

# **St. Helier Open Space: Audit Summary**

July 2018

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# Introduction

The St Helier Open Space Audit represents an analysis of existing public spaces in and around the Town area. Specifically, it looks at the open spaces that are accessible to those who live in 'The Town of St Helier'<sup>1</sup> area, and therefore includes parts of St Clement & St Saviour. This covers an area of approximately 493 Hectares (1.9 square miles), which houses a resident population of approximately 35,000 people - representing nearly 35% of the Island's total population.<sup>2</sup>

The audit has explored where open space exists, what type it is and considers some of its key characteristics. The amount of space has been quantified and modelled against future population scenarios in order to support an understanding of how a growing population will impact the amount of space relative to how many people are expected to be living in town in the future. The methodology for the audit has been shaped by the Commission for Architecture and the Built Environment (CABE) *Open space strategies: Best practice guidance*.<sup>3</sup> The full methodology can be found at **Appendix 1**, and sites considered in the audit at **Appendix 2**

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<sup>1</sup> As defined on the 2011 Island Plan Town Proposals Map.

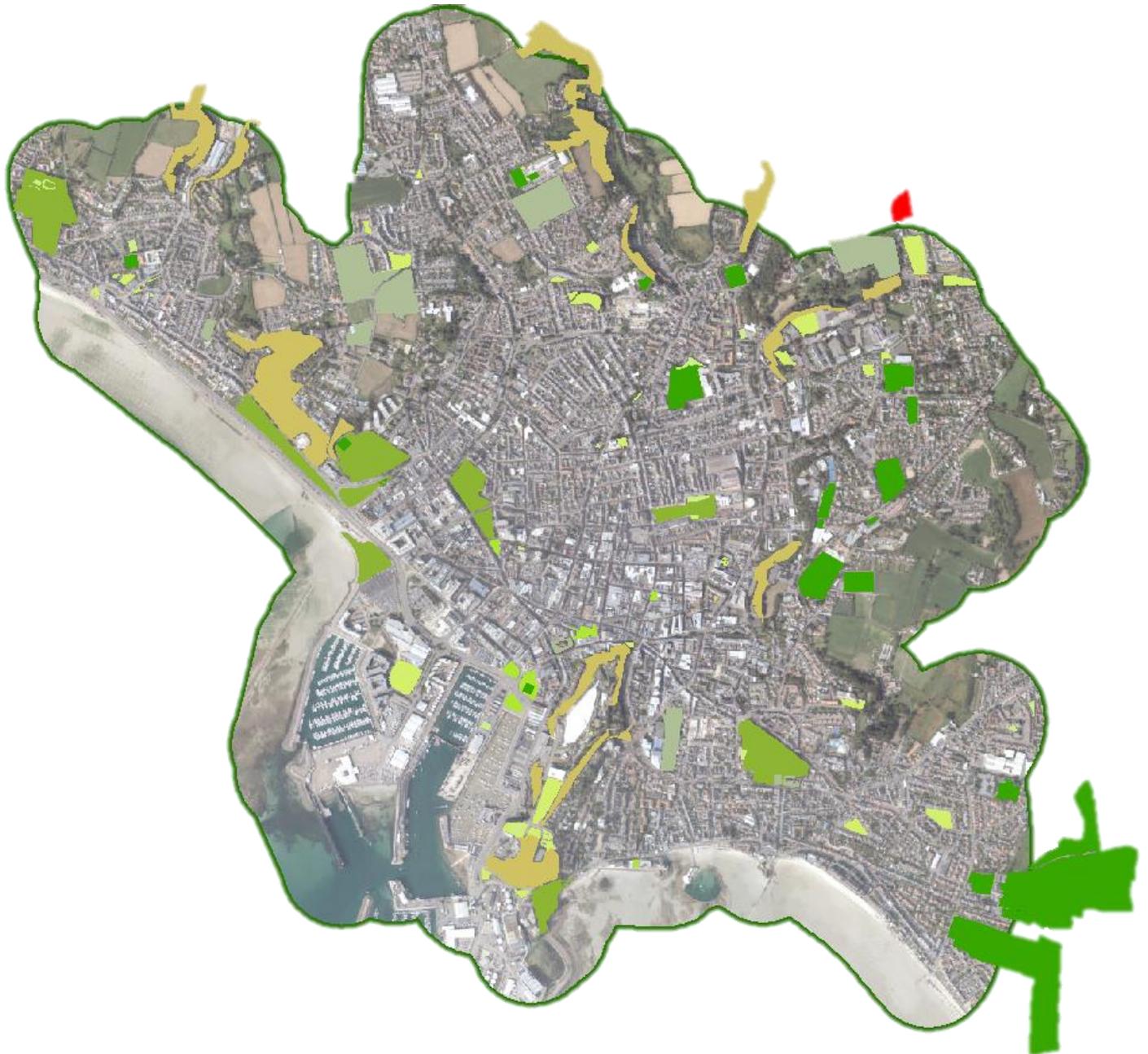
<sup>2</sup> Estimated figure estimated taken from data collected in the 2011 Census and subsequent population growth forecasts for St Helier, as taken in 2018.

<sup>3</sup> CABE - Open space strategies: Best practice (2008) available at:

<https://www.designcouncil.org.uk/sites/default/files/asset/document/open-space-strategies.pdf>

# Findings

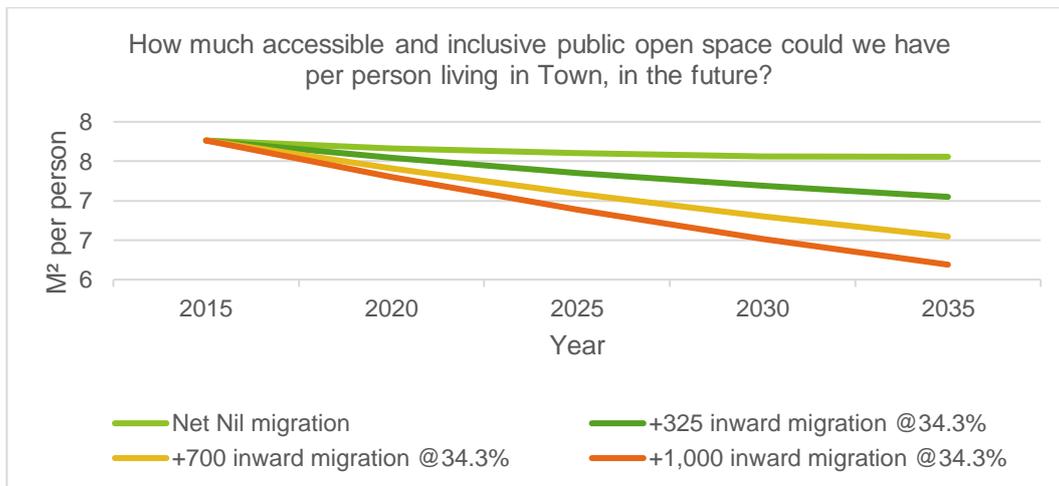
## An overview of open space



Typology	Number of sites audited	Total area (ha):
Play Space	32	1.379
Civic Space	7	1.40
Amenity green space	24	6.93
Cemeteries and Churchyards	11	11.05
Parks	10	17.60
Natural green space	12	24.62
Outdoor sports facilities	20	27.00
<b>Total:</b>	<b>116</b>	<b>89.97 ha</b>

During the audit, a total of 116 individual open spaces were included. The total area of these public spaces amounts to approximately 90 hectares (ha), representing 18.25% of the town area. This means that, at the time of the audit, for every person who lives in town, there is 25.5m<sup>2</sup> of public open space (disregarding accessibility).

When considering how much of this space is inclusive, accessible and able to be used freely and spontaneously by most people (therefore excludes outdoor sports facilities and natural green space because of accessibility constraints) the amount of space relative to the size of the population drops quite significantly to only 7.7m<sup>2</sup> per person – or 6% of the total area of Town. A projection can be made to look ahead at how this may change in the future. The below graph illustrates an anticipated decline in the amount of space available per person as the overall population size increases, assuming no additional open space is delivered within the survey area<sup>4</sup> during that period.

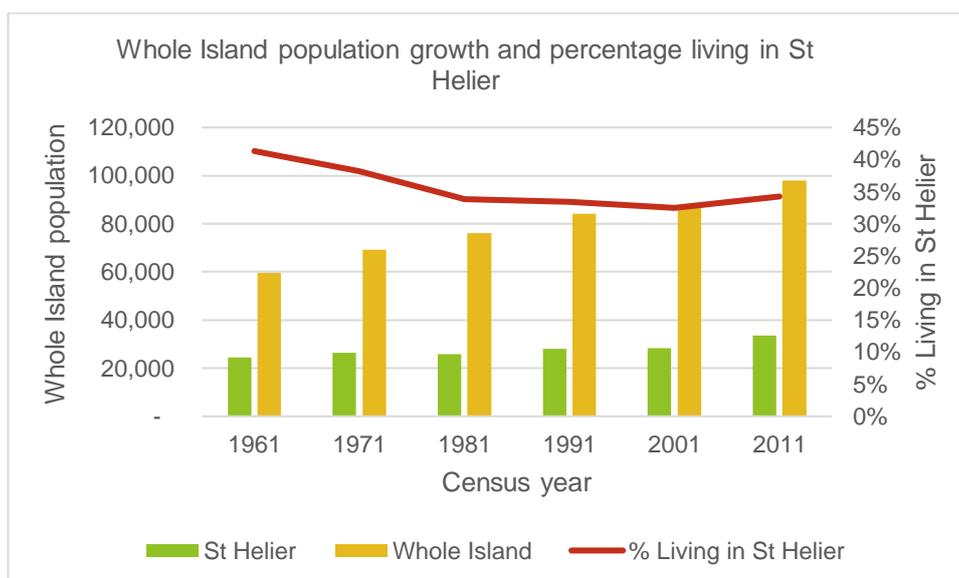


### Population behaviour:

The figure below illustrates how the Island's population has grown over the last 50 years and what this has meant for the Parish of St. Helier population. From the 1960's to the 1990's, the growth of the residential population in town had slowed, during a period where more people made their home in the out-of-town settlement areas such as St Brellade, St Clement, St Saviour and across the rural parishes. The proportion of people living in St Helier is however increasing, and this is in-part due to planning policies that seek to focus development in town. Going forward, this trend will continue, largely because of an overarching spatial strategy in the Island Plan, which is driving higher concentrations of new development into existing built-up areas, coupled with more people seeing the benefits of living in a vibrant urban community, whilst reducing the need to travel for work.

In the future, it is not considered likely that there will be major shifts to the Island Plan's spatial strategy and therefore, the share of whole Island population living in town is likely to stay the same or continue to increase in the coming decades. As a consequence of this, there will be an increased pressure upon public open space infrastructure and a growing competition between open space, and space required for new homes and businesses.

<sup>4</sup> This assumes a static share of whole Island population living in town at 34.4% and no net increase in the amount of public open space within the survey area.



### Existing supply by typology:

The amount and quality of our existing open spaces has been assessed by typology in the following chapters of this audit report, including where and how much space currently exists, what this looks like against aspirational standards and how this picture is likely to change as the population grows. This has also considered how far people need to travel to access space, which helps to highlight priority deficiency areas, whilst also considering some qualitative issues.

Two different aspirational standards were tested in the audit (those specified in revised 2011 Island Plan, based on the 2008 Outdoor Open Space, Sport and Recreation Study), and the Fields in Trust recommended benchmark guidelines. The reason for testing two different standards is to establish whether or not the proposed standards set out by the 2008 study are proportionate, and therefore suitable for future adoption as benchmark standards to measure open space across St Helier. The audit concluded that the most proportionate standards relative to the St Helier's key characteristics and potential for future change are those proposed by the 2008 study. As such the overall supply of open space in town has been reported against those standards.

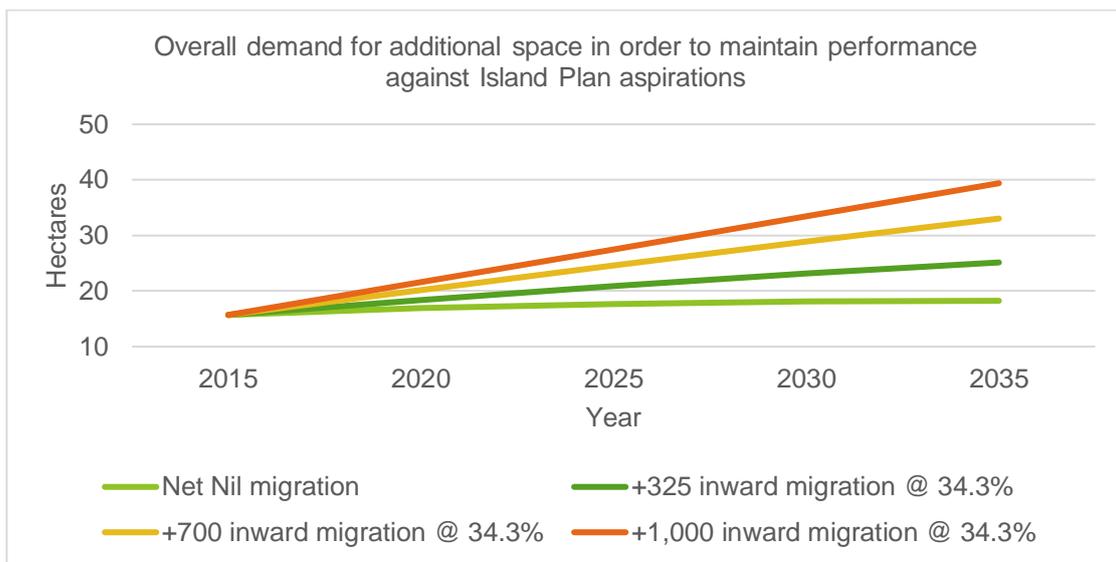
Summary of performance against quantity standards for open space (2008 study standards)				
Typology	Quantity standard (Ha/1,000 population)	Total space "expectation"	Actual availability of space	% new space required to meet the standard
Parks	0.5	17.5ha	17.6ha	<b>0%</b>
Play space	0.1	3.5ha	1.38ha	<b>61%</b>
Outdoor sports facility	0.8	28ha	27ha	<b>4%</b>
Amenity greenspace	0.25	8.75ha	6.93ha	<b>21%</b>
Natural greenspace	1.0	35ha	24.62ha	<b>30%</b>

The analysis suggests that whilst in the cases of park space and outdoor sports facilities, the current availability of space relative to the size of the population appears good; amenity green space, natural green space and in particular, equipped children’s play facilities, fall considerably below the standard.

In terms of how far people need to travel to access open space, the performance across all typologies (including those that do not have a standard to measure against) is considered to be good. People living in Town are not more than a 10-minute walk to the nearest form of public space open space, and those living closer to the centre can access a range of public spaces in less than five minutes. The area with the *least* choice of open space at a walkable distance is the north of town area. However, it is also noted that the area most deficient in the north of town, is where there are typically lower development densities and an increasing proportion of properties with access to private outdoor space and closer access to the countryside.

### Future supply and population growth

Before looking at how the supply of open space in Town may be improved, it is important to first understand what it would take to achieve and maintain the aspirational standards that existing supply has been benchmarked against. This serves as a useful test as to whether those standards are reasonable.



As the graph suggests, the total amount of space needed to achieve the benchmarked aspirations would lie anywhere between 25 and 40 hectares of additional space by 2035 – representing an overall demand of up to 45% more public open space than what already exists, or a further 8% of the existing Town area. Given the existing pressures on land for development, it should be recognised that this level of provision is unlikely to be achievable in the longer-term, and as a consequence, improvements will be more reliant on quality and accessibility.

### How is space protected from development?:

There are two specific ways in which open spaces may be protected from development. Perhaps most relevant, is through the designation of spaces as ‘Protected Open Space’ (as per Policy SCO4 Protection of open space’ of the Revised 2011 Island Plan), where sites across the Island have been identified as important public spaces that should be protected from development; unless its redevelopment would serve a greater benefit to the community,

and can be offset elsewhere. The other means is through the designation as a listed building or place, due to its identified heritage and/or cultural value. Listing provides legal recognition of a building or place in respect of its significance to Jersey's heritage and is intended to make sure that the essential character of the asset is protected through the planning system, thus ensuring that it can be enjoyed by future generations.

The current policies around listed buildings and places do not preclude all forms of new development within the context of a listed site, but instead seek to ensure that any development that may be proposed is appropriate to its context and will not cause harm to its historic interest. To what degree the asset is ultimately protected is largely determined by how and why the asset has been graded – Grade 1 being the most highly protected, Grade 4 being the lowest level of protection.<sup>5</sup> Of all the sites audited, more than 25% have been identified as listed places, many of which are of the higher grades 1 and 2 – meaning more than a quarter of Town public spaces are of special or exceptional public and heritage interest.

In terms of the overall amount of space with the benefit of a protected open space designation, the large majority of the sites audited are currently protected. Key sites without this designation include:

- **Millennium Town Park:** the reason for a lack of protection in this case is due to the site being constructed after the designations were made in the 2011 Island Plan. This is envisaged to become a designated site in the next revision to the Island Plan. In the meantime, the site is not considered to be under threat of alternative development.
- **Steam Clock (New North Quay):** this is a valuable space that creates a visual and physical link between the maritime museum and the historic harbour; allowing strategic views from the popular Weighbridge and Liberation Square public spaces. The site is not currently protected from development and it is understood that its potential for development is under consideration by Ports of Jersey. Further deliberation of the value of this site as open space and whether it should be considered for protection should be prioritised.
- **Equipped play space:** a number of children's equipped play spaces are not currently protected. Whilst no threats leading to the loss of existing facilities are known, further consideration of these sites should be undertaken, particularly in light of the apparent shortfalls in supply across town.

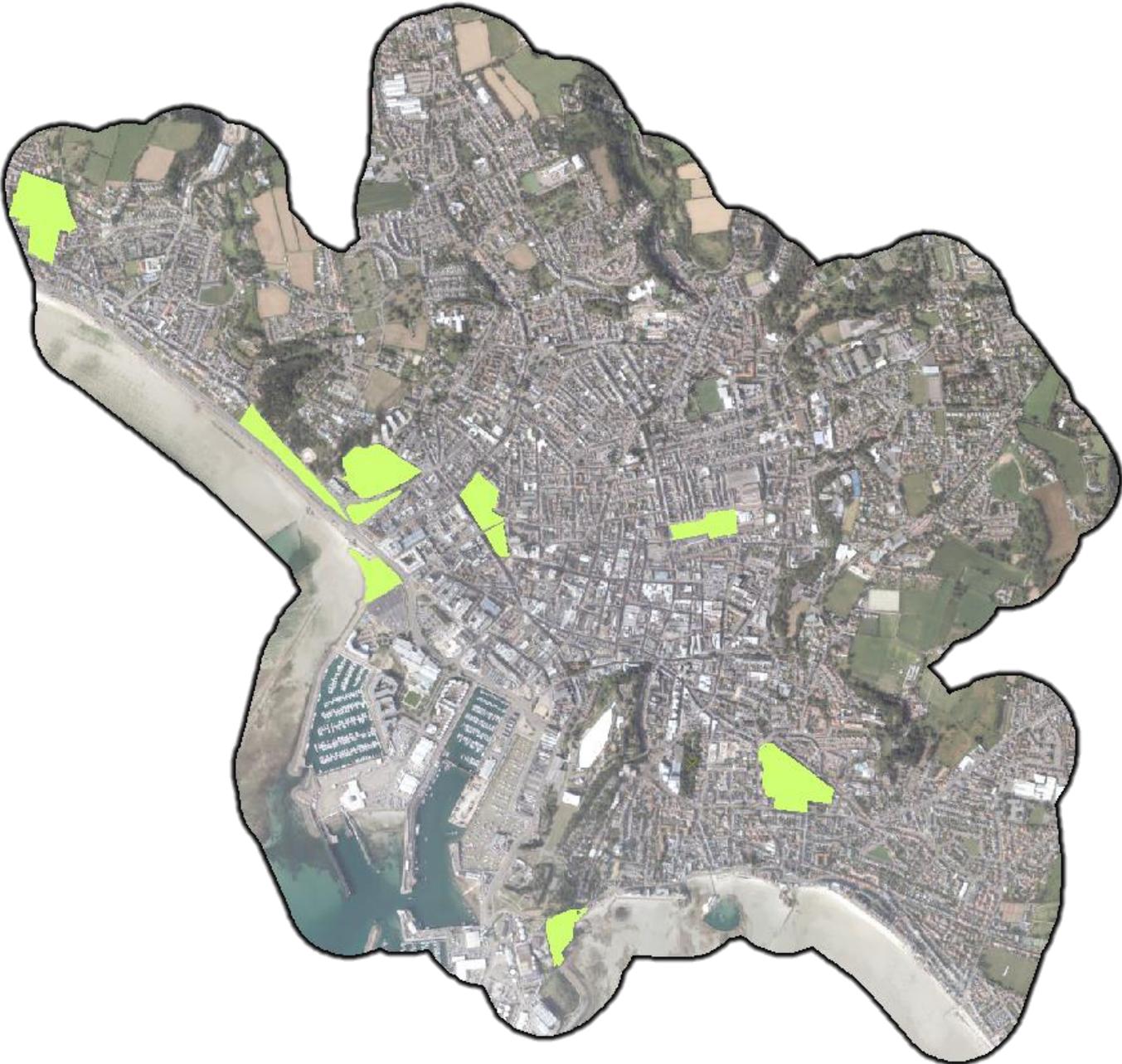
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<sup>55</sup> More information on why buildings and places are listed, and what each grade means, can be found here: <https://www.gov.je/PlanningBuilding/ListedBuildingPlaces/Pages/WhyListBuildingPlace.aspx>

# Findings

## Parks

Parks are formal, designed and managed landscapes that provide for free and spontaneous use by the general public. The size of park space varies greatly, but typically they cover large areas and include a range of features such as open grassed areas, trees, planting and children’s outdoor play equipment. Parks are one of the few spaces in town which can offer something for everyone – access to nature, play, relaxation, sport, community events, socialising and more.



## Quantitative assessment of park space

The Town of St Helier 'has approximately 13.1 hectares (ha) of parks within its boundary and a further 3.7ha immediately adjacent to its western edge, bringing the total provision of park space in town to 17.6ha. Peoples Park, Millennium Town Park, Parade Gardens and Howard Davis Park account for over a half of this park space provision and are considered to be well-used, multi-functional spaces.

Including First Tower Park, (otherwise known as St Andrew's Park), there is approximately 0.5ha of formal park land per 1000 head of population – or 5m<sup>2</sup> per person.

Total:	17.6 ha
Area per 1000 Population <sup>6</sup>	0.5ha

## Proximity assessment of park space

Just over half of Town is within 500m of a park with the vast majority of the town's population are living within a 10-minute walk (1000m) of a park.

Residents living along the northern-most, suburban edges of Town have the greatest distance to travel to reach a park, although this is to be somewhat expected when moving away from the centre; the residential density begins to decrease and town starts to merge with the countryside. A gap also exists in the south centre of Town, although it is noted that this area is well served by a number of civic spaces; which is well suited to the function and nature of the town centre.

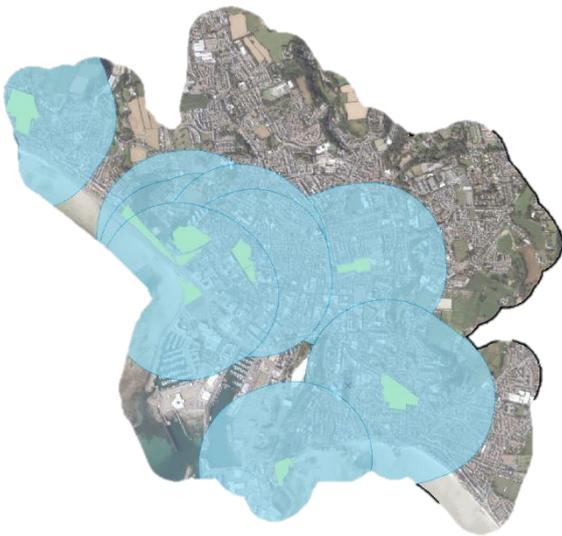


Figure 2: Park space with 500m distance buffer.



Figure 1: Park space with 710m distance buffer.

<sup>6</sup> Based on an approximate population of 35,000 people in St Helier.



Figure 3: Park space with 1000m distance buffer.

### Quantitative analysis summary

Based on current population estimates and the existing provisions across town, the 2008 study space standard is currently met. Whilst it is positive that the *amount* of park space currently meets the standards, the travel distance standard of 500m cannot be met across the whole of town.

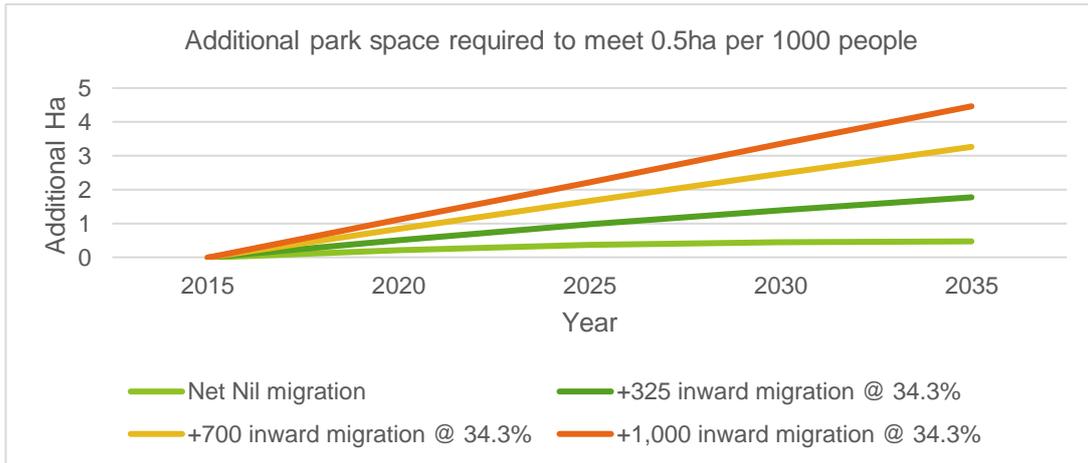
The Fields in Trust benchmark guidelines are also not met by existing provisions, although their more modest travel distance of 710m achieves a greater coverage than the 500m standard and may be considered more practical.

Aspirational standards			Existing provisions performance against standards (area per 1000 population)	Existing supply - total space deficiency
2008 study	Area per 1000 population	0.5ha	Met	0ha
	Travel distance	500m	Not met (North and East deficient)	
Fields in Trust	Area per 1000 population	0.8ha	-0.3ha	-10.5ha
	Travel distance	710m	Not met (North deficient)	

### Long-term future park space and population

In order to test the long-term practicality of the aspirational space standards, population growth projections indicate how much additional park space would be required to maintain each standard as the resident population of Town continues to grow.

From this, it can be seen that if no further park provision is sought and/or delivered, a deficit of park space will increase in all population growth scenarios.



### Quality and accessibility of park space

It is important that the size and location of parks does not overshadow the importance of quality and true accessibility.

The St. Helier Open Space Survey Results<sup>7</sup> indicated that the top 5 most frequently visited spaces were:

1. Parade Gardens (22.4%)
2. Millennium Town Park (20.1%)
3. Howard Davis park (18.2%)
4. Peoples Park (11.3%)
5. Waterfront/Castle Quay area (6.2%)

In total, the parks highlighted in this audit account for over 75% of the most visited public space in town, above any other types of public open space across town, as reported by the survey.

In 2016 the Jersey Annual Social Survey asked people how often they visit parks. Of the two town parks listed in the survey, (Howard Davis Park and Millennium Town Park), Howard Davis Park was visited most often and 98% rated the park 'Good' or 'Very Good' in terms of standard. Millennium Town Park also achieved 96% 'Good' or 'Very Good' for its standard, indicating that the perception of quality for both of these parks is high. Howard Davis Park has also achieved The Green Flag Award, having been recognised as a well-managed park that sets the benchmark standard for the management of recreational outdoor spaces across the UK and around the world.<sup>8</sup>

To understand how each park is able to meet the needs of visitors, the parks have been considered for the top ten things that people said they would like to see in future spaces in Town:

<sup>7</sup> [St Helier Open Space Survey Results \(2018\)](#)

<sup>8</sup> The Green Flag Award <http://www.greenflagaward.org.uk>

Park location	Somewhere	Trees	Grass	Somewhere peaceful	Wildlife (birds, butterflies etc)	On-site toilets	On-site café	Children's play and teenage areas play and	Dog friendly <sup>9</sup>	Nearby car park	Score/10
Peoples Park	✓	✓	✓	Varies	✓	✗	✗	✓	✓	✓	7
Victoria Park	✓	✓	✓	Varies	✓	✓ (close d)	✗	✗	✓	✓	7
Parade Gardens (north & south)	✓	✓	✓	Varies	✓	✓	✓	✓	✓	✓	9
Jardins de la Mer	✓	✗	✓	Varies	✓	✓	✓	✗	✓	✓	7
Millennium Town Park	✓	✓	✓	Varies	✓	✓	✓	✓	✓	✓	9
Howard Davis Park	✓	✓	✓	Varies	✓	✓	✓	✓	✓	✓	9
La Collette Gardens	✓	✓	✓	Varies	✓	✗	✗	✗	✓	✗	5
First Tower Park (St. Andrews)	✓	✓	✓	Varies	✓	✓	✗	✓	✓	✗	7
Lower Park	✓	✗	✓	Varies	✓	✗	✗	✗	✓	✓	5

In the Open Space Survey, the presence of dogs in parks received broad opinion, with there being a divide between people who wanted better access for dog owners, and those who felt their presence was not appropriate, including concerns about fouling. The arrangements and limitations for the presence of dogs in parks are established by the Policing of Parks (Jersey) Regulations 2005, however, it is noted that dogs, (under control), are allowed in all of the parks identified in the audit.

In terms of access for the disabled, all sites were at least partially accessible to wheelchair users and most had strong changes in surface material that supports safe movement for those people who are sight impaired. It was however noticed that the main entrance to Millennium Town Park was not particularly legible and may pose some challenge to those who need support when navigating surfaces and changes in level.

In the survey, people who do not use open spaces in town were asked what might encourage them to use open space in the future. The top ranking answer called for the removal of anti-social behaviour, including drink and drug users, from parks and open space. This theme continued throughout the survey results and the Parish of St Helier have recently appointed two new park wardens to serve the town area. The presence of park wardens is intended to deter anti-social behaviour and give reassurance to other park users.

## Protection of parks

<sup>9</sup> Whether or not a dog/animal is allowed into a park or parts of a park is defined by the Policing of Parks (Jersey) Regulations 2005.

Across the parks surveyed, 7 out of 9 have been recognised for their historic significance and have been formally protected as Listed Places, thus having the benefit of some protection from new development that would adversely affect their setting. This richness of heritage has been forged over a long period of time, with much of the space surviving largely unchanged. The significance of these places range from a garden gifted to the public of Jersey by local philanthropist TB Davis (Howard Davis Park), to 19<sup>th</sup> Century seaside parks (Peoples Park, Victoria Park, Lower Park) and a 5000 year old Neolithic dolmen (St Andrews Park).

Also, 8 out of 9 parks have been designated as Protected Open Space and therefore have the further benefit of protection from development, according to the Revised 2011 Island Plan. Millennium Town Park, as the only park without protection, was opened after the designations were made in 2011 and is expected to become protected in the next revision to the Island Plan.

### Park space conclusions

In terms of supply, the assessment of existing provisions together with the population projections has illustrated that whilst there may not be an immediate overall requirement for additional park space in town, there will likely become a far greater demand on our existing space as the population of St Helier grows. How great this requirement becomes is dependent upon actual population growth, which will be better understood once a population and migration policy for Jersey has been established.

In terms of the spatial distribution of parks, the north of town area has the furthest distance to travel. However, consideration should be given to the types and density of homes across the northern-most extent of town, where there are generally a higher proportion of houses, with better amenities and closer access to the countryside.

Considering the tensions surrounding land availability in town, the quality and accessibility of park space becomes increasingly more important. The existing quality of parks across town is considered to be high; they are well managed, well serviced spaces, with much to offer in terms of culture and heritage. Continuing to improve the quality and availability of desirable park facilities such as access to toilets, cafes, seating and play spaces will no doubt improve the quality and experience for all park users, as will the presence of park wardens.

\*n.b. The availability of children's play facilities are considered in greater detail later in this report.

# Findings

## Play Spaces

Whilst any space can be turned into play space, if the imagination allows, this part of the audit has looked at the availability of *equipped* outdoor children’s play space and formal space for teenagers.



## Quantitative assessment of play space

In total, there are at least 32 formal, equipped play spaces that fall within public or charitable ownership in the Town area. The majority of these are very small and most serve the community needs of the homes in the immediate vicinity of the spaces, such as social housing developments. Of wider use, there exists access to play spaces within the three main parks, Howard Davis Park, Millennium Town Park and Parade Gardens, the play space on South Hill and the equipped area within St Andrew's Park.

Total	1.379ha
Area per 1000 population	0.039ha

## Proximity assessment of play space

All developed parts of Town are within 500m of an equipped play space. Whilst this theoretically meets 2008 study aspirations for distance, consideration should be given to the fact that the majority of play spaces surveyed are not only very small, but they also exist within social housing developments and are therefore not conducive for spontaneous use by the wider public.

The Fields in Trust benchmark guidelines have a wide-ranging travel distance standard (100-1000m), which is to account for changing urban and suburban contexts. Whilst looking at St Helier as a single area, analysis at 500m is considered an appropriate median distance.

A further analysis at a distance of 250m helps to illustrate which parts of town have the greatest distance to travel, which may help to identify areas for new play space in order to meet the provision standards of 0.1ha per 1000 population. As the image shows, there are areas of high-density development across all of town that could be considered as being deficient in equipped children's play space, if applying a 250m travel standard.



Figure 4: play space 500m buffers



Figure 5: Play space 250m buffers

## Quantitative analysis summary

The 2008 study standard of 0.10ha per 1000 population has indicated current provisions are deficient by two-thirds, and in order to meet this standard, there would need to be a further 2.121ha of dedicated, equipped play space across town.

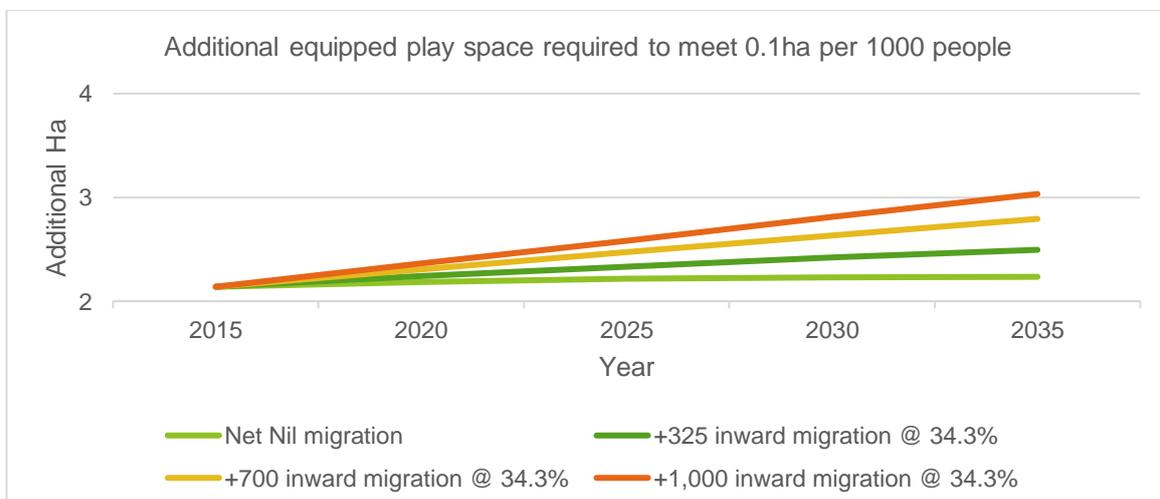
The Fields in Trust benchmark guidelines seek a total of 0.25ha of equipped or designated play area per 1000 resident population. This equates to town requiring more than 9 ha of new play areas to serve its current population; the area surveyed is currently served by a total of 0.039ha/1000 population of play space (1.379ha, overall) and therefore, falls significantly short of that standard.

Aspirational standards			Existing provisions performance against standards (area per 1000 population)	Existing supply - total space deficiency
2008 study	Area per 1000 population	0.1ha	-0.061ha	-2.135ha
	Travel distance	500m	Mostly met	
Fields in Trust	Area per 1000 population	0.25ha	-0.211ha	-7.385ha
	Travel distance	100-1000m	Not met	

## Long-term future play space and population

In order to test the long-term practicality of the aspirational space standards, population growth projections indicate how much additional play space would be required to maintain each standard as the resident population of Town continues to grow.

To meet the 2008 standard, and to keep pace with population growth, between 2.25ha and 3.03ha additional play space could be required. Put into perspective, this would require the delivery of the combined Millennium Town Park equipped play and caged area 15-20 times-over on new and expanded sites across town.



## Quality and accessibility of play space

The amount of play space across Town falls substantially below the 2008 study standard. Some compromise could be made on quantity, if the quality and accessibility of the space available could be considered high. However, of the 32 play provisions accounted for, only 6 are considered to be fully accessible to the public (Millennium Town Park, Peoples' Park, Howard Davis Park, St Andrew's Park, Parade Gardens and South Hill), due to being sited within prominent public spaces; the rest fall within social housing developments or are in locations that are considered inappropriate – such as the skate park located at New North Quay. The play equipment that is situated within social housing developments, whilst many are technically owned by the public (Andium Homes) and are accessible to the public, they are typically used by the children who live within those housing developments and their value to the general public is far less than those play spaces situated within the parks.

The size, age and quality of equipped play space across town varies greatly. In the parks, the play equipment on offer is the largest in scale and is generally well-maintained, however, the offering within social housing developments are naturally much smaller in scale with varying standards in terms of quality of play and general maintenance, appearance and play value.

During site visits undertaken as part of the audit, the majority of the play spaces were found to be empty - although, as these visits were undertaken during working/school hours this is unlikely to be a realistic picture of how well used the spaces actually are. During afternoons and school holidays, the Park equipped play areas are noted to be very well used, with Millennium Town Park being particularly busy during these times.

Across town, there are very few formal spaces for use by older children and teens. There are only two spaces which can be considered as equipped play, both of which are skateparks (and therefore their appeal is limited to those with interest). There are also four ball courts. The total area of these spaces is 0.0304ha, which serves an estimated population of approximately 3000<sup>10</sup> children and teens aged between 10 and 19 years old – and so the provision per 1000 people within this age group falls to 0.01ha, which is markedly low.

Of the areas surveyed, none of the equipped space could be described as being obviously disabled friendly or entirely suitable for children with sensory processing issues. In consultation with the local charity Autism Jersey, it was found that the quieter play spaces were favoured by families with children who experience sensory processing issues, in addition to the park areas with vibrant colours and smells.

The 2013 Jersey Annual Social Survey (JASS) highlighted that around half (47%) of those living in St. Helier felt the space for children to play at their home and the immediate area around it was 'not very' or 'not at all' suitable. The following year's survey, the 2014 JASS, asked for people's views on the quality of play equipment specifically within parks. From within town, only Howard Davis Park and Millennium Town Park were listed in the survey. Of those who use the facilities, 75% felt that Howard Davis Park's Facilities were 'Good' or 'Very Good' and

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<sup>10</sup> Based on 2011 Census population structure (by age) in St. Helier having been applied to the 2015 whole island population estimate of 102,700.

Millennium Town Park was rated 85% 'Good' or 'Very Good' for its toddler play equipment and 92% for its junior play equipment.

The St Helier Open Space Survey also asked people to rate the standard and accessibility of play space in town and in this case only 50% said they were satisfied or very satisfied. Whilst the parameters of this survey and the JASS were different, this still indicates towards a relatively lower perception of the quality and accessibility of play space in town as a whole.

In 2011, the Early Years & Childcare Partnership published a consultation in respect of children's play, with a view of developing a play strategy. The Report on Play Consultations<sup>11</sup> was a whole Island consultation and covers a great deal of detail. The consultation covered issues including *how* children like to play, *where* children like to play, and *what* are the best things about the existing facilities available. Some of the key points highlighted by the report include:

- A concern about how children can get to and from their places of play because there is too much traffic with inadequate pedestrian facilities.
- The natural environment in Jersey, with ready access to the sea, beaches, rocks and woodland spaces means that children have access to many rich play opportunities. These are valued highly by all stakeholders, because they provide opportunities for children to face and overcome many challenges, and take risks while doing so.
- For older children, the social aspect of play with friends was the most popular activity, and the most popular place for play was the beach.
- Over half of parents who responded to the survey consider there to be enough play opportunities for their children where they live, and many suggestions were given about how play facilities in the Island could be extended or improved. Suggestions included more outdoor facilities such as parks and open countryside.
- There were concerns around the behaviour of others and age appropriateness of play.

This survey also illustrates how the planning definition of play space "equipped children's space (pre-teens) and space for teenagers", whilst suitable for the purposes of identifying the most types formal play facilities, this excludes any measure of other public spaces, such as the woods, estates, streets and beaches, which are all highly valuable spaces for children's play.

## Protection of play space

Most of the equipped play sites have been designated as protected open space under the current Island Plan. The sites without protection include those at Millennium Town Park, which is envisaged to be included as protected space as part of the review of the next Island Plan; Fort Regent is to be redeveloped in the future and the skatepark, which lies within an operational port and is due to close in the near future.

All equipped play facilities are modern and are therefore not protected due to any historical or architectural interest, although it is noted that the equipped play facilities within the public parks do fall within the setting of Listed Places and therefore would be considered within that context, should any development proposals come forward.

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<sup>11</sup> Early Years and Childcare Partnership: Report on Play Consultations 2009-2010. Available to download at: <https://www.gov.je/Government/Pages/StatesReports.aspx?ReportID=651>

## Future opportunities

All play spaces within the public parks, with the exception of the Parade Gardens play space, are either new installations, (Millennium Town Park and Howard Davis Park), or have recently undergone renovation (Peoples Park and St. Andrews Park). No plans for Parade Gardens were known at the time of audit. With the proposed extension to Millennium Town Park, there is an opportunity to provide new equipped play facilities on the extended site, although plans are yet to be finalised.

With the closure of the skatepark at new North Quay expected in the autumn of 2018, work is currently underway to find a new site for a skatepark facility in town. At the time of this audit, a number of sites across town are being explored as options. With there being a severe lack of facilities for older children and teens and an apparent strong community of skatepark users across the Island, the urgency of delivering a replacement facility is noted.

## Play Space Conclusions

It is clear that there is a real lack of equipped play facilities for children and young people across St Helier and the aggregated area for the size of Town's population falls well below the 2008 study standard. This is not to mention how the surveyed area largely consist of space within social housing developments, and therefore the offer considered to be freely accessible to the wider public will be lower.

If there is no change to address the distinct lack of children's play space in Town, the deficiency will only increase as the population continues to grow. As such, further efforts to address the quality and accessibility of different types of space for children and young people to enjoy would support an overall improvement.

In terms of the spatial distribution of play facilities, residents of the north-west of town and Waterfront area have the furthest to travel if they wish to access outdoor play equipment. The Waterfront area forms part of the South West St Helier Planning Framework collection of key opportunity sites and it would be appropriate to explore the amount of families who are expected to occupy new residential development in the area and what opportunities there may be for children's play to be incorporated into future plans.

The distribution of facilities across the north-west of town is of less concern than the Waterfront area, given that density of homes in this area is likely to be lower than the future development of Waterfront area, and a much higher percentage of homes will have access to private garden space, where children can experience outdoor play at home.

It is also observed that residential density across other parts of the north of town area, as this draws closer to the centre, is likely to increase significantly in coming years. This, coupled with the existing pressures on the nearest public park and its play facilities (Millennium Town Park), highlights how any plans for an extension this park should seriously consider additional or improved equipped play facilities, suitable for all age groups.

# Findings

## Civic Spaces

Civic spaces are open, public areas within Town that are hard-surfaced and are often linked with civic functions and buildings. They are important community spaces that support the function of town; they play a significant role in defining the character of a 'place' and their quality and appearance can directly influence perceptions of town centre quality and vitality.



## Quantitative assessment of civic space

There are no published standards for the amount of civic space a town should have. Town civic spaces are well used by those who visit St Helier for work, shopping or events, and a measure by town resident population would therefore represent only a partial view of the actual demand upon the amount of space available. However, for the purpose of this audit Town's civic space has been quantified in order to support an understanding of open space *supply* across St Helier.

The smaller and less formal civic spaces in town, such as the pedestrianised roads in Broad St. and Charing Cross, whilst large enough to include seating areas and alfresco dining, have not been counted as civic spaces and have been discussed as 'linear spaces', later in this audit.

Total:	1.40ha
Area per 1000 population	0.04ha

## Proximity assessment of civic space

The centre of town is completely covered by a 500m travel distance for accessing civic space. Notably, the outer areas of town do not have any kind of major civic space offering, although this is to be expected as you move away from the civic core of St Helier and residential development becomes dominant.



## Quality and accessibility of civic space:

St Helier has examples of old civic spaces such as the Royal Square and new civic spaces, such as The Weighbridge and Liberation Square. The two largest civic spaces (Royal Square and The Weighbridge) are of sufficient size and layout (0.27ha and 0.42ha respectively) to accommodate events such as markets, concerts, open-air festivals and ceremonies. These events can bring considerable vibrancy to town and contribute to the economy both in the day-time and in the evening. Other, smaller, civic spaces provide valuable space for passive recreation and spontaneous gatherings, and all of which are considered to be an essential part of town's public infrastructure.

In total there is presently 1.40ha of civic space, primarily located within the centre of town. Each space has its own identity, with a range of different types and quality of materials and street furniture. These spaces also offer

opportunities for the display of public art, with many being home to pieces that contribute to the definition of the space, helping to tell its story.

These spaces are considered to be easily accessible to all types of users, with level and open egress points and are rarely unoccupied by people taking a rest, alfresco diners or events and markets. The spaces further outside of the St Helier's retail core, such as the Steam Clock and the 'pocket park' at Allix's Shipyard are less reachable due to being severed from the centre of town by busy roads and are, as a consequence, not as well used.

**The Royal Square** is arguably the most historically significant public space in Jersey - as the civic core of town, its history goes back to at least the 15<sup>th</sup> century as a market place and later being the scene of many remarkable historic events over the centuries. There has been a courthouse on the site as early as 1329 and the space now hosts the Island's most important civic building, the States Building. The space remains as a well-used and generally well looked-after square; however, at the time of this audit, the granite paving requires substantial repairs to the mortar joints, which until repaired, has an adverse effect upon perceptions of the quality and appearance of the area.

**Allix's shipyard** is a 'pocket park' space which is separated from the civic core of town, although it is situated within a Tourist Destination Area<sup>12</sup> and surrounded by a number of hotels. Whilst normally a quiet space, one will often see holidaymakers, residents of nearby homes and passers-by sitting and enjoying the view; during seasonal peaks and local events the space becomes well-used and makes a notable contribution to the vitality and interest of the wider area. The space, whilst not Listed, is also considered to be significant for its strong ties to the Island's shipbuilding heritage; being the site of a shipbuilding yard that was run by the Allix family between 1830 and 1904.

**West centre** is a busy part of town, where people will often stop to take a rest, or meet friends. The civic space does carry some cultural significance, being named after the owner of the cinema that once stood on the site between 1909 and 1972, before its re-development for offices and shops that we see on the site today. More recently, the art installation "La Vaque dé Jèrri" (known as "The Cows"), has transformed the space into one with a strong sense of identity and a place for people to meet. People interact with the sculptures and have the opportunity to play a game of chess, on a giant board painted onto the paving.

**Weighbridge Place** being the newest of the civic spaces, is of a high quality and well looked after standard. It is another space that whilst not Listed, has a strong attachment to the Island's heritage. As the name suggests, it once formed part of the harbour weighbridge, where goods such as potatoes would be weighed and packaged before being exported - the adjacent areas of Liberation Square and Steam Clock were an integral part of this function. Over time, uses have included a public space, where the Queen Victoria Statue (now in Victoria Park) was first erected; later becoming a bus depot and now a new civic space which is home to regular market events and includes a terrain for boules and petanque.

**The Steam Clock**, a modern space built in the 1990's, is within easy walking distance of the town centre, but is separated from the adjacent, well-used, Weighbridge Place and Liberation Square by a busy and complex road. Despite pedestrian crossing points, this area is not conducive to the free-flow of people from one space to the next. It does however provide a valuable space where people can enjoy the view of the historic Harbour and

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<sup>12</sup> Revised 2011 Island Plan: Policy EVE2 Tourist Destination Areas

provides a positive setting for the adjacent maritime museum and views from the weighbridge and liberation place. The art installation, the steam clock, has been the subject of much controversy over the years and is no longer operational, requiring investment for its maintenance.

**The Cenotaph** area serves an important role as formal space for Islanders to remember the service men and woman who lost their lives in the two world wars of the 20<sup>th</sup> century. This space is also the nearest formal space some of Town's most important civic buildings; St. Helier's parish hall and both the old and new Magistrates Court(s). The space is used for alfresco dining outside of the adjacent restaurants, and a space for people to rest having reached the end of the main shopping area of town. Whilst the space is well maintained, the planters and paving are seemingly dated there is a need for wider regeneration and investment in the area.



## Protection of civic spaces

All civic spaces, except for the Steam Clock area, have been designated as Protected Open Space and therefore have some additional protection from development. The Steam Clock area, whilst underused and unprotected, is considered a valuable space that creates a visual and physical link between the maritime museum and the historic harbour; allowing strategic views from the spaces that surround it.

There exists a mixture of both modern and historic civic spaces in town, all of which bare some relation to the history of the land that surrounds it. However, Royal Square is the only site protected as a Listed Place, and the Cenotaph has the benefit of protection by virtue of the monument, which is a Listed Building. Both of these are Grade 1, having been recognised for their exceptional public and heritage interest to Jersey and beyond.

## Civic Space conclusions

Since a measured standard for civic space provision across St Helier is not possible, focus needs to be placed upon quality and accessibility to understand the assets that we have. The existing provisions within the centre of town are considered to be of great cultural value to St Helier; their condition is considered to be generally good and they are well used with public seating, alfresco space. Each space has a story of cultural heritage, with links to historic buildings, events and public functions and the placement of public art.

The Steam Clock, Royal Square and Liberation Square are sites that would benefit from some aesthetic attention and repair, and if allowed to deteriorate, they will not only become uninviting for people, they will also influence a negative perception of the standard of the public realm in the wider area. It is noted that the gradually deteriorating condition of Liberation Square may well be resolved if a proposal to join the square to Weighbridge Place is realised.

The Steam Clock area is the only civic space surveyed that does not currently have the benefit of designation as Protected Open Space<sup>13</sup> and is therefore potentially under threat if development proposals come forward. Protection of this space and in turn, preservation of a view that exposes a glimpse of our rich maritime heritage, should be considered.

As the core area of town continues to increase in size, particularly within the South West St. Helier Planning Framework area, there will be opportunities to provide new civic spaces, both large and small. In order to maintain the same level of civic space provisions against the size of the resident population in town, the demand for new space is likely to be met with the new space in the Waterfront area, although this on the basis that the Steam Clock area is not lost to development.

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<sup>13</sup> Revised 2011 Island Plan Proposals Map. Policy SC04 Protection of Open Space

# Findings

## Amenity Green Space

Amenity Green Space can be defined as open space that is available for free and spontaneous use, but not managed as a park, playing field or habitat (e.g. informal grassed areas in housing estates). Some amenity green space is fully accessible to the public and others more private when in close proximity to residential developments. This kind of space is also often used as landscaped areas that aren't physically occupied, but are aesthetically valued.



### Quantitative assessment of amenity green space

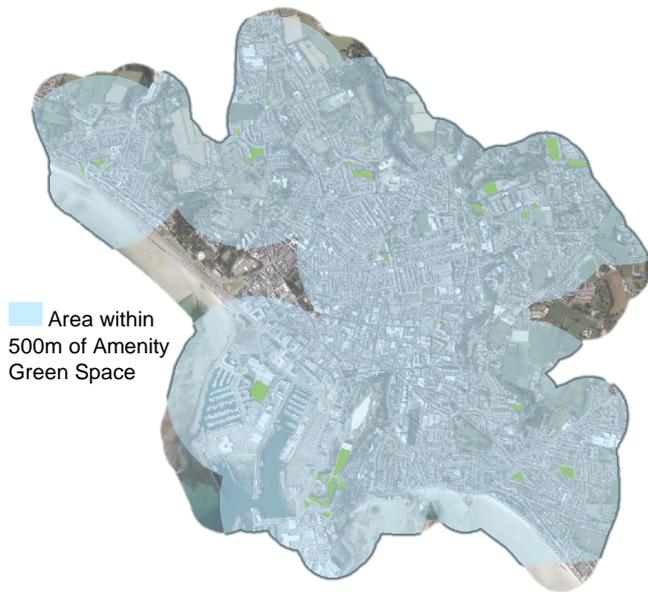
Across town, there are many patches of amenity green space with grass or tree coverage and which provide areas for informal recreation, relaxation or simply a landscaped space providing some visual relief from development in an urban environment. These green segments range in size and quality – there are some very small patches that may not provide much in the way of space for recreation but may still provide sufficient space to sit or simply add green value to the character of town.

For the purposes of this audit, only amenity green spaces which exceed 0.01ha in area (and are in communal use or public ownership) has been accounted for as “amenity green space”.

Total	6.93 ha
Total per 1000 population	0.20ha

### Proximity assessment of amenity green space

The vast majority of town is within a 500m distance of some form of amenity green space (larger than 0.01ha), with the exception being to the south west, which is served by a large public park (People’s Park) and the east in an area where the density of residential development has diminished to a handful of houses in the countryside. It can therefore be said that the 500m travel distance standard is met.



### Quantitative analysis summary:

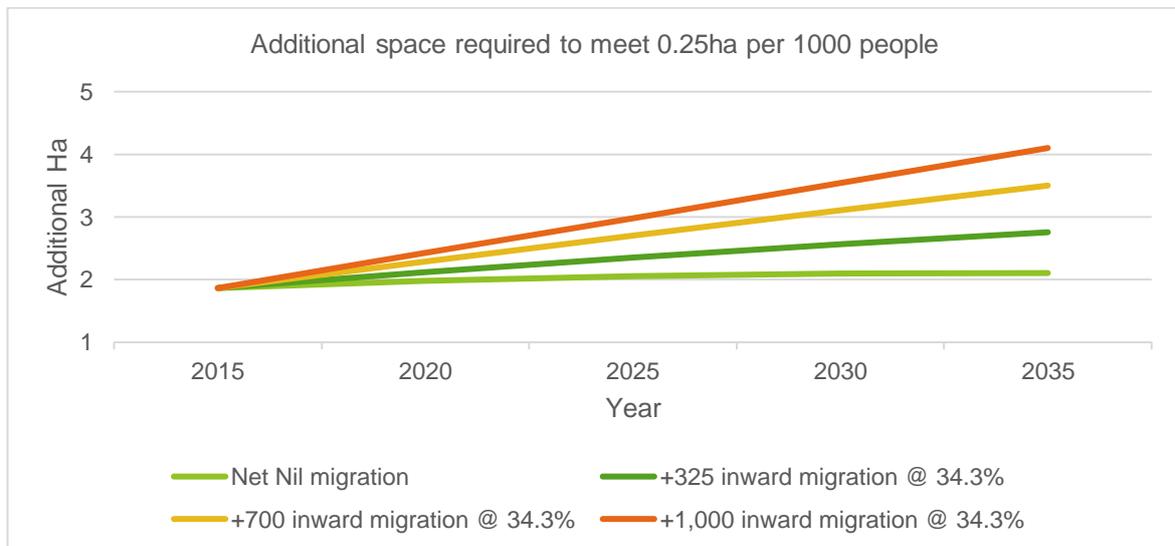
The amount of amenity green space surveyed in town falls below the recommended standards of the 2008 study. This view of how much amenity green space available across all of Town could perhaps be seen as a misleading representation due to categorising the use of some grassed areas as amenity green space, which has a clear overlap with the function of park space, which has been audited separately. This also hasn’t accounted for the small hard-surfaced shared spaces, which have an amenity function, but are not considered “green”.

Aspirational standards			Existing provisions performance against standards (area per 1000 population)	Existing supply - total space deficiency
Revised 2011 Island Plan (2008 study)	Area per 1000 population	0.25ha	-0.05ha	1.75ha
	Travel distance	500m	Mostly met (West deficient)	
Fields in Trust	Area per 1000 population	0.6ha	-0.40ha	-14ha
	Travel distance	480m	Mostly met (West deficient)	

### Long-term future amenity green space and population

In order to test the long-term practicality of the aspirational space standards, population growth projections indicate how much additional amenity green space would be required to maintain each standard as the resident population of Town continues to grow.

In order to achieve and maintain the Island Plan standard, anywhere between 2ha and 4ha would be required by 2035.



### Quality and accessibility of amenity green space

The St Helier Open Space Survey highlighted that approximately 18% of town residents have access to communal space where they live. However, this does not necessarily mean access to amenity green space, as it will likely include a number of communal spaces that are hard surfaced.

The quality and accessibility of existing amenity green space cannot be generalised for the whole of Town, as it is a type of space that can have a whole range of factors that influence its size, quality and recreational value. However, this variety is important to provide a range of options to enjoy green spaces for informal uses, in such a way that is more accessible than formal parks or natural green space. The green spaces found within social

housing developments across town play an important role in building community ties and bringing children out of their homes into an area that is safe and close to their home.

These spaces also make a contribution to the greening of the townscape, which in turn makes an important contribution to health and wellbeing, and the economy.

### Protection of amenity greenspace

Around half of the spaces surveyed have the benefit of protection from development by virtue of their designation as Protected Open Space. There is no clear reason why some spaces have not been protected, but this could include reasons such as proximity to public space, the value of the space for new development and simply not being captured during the last Island Plan spatial designations.

The amenity green space associated with buildings that are Listed for their historical value have the benefit of protection by being within the setting and context of the historical asset. The Glacis Field and South Hill sites are however Listed sites, in their own right.

### Amenity greenspace conclusions

The spatial distribution of amenity green space across town meets the benchmark of the 2008 study standards. Whilst the existing *distribution* of space is good, the *amount* available per 1000 population falls short. However, it is important to consider that the total surveyed area does not account for a number of other valuable spaces that serve a similar function, such as the amount of private communal space that properties may enjoy, hard surfaced areas across town that have a recreational function, nor the overlapping function of the grassed areas of parks.

The application of a quantity standard is therefore considered to be a ridged approach to understanding what is a broad range of different open spaces. A more useful approach to calculating how much amenity green space is available to town-dwellers would be to look more specifically at individual developments and the amount of green space that has been provided for use on that site in relation to the number of people who live there, should that type of data become available.

# Findings

## Natural green space (including visually important space)

Natural green space is defined as all natural green spaces that have some form of public access. This can be both managed and unmanaged spaces consisting of meadows, woodlands, bridle paths etcetera. Some of the areas surveyed may also be considered as being visually important open space and therefore might not be entirely accessible to the public nor have any recreational value. Given the direct links to accessible natural green space and the difficulties in making a distinction between where accessibility begins and ends, these have been assessed together for the purpose of this audit.



### Quantitative assessment of natural greenspace space

The current Island Plan explains that there is an abundance of natural greenspace across the Island but the quality and accessibility of these spaces is more challenging in urban areas. For Town, much of its natural green space exists in the transitional spaces between town and countryside.

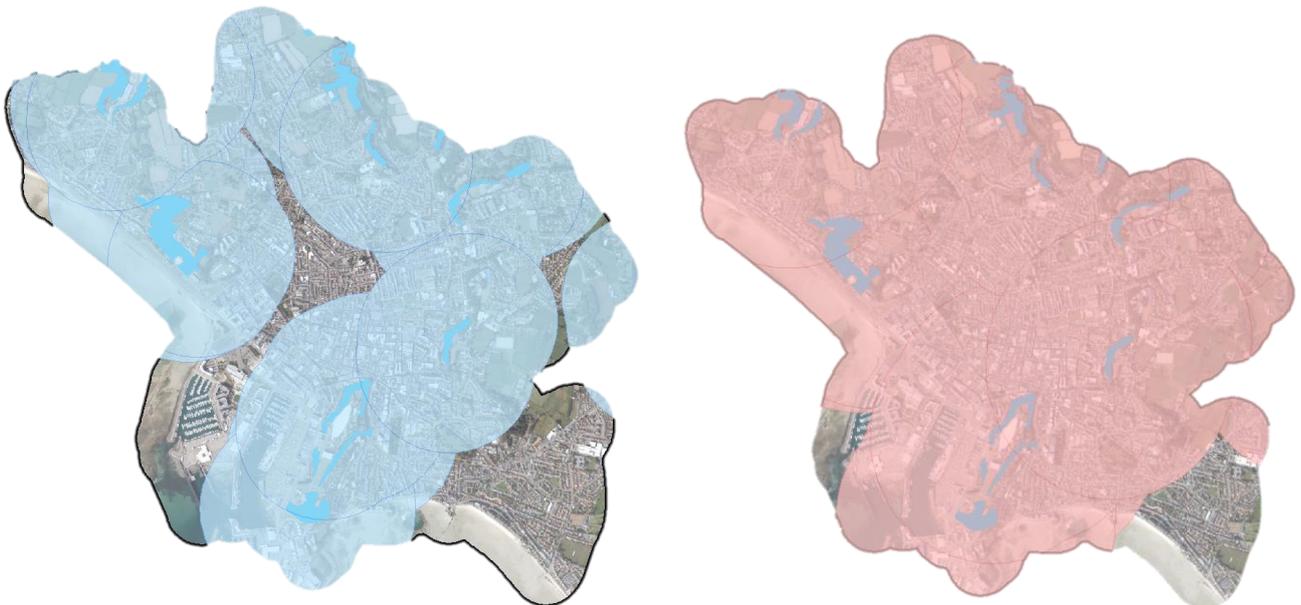
Whilst many of these transitional spaces across the periphery of town cannot be accessed due to private ownership or steep incline, they can still be enjoyed from afar and through the country lanes that lead out of town. These are, of course, important spaces that define the character of an area, whether people can access them or not.

It is difficult to measure the true extent of access to publicly accessible natural green space and subsequently the quantitative standards are difficult to apply. The space surveyed also does not take into consideration access to natural beach space, which has been addressed under a separate chapter of this audit.

Total	24.62ha
Area per 1000 Population	0.70ha

### Proximity assessment of natural greenspace

Most of Town is within a 500m distance of some form of natural green space, and everywhere except to the south-east of town is covered by a distance of 710m – which is the distance aspired by the Fields in Trust. The urban core of town and the eastern extent is the most deficient in both travel distance scenarios.



### Quantitative analysis summary

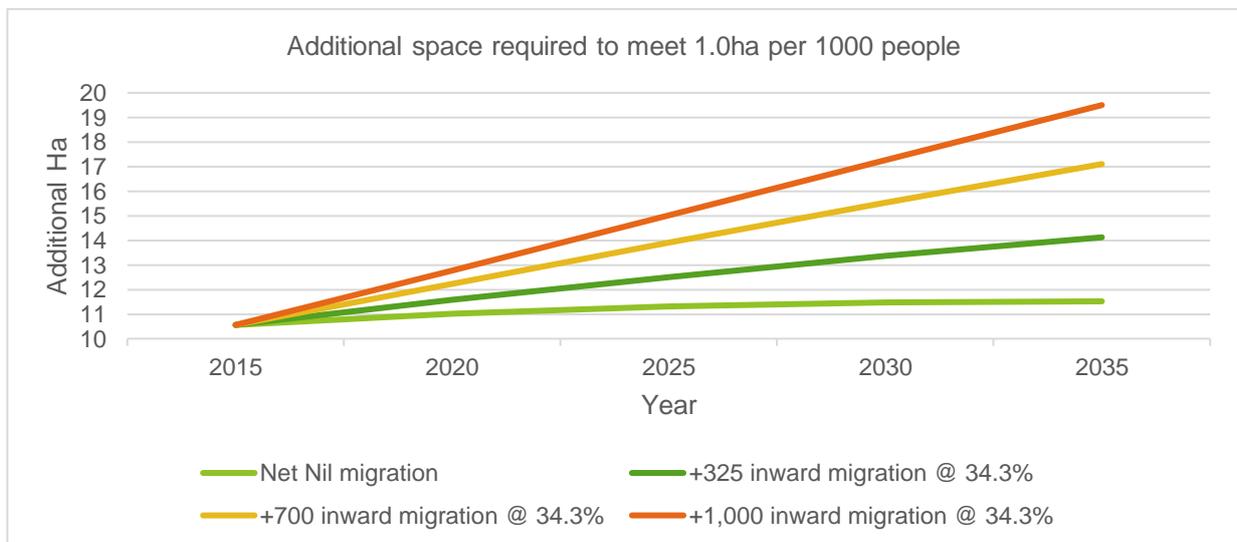
Neither the Island Plan standard or the Fields in Trust benchmark guidelines are considered to be at a level that could be reasonably met in St Helier, given the very finite availability of land and the rigid parameters for

assessing availability. Of course, the definition of “Town of St. Helier” and its boundary defines how well we are able to perform in the availability of natural green space – moving the boundary outwards, including more of the countryside, or take into consideration the availability of the beach space as natural space resource, it is certain that the 2008 study standard could be met at current and future population levels.

Aspirational standards			Existing provisions performance against standards (area per 1000 population)	Existing supply - total space deficiency
Revised 2011 Island Plan (2008 study)	Area per 1000 population	1.0ha	-0.30ha	-10.5ha
	Travel distance	500m	Almost met	
Fields in Trust	Area per 1000 population	1.8ha	-1.10ha	-38.5ha
	Travel distance	720m	Almost met	

### Long term future natural green space and population

When the standards are applied to the migration scenarios, it is clear that we would require a vast amount of space to achieve the amount of space that would be required to meet the standard.



### Quality and accessibility of natural greenspace

Natural green spaces are considered to be invaluable assets to town and afford opportunities to access natural green areas for recreational uses such as walking, running, cycling or simply to enjoy nature and peace. It is particularly important for town residents, who are otherwise confined to a more dense, urban environment, to be able to access these natural spaces.

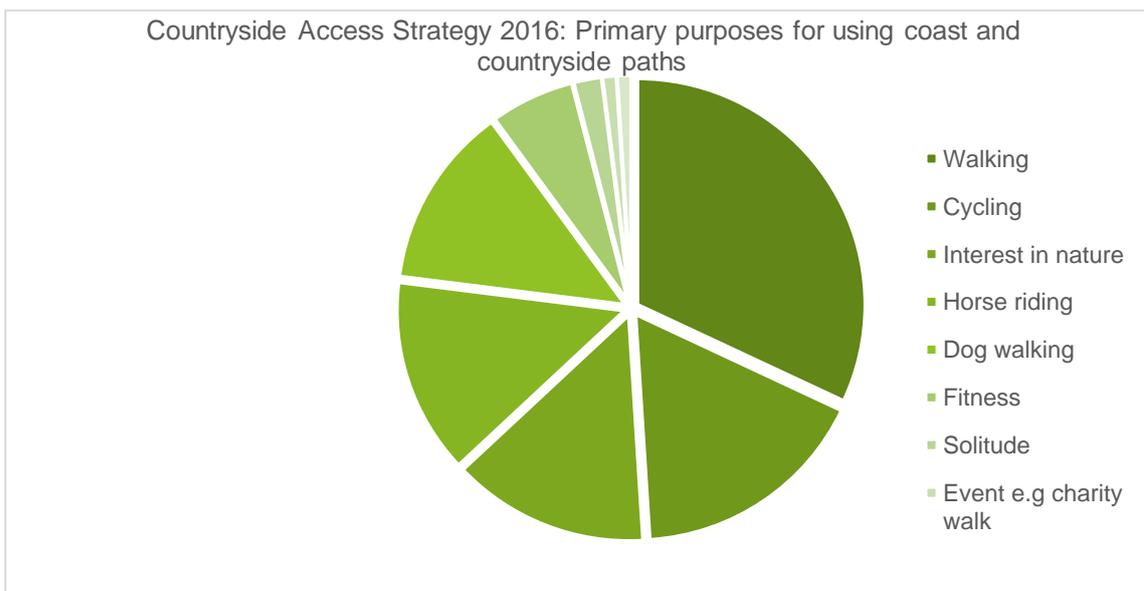
The St Helier Open Space Survey found that to “get some fresh air” was one of the top reasons for people wanting to make use of public spaces in town – walking and enjoying the landscape also rated very highly as did

the mention of wanting to make use of walking routes that avoid the roads. This tells us that access to the natural environment from town is very valuable to people.

Whilst most of town (with the exception of the urban core and eastern extent) is within a reasonable travel distance of some form of natural green space, this does not reflect the topographical changes that surround the areas of natural green space and all the spaces which are identified are at points of elevation above the rest of St Helier, which naturally affects its accessibility to some degree. This is owing to the Islands natural tilt from the north to south and the merging of town through the interior valleys of La Vallee des Vaux, Grands Vaux and La Vallee de Bellozanne.

With the exception of the spaces that surround Fort Regent and Victoria College, all other natural green space are considered some of the main points that transition town into the countryside. Unfortunately, the accessibility of these areas are considered to be compromised in one way or another; walking on foot requires crossing busy roads such as the St. Aubin inner road (Westmount), or walking on roads due to a lack of pedestrian facilities (La Vallee des Vaux, Grands Vaux). It is likely that this lack of a pedestrian friendly environment deters a number of people from making use of these public spaces, and the Jersey Annual Social Survey of 2013 highlighted that one in 6 people who do not make use of countryside paths said it was because they felt the countryside was not accessible from where they live.

In terms of what the natural spaces are used for, prior to the adoption of the Countryside Access Strategy for Jersey 2016<sup>14</sup>, an issues and options paper explored how people use the network of countryside paths. Whilst not specific to town, it was evident from the results that these paths are used for a number of different recreational pursuits. As illustrated below, walking and dog walking are the main purposes for using countryside paths, as well as an interest in nature; however, it is also evident that cycling and horse riding are popular activities across the countryside network.



<sup>14</sup> Countryside Access Strategy for Jersey 2016. Available to download at <https://www.gov.je/government/pages/statesreports.aspx?reportid=2217>

Whilst most of the spaces connected to town are not particularly suited for use by horse riders and cyclists, all other reasons for use are considered to be met by the existing sites that are available.

Natural green space is also considered to be an invaluable asset for children's play; The Early Years & Childcare Partnership Report on Play Consultations stated that the natural environment in Jersey, with ready access to the sea, beaches, rocks and woodland spaces means that children have access to many rich play opportunities. These are valued highly by stakeholders, because they provide opportunities for children to face and overcome many challenges and take risks while doing so. How accessible natural green space is for children then becomes only more important when we consider the deficiencies in equipped children's play facilities, highlighted earlier in this report.

### Protection of Natural green space

All of the sites audited are afforded some degree of protection from new development. Westmount, South Hill, Fort Regent, Jardin des Buttes and Victoria College are all Listed places, or within the setting of Listed building; these spaces are also designated as Protected Open Space on the current Island Plan proposals map. The remaining sites of St Saviour's Hill, La Vallee des Vaux and Bellozanne Valley are not protected by these means, but do have the benefit of protection under the Island Plan's 'Green Zone' policy, which sets a strong presumption against development

### Natural Greenspace conclusions

The audit has highlighted a natural green space deficiency, which becomes exacerbated with an increased population. It is however important to note that this deficiency has been measured against a predetermined set of standards and parameters, and it should be understood that this does not consider other types of natural space such as the accessibility of beaches and the countryside.

It is clear from the number of surveys that have been undertaken in recent years that access to the countryside, natural environment and fresh air, are all very important matters for Islanders. Whilst there is a reasonable distribution of natural green space across town, the amount and degree of accessibility to these spaces is considered to be low. With nearly a third of the Island's population living in St Helier, it could be said that town-dwellers are disadvantaged because the countryside is not as easily accessible to them.

It is accepted that natural green space is not a type of space that can simply be created in an urban context, and we also cannot change the topography of the Island. However, improvements can be made to improve how easily people can access these spaces through providing better pedestrian infrastructure and improved awareness about the space that exists.

In terms of future opportunities, there are landownership and geographical barriers that hinder the ability to create new, large areas of natural green space across the edges of town.

# Findings

## Cemeteries and Churchyards

Urban burial grounds in the 19<sup>th</sup> Century were originally envisaged as public open spaces and were professionally designed to be attractive places to visit in their own right. They were regarded as much as public landscapes as they were functional burial places. This close relationship between the cemetery and the park has largely disappeared yet cemeteries can still deliver amenity and ecological benefits as part of the public realm.<sup>15</sup>



<sup>15</sup> CABE Briefing: Cemeteries, Churchyards and Burial Grounds

## Quantitative assessment of Cemeteries and Churchyards

In total, the area occupied by the cemeteries and churchyards in the town area amounts to over 11ha. These spaces, whilst primarily religious burial grounds, are also publicly accessible open areas and wildlife habitats that form an important part of the open space network in Town.

There are no published aspirational standards for cemeteries and churchyards, and rightly-so given their uniqueness for cultural and religious preferences. It is therefore not considered appropriate to measure the quantity of space for this use for any reason, other than to understand what level of contribution it makes to town's overall open space provision.

Total	11.05
Area per 1000 population	0.31

## Quality and accessibility of cemeteries and churchyard

Cemeteries and churchyards in town are spaces of great historical and cultural significance. Many of these spaces remain well-used by people as quiet places to visit sit amongst an abundance of trees, fine funerary architecture (some of which are exemplary public art) and wildlife.

The quality of cemeteries and churchyards, in terms of how well looked after they are, varies greatly; for example, Howard Davis Park Military Cemetery is in an integral part to the lower gardens of Howard Davis Park, with well-manicured lawns and carefully managed floral planting - contrastingly, a few hundred metres up the road is Green Street Cemetery, which is completely land-locked by development and its landscape left to grow relatively wild with aging, tilted tombstones. The aging condition of these spaces, however, does not seem to affect their value to the public with Green Street arguably being the single cemetery in town that you will always find someone sitting in, or walking through.

Unlike other types of open space, a measure of accessibility to cemeteries and churchyards is not considered so important; how close they are and how easy it is to get there does not impact upon the whole population of town in the same way that other spaces do, such as parks. But despite this, the *quality* of these spaces can have a very real impact upon the community, in a special and unique way. They can be sombre places and have a great deal of personal significance to individuals. A lack of maintenance and repair can bring a great deal of emotion and sadness to some. A recent image of the Pet Cemetery has circulated social media, showed the site looking so over-grown that the memorial stones had almost disappeared; this image created a public outcry over its apparent lack of maintenance – a situation that was quickly rectified.



There is not a great deal that can be done to improve the cemeteries and churchyards that exist, aside from respecting that they are still well-used spaces that should be taken care of and maintained on a regular basis.

### Protection of churchyards and cemeteries

All existing cemeteries and churchyards in town have the benefit of designation as Protected Open Space, and most, with the exception of the Crematorium, New Mont a'Labbe and the Pet Cemetery, are also protected as Listed places, or are sited within the context of a Listed building.

### Cemeteries and Churchyards conclusions

Cemeteries and churchyards form an important part of the open space infrastructure network in Town. Whilst culture is largely moving away from traditional burial, causing the demand for new spaces of this type to decline, the spaces that already exist are still important to the community. This is not only for people to be able to have space to reflect upon the loss of loved ones, but also because they are inherently peaceful spaces that are full of wildlife, making a significant contribution to the green infrastructure of Town.

# Findings

## Other types of space – Beaches

The beaches in St Aubin's Bay and Havre des Pas are, undoubtedly, a tremendous space resource for people around the Town area. Both beaches are sandy, easily accessible and relatively safe, have shallow bathing pools at low tide and are picturesque. These beaches play an important role for informal recreation and make a significant contribution to our unique sense of place and Island character.

Within the boundary of town, there is approximately 2.2km of beach-front with promenade; 1km along Havre des Pas and 1.2km along St Aubin's Bay. The beach and promenade along this latter stretch extends a further 3.3km into the village of St. Aubin.

In terms of area, the total extent of sandy beach lying above the Mean Low Water (MLW) mark in St Aubin's Bay adjacent to the town boundary and at Havre des Pas is approximately 163 ha (135 and 28 ha respectively), nearly 10 times the amount of parkland available within town – the amount of beach available changes constantly as the tide ebbs and flows. The area of beach above the Mean High Water (MHW) mark is, generally, accessible throughout the day, except for when a higher than normal tide is due – although the area of beach above MHW is not significant along the boundary with town.

There are no guidelines that might suggest how much beach space is 'needed' but knowing how much does exist is useful when considering performance across the other types of space such as parks and natural green space, by way of compensating space for recreation in a natural environment.

In terms of their quality and accessibility, both beaches are well served by cafés, toilets and promenades with seating. Their quality is considered to be generally good, although the seasonal issue of sea lettuce becomes a major deterrent for people using the beach during the peak summer months. The St Helier Open Space Survey asked people about the beaches in town, and an overwhelming majority of people said they would make use of town beaches if the sea lettuce issue was resolved; people also suggested that they would go to the beach more often if there were better walking connections with town, if dogs were allowed all year around and if there were better parking facilities.

## Other types of space – Allotments

Currently there are no allotment gardens within the defined Town of St Helier. The nearest formal allotment is off La Ruelle Pinel, just east of Surville Cemetery. The 30+ plot allotment garden is not easily accessible by foot or via public transport from town. The official demand for allotment provision is not known, but when the St. Helier Open Space Survey asked people if they would make use of one if it was available to them, 56% of St Helier residents said yes or maybe, dropping to 31% for those who live outside of town.

Allotment strategies in the UK often quote a recommended minimum provision of between 15 and 20 standard (250 sq.m) plots per 1,000 households. Applying these standards would lead to a requirement in excess of 525 allotment plots to serve the population of town - requiring a land-take of between 13.5 ha and 18 ha; the equivalent of the total extent of parkland within town at present. It is noted that unlike in England<sup>16</sup>, there is no legal requirement for a parish, or for the States, to provide allotment gardens when any such demand arises.

## Other types of space - Linear Space

There are approximately six kilometres of linear open space within town. These comprise of the often linked paths or routes used for recreation and travel, especially walking and cycling. Key examples are the promenades along St. Aubin's Bay and Havre des Pas and the pedestrianised shopping areas of King Street and Queen Street.

Like civic spaces, the quality and appearance of linear spaces can dramatically affect perceptions of town centre vitality and sense of place – they are central spaces in the public realm and knit the key places and spaces of a town centre together. Anyone who moves around town by foot or cycle, is dependent upon these links.

The adequacy of linear spaces in town is by a qualitative measure, and there are no fixed parameters for doing so. The adequacy of linear space is inextricably linked to the safe movement of pedestrians, and much work has been undertaken to look at ways of improving the pedestrian environment in Town, and promoting the safe movement of people from one place to the next. Potential schemes for improving the links across town have been explored in the St Helier traffic Management Schemes Appraisal report<sup>17</sup>. This report usefully summarises where improvements to linear spaces could be made and should be read in conjunction with this audit.

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<sup>16</sup> Small Holdings and Allotments Act 1908

<sup>17</sup> St Helier traffic Management Schemes Appraisals 2016 – available at:

<https://www.gov.je/SiteCollectionDocuments/Planning%20and%20building/St%20Helier%20Report%20v4%20appendices%20removed.pdf>

# Appendix 1 - Audit Methodology

The audit of St Helier's open space has been confined to the area within the boundary of 'The Town of St Helier'<sup>18</sup> area and includes parts of St Clement & St Saviour. This covers an area of approximately 493 Hectares (1.9 square miles) and houses a population of approximately 35,000 people, representing nearly 35% of the Island's total population.<sup>19</sup> For the purposes of the audit, we have extended the survey area outwards by approximately 200m, in order to capture the public spaces that are still within easy walking distance of town residents.

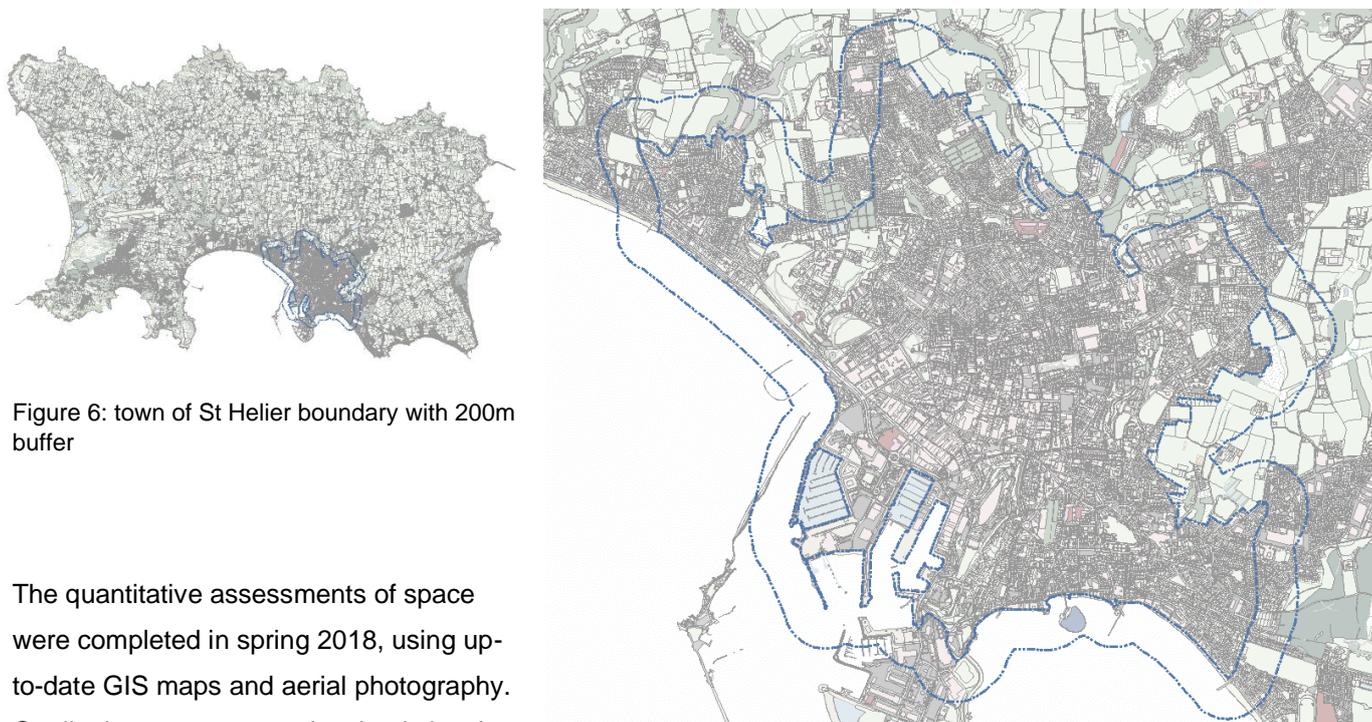


Figure 6: town of St Helier boundary with 200m buffer

The quantitative assessments of space were completed in spring 2018, using up-to-date GIS maps and aerial photography. Qualitative assessments involved visual

assessments on-site, public workshops and the use of an online survey to gauge public opinion. Information mapped out in the earlier Outdoor Open Space, Sport and Recreation Study (2008) supported the survey work, although it was recognised that the 2008 study required a refocus to be specific to St Helier and to ensure any changes to open space in the last 9 years have been captured.

The existing or potential recreation utility of a site is a function of its size, location, shape, topography and internal site features and this means that even very small sites are potentially large enough to accommodate meaningful activity. For the purposes of this audit, all formal public spaces from 0.01 (0.001 for play facilities) hectares have been considered, allowing the capture of very small but valued spaces, such as pockets of amenity green space, to the larger and more formal spaces, such as public parks.

The audit has tried to capture all spaces within Town that can be readily identifiable as one of the typologies of space in Jersey, as defined by the Revised 2011 Island Plan:

<sup>18</sup> As defined on the 2011 Island Plan Town Proposals Map

<sup>19</sup> Estimated figure estimated taken from data collected in the 2011 Census and subsequent population growth forecasts for St Helier.

Type of Open Space	Description
Parks	Formal parks with public access.
Outdoor sports facility	Seasonal and fixed sports spaces, both privately and publicly owned (including commercial sports facilities and golf courses)
Amenity greenspace	Open space that is available for free and spontaneous use, but not managed as a park, playing field or habitat (e.g. informal grassed areas in housing estates)
Play space	Equipped children's space (pre-teens) and space for teenagers
Natural greenspace	All natural greenspace that have some form of public access
Allotments	Land subdivided into rentable plots for the growing of produce
Cemeteries and churchyards	Open spaces around churches and separate burial grounds
Civic space	Open public spaces with hard surfaces between buildings or, particularly in the rural context, associated with civic buildings or landmarks.
Linear open space	Linked paths or routes for recreation and travel (walking, cycling and horse riding)
Beaches	Accessible coastal spaces between High and Low Water Marks
Visually important open space	Open spaces that may not be publicly accessible or functional for recreation or leisure, but which play an important role in contributing to the character of an area

### Format of the Audit:

It is important that the information gained from this audit is able to support an assessment of needs and opportunities, providing an ability to set a new locally derived standard for the provision of open space, if considered appropriate. The desktop study therefore considers:

- 1.) A quantitative assessment: how much space we have, how far away it is and how much new provision may be needed to meet aspirational standards and a growing population.
- 2.) Quality and accessibility: thoughts on how easy is it for people to access open space, what barriers exist to its use, what do people think of our spaces and what are the priorities for change?

### Quantitative assessment:

This audit uses the potential quantity and access standards alluded to in the Revised 2011 Island Plan<sup>20</sup>, which are based on an island-wide assessment of need, in addition to the UK's Fields in Trust's benchmark guidelines.<sup>21</sup> This has helped to illustrate performance against pre-determined aspirations for the quantity standard of public open space provisions.

<sup>20</sup> As evidenced by the 2008 Outdoor Open Space, Sport and Recreation Study.

<sup>21</sup> Guidance for Outdoor Sport and Play – Beyond the Six Acre Standard, England. <http://www.fieldsintrust.org/guidance>

Notably, there are limitations to using these standards given that the 2008 standard was developed with an Island-wide mandate and amalgamated both our urban and rural needs, and the Fields in Trust guidelines are based on aspirations for England, which makes them difficult to compare to St Helier given the contextual differences between a small island town and a whole country. As a consequence, the findings of the audit must recognise St Helier's uniqueness in geography, development density and the number of people living in, working in and visiting the area, and any comparison to pre-existing standards must be looked at from an illustrative perspective. Understanding this limitation can aid consideration as to whether adjustments could be made to the standards to make them appropriate for adoption in St Helier.

Summary of potential quantity and access standards for open space (2008 study derived)		
Typology	Quantity standard (Ha/1,000 population)	Access standard (metres)
Parks	0.5	500
Play space	0.1	500
Outdoor sports facility	0.8	3,000
Amenity greenspace	0.25	500
Natural greenspace	1.0	500

Fields in Trust Recommended Benchmark Guidelines		
Typology	Quantity standard (Ha/1,000 population)	Access standard (metres)
Parks	0.8	710
Play space	0.25	100-1000
Outdoor sports facility	1.6	1200
Amenity greenspace	0.6	480
Natural greenspace	1.8	720

The 2008 study standard is lower than the Fields in Trust guidelines but the travel distance standard is generally more aspirational. The difference between the standards is designed to take into consideration the characteristics of a compact town where everything is nearby and development density is high. Therefore, whilst space has been audited against both standards, but it accepted that the 2008 study standard is a fairer test against local assets.

### Quality and Accessibility:

The quality and accessibility of space is defined by a whole range of factors which can change depending on the location, size and existing use. In short, there can be no hard and fast rules for judging the value of a site for the community. This has meant that judgements have needed to be made on a site-by-site and typology-by-typology

basis. This audit does not intend to appraise the quality of each and every open space asset, but simply seeks to provide a broad overview of quality and highlight key issues.

The quality and accessibility has been assessed through a combination of desktop assessment, visual assessments on site and direct stakeholder engagement, including workshops and surveys (St Helier Open Space Survey, Jersey Annual Social Survey, Jersey Opinions and Lifestyles Survey).

### Long-term future needs

St Helier is a dynamic place with an increasing and aging population. To ensure that emerging States of Jersey strategies are flexible enough to deal with this, the audit has considered how our population might change in the coming years.

The population for St Helier, at the time of the 2011 census, represented 34.3% of the whole Island population. Using this number, we have been able to analyse the projections for St Helier population growth, based on Island-wide net migration scenarios. In the projections used throughout the audit, 'no change' is assumed to the area of space within St Helier and a static share of whole Island population at 34.3%.

By looking at the population within St Helier and how this may increase in the coming years, this provides a picture of what typologies of space we may need to give more attention to and how pressures upon those typologies may become exacerbated over time, if no action is taken.

It is important to note that the proportion of town residents has been assumed to be stable at 34.3% of whole Island population; this number does not take into account the potential impact of any future policies for development densities and distribution across the Island, which may influence an increase or decrease the proportion of residents living in town.

Year	Net Nil migration	+325 scenario @ 34.3%	+700 scenario @ 34.3%	+1,000 scenario @ 34.3%
2015	35,181	35,181	35,181	35,181
2020	35,626	36,209	36,860	37,408
2025	35,935	37,134	38,538	39,634
2030	36,106	37,990	40,148	41,895
2035	36,140	38,744	41,724	44,122

## Appendix 2 - Audited sites

Park space			
Location	Listed Place	Protected Open Space	Size (ha)
Peoples Park	Listed Place: Grade 3	Yes	2.81
Victoria Park	Listed Place: Grade 3	Yes	0.65
Parade Gardens (north)	Listed Place: Grade 2	Yes	1.41
Parade Gardens (south)	Listed Place: Grade 2	Yes	0.45
Jardins de la Mer	Not Listed	Yes	1.19
Millennium Town Park	Not Listed	No	1.23
Howard Davis Park	Listed Place: Grade 1	Yes	3.10
La Collette Gardens	Listed Place: Grade 2	Yes	1.12
First Tower Park (St. Andrews)	Listed Place: Grade 2 (including Grade 1 Dolmen de Ville-es- Nouaux)	Yes	3.73
Lower Park	Listed Place: Grade 3	Yes	1.91
Total:			17.6 ha
Area per 1000 Population <sup>22</sup>			0.5ha

Children and teen play space				
Location	Location Type	Type of play	Protected Open Space	Size (ha)
Millennium Town Park	Park	Equipped play	No	0.129
Millennium Town Park	Park	Skatepark	No	0.033
Peoples' Park	Park	Equipped play, exercise equipment	Yes	0.137
Howard Davis Park	Park	Equipped play	Yes	0.057
St Andrew's Park	Park	Equipped play	Yes	0.109
Parade Gardens	Park	Equipped play	Yes	0.078
Clos St André	Social Housing	Equipped play	Yes	0.046
Clos St André	Social Housing	Ball court	Yes	0.047
St Marks Gate	Social Housing	Ball court including art wall	No	0.060
Clos Gosset	Social Housing	Equipped play	Yes	0.046
Clos Gosset	Social Housing	Ball pitch	Yes	0.072
Springfield	Sports facilities	Equipped play	Yes	0.128
Hue Court	Social Housing	Equipped play	Yes	0.019
Liberation Court	Social Housing	Informal play, including domestic garden toys	No	0.003
De Quetteville Court	Social Housing	Equipped Play	Yes	0.014
Caesearea Court	Social Housing	Site undergoing development	Yes	0.019
Leslie Sinel Close	Social Housing	Equipped play	Yes	0.008
Maple Grove, Le Geyt Flats	Social Housing	Equipped play	Yes	0.008

<sup>22</sup> Based on an approximate population of 35,000 people in St Helier.

Chestnut Court, Le Geyt Flats	Social Housing	Equipped play	Yes	0.008
Pine Court, Le Geyt Flats	Social Housing	Equipped play	Yes	0.012
Cherry Orchard Court	Social Housing	Equipped play	Yes	0.012
Wellington Park Estate	Social Housing	Equipped play	Yes	0.015
South Hill	Amenity grassland	Equipped play	Yes	0.122
Jardins des Soleil	Social Housing	Equipped play	Yes	0.021
Pomme d'Or Farm Estate	Social Housing	Equipped play	Yes	0.014
Grassett Park Estate	Social Housing	Equipped play	Yes	0.012
Skate park	Operational Port	Equipped sports	No	0.080
Fort Regent	Leisure centre	Equipped play	No	0.018
Jardin des Carreaux	Social Housing	Equipped play	Yes	0.005
Jardin des Carreaux	Social Housing	Ball court	Yes	0.012
D'Auvergne school	School Grounds	Equipped play	No	0.023
First tower school	School Grounds	Equipped play	No	0.012
Total:				1.379ha
Area per 1000 population				0.039ha

Civic space			
Location	Listed Place	Protected Open Space	Size (ha)
Royal Square	Listed Place: Grade 1	Yes	0.27
The Weighbridge	Not Listed	Yes	0.42
Steam Clock	Not Listed	No	0.25
Liberation Square	Not Listed	Yes	0.21
Cenotaph	Listed Building: Grade 1 (monument)	Yes	0.11
Allix's Shipyard	Not Listed	Yes	0.06
West's Centre	Not Listed	yes	0.08
Total:			1.40ha
Area per 1000 population			0.04ha

Amenity Green Space				
Location	Description	Listed Place	Protected Open Space	Size (ha)
Waterfront Gardens	Public lawn	Not listed	Yes	0.89
Glacis Field	Public lawn	Listed Building: Grade 1	Yes	0.71
South Hill (combined grassed areas)	Informal grassed areas and paths	Listed Place: Grade 2	Yes	1.93
Grassett Park	Communal garden	Not Listed	Yes	0.39

Georgetown Park Estate	Communal garden	Not Listed	Yes	0.23
Wellington park	Communal garden	Not Listed	Yes	0.15
Victoria Crescent	Communal garden	Listed Place: Grade 2	Yes	0.40
Clos de Paradis	Communal garden	Not Listed	No	0.09
Old St Johns Road	Roadside	Not Listed	Yes	0.05
Jardins de Soleil	Communal garden	Not Listed	Yes	0.11
La Route es Nouveaux (combined grassed areas)	Roadside	Not Listed	No	0.15
First Tower (land adjacent to round tower)	Roadside	Not Listed		0.07
Liberation court	Communal garden	Not Listed	No	0.01
Douro Terrace	Communal garden	Listed Place: Grade 3	No	0.18
Windsor Crescent	Roadside, communal space	Listed Place: Grade 3	No	0.03
Almorah Crescent	Communal garden	Listed place: Grade 2	Yes	0.07
Clos Vaze (south-east)	Roadside	Not Listed	Yes	0.46
Clos Vaze (north-west)	Communal garden	Not Listed	No	0.08
Clos Vase (north-east)	Communal garden	Not Listed	No	0.07
Convent Court	Communal garden	Not Listed	No	0.09
Highlands college (west)	Shared amenity	Not Listed	No	0.20
D'Hautre	Schools shared amenity	Not Listed	No	0.46
Hautlieu South	Schools shared amenity	Not Listed	No	0.07
De Quetteville Court	Communal garden	Not listed	No	0.04
<b>Total</b>				<b>6.93 ha</b>
<b>Total per 1000 population</b>				<b>0.20ha</b>

Natural Green Space			
Location	Listed Place	Protected Open Space	Size (ha)
Westmount Road	Not Listed	Yes	0.40
Westmount Gardens	Listed Place: Grade 3	Yes	6.16
South Hill	Listed Building: Grade 1 and Listed Place: Grade 2	Yes	2.51
Fort Regent	Listed building: Grade 1	Yes	2.95
Jardin Des Buttes	Listed Building: Grade 2	Yes	0.54
St Saviours Hill (South)	Not Listed	No	1.01
La Vallee des Vaux (South)	Not Listed	No	0.66

La Vallee des Vaux (North)	Not Listed	No	4.78
Grands Vaux	Not Listed	No	1.31
Victoria College	Listed Building: Grade 1	Yes	1.08
Bellozanne Valley (West)	Not Listed	No	2.29
Bellozanne Valley (East)	Not Listed	No	0.93
Total			24.62
Area per 1000 Population			0.70

Cemeteries and Churchyards			
Location	Listed Place	Protected Open Space	Size (ha)
Almorah Cemetery	Listed Place: Grade 1	Yes	2.21
St. Helier Church	Listed Building: Grade 1	Yes	0.20
St Luke's Church	Potential Listed Building: Grade 3	Yes	0.13
Howard Davis Park Military Cemetery	Listed Place: Grade 1	Yes	0.10
Green Street Cemetery	Listed Place: Grade 1	Yes	1.15
Old Mont a l'Abbé Cemetery	Listed Place: Grade 2	Yes	1.73
New Mont a l'Abbé Cemetery	Not Listed	Yes	2.27
First Tower Pet Cemetery	Not Listed	Yes	0.24
Jewish Cemetery	Listed Place: Grade 2	Yes	0.03
St. Saviour's Church	Listed Building: Grade 1	Yes	2.45
Crematorium	Not Listed	Yes	0.54
Total			11.05
Area per 1000 population			0.31