and Environment in the Island Plan, then it is likely that these standards will be used to assess parking requirements for the Category A housing sites that are included in the Island Plan. This would need to be discussed and agreed with States of Jersey TTS as part of the transport scoping process prior to the submission of a TS / TA in support of a future planning application.

In terms of development layout, at this stage it is considered that car parking would generally be provided internally within the site on private driveways and in courtyard areas. To encourage cycle use, cycle parking provision would also be required in accordance with the relevant standards published and adopted by the Minister for Planning and Environment.

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4. Proposed Residential Development Trip Generation and Distribution

Background Traffic Flows

To understand the potential impact of the proposed development on the local highway network, traffic data on the local highway network has been extracted from the Jersey Traffic Model (in the form of assigned traffic flows) and an Automatic Traffic Count (ATC) undertaken between the 18th and 24th November 2009 to the east of the site access junction. Based on the information available, three base traffic scenarios have been developed as follows:

- Scenario 1: Jersey Traffic Model. Existing traffic has been based solely on assigned flows from the traffic model. This methodology assumes that no traffic enters or leaves the network between the proposed site access junction and La Grande Route de Saint-Clément / Plat Douet / Green Road junction to the west of the site.
- Scenario 2: ATC Flows. Traffic flows along La Grande Route de Saint-Clément at the site access
 have been based on the available ATC data, and have been distributed onto the wider highway
 network utilising the turning proportions of traffic in the Jersey Traffic Model.
- Scenario 3: Worst Case Flows. The worst case flows case from Scenario 1 and 2 have been used.

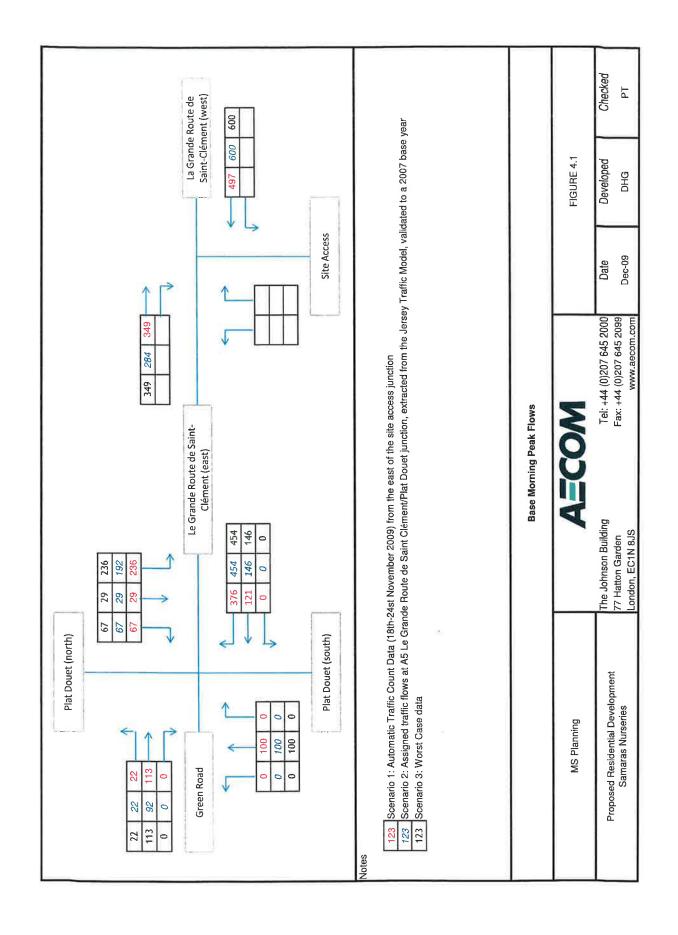
In accordance with an email dated 20th November 2009 from States of Jersey TTS, no growth factors have been applied to these traffic flows to derive future year development scenarios, and therefore these flows can be considered to provide the base scenario against which the proposed development traffic should be assessed.

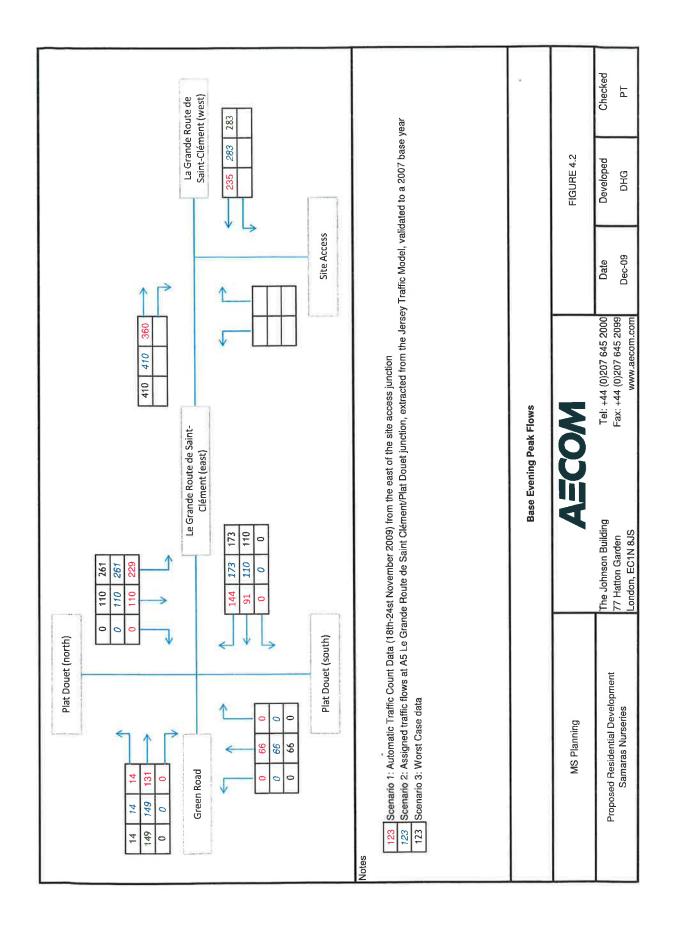
In addition, as the site is currently a redundant horticultural site previously used for tomato production, it does not currently generate any trips, nor, if in operation, would it be expected to generate a significant number of trips, and hence there is no requirement to remove any trips off the local highway network as a result of the existing land use.

As discussed in the previous sections, there are plans to redevelop La Squez housing estate to the east of the development. The impact of these proposals on existing traffic flows and proposed alterations to the local highway network, and changes in background traffic flows have not been considered in further detail as part of this work, however it is considered that this would need to be taken into account as part of a TS / TA being prepared in support of a future planning application for the development proposals.

On this basis, **Figures 4.1** and **4.2** show the Base Traffic Flow Scenarios for the morning (0800-0900) and evening (1700-1800) peak periods respectively.

It should be noted that the Jersey Traffic Model only has a traffic flows for the straight ahead movement of the Plat Douet Road (S) arm of the main crossroads junction to the west of the site, therefore all other flows are shown as 0. Following a review of the highway network, it is considered unlikely that the development would significantly impact on this particular route, as better alternative routes exist to access St Helier. This would need to be considered further as part of any future planning application, and may require a manual turning count at this junction to accurately determine existing flows.







Development Traffic Generation

As set out earlier in this report, the Draft Jersey Plan suggests the proposed development site could be developed for up to 150 dwellings.

In an email dated 17th November 2009, States of Jersey TTS have provided residential trip rates for a comparable site on the Island. Table 4.1 shows these residential trip generation rates and corresponding predicted trip generation for the proposed 150 dwellings.

Table 4.1: Trip Rates and Trip Generation for the Proposed Residential Development (TTS)

	Morning Peak (0800-0900)		Evening Peak (1700-1800)	
	ln .	Out	in	Out
Residential (trip rate per dwelling)	0.20	0.65	0.20	0.05
Residential (trips per 150 dwellings)	30	98	30	8
Two-Way	128		38	

It can be seen from Table 4.1 that the proposed residential development of 150 dwellings, based on TTS rates, would be expected to increase two-way trips on the local highway network during both the morning and evening peak hours by 128 and 38 trips respectively.

Development Traffic Distribution

It is considered that the majority of trips from the proposed development site are likely to travel toward St Helier, as the major employment destination in the vicinity of the site, and would therefore use La Grande Route de Saint-Clément (west). At this stage it is assumed that 75% of development trips would use this route both to and from the site, and this comparable to the base traffic data.

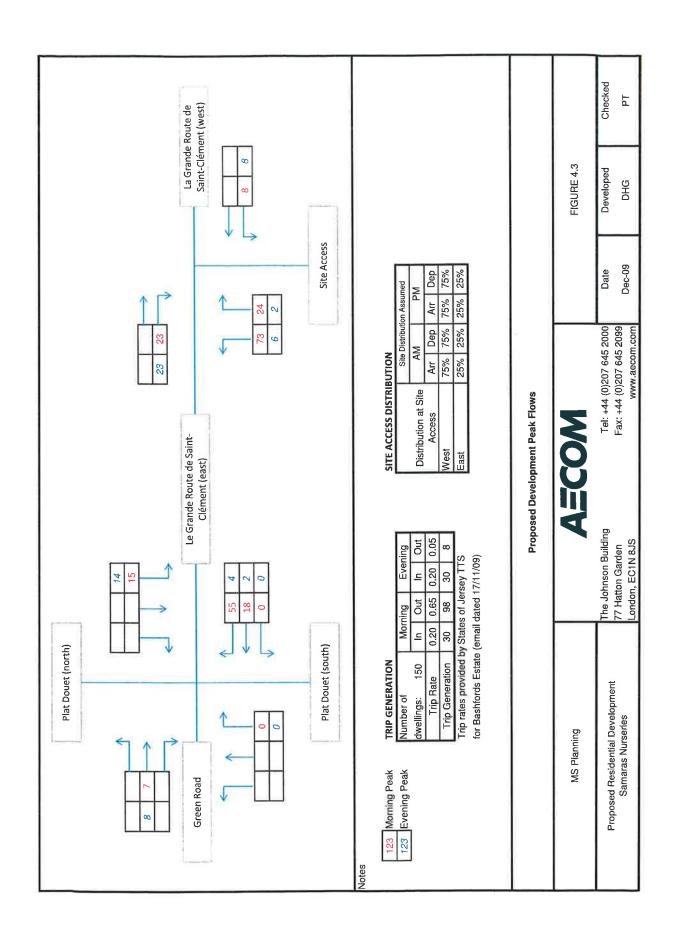
Beyond the site access junction, further distribution of trips onto the local highway network has been undertaken based on existing traffic data from the Jersey Traffic Model.

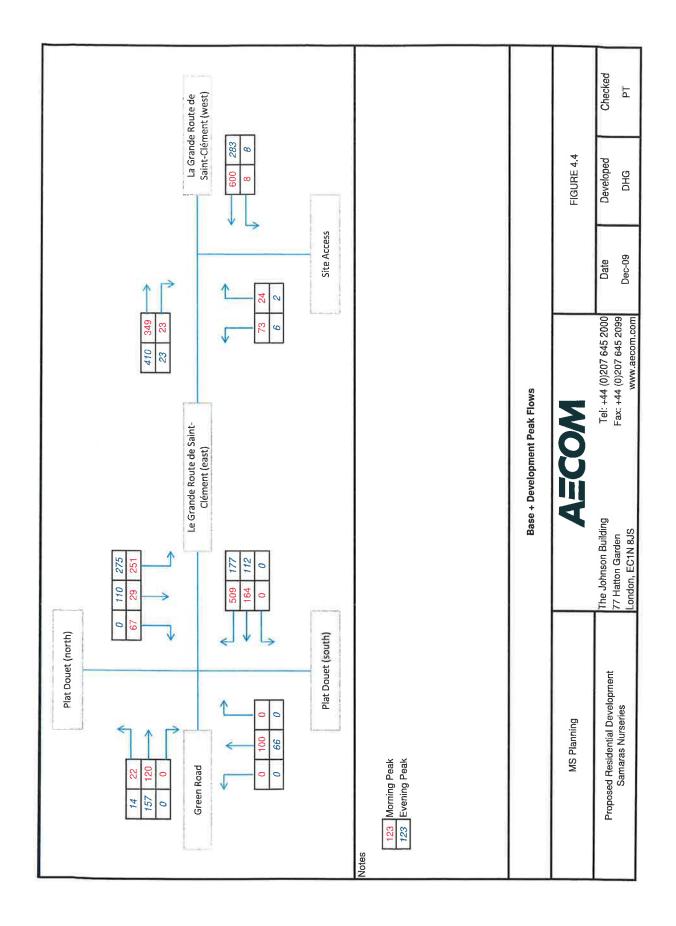
On this basis Figures 4.3 and 4.4 show the development traffic distributed onto the local highway network in the morning and evening peak periods.

It should be noted that the suitability of the assumed distribution of trips would need to be considered further and discussed with the States of Jersey TTS as part of any planning application brought forward for the proposed site.

Traffic Impact

For each scenario, the expected development traffic for each peak period, outlined in Figures 4.3, has been added to background traffic flows, outlined in Figures 4.1 and 4.2, as shown in Figures 4.4.







The flows and percentage traffic impacts shown in the figures above have been summarised below in Table 4.2 based on development trip rates supplied by Jersey TTS, and Scenario 3, the worst case existing traffic scenario.

Table 4.2: Traffic Flow and Percentage Traffic Impact Summary, La Grande Route de Saint-Clément / Plat Douet Road / Green Road Junction

Junction Arm	Morning Peak (0800-0900)				Evening Peak (1700-1800)			
	Base	Base + Dev	Change	Impact	Base	Base + Dev	Change	Impact
		Links	(Two-way	(flows)	والنظوا			THE U.S.
La Grande Route de Saint-Clément	949	1045	+96	10%	693	722	+29	4%
Plat Douet Road (S)	129	129	0	0%	176	176	0	0%
Plat Douet Road (N)	908	979	+71	8%	624	643	+19	3%
Green Road	348	373	+25	7%	273	283	+10	4%
La Grand	e Route	de Saint-C	lément / F	Plat Douet	Road / G	areen Roa	ıd	N HIS T
La Grande Route de Saint-Clément (Left)	0	0	0	#11	0	0	0	3#3
La Grande Route de Saint-Clément (Ahead)	146	164	+18	12%	110	112	+2	2%
La Grande Route de Saint-Clément (Right)	454	509	+55	12%	173	177	+4	2%
Plat Douet Road (S) (Right)	0	0	0		0	0	0	180
Plat Douet Road (N) (Left)	236	251	+15	6%	261	275	+14	5%
Green Road (Ahead)	113	120	+7	6%	149	157	+8	5%
Total	949	1045	+96	10%	693	722	+29	4%

^{*}Errors may exist due to rounding

It can be seen in Table 4.2 that the worst case traffic impact would occur along La Grande Route de Saint-Clément west of the site access, with a potential increase in existing two-way flows of up to 10% and 4% during the morning and evening peak hours respectively.

At La Grande Route de Saint-Clément / Green Road / Plat Douet junction, in the worst case on both right and ahead arms on La Grande Route de Saint-Clément there is an impact of 12%. During the evening peak period, the worst impact is on left turning traffic from Plat Douet Road, with a 6% predicted increase in traffic. Across the junction as a whole, it would be expected that there would be a 10% and 4% increase in traffic as a result of the development in comparison to the base case in the morning and evening peak hours respectively.

It is considered that, particularly in the morning peak, the development is likely to have a material impact on the operation of the junction, and therefore any planning application would need to consider the impact of development on this junction in further detail. In addition, given the 8% and 7% increase in

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traffic along Plat Douet (N) and Green Road respectively as a result of the development traffic, other adjacent junctions may also need to be considered in further detail along these routes, and this would need to be discussed with States of Jersey TTS as part of the transport scoping process prior to the submission of a TS / TA in support of a future planning application.

Site Access Junction Capacity Assessment

The potential to gain access to the development on the basis of the design criteria set out in Section 3 has been assessed using PICADY 5 priority junction modelling software. This has been undertaken to show that an access could be provided in principle, and that this would not cause any highway capacity issues on La Grande Route de Saint-Clément in the immediate vicinity of the site access junction.

As outlined above, the expected levels of development traffic have been based on data provided by States of Jersey TTS, and the assessment has been based on Scenario 3, the worst case traffic flows.

The results of the junction capacity assessment are summarised in **Table 4.3**.

Table 4.3: Capacity Assessment, 2013 "Base with Proposed Development" Proposed Site Access / La Grande Route de Saint-Clément Junction

		Morning Pea	k	Evening Peak			
Arm	Max RFC	Max Queue (PCUs)	Average Delay (sec/PCU)	Delay Max RFC		Average Delay (sec/PCU)	
		Scenari	o 3				
Site Access onto Route de Saint-Clément	0.26	0	10	0.02	0	7	
Route de Saint-Clément right into Site Access	0.07	. 0	8	0.06	0	7	

Table 4.3 shows the modelling results, which can be summarised as follows:

- RFC refers to the Ratio of Flow to Capacity, and therefore provides an indication of how close to full capacity a junction will operate. It can be seen that in the worst case, max RFC is 0.26, or 26%. As such, there is significant spare capacity at the junction.
- Queues are measured in PCUs, or Passenger Car Units, and provide an equivalent measure of all vehicles at a junction, for example, one car equates to one PCU, whilst one HGV equates to two PCUs. It can be seen that it would not be expected that any queues would form at the junction.
- The average delay relates to how long each PCU could be expected to be delayed at the junction. It can be seen that delays per vehicle are low.

As such, it is not considered that there will be any capacity issues at the proposed site access / La Grande Route de Saint-Clément junction, and therefore in principle, the design criteria outlined in Section 3 would provide a suitable access scheme in highway capacity terms.

Summary

It is considered that the development is likely to have a significant impact on the local highway network, particularly at La Grande Route de Saint-Clément / Plat Douet / Green Road junction. Whilst the distribution of development trips would need to be considered in further detail as part of the planning process, at this stage based on this initial assessment it is considered that other adjacent junctions may also need to be assessed in further detail, and these could include:

La Grande Route de Saint-Clément / Plat Douet / Green Road junction;

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- Plat Douet Road / Victoria Road junction;
- Victoria Road / la Route du Fort / Georgetown Road junction; and
- Green Road / la Grève d'Azette junction.

This issue would need to be discussed with States of Jersey TTS as part of the transport scoping process prior to the submission of a TS / TA in support of a future planning application. Detailed capacity assessments would need to demonstrate that there would not be a detrimental impact on the operation of these junctions as a result of the development proposals, and if necessary, proposed mitigation measures may be necessary to offset the impact of the additional development trips.

The principle of providing a site assess along La Grande Route de Saint-Clément has been modelled. It has been shown that an access could provided in accordance with the design criteria set out in Section 3, and this would not cause any queues or significant delays on either the site access arm, or on La Grande Route de Saint-Clément.

5. Summary and Next Steps

Introduction

AECOM has been commissioned by MS Planning to provide transportation planning advice in support of a proposed residential development of up to 150 dwellings at Samarès Nursery, La Grande Route de Saint-Clément, St Helier, Jersey. This transport appraisal has considered access by sustainable modes. vehicle trip generation, parking provision and site access arrangements.

As mentioned in the introduction and highlighted in relevant sections of the note, pre-application discussions have been held with States of Jersey TTS on 13th November 2009 with regard to the site and the associated transport issues.

Sustainable Transport Access

It is considered that there are reasonable pedestrian links in the vicinity of the proposed development site. This includes good links to all nearby bus stops, to both primary and secondary schools, local facilities and a large supermarket, as well as to St Helier, located approximately 2.5km from the site, and therefore walking is likely to provide a realistic sustainable transport option.

The location of St Helier from the proposed development site would encourage cycling as a sustainable transport mode for trips between these locations, particularly given that the proposed shared cycle / pedestrian route between Corbiere and Gorey Harbour is planned to cross through the site.

There are two existing bus services which could be used by residents of the proposed development, both of which could be used to provide access between the site and St Helier. The existing services run through the day between Monday and Saturday, but do not provide any services after approximately 18:30. There are also no services on Sundays. It is considered that existing bus service provision is relatively good, however further consideration of potential improvements to public transport may need to be considered as part of any planning application for the development to encourage the use of public transport by new residents.

The approved development of La Squez housing estate to the east of the proposed development will need to be considered in more detail as the residential proposals at the Samarès Nurseries site move through the planning process to ensure that the proposals are well connected and the attractiveness of sustainable transport modes is maximised.

Proposed Access Issues

It is proposed to access the development via a new simple priority junction onto La Grande Route de Saint-Clément. An assessment of the available land has shown that an access to serve the development could be provided in the approximate location shown in Drawing 60143070 001 in accordance with States of Jersey TTS.

It is considered that the proposed shared cycle / pedestrian route could potentially to be utilised as an emergency access to the west of the site, however this proposal would need to be considered in more detail in terms of its design to ensure that regular vehicle access at this point is restricted,

Traffic Impact

It is considered that the development is likely to have a significant impact on the local highway network, particularly at La Grande Route de Saint-Clément / Plat Douet / Green Road junction. Whilst the distribution of development trips would need to be considered in further detail as part of the planning

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process, at this stage based on this initial assessment it is considered that other adjacent junctions may also need to be assessed in further detail, and these could include:

- La Grande Route de Saint-Clément / Plat Douet / Green Road junction;
- Plat Douet Road / Victoria Road junction;
- Victoria Road / la Route du Fort / Georgetown Road junction; and
- Green Road / la Grève d'Azette junction.

This issue would need to be discussed with States of Jersey TTS as part of the transport scoping process prior to the submission of a TS / TA in support of a future planning application. Detailed capacity assessments would need to demonstrate that there would not be a detrimental impact on the operation of these junctions as a result of the development proposals, and if necessary, proposed mitigation measures may be necessary to offset the impact of the additional development trips.

The principle of providing a site assess along La Grande Route de Saint-Clément has been modelled. It has been shown that an access could provided in accordance with the design criteria set out in Section 3, and this would not cause any queues or significant delays on either the site access arm, or on La Grande Route de Saint-Clément.

Next Steps

In addition to further investigation of the issues outlined in the sections above, the following points would also need to be further considered in relation to transportation and highways matters:

- Proposed parking provision;
- Planning conditions / Section 106 contributions for sustainable transport improvements; and
- Preparation of a Residential Travel Plan (RTP).

Further to any additional investigations, any proposals would need to be discussed and agreed with States of Jersey TTS as part of the transport scoping process prior to the submission of a TS / TA in support of a future planning application.

The lines of communication with the relevant contacts in the States of Jersey TTS Planning and Building Control Departments have already been established as part of this transport appraisal, and therefore it is anticipated that any further work associated with a future planning application could be progressed immediately further to your instruction.

Conclusion

In conclusion, further to the assessment set out in this report, at this stage it is considered that there are no significant transport reasons why a proposed residential development of up to 150 dwellings at the Samarès Nursery site should not be included in the adopted Island Plan, further to the issues identified within this report being satisfied as part of the planning process.

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Rev No	Comments	Checked by	Approved by	Date
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Reference Samarès Nursery

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APPENDIX 5