

**HAUT DE LA GARENNE, ST. MARTIN:
CONVERSION AND REDEVELOPMENT**

**Lodged au Greffe on 8th September 1998
by the Planning and Environment Committee**



STATES OF JERSEY

STATES GREFFE

PROPOSITION

THE STATES are asked to decide whether they are of opinion -

- (a) to approve, in principle, the conversion and redevelopment of Haut de la Garenne, St. Martin, for the purpose of establishing a residential multi-purpose centre providing for visiting and locally organised groups, as outlined in the report of the Planning and Environment Committee, dated 12th August 1998;
- (b) to approve in principle the establishment of a Trust for the purpose of managing and operating the new centre on a self-financing basis, and to charge the Planning and Environment Committee to present to the States proposals for the constitution and membership of the Trust following consultation with the States Committees involved and such other bodies as appropriate.

PLANNING AND ENVIRONMENT COMMITTEE

NOTE: The Finance and Economics Committee supports this proposition on the basis that no part of the running costs of the redeveloped premises are met by means of States funds and that no additional capital funding over and above that included in the 1998 budget other than to take account of inflationary increases will be made available.

REPORT

1. Introduction

The Planning and Environment Committee, which administers Haut de la Garenne, recommends to the States that this estate be retained in public ownership and is developed to provide a centre offering multi-purpose accommodation and ancillary facilities to support organised activities for both local and visiting groups. It is proposed that such facilities would be handed over to a new Trust to operate on a self-financing basis.

Following wider consultation with various States Committees including the Education Committee, since the previous Projet P.64/97 was lodged on the 22nd April 1997 (now withdrawn), and in the knowledge of subsequent decisions made by the States relating to the formation of an Island Army Cadet Force, the Planning and Environment Committee has amended its proposals for the development and management of the facility.

2. Haut de la Garenne

Haut de la Garenne was originally built on Crown land in 1866 and for over 130 years provided facilities for local young people. It is a proposed Site of Special Interest and an important landmark in the social history of the Island. Its original purpose was described as ‘to relocate under-privileged male youth’ from the workhouse environment to what was then a purpose-built industrial school. Later on the building was administered by the Education Committee from 1953 to 1983, when its use ceased and it no longer suited the requirements of the Children’s Service. Since that time it has been used for a variety of purposes and for the past six years, under an arrangement with the Defence Committee, the Planning and Environment Committee has successfully managed its ‘temporary’ use for military groups or cultural visits. Until two years ago visiting youth groups were

accommodated but this has had to be restricted to non-residential use.

The site

The site offers space, safety and relative peace and security, and is suitable for a wide range of sporting and physically challenging community activities. There are also historical, environmental and leisure attractions within walking distance close to the site. Gorey Village and Harbour are close by with shops, churches, eating places, bus stops and a sea terminal to France.

The States have previously indicated the importance of maintaining the Green Zone and have rejected previous proposals to build on the open field area. The Committee's proposals are now based entirely on a redevelopment within the existing building envelope designed to serve the surrounding land. The proposals also conserve the fabric of the this architecturally important building.

3. The Proposal

(a) Uses

In 1996 the Planning and Environment Committee commissioned Mason Design Partnership to complete a feasibility study for the future use of the building. A copy of their report is attached including a list of potential uses, which the Planning and Environment Committee has accepted (Appendices A and B).

It is envisaged that the main users of the re-developed building would be Sports Groups of under 18 years such as the existing successful Soccer School, various local and visiting youth groups under adult leader supervision, including special needs groups, military bands supporting Island and Tourism events or specialised military units which provide a support or community service to the Island, and community or other groups undertaking training and

development courses. The accommodation could also be available overnight in emergency situations.

The present use of the buildings has had to be limited to adult military groups for the past two years because of the buildings' condition. Previous use by youth groups of mixed ages under adult supervision has been successful.

The Committee believes that the experience gained from the existing facilities permits it to be confident that the use proposed will not impact adversely on the local hotels and guest houses. The groups visiting the centre will be those who would not either choose or be able to stay at hotels or guest houses. A year-round operation is proposed in the redeveloped and refurbished premises.

The Committee's intention is for a multi-purpose centre, and it would be inappropriate to bind the proposal to the existing youth service facilities currently administered by the Education Committee. However, if the States approve the proposition, the Committee will have wider discussions about opportunities which exist as part of the consultation on the proposed Trust.

(b) Accommodation and facilities

Since closure of the childrens home, a total of 120,000 people have been accommodated at Haut de la Garenne. If the new facility was professionally managed and organised, between 10,000 and 15,000 persons a year would be expected to use the new centre.

The full potential of the facility cannot be realised without refurbishment. Some groups wishing to visit or undertake projects could not be accommodated in the past.

The space available in the redevelopment is capable of being subdivided into small units of, say, up to 15 beds, which ideally suits the youth groups. These areas may be combined to accommodate large groups up to 120. By also

accommodating bunk beds this may be increased to 200 beds, with additional camping areas to augment capacity during the busy summer months.

The converted accommodation will be of a high but functional standard. The accommodation will be flexible, capable of sub-division to support a mix of uses. It will include -

self-catering facilities;

dormitories and dining rooms providing separate accommodation for group leaders and in separate accommodation for females and males within groups;

facilities for special needs;

a shared adult common-room;

a medium-sized training room;

lecture room;

laundry, storage, drying rooms.

It is also proposed to provide two units of family accommodation which will provide staff accommodation for an on-site caretaker and manager/administrator.

(c) Management and operation of the centre

It is proposed that once the building has been enhanced and refurbished, Haut de la Garenne should be leased to a new Trust which will be set up to manage the facility. The minimum staffing needs are likely to be -

a manager/administrator; and

a caretaker with cover during holiday and out-of-hours periods.

Bookings will be controlled by the new body.

If the development and the principle of establishing a new Trust is approved, the Planning and Environment Committee will at a later date present a report and proposition on the constitution and membership of the Trust. At present it is envisaged that the new Trust should include persons selected as representatives of the user groups who have already been involved in the feasibility study. The Committee will consult with States Committees and other appropriate bodies in drawing up these proposals. The Committee considers that the Trust should be formed in time for the completion of the conversion of the buildings.

(d) Income

The potential for income has been assessed. Preliminary indications are that the anticipated annual income for such use could be about £150,000, which is sufficient to cover estimated annual operating costs of £120,000.

(e) Capital funding

Funds to carry out the works have already been voted in the 1998 capital programme, but have been frozen pending the States approval of this report. If the report is approved, the Planning and Environment Committee will establish a project team and detailed designs will be commissioned which will involve user representatives in their preparation.

4. Alternative proposals

The proposal put forward by the Planning and Environment Committee is not the only one which has been considered. The Planning and Environment Committee is aware that for many years a great number of suggestions have been put forward, including selling the site. The States should be

made aware that alternative proposals for the redevelopment and use of Haut de la Garenne as sheltered housing have been carefully considered by the Committee, including a proposal by "Project Cloud". This involves the making available of the publicly-owned building and grounds to a specially formed Incorporated Association at a peppercorn rental for the purpose of developing 20 self-contained apartments, with certain ancillary facilities. The apartments would be for elderly people with available capital. The proposed legal and financial structure of the Project Cloud proposal is shown in the Appendix to the Report and Proposition P.180/97 lodged "au Greffe" by Senator L. Norman on 18th November 1997.

The Committee does not believe that such a proposal is the best use of a public asset. The Haut de la Garenne site is unique in that it is in the perfect location and the building is of ideal size and construction for use as a residential multi-purpose centre for both local and visiting groups. It is the only building in the public ownership which can provide the opportunity of providing such accommodation and training facilities in a secure and attractive setting.

The experience of running the premises for local and visiting youth and other organisations over the last seven years has demonstrated to those Committees concerned both the need for such facilities and the satisfaction of those using them, despite the poor condition of the building imposed through lack of sufficient funds. The success and benefits of the use to the Island, even on the limited seasonal basis over the period, is without question. It is time to put this use on a more stable year-round long-term basis.

The Committee believes that if there is demand for the accommodation by elderly persons with capital, such as that proposed by Project Cloud, then it would best be provided by the private sector in another location which does not involve the loss of an important public site. Properly refurbished, Haut de la Garenne can provide a much-needed facility for the development and enjoyment of young people. It also

provides accommodation for visiting adult groups that provide skills and resources necessary for undertaking community work and conservation projects, and the provision of otherwise unavailable services completely free of charge, but of great benefit to the Island. Those important, beneficial services could not be provided if the accommodation and facilities at Haut de la Garenne were not to be available in the future.

5. Conclusions

The restoration of an impressive architecturally and historically important building, in a prominent site, for re-use by the community, will give major benefits.

Thousands of supervised local and visiting young people will enjoy accommodation in this prime site.

It would be used by local sports and specialist interest organisations, including both adults and youth groups.

Visiting adult groups will continue to provide economic benefits to the Island.

The site is an ideal base for events such as discovery days, training weekends and achiever weeks for young people.

The mix of uses by groups under supervision allows the site to be used all year round.

The re-development will enhance the facilities available within the Island, adding to the range of activities supporting organised residential and visiting groups.

The Committee believes there is no more suitable location for the new centre than Haut de la Garenne.

12th August 1998.

APPENDIX A

PROPOSED POTENTIAL USES

Group/event	Activities
Scouts/Guides	Camping, adventure pursuits, walking, orienteering, swimming, environmental studies, sports, camp fires, etc.
Local youth club	Discovery days, countryside weekends and achiever weeks run by the Uniformed Organisation and other groups.
Sea Cadets Air Training Corps	Short and long stay arrangements to develop team work, independence and responsibility and use the grounds and surrounding areas for tactics and adventurous training.
Specialist youth groups	Sports teams, bands, etc. use the facilities to invite to the Island similar interest groups to train or work together, form affiliations and take part in local events.
Special needs groups	Provide a change of venue to accommodate interests and extend their potential.
Adult groups local	Training and development and events such as team building by business users
Specialist training teams	Visiting coaching teams now regularly come to the Island to run classes or undertake community and environmental work for the public and the States - university students on research projects and Service coaching teams are examples.
Adult groups	Mainly training, sports, and visiting other interest groups. Military training would be included.

Island events	Accommodation for participants and supporting staff (bands) for events promoted in the Island such as - Battle of Flowers, hockey, swimming, athletics, etc.
Emergencies	Additional accommodation in cases of emergency.

APPENDIX B

HAUT DE LA GARENNE, ST. MARTIN, JERSEY
FEASIBILITY STUDY FOR
STATES OF JERSEY DEPARTMENT OF PROPERTY
SERVICES
BY MASON DESIGN PARTNERSHIP

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1. Introduction

This feasibility study was commissioned by the States of Jersey Department of Property Services in October 1996 to examine the possibilities for refurbishing and utilising the buildings and land at Haut de la Garenne, St. Martin.

Clearly, the continued neglect of the fabric of the building structure continues to cause concern, and a firm positive decision on the future of the building is needed to stop its inevitable further deterioration.

2. History of site and buildings

It is difficult now to appreciate or imagine the social conditions to be found in the Island in the middle of the last century. Even though the Island had built its hospital (1619), the adjacent prison (1679) and its first poor house (1765), conditions in 1850 were still such that the Master of St. Helier Prison wrote at that time “There is a large class of division growing up in our town in ignorance, destitution and vice ... these children are in need of a wholesome course of moral, social, religious teaching and industrial training.”

This challenge was met by a remarkable individual, a schoolmaster called Jurat Elias Neel who had inspected industrial schools in the United Kingdom and was determined to build one on the Island.

The site chosen was then owned by the Crown and the school was built in 1866 for the sum of £2,410.11d, coinciding with the setting up of a female orphans’ home in Grouville.

The school offered a home for the destitute and the orphaned and continued to “train up helpless, friendless waifs as useful members of society, raising them up out of their pauper state enabling them to escape the perils to which their youth is inevitably surrounded” up until 1900 when its name was changed from the Industrial School to the Jersey Home for Boys. In 1953 the Education Committee took responsibility for

the home, re-naming it Haut de la Garenne when it became a mixed home in 1960. With the appointment of a Children's Officer in 1970, the number of children in care gradually dropped in numbers, and by 1983 Haut de la Garenne ceased to be used at all for its original purpose.

3. Recent history

In 1970, Aviemore, a new two-storey wing principally for staff accommodation was constructed on the western part of the site. For the past 18 months this building has been very successfully adopted by the Education Committee as a Respite Care Home for Children.

Since 1983, the building and grounds have been administered by the Public Services Committee, during which time the building has been used by the BBC as studios for the television series 'Bergerac', and the main building used as the fictional police headquarters 'Pierson House'. Many suggestions have been put forward for the site's eventual use, this culminating in 1989 in the production of a full Design and Development Brief for the site prepared by the then Island Development Committee, listing all acceptable uses for any proposed development, whether carried out by the private or public sector or both.

In 1991 a feasibility study was commissioned by the States of Jersey Housing Committee to examine the possibilities and options then available for the site.

The final scheme - the retention of Aviemore as a respite care home, the use of Haut de la Garenne itself for sheltered and special residential care for the elderly, and the creation of States Loan housing to the east of the main building was approved by the States, but finally rescinded in another subsequent debate.

In 1992 the administration of the site passed from Public Services to the Planning and Environment Committee in the form of the Property Services Department.

During the ensuing years, the building has continuously been used for accommodating visiting groups requiring low cost accommodation such as military bands and visiting groups from the United Kingdom undertaking conservation and community projects for the benefit of the Island.

4. Interviews and research

During the past three months, interviews have been conducted, usually in groups, with the express aim of identifying a series of end-users who would utilise a fully refurbished Haut de la Garenne equipped with heated and furnished sleeping accommodation, modern toilet and washing facilities, and centralised communal facilities such as a kitchen, dining room, lecture theatre and meeting rooms.

Views have been sought from representatives of the Planning and Environment, Defence, Finance and Economics, and Sport, Leisure and Recreation Committees, and the Tourism and Education Departments.

Further invaluable information has been gained from meetings with representatives from the Churches, the Guides and Scouts, the Youth Service, Government House and the Territorial Army.

5. Research visits

As part of the feasibility study research, two Youth Hostels were visited in the United Kingdom - the City of London and Oxford.

A further visit was carried out to investigate the design, function and running of the Army Cadet Training Centre in Bicester.

6. Current proposals

Following a thorough and detailed examination of the site and building and taking into consideration the views of the wide range of people and organisations that have an express interest

in the future of Haut de la Garenne, it would seem entirely appropriate that the building should continue its present useful much-needed facility - providing essential accommodation for a wide range of users.

Whilst the site and location of the building suits this purpose admirably, its current condition does not, and if the long running saga of the building's future is to cease, then the appropriate amount of resources and money needs to be spent to bring the quality of the building up to modern-day standards. This would involve a good quality refurbishment of the structurally sound building, provision of insulated and heated accommodation areas throughout the building and a general upgrading of the exterior fabric.

The use of the building could then be enhanced, particularly by the groups of military personnel from the United Kingdom armed force who would welcome the opportunity of visiting the Island in greater numbers than before. Such groups are perceived to be good tourists in the sense that they would spend money in the Island. They also have a track record in the involvement of local community events and programmes.

A part of the building could, with sensitive management, be used to provide a youth hostel facility.

Other groups that would welcome the opportunity of low-cost accommodation would be military bands, visiting sports team and youth clubs and visiting Scout groups. Another perceived user would be local or United Kingdom based commercial firms which could use the facilities as part of their management structure training.

A wide range of local groups would also be welcome to visit, stay and utilise the facilities to be provided.

7. Proposed layout

The main (north) building could be used for centralised communal facilities such as the kitchen, dining, lecture and

meeting room areas. A two-bedroom flat for a caretaker, together with administrative facilities, could be formed at first-floor level.

The east and west wings, together with the south wing, could easily be adapted to provide, say, 50 or 60 bed spaces in each wing - a total which could be doubled, if necessary, by accommodating bunk beds.

A perimeter single-storey open corridor is suggested for the interior courtyard itself to provide easy access to all parts of the building.

The courtyard itself could be used for all kinds of outdoor activity.

The playing fields to the east of the site and the field to the south of the building provide open areas for recreational use throughout the year.

8. Cost plan

On the basis that the overall building floor area is 2,137 square metres (or 23,005 square feet) the preliminary cost estimate prepared by the Chartered Quantity Surveyor, would be in the sum of *£1,500,000 (excluding fees) to completely refurbish the building at current building costs. *(Revised 1998 £1.688 million).

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