Supplementary planning guidance

St Helier design guidance

July 2023

Contents

About supplementary planning guidance

The Minister for the Environment may publish guidelines and policies (supplementary planning guidance) in respect of: development generally; any class of development; the development of any area of land; or the development of a specified site[1]. Supplementary planning guidance is designed to operate under the Island Plan and is complementary but subordinate to it.

Supplementary planning guidance may cover a range of issues, both thematic and site specific, and provides further detail about either policies and proposals in the Island Plan, or other issues relevant to the planning process.

Where relevant, supplementary planning guidance will be taken into account as a material consideration when making planning decisions.

The current supplementary planning guidance is listed and can be viewed online.

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[1] Article 6 of the Planning and Building (Jersey) Law

1. Introduction

This supplementary planning guidance deals with how the character of St Helier can be maintained and enhanced through the implementation of the bridging Island Plan when decisions are made about planning applications.

It should be used to assess all development in St Helier, where it is covered by the guidance (see figure 4.1), specifically to assist with the interpretation and application of bridging Island Plan Policy SP3 – Placemaking, Policy PL1 – Development in Town, Policy GD6 – Design quality, GD9 – Skyline, views and vistas and Policy GD7 – Tall buildings.

The guidance is based on the St Helier Urban Character Appraisal Review: 2021 which has updated the original St Helier Urban Character Appraisal (2005). It supersedes and replaces the supplementary planning guidance advice note Design Guidance for St. Helier (2013).

The guidance consists of three parts:

- a **contextual review**, examining the issues involved in accommodating the demand for development in St Helier whilst maintaining and enhancing the character of the town;

- advice on the **deployment** of the design guidance; and

- an updated set of guidelines – **character area design guidance** – for each of St Helier's ten character areas.

Taken together, these provide the basis for a targeted and practical assessment of the design aspects of planning applications and future development in St Helier. Their purpose is to maintain and enhance the quality and character of the built environment of each character area and provide advice on public realm enhancement.

Thriving towns are dynamic places, and it is inevitable that St Helier will change. The relationships between the character areas, development pressure and development sensitivity will be affected by new development. Monitoring these factors and change in the parameters of the design guidance will be central to its success and continued relevance, and will be undertaken during the bridging Island Plan period.

2. Context: the development dilemma

This section examines the issues involved in accommodating the demand for new housing and other development in St Helier over the next decade. There are several issues at stake, including:

- the sensitivity of different parts of the town to new development

- the location and availability of developable land

- the quality of placemaking in new residential development, and

- the form of new development, particularly its density and height.

2.1 Optimising density

The spatial strategy, set out in the bridging Island Plan, focuses development activity in the island's built-up area, particularly the Town of St Helier. It also seeks to make better use of already developed land, and to optimise the density of development.

While attempting to meet the demand for housing in St Helier by increasing the density of residential development, the ultimate aim must be to provide a wide range of high quality places to live for all sectors of the community, suitable for all stages of life. After all, it is only if there is a wide choice of different types of accommodation, and comfortable and attractive places to live, for all family types - single people, families and the elderly - that people will choose to settle in St Helier. This is what is needed to sustain a properly balanced, mixed, vibrant community with its roots in the town.

Density of itself, is a crude tool and cannot be the determinant of new residential development: there are a range of factors to be taken into account.

2.1.1 Density and height

Advocates for building taller than the established baseline height argue that tall buildings are valuable for increasing development density, and that very tall landmark buildings are important as symbols of confidence, ambition and international status. They claim that tall buildings can act as catalysts for investment and regeneration.

Opposing voices state that tall buildings are detrimental to the distinctive character of places (especially in historic locations), undermining conservation efforts, spoiling the context of treasured buildings, and adding incongruous elements to admired scenic views. They note that at their worst, tall buildings can reduce privacy in adjacent buildings or spaces, cause glare or overshadow neighbouring properties, and feel overbearing or intrusive from street level. They can also create microclimate issues, such as high winds around entrance areas.

Tall buildings can 'overheat' dense urban areas by stressing parking requirements, increasing traffic congestion and overloading public transport if sufficient infrastructure is not in place.

Achieving higher densities is a common argument in support of tall buildings. Yet, there is a long-established body of evidence that high density residential and commercial development can be delivered with compact low- and medium-rise developments and does not require tall buildings. International exemplars provide useful evidence of this:

Figure 2.1: Marmalade Lane, Cambridge: an example of terraced housing (45 dph)

Figure 2.2: Friedrichshain Kreuzberg, Berlin: an example of perimeter block housing (80 dph)

Location	form	storeys	dph
UK (ubiquitous)	terraced (wide frontage)	2-2.5	45
Berlin, Friedrichshain Kreuzberg	perimeter block	4	80
Barcelona, Sant Andreu	perimeter block	4	90
Madrid, Tetuan	perimeter block	4	121
Paris, 15th arrondissment	perimeter block	4	149
London - NE	courtyard	7-13	300-400

Figure 2.3: International exemplars of residential block formats and densities derived[2]

These exemplars of efficient, sustainable and popular housing formats illustrate that medium-rise developments can provide high-density housing while being much less likely to harm neighbouring buildings or the historic townscape than tall buildings. They are also more likely to deliver better amenity for residents and provide a human-scale environment. They can offer a sense of intimacy and family-friendly environments that tall buildings cannot. Consequently, the proposition here is that St Helier can achieve very dense development without necessarily resorting to tall buildings, as set out in the policy regime provided by the bridging Island Plan.

'Density' is a multi-dimensional concept influenced by many variables and when used as a metric in development briefs, needs to be approached with caution. When aiming for lower-rise, high density development, it is important that the quality of the accommodation being built influences the scale and nature of the development too, rather than focusing efforts on simply maximising unit numbers. The advantages of mid- to low-rise structures over high-rise will be negated if, for example, buildings are crammed with minimum standard one-bedroom apartments simply to achieve unit numbers.

2.1.2 Tall buildings in St Helier

The historic organic streets and the vibrant collage of buildings of different styles give St Helier its unique character. The height limit for the historic town was a consistent 3-3.5 storeys, but 20th century additions have grown much taller in places, up to 14 storeys in a few notable locations.

Some of the 20th century developments have been built on high land and have added height to landmarks and contributing positively to the uniqueness of the town – the most remarkable example being the landmark Fort Regent - but there are many more that have not. Discreet, modest or even sub-optimal interventions in the urban matrix generally do not detract from the overall quality of place. Where they are tall and stand out from the background, their impact is more pronounced.

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[2] https://www.building.co.uk/technical-case-studies/housing-density-does-it-stack-up/5092832.article
https://www.london.gov.uk/sites/default/files/project_2_3_lessons_from_higher_density_development.pdf

Arguably, many of St Helier's tall 20ᵗʰ century buildings do not serve the character of the town well.

Figure 2.4: Uneasy neighbours – St Thomas's Church and the Convent Court Tower, with new blocks to the rear of former JCG, amidst the traditional two- and three-storey traditional scale of St Helier

The term 'tall building' is relative, and the most useful indicator of the extent of the 'tallness' of a building within a specific townscape is the ratio of the height of a tall building to the prevailing contextual height. So, it is vital to be clear about what 'tall' might mean in the specific context of St Helier.

The predominant height in the historic part of St Helier is 2.5-3.5 storeys (or equivalent). Using this as a baseline height, any buildings that are 4.5-6 storeys are 'medium-tall', 6-8 storeys are 'tall', and 8 storeys plus are 'high- rise'.

'Medium-tall' buildings may form a local high point in a street or on a block but if they retain the grain and massing of adjoining sites would usually be perceived as part of the surrounding context. In an area where building heights are very consistent and closer to the baseline height of the town, a medium-tall building will stand out and could be useful as a marker at a critical location. Where surrounding roof heights are more variable, it may be less noticeable.

There are areas of St Helier where medium-tall buildings have become sufficiently numerous that they have formed a new local norm, including the Weighbridge, the new waterfront and the Esplanade.

New development should generally stay below 4.5 storeys in historic areas except for landmark locations or civic buildings which may be 'medium-tall'. Where medium-tall is the new normal, individual buildings up to 6 storeys are possible.

A 'tall' building, at 6-8 storeys, would be much more prominent in the townscape and

would be a local landmark. Context would be an important consideration, but in certain circumstances, a tall building could still integrate with the surrounding townscape or landscape.

Where the proximity to sensitive historic features or landmarks makes a site especially sensitive, a more conservative approach to height may be vital.

High-rise buildings over 8 storeys will always be in stark contrast to their neighbours and will be conspicuous landmarks rising above neighbouring buildings. At over twice the height of the historic baseline height, high-rise buildings will dominate the street and skyline of St Helier and have the effect of undermining the cohesive historic character.

Since high-rise buildings are likely to be detrimental to the unique character of the town, the planning policy regime established by the bridging Island Plan establishes that development over 8 storeys will only be supported in appropriate circumstances and where the overall benefit to the community will demonstrably outweigh any adverse impacts.
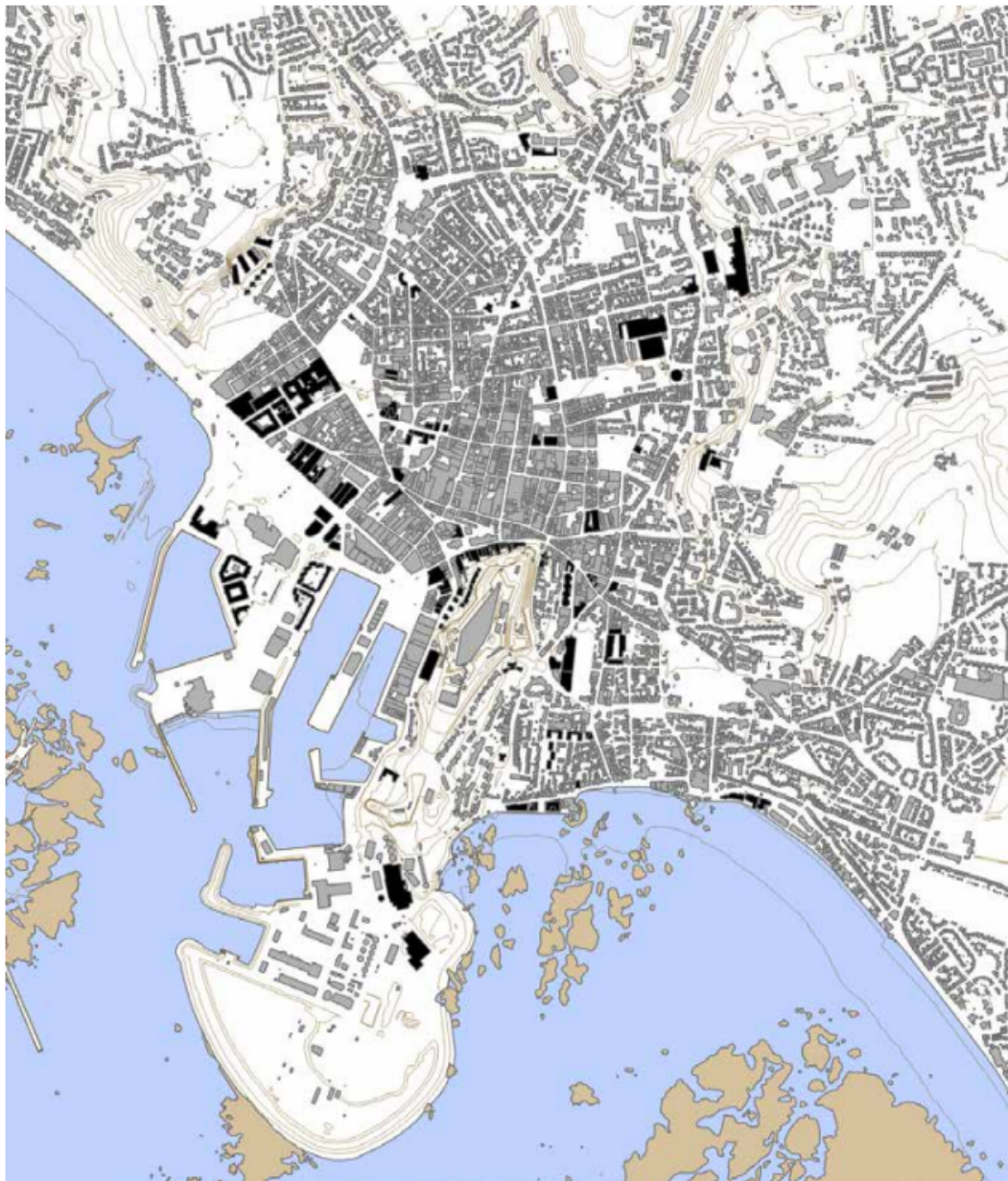

Figure 2.5: Tall buildings in St Helier 2020 – over 4.5 storeys or equivalent shaded black

2.1.3 Height sensitivity: key views

The context is key to determining the impact of adding height, including the nature of the local topography, the presence or otherwise of other tall buildings in the vicinity, the form, scale and roofscape of surrounding buildings, the location of the tall element within a street and block, and the prominence of the site in critical views. Some parts of St Helier are more sensitive to taller forms than others, and the sensitivity analysis below, and shown on figure 2.6, explores this.

The approaches to St Helier from the east, south and west show the town in its unique landscape setting. There are no open views of the town from the north because the landform and tree cover on the escarpment effectively screen the town below from view.
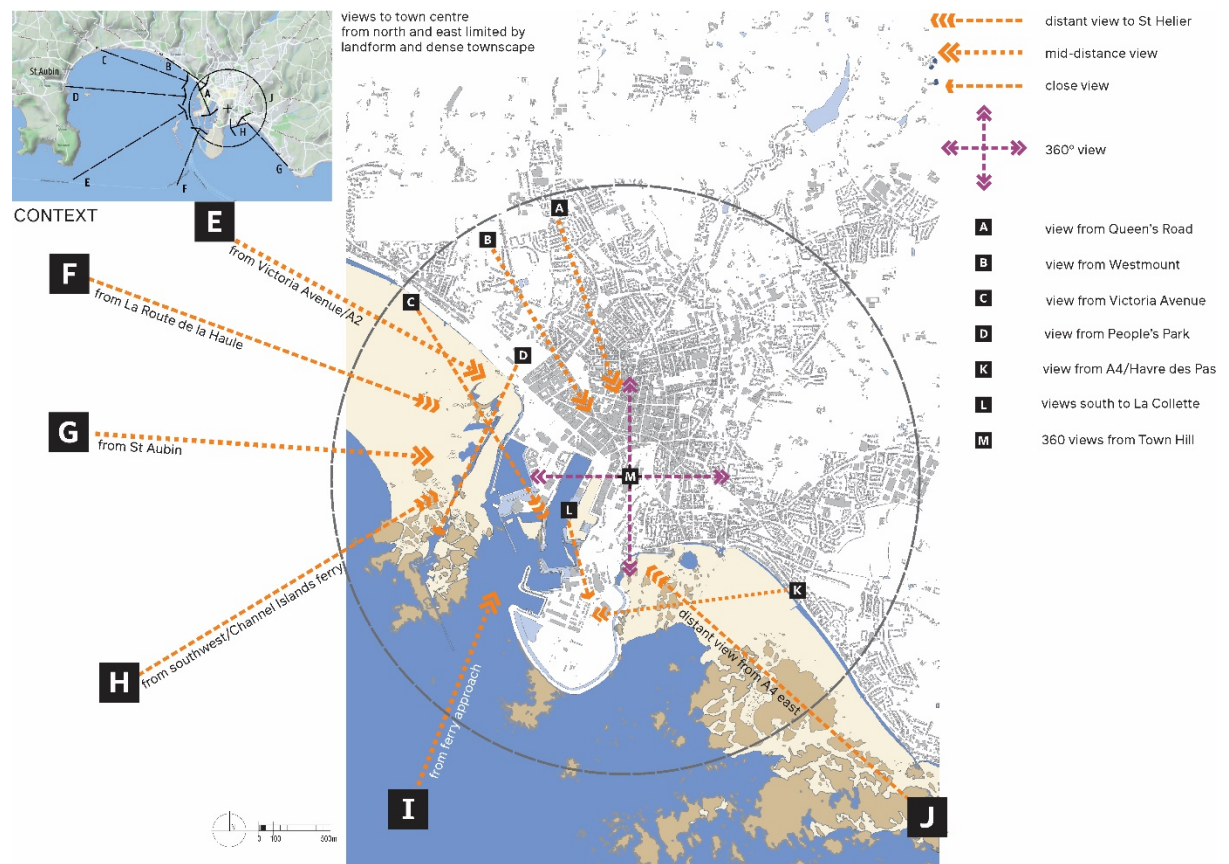
Figure 2.6: Key views of St Helier

Views from the sea

There are dramatic long-distance views of the town in its setting from the south for people arriving by boat, especially those on ferries coming from the south of England, Guernsey and France (viewpoints H, I). The entire unique setting of the town is visible from the south. The wooded escarpment to the north forms a backdrop to the historic town sitting in a low-lying bowl below, while the dramatic outcrop of Mont de la Ville topped by Fort Regent projects southwards towards the sea.

Flat areas of reclaimed land and the convoluted outline of harbours and marinas extend west and south. At the same time, two landmarks frame the view - Elizabeth Castle to the west and the chimney of La Collette Power Station to the east. The large-scale

industrial features of La Collette are very significant when approaching from the south, and indeed, are key to first impressions for people arriving by boat.

Views from St Aubin and the west

The town is visible from the west across the open expanse of St Aubin's Bay. (viewpoints E, F, G). There are views from St Aubin itself, as well as from the Victoria Avenue/Route de St Aubin approach along the edge of the bay. These views have added significance as the route is the primary approach for visitors arriving from the airport and, therefore, influential in forming first impressions of the town.

From the far west, the town appears in silhouette, with Elizabeth Castle, La Collette chimney and Fort Regent being conspicuous features on the skyline. The southern elevation of the town is visible, but the historic core and more northerly parts of the town are screened from view by an intervening bluff of wooded high ground at Westmount.

Closer to St Helier, on Victoria Avenue (viewpoint C), Westmount again shields much of the town centre. The wooded slopes of the bluff attractively frame the view on the left while Elizabeth Castle is a prominent feature to the right; the southern part of the town lies between these features. The west edge of the new waterfront and Esplanade is prominent in this view, with the impact of Fort Regent and the chimney at La Collette becoming less noticeable and more of an integral part of the larger mass of the town centre built-up area. Elizabeth Castle is a much more significant feature seen from here, as it is separated from the town by open water and forms its own very distinctive silhouette against the sky.

Views from the east

From the east, on La Grande Route de la Côte (viewpoint J), views west are frequently interrupted by built development and bluffs of higher ground. Where there are open views to the west, Mont de la Ville (Town Hill) conceals the town centre. The buildings of Havre des Pas cover the lower slopes of Mont de la Ville (Town Hill) while the distinctive white roof and dome of Fort Regent rise above a line of trees to form a notable feature on the skyline. To the south, the power station chimney and energy-from-waste plant at La Collette appear against the sky.

From the waterfront at Havre des Pas (viewpoint K), buildings in the foreground hide the view towards St Helier town centre, leaving only glimpses of the wooded west flanks of South Hill. La Collette is visible as it projects well beyond the original shoreline to the south. The over-scaled industrial structures of the power station chimney and energy-from-waste plant are prominent features of the view west. They are a marked contrast to the human scale and seaside town character of the foreground, although not without merit in their own right.

Panoramic views from above

The most comprehensive view of St Helier is from the high point at Mont de la Ville (Town Hill) (viewpoint M). It is possible to see the entire town from vantage points around the ramparts of Fort Regent and on South Hill. The historic town nestles below the escarpment that curves around from the north to the east. The town core appears to form a generally unified, fine- grained mass, but there are a few notable tall features and blunt point blocks which stand out as exceptions. The port functions around the old

harbours and the boats and paraphernalia of the new marinas spread out to the west and south below. Havre des Pas stretches uninterrupted eastwards, following the low ground along the shore, the view east concluding towards the end of the bay at the four 14 storey tower blocks at Le Marais.

It is possible to look directly down onto La Collette industrial area from South Hill and from here, it is possible to see and appreciate the power station chimney from height, at close quarters.

Views to La Collette from the town

There are distinctive views southwards to La Collette from the south edge of the town centre and the waterfront areas (viewpoint K).

Foreground buildings and other features obscure long views of the low lying and level nature of La Collette, but tall structures on the site are still very conspicuous since they appear against the open sky.
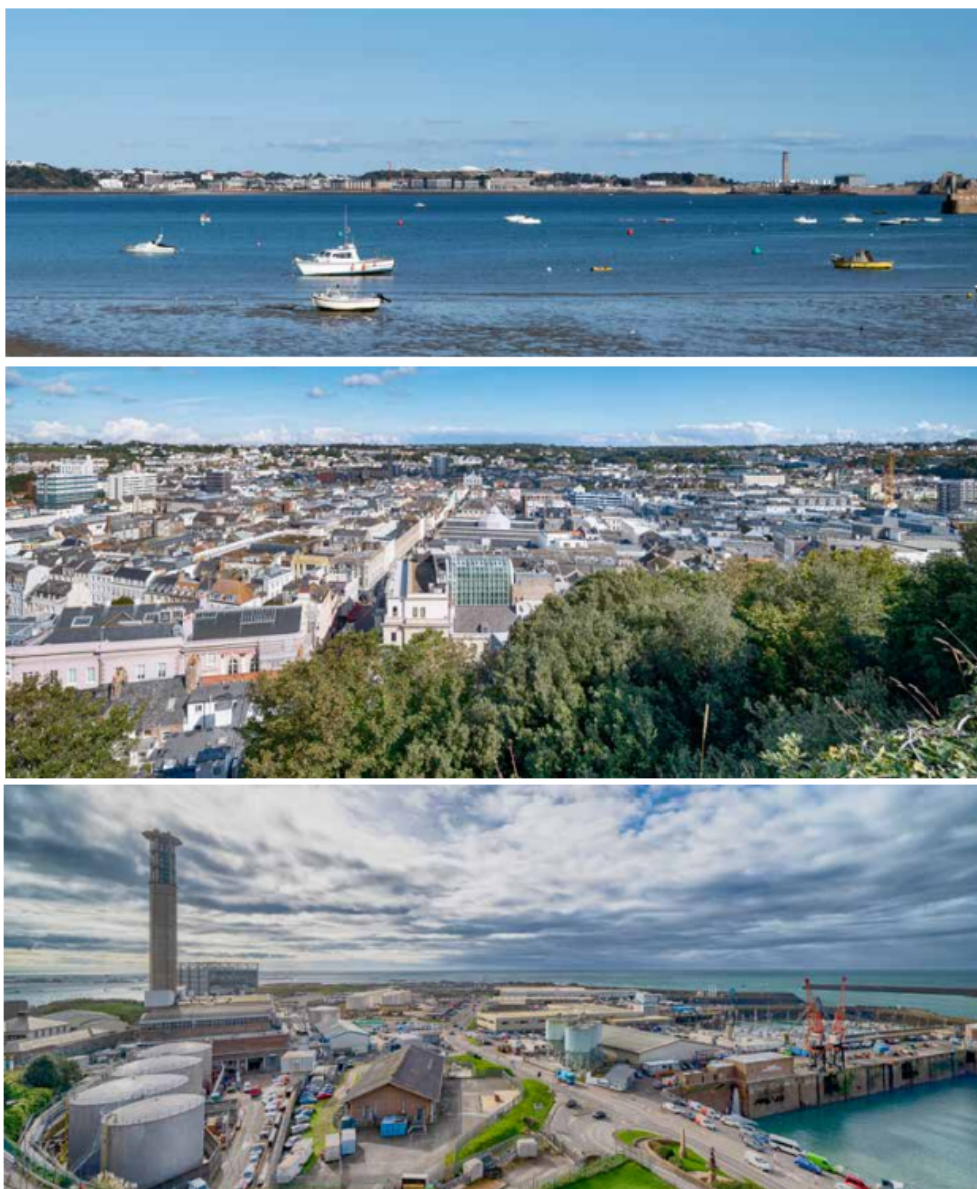
Figure 2.7: top: view from St Aubin towards St Helier middle: view north over the town centre bottom: view south over La Collette

2.1.4 Height sensitivity

It is neither necessary nor wise to introduce very tall buildings in St Helier. However, if somewhat taller buildings in St Helier are part of the solution to housing demand, it is helpful to consider which areas of the town can accommodate taller buildings without undermining the town's place qualities.

The unique combinations of landform, tree cover and existing built form in different parts of the town mean that some character areas are more capable than others of absorbing taller buildings without a detrimental visual impact.

Mapping the sensitivity of different parts of the town having regard to the following factors enables the relative visibility and sensitivity to height in the town to be established:

- if tall buildings would be prominent in key views to the town

- if the setting of Elizabeth Castle or other landmarks - or views to them – would be diminished by adding tall buildings there

- where tall structures would be especially prominent because they would appear against the sea or sky

- where a new tall building(s) would have an impact on the composition of a principal, visible town 'frontage'

- whether a tall building would be especially prominent because of elevation or rising ground (rather than partially embedded within the matrix of the town)

From this analysis, the **most visible and sensitive parts of the town** include the following:

- **The ridge to the north and east of the town and Fort Regent**, where significantly taller buildings would be sky-lined. Buildings in these locations would be very prominent in virtually all significant views towards the town. They would fundamentally alter the quality of views to St Helier in its unique landscape setting.

- **The western edge of the New Waterfront, the historic harbour area and Commercial Buildings** are especially sensitive to contemporary interventions. This area is the historic heart of the waterfront with many valuable traditional architectural and townscape features. It has a unique character that should be protected and developed as a distinct character area and visitor destination; new developments should be encouraged to integrate with and enhance the existing character rather than supplant it.

- **La Collette**, although it does not have delicate historical or architecture features that need to be protected, is potentially the most visible part of St Helier. It is conspicuous in all long-distance views to the town as well as from close quarters, from the sea approaches, from South Hill and Havre des Pas. The existing tall chimney is a good indicator of how prominent tall buildings would be here, particularly as they would commonly appear as silhouettes against the sea or sky.

**Moderately sensitive and visible areas** include:

- The **town centre** lies in a low-lying bowl and taller buildings here would be largely screened from view by intervening landform or foreground buildings. Taller buildings would be most visible from high points around the town and even then, would mainly

be seen against a backdrop of other development or rising ground. At the same time, the town centre is one of the most sensitive parts of the town because of its historical significance; the town centre townscape is inherent to the character of St Helier as a whole and therefore warrants special protection from insensitive new development.

- The **harbour and marinas areas** have a 20th/21st century character and are already predominantly 4-7 storeys in height, so the context would not be sensitive to the introduction of more moderately tall contemporary structures. At the same time, the new waterfront areas are very prominent in many critical town approaches and have a formative impact on visitors' first impressions of St Helier. The proximity of Elizabeth Castle and the historic harbours also increases sensitivity here, and there is a need to be especially respectful of the wider setting and particular iconic views.

- The **east flanks of Town Hill** are already the site of two very tall towers so arguably could accommodate more tall structures. Unfortunately, one of the existing 14 storey towers extends above the crest of Town Hill and South Hill and rises against the sky when viewed from areas far to the west of the town. This intrusion diminishes the impact of the extraordinary silhouette of the structures on Town Hill. Structures on the east flank are also evident from Havre des Pas and along the coast to the east, so although there is a precedent set for tall buildings here, the impact of adding more tall buildings would not be negligible.

- The mixed and modest townscape of the **First Tower/Victoria Avenue** area suggests the area would not be overly sensitive to the introduction of new structures. Still, it is primarily suburban and dominated by low-rise buildings so not a natural location for taller buildings. The open coastal shore means this area is widely visible from the south and the west across St. Aubin's Bay and is also very visible from the key landmarks of Elizabeth Castle and Town Hill. A new structure significantly taller than its neighbours located here would inevitably jar.

The **least sensitive areas** include:

- The **outer edges of the town centre** occupy the slopes of the escarpment encircling the town centre. Although there are sites of historic importance here that are sensitive and would require special consideration, there are other areas that have been substantially eroded by 20th-century interventions. In theory, there is an opportunity in the future to repair and improve the urban fabric by going beyond the baseline height of the town centre. The rising escarpment to the north provides a backdrop for taller buildings which helps to absorb the visual impact of development. There are several recent examples of high-density development in the 6-8 storey range in this zone which partially integrate with the wider townscape and landscape. The new residential blocks at Westmount Road set into an old quarry are a useful precedent. The overdeveloped site at College Gardens sitting behind the former Jersey College for Girls less so.

- The mixed and modest townscape of **Havre des Pas east of Howard Davis Park**, suggests the area would not be overly sensitive to the introduction of new, somewhat taller structures. Although the area is low lying, it is densely built up and rises slightly ground to the north, which helps to provide a backdrop for development. Taller structures here would not have a direct impact on the character of the historic town
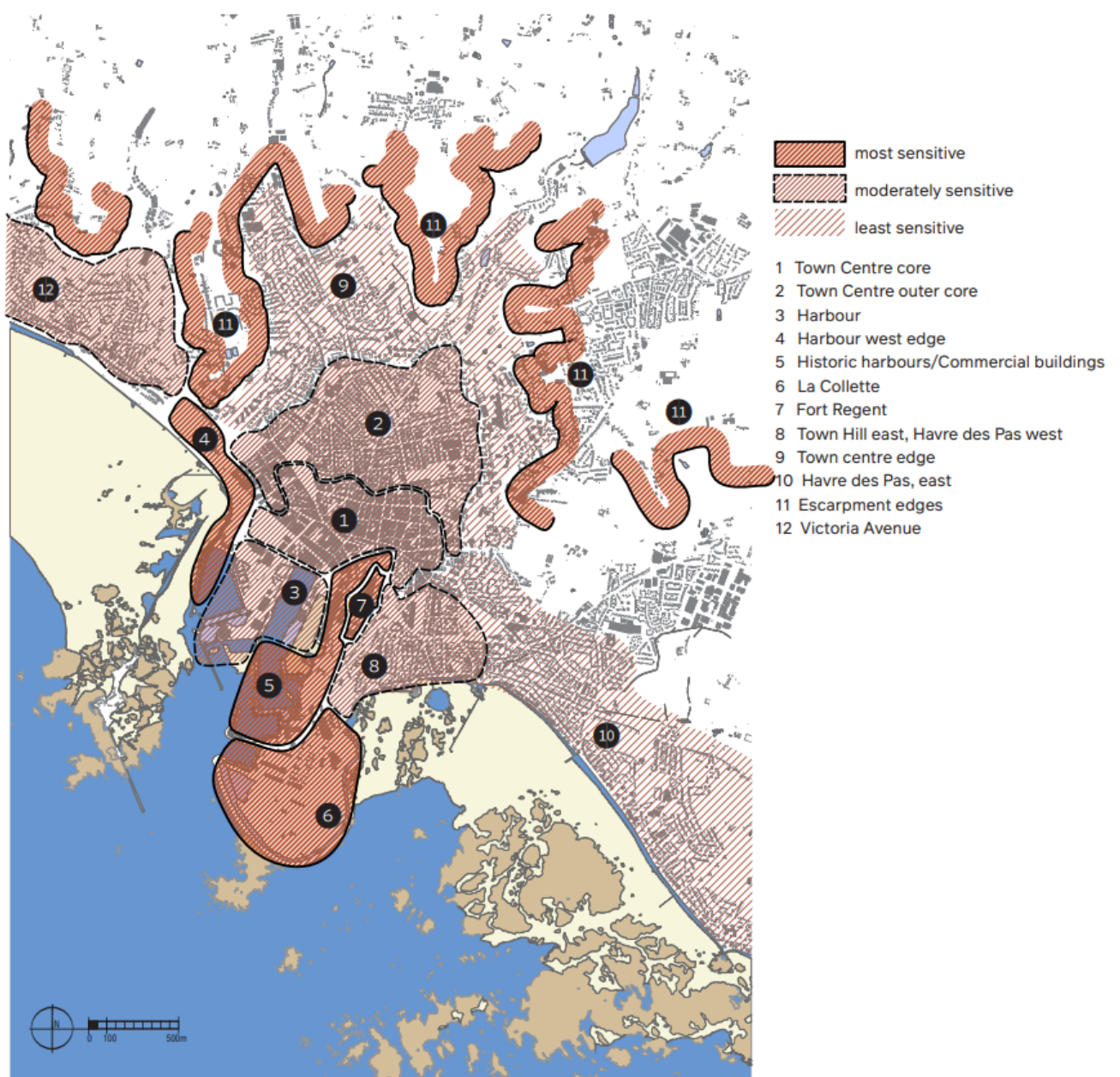
Figure 2.8: Sensitivity to the impact of increases in storey heights

2.1.5   Height guidance

The 2005 Urban Character Appraisal and the subsequent 2013 St Helier Design Guidance recommended that new development should observe the 4-storey limit except at the new waterfront, the Esplanade and the town edges/slopes, where the recommended maximum was 6 storeys. Exceptions could apply for taller individual buildings where the context was conducive.

The more detailed analysis carried out for this St Helier Character Appraisal (2021) suggests that this guidance can be relaxed somewhat, without undermining the character and quality of the original character areas.

As a result of this analysis, a new set of standards for buildings heights in the St Helier's character areas have been set, as presented in figure 2.9 below.

Character Area	Height guidance
CA1 Elizabeth Castle/First Tower	Single storey above sea walls Keep below building outlines as seen from shore
CA2 La Collette	Single storey, allowance for incidental plant and machinery up to 2 storeys
CA3 Havre des Pas	West of Howard Davis Park, between 2 to 3.5 storeys or eaves no more than 1m above or below neighbour East of Howard Davis Park, up to 4.5 or 5 storeys where the context permits The redevelopment of existing 15 storey buildings permitted at Le Marais
CA4 Fort Regent	Between two to four storeys on the west flank Up to three storeys on the east flank Silhouette not to project above line of natural landform or the historic fort structure when seen from harbour
CA5 Old Harbours	Up to three storeys The redevelopment of existing 6 storey buildings permitted on the west side of the marina
CA6 New Waterfront	Up to 8 storeys
CA7 The Parade/People's Park	Up to 3.5 storeys
CA8 Town Centre Core	Up to 4.5 storeys (unless specified in a separate design brief)
CA9 Town Centre North	Up to 4.5 storeys (unless specified in a separate design brief) Up to 5 storeys as accents, at corners or other landmark locations
CA10 Town edges/slopes	Up to 6 storeys (unless specified in a separate design brief) Building heights not permitted to be taller than 15m or 3 storeys on the ridgeline

Figure 2.9: Building height guidance

As required by the provisions of Policy GD7 – Tall buildings, proposals for the development of a tall building in St Helier should considered relative to the St Helier Urban Character Appraisal (2021) building height guidance.

Guidance 2.1

Development of a tall building in St Helier should not exceed the building height guidance for the character area in which it sits, as set out in figure 2.9

2.1.6 Density and character

There is a genuine desire to maintain and enhance the character areas of St Helier. At the same time, there is a need to accommodate substantial numbers of new dwellings in the town.

There has been a wide range of approaches to the density of development in St Helier over the last plan period. Figure 2.10 below shows the density per hectare (dph) of several recent residential developments in St Helier.
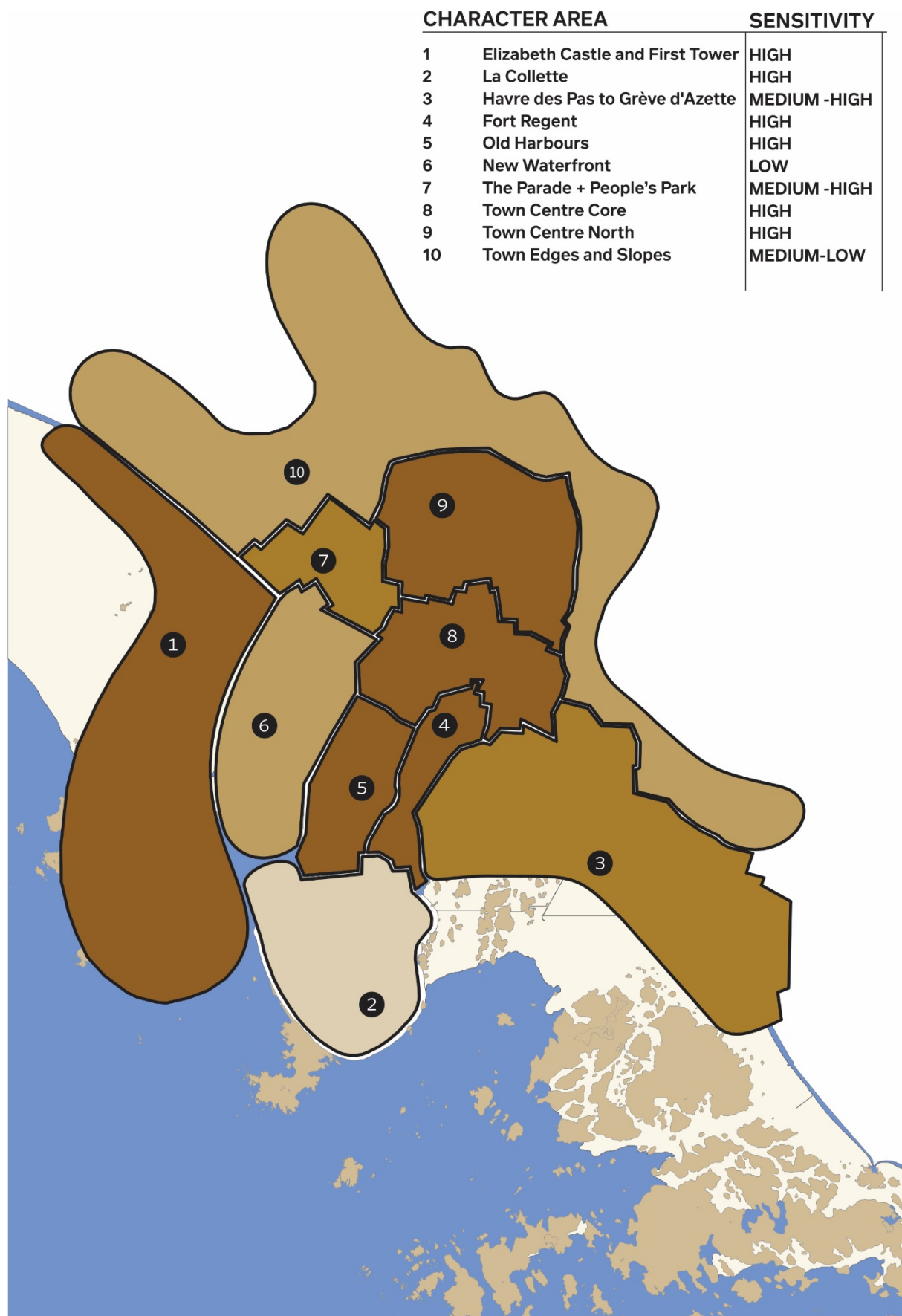
Site	Dwellings	Area (ha)	dph
25-29 St. James Street	11	0.4	289
15-16 The Parade	17	0.06	247
1-2 Minden Place	31	0.07	437
West House, West Centre	48	0.13	369
12-14 David Place	10	0.03	333
Waverley House, 59-63 Bath Street	15	0.05	300
Block A, B, C and D, Wesley Street	57	0.20	285
Westmount Quarry	245	0.91	269
Queens House, Templar House	40	0.16	250
Brooklyn Court	23	0.09	246
Hotel Metropole, Roseville Street	179	0.73	245
Westaway Chambers, 37-39 Don Street	15	0.07	227
Colesberg, 31-33 Rouge Bouillon (The Cube)	19	0.10	197
Maison de Ville	47	0.26	184
Hotel de France, East Wing	124	0.72	173
Belmont Court, 58 -60 Ann Street	15	0.27	56
Clos de Paradis, La Pouquelaye	30	0.86	35
Uplands Hotel, St. John's Road	16	0.47	34

Figure 2.10: Density per hectare (dph) of several recent residential developments

Some of these developments have successfully maintained the character of their surroundings while others have not. Densities above 200dph are less likely to be in tune with their context. Still, an exception would be the Westmount Quarry development which is a good fit for the site.

The table demonstrates that density alone is too blunt a method of control. It is but one of a range of rules that in combination, can ensure the successful integration of new with old.

As with height, context is key to determining the impact of adding more dense forms of development to St Helier. Some parts of St Helier are more able to accommodate more dense forms of development, and the sensitivity analysis defines this for different parts of the town.

CHARACTER AREA		SENSITIVITY
1	Elizabeth Castle and First Tower	HIGH
2	La Collette	HIGH
3	Havre des Pas to Grève d'Azette	MEDIUM -HIGH
4	Fort Regent	HIGH
5	Old Harbours	HIGH
6	New Waterfront	LOW
7	The Parade + People's Park	MEDIUM -HIGH
8	Town Centre Core	HIGH
9	Town Centre North	HIGH
10	Town Edges and Slopes	MEDIUM-LOW

Figure 2.11: Sensitivities to higher density

2.2 Designing in context

Retaining and enhancing the character of St Helier is a clear policy objective established by the States Assembly in the bridging Island Plan. The character of St Helier lies in the different scales and the enormous range of styles, materials, colours and development formats that enable very different buildings to coexist. When these characteristics are not present in new development, the character of the town is eroded.

To better integrate new denser forms of development into the character of the town there is a need to avoid site cramming; inappropriate bulk and building heights; loss of privacy, overshadowing and amenity of surrounding buildings; and a bland palette of colour and materials.

Establishing a relationship between density and character is one of several useful ways in which new development proposals can integrate seamlessly into the built environment. Other measures include height, building line, form, content and colour. But a holistic view of these measures is more important than one measure alone.

To make the most of the guidance, especially at a time when pressure to develop and achieve housing numbers is high, there has to be a shared sense - between developer, architect and government - that the intention is to design proposals that work in context.

Guidance 2.2

Development in St Helier should have regard to its context and meet the design guidance for the character area in which it sits.

3. Using the guidance

The planning application process is often a source of some tension between those who approve or refuse applications, and developers, architects, businesses and individuals who wish to obtain planning permission. This is the case not just in Jersey. Some of the complaints about any planning application process include:

- a lack of certainty about what will be approved or refused
- the time taken to deal with applications
- poor quality results

Design guidance can improve these matters by:

- encouraging the planning authority to set out their visual policies for areas and sites in a form that can be included in development plans or supplementary planning guidance;
- enabling the planning authority to influence the designer during the conceptual stage of the proposal before time and money have been spent and before attitudes have hardened – this can lead to fewer abortive submissions; and
- allowing the planning authority to concentrate on those aspects of design which they consider to be most important – and spend less time on minor applications.

Adoption and application of design guidance should appeal to developers and their architects who value a higher degree of certainty about what is acceptable and what is not.

To be successful, it requires a degree of 'letting go' of the application process, but this will also require the development industry to embrace the principles of this guidance. If applications meet the design guidance parameters, they should be approved – all other matters being satisfactory. Proposals affecting listed buildings and places and, once designated, conservation areas, will require other detailed consideration.

3.1 Approach to design guidance

This design guidance is based on a distinct philosophy of design guidance, design briefing and the respective roles of planners, developers and their architects in the planning process. In general terms, the purpose of urban design and planning guidance concerning urban character is to set out broad directions which maintain or enhance the features which contribute to local character.

The purpose of guidance should not be to try and control the detail of new building design. Designing buildings is not a planner's job. Similarly, developers and their architects should not dictate how parts of St Helier should evolve. Their aspirations and agendas are often narrow and not necessarily aligned with the broader public good. The intention of this guidance is not, therefore, to provide a straightjacket for development but to:

- set out simple principles to protect and enhance genuinely significant urban characteristics,
- give architects and developers flexibility to respond in a positive way, and
- create conditions that encourage the development of sensitive and creative urban outcomes.

3.2 Form of character area guidance

The 2013 St Helier design guidance set out specific guidance for each of the ten character areas identified during the analysis phase of the study. The format for the guidance for each character area included:

- a summary description of the area's characteristics
- the aspirations for each character area and potential future directions
- the means of achieving the ambitions - a plan showing the controls applied with brief narrative under each building characteristic.

It was intentionally simple and straightforward. Its purpose was not to unduly constrain development but to provide a springboard which architects and developers could use creatively while ensuring that urban character is maintained or enhanced.

The assessment criteria comprise 12 building characteristics which are distinct, definable and able to be applied as guiding principles. These are retained and set out as follows:

1. Horizontal/vertical

The first characteristic refers to features of a building's elevation that contribute to the rhythm of a façade or the whole street. A vertical or horizontal emphasis derives from the predominant direction and proportion of the main building elements (eg windows, doorways, panels, string courses, ornamentation etc). Creating a dominant emphasis one way or the other can help a building blend with or stand out from its neighbours.

Buildings characterise most of the urban townscape of St Helier with a distinctively vertical emphasis. Still, there are some notable exceptions, especially parts of the waterfront and on the rising ground to the north of the town centre.

A reference to neighbouring properties and the wider street will usually provide the necessary evidence for the appropriate treatment for new elevations. Planning applications must include accurate visualisations of the proposals in context, having specific regard to the treatment of adjacent or nearby elevations.

2. Turns the corner

Corners are essential elements of the townscape as they define nodal points and can be significant factors in the overall legibility of the town. The intricate, organic street pattern of St Helier means that corners are often prominent landmarks. Their significance has traditionally been recognised and reinforced through the use of embossed date plaques, elaborate plaster sculptures and distinctive window treatments. Other corners are more subtly celebrated, especially on buildings dating from the 1930s onwards with their more straightforward, streamlined architectural styles.

The treatment of new corners does not always have to be overtly 'showy', but it is often an opportunity for visual emphasis and the introduction of height or skyline features.

3. Colour

Historically the predominant colours found in towns were characterised by a palette of colours derived from indigenous natural materials and locally available pigments. The original colour palette for St Helier may derive from the browns, yellows and pinks of the local stone combined with the white, orange/pink ('salmon yellow') and green ('sea-green')

of traditional stuccoes.

The development of synthetic paint colours and the increased availability of paints over the last hundred years have allowed opportunities for a far greater diversity of colour and the introduction of intense accent colours. These developments have proved to be immensely popular in holiday seaside locations like St Helier. However, they have not always been used sympathetically to the intrinsic colours and character of the place.

Colour treatments can produce harmony, diversity or disharmony. The use of colour on a single building, particularly in an urban setting, can be discordant if it does not consider its neighbours and the street scene as a whole. A limited palette will tend to produce a more coherent, harmonious townscape.

There is a slightly varied approach to colour in different parts of St Helier. For new developments, the recommended colour palettes described later in this guidance are helpful.

St Helier is arguably less colourful than it was in 2005. The suggested palettes reflected conditions in 2005, but there is no reason to change them now.

There are no powers to compel developers to use these colours. There may be greater control in conservation areas when they are introduced in the island. Otherwise, choice of colour is a matter of gentle persuasion, good taste and goodwill.

4. Materials

Stone and stucco were traditionally the primary materials for St Helier building facades. Indigenous stone dominates the old harbours, various fortifications and large-scale retaining walls, notably in elaborate mosaics of massive blocks.

Other materials such as timber (eg for utilitarian buildings), concrete (especially for 1930s Deco buildings) and brick supplement stone and stucco.

The choice of materials for a building can produce harmony, diversity or disharmony within a single elevation or between adjoining buildings, depending on colour, texture, the manipulation of the material and its unit size.

Today, stone and stucco (or modern equivalents) are still often the most sensitive choice of material in St Helier. The fluidity of concrete can be surprisingly successful (as evidenced by the Havre des Pas pool), as can glass and metal finishes. Generally, small unit materials such as brick do not complement the character of St Helier.

It is the case that small-scale variety suits St Helier and has given the town its character. Often, it is counter-productive to try to control materials on small developments. However, it is the case that choice of materials is crucial for larger building forms.

5. Massing

The mass of a building is a reflection of its height and footprint proportions. Modern buildings can easily clash with older neighbours, either through being over or under scaled relative to context.

The scale of buildings affects the scale of streets and spaces and is a strong determinant of urban character. Much of St Helier is of a markedly human scale, comprising a general matrix of buildings between 2.5 and 3.5 storeys in height. Discrete clusters of buildings up

to six storeys and the very occasional high-rise block punctuate the matrix.

Cues should be taken from the immediate context to determine the appropriate height and massing of new development. The specific design guidance sets out the height ranges for each character area. In each case, developers will be required to produce data on the extent of overshadowing, loss of privacy, loss of views, microclimate impacts and denial of sunlight created by their proposal.

Where a proposed development is at the waterfront, there will be a taper-down-to-shoreline requirement. Planning applications must include accurate visualisations of the proposals in context having regard to the issue of massing.

6. Building line

The building line defines the edges and scale of the street, and a consistent building line has a pronounced influence on the street's sense of cohesion. The vast majority of St Helier streets have very consistent and uninterrupted building lines that can be easily identified and adopted in new development.

There are some examples of setbacks from the building line which have created attractive 'incidents' in the street. This device should be only occasionally and very judiciously used. Exceptions might include instances where a setback building is being redeveloped but has potential for the new building to embrace an attractive public space.

7. Diversity/homogeneity

Some parts of the St Helier townscape are more consistent and homogeneous than others. Areas of Havre des Pas, for example, are highly coordinated, with consistent scale, style, detail and colour. Other parts of the town are inherently more diverse, with a mix of individualistic architectural approaches.

Where new development is taking place in a conspicuously coordinated area, new buildings must adopt elements of significant local architectural themes - or contemporary interpretations of them. Where diversity is typical, a less contextual approach is acceptable.

8. Frontage proportion

The proportions of a building frontage are a function of plot width and building height. The dimensions of frontage contribute to the underlying pattern of urban grain and visual rhythm along the elevation of the street. This rhythm reflects the articulation of the frontage through the spacing of door and window openings and the subdivision of gardens (or in rear lanes, yards and outbuildings)

In many parts of St Helier, there are strong and consistent patterns of plot widths and building heights which make fundamental contributions to the urban character. An assessment of typical frontage proportions adjacent to a development site will help guide the design treatment – and where necessary subdivision – of the frontage.

Planning applications must include accurate visualisations of the proposals in context, having regard to the issue of frontage proportion.

9. Scale of detail

The details on a building elevation provide visual interest and give it scale and character. Specific architectural approaches favour elaborate or decorative detailing whilst in other

cases, details are minimal, and the design approach is more straightforward and utilitarian.

There are several distinctive approaches to this in St Helier. There are many parts of the town, such as in the harbour areas, for example, where simple, robust detailing is typical. In other areas, delicate detailing, decorative additions and ornamental flourishes are the norm. Where there is an observable pattern to the scale of the detail, new development should respect and complement that pattern.

Planning applications must include accurate visualisations of the proposals in context, having regard to the issue of detailing.

10. Roof shapes and finishes

The treatment of eaves lines, roof planes and roofline silhouette, are all critical in St Helier. There are several important vantage points from which to look down onto the roofscape of the town.

Pitched roofs, flat roofs and mansards are all typical in St Helier. Hence, it is difficult to make blanket rules about what is appropriate. In general, a reference to immediate neighbours indicates the most suitable approach. There are some locations where a consistent eaves line is a significant characteristic of a street. In these areas, adjacent eaves lines should not be more than half a storey above or below the norm.

In several particularly visible locations, such as along the waterfront or on the ridge above the town, roof silhouettes are highly visible. Although no particular guidelines are offered, the overall composition requires careful consideration, especially the impact on the skyline. This includes the visual impact of plant on roof tops.

Planning applications must include accurate visualisations of the proposals in context, showing roofline treatments.

11. Activity and street interface

The treatment of the ground floor of development has a profound impact on the character and animation of the street. The more transparent and active the ground floor, the safer, more interesting and attractive the street feels.

In the case of larger developments, the deadening impact of undercroft parking should be minimised. The incorporation of other uses helps create hubs and nodes of activity that benefit the street scene. For example, an extensive residential development might include a creche, small office facilities, a cafe or a local shop.

Proper consideration of these factors will ensure that new buildings make a suitable contribution to the vitality of adjacent streets and the wider area.

12. Flanks

'Flanks' are rear or side elevations of buildings that become important where they – often unintentionally – become particularly conspicuous. They can be as crucial as corners in some places, especially where they terminate a vista or mark a significant junction. The articulation of the exposed elevation through the organisation of form, materials or details is vital to avoid a blank or over-scaled appearance.

Where flanks are a factor, planning applications must include accurate visualisations of the proposals in context.

Guidance 3.1

Planning applications must include accurate visualisations of the proposals in context, having specific regard to:

- **the treatment of adjacent or nearby elevations in terms of the direction and proportion of main building elements (horizontal or vertical), detailing, materials and colour;**

- **height, massing, building line, roofline treatments and frontage proportions of neighbouring buildings; and**

- **the treatment of building flanks, to the rear or side elevations, where they are likely to become conspicuous in the townscape.**

Applications should be supported by a design statement that sets out how the proposed development responds to its immediate context, neighbourhood and the character area in which it sits, having regard to the building characteristics set out in this guidance.

4. Character area design guidance

This review of St Helier's character areas in 2021 has resulted in some amendment to the character area boundaries to: address instances where the character has changed to the extent that boundary alterations are necessary and sensible; resolve the zones covered by interstices; and where wider geographical coverage of the town is necessary. The new St Helier design guidance is based on a definition of St Helier's character areas as set out in figure 4.1.

1	Elizabeth Castle and First Tower
2	La Collette
3	Havre des Pas East and West
4	Fort Regent
5	Old Harbours
6	New Waterfront
7	The Parade and People's Park
8	Town Centre Core
9	Town Centre North
10	Town Edges and Slopes
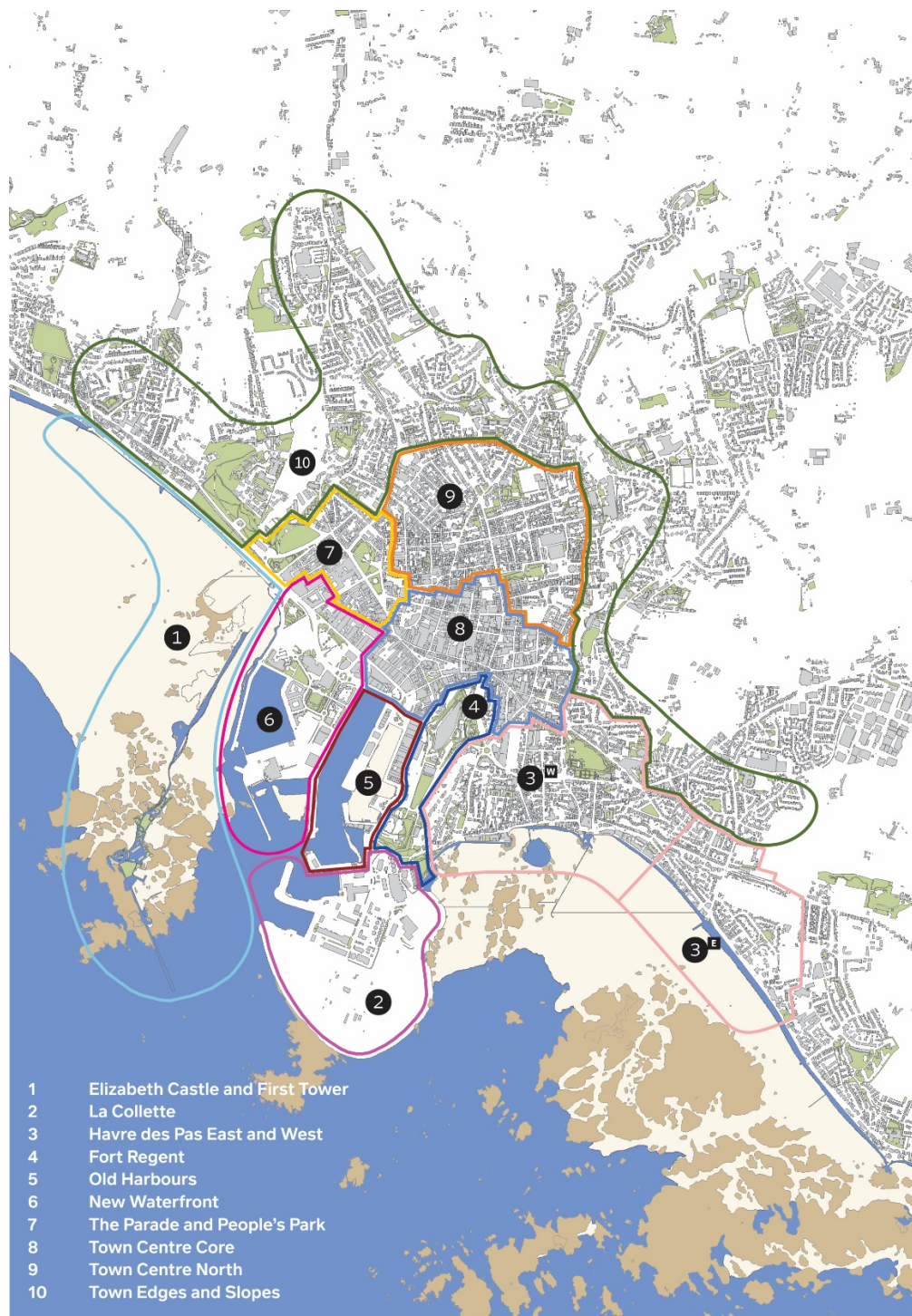
Figure 4.1: St Helier's character areas

4.1 Character Area 1
Elizabeth Castle and First Tower

DESCRIPTION
Context

- occupies the low-lying, level coastal edge; the large tidal range gives a deep sandy beach at low tide; Elizabeth Castle occupies a rocky outcrop linked to the shore by a causeway that is passable only at low tide
- the area is defined by extensive scenic, panoramic views across St Aubin's Bay and southwards to open sea
- the sea wall represents an abrupt and significant edge
- the area marks the western edge of St Helier and there is an important inter-relationship between this area and the New Waterfront (Character Area 6) and the Parade and People's Park (Character Area 7)
- the boundaries between St Helier and First Tower are blurred by continuous development – the Town Edges and Slopes (Character Area 10) has a marked effect on this area
- Elizabeth Castle is an 'iconic' landmark, one of the most memorable and important landmarks in St Helier

Grain, Scale and Texture

- the character of the area is dominated by the natural features - open expanses of sea and sky
- the natural features contrast with manmade sea walls, the causeway and the cluster of structures that make up Elizabeth Castle and the Hermitage

Use and Activity

- activity is predominantly leisure-related, especially walking and cycling along the waterfront
- ramps and steps give access to the beach
- activity is predominantly leisure-related, especially walking and cycling along the waterfront
- it is an important starting point for tourists walking or being ferried to Elizabeth Castle

Spatial Issues

- Elizabeth Castle is a significant, recognisable place
- the Esplanade forms part of the wider St Aubin's Bay water's edge open space and part of the historic waterfront of St Helier
- there is a distinct promenade character created by the robust sea wall, with evenly spaced lighting columns strung with coloured lights and traditional timber shelters at regular intervals

Built Heritage

- the castle and related buildings are significant historical structures
- the Castle and Hermitage are significant cultural sites, having played a role from the earliest origins of St Helier through to the Second World War

CHARACTER AREA OBJECTIVES

- to protect the high sensitivity and outstanding visual qualities of Elizabeth Castle and St Aubin's Bay
- to enhance first impressions of St Helier at this important arrival point from the airport and the west of the island
- to manage the transition between the coastline of the bay and the edge of the town

4.1 Character Area 1 - Area Design Guidance
Elizabeth Castle and First Tower

- ▨▨▨▨ character area boundary
- ▭ proposed conservation area boundary
- ⬤ specific control focus - any development triggers design brief

	CHARACTERISTIC	CRITERIA
1	horizontal / vertical	no new build
2	turns the corner	not applicable
3	colour	waterfront palette
4	materials	concrete, granite, glass
5	massing	single storey above existing sea walls below existing building outlines as seen from shore
6	building line	not applicable
7	coordination	not applicable
8	frontage proportion	not applicable
9	scale of detail	robust, maritime
10	roof shapes and finishes	flat
11	activity and street interface	should contribute to promenade activity
12	flanks	not applicable

4.2 Character Area 2
La Collette

DESCRIPTION

Context

- occupies reclaimed ground that extends the natural promontory that divides St Aubin's Bay from St Clement's Bay; surrounded on three sides by the sea
- La Collette power station chimney is an iconic landmark visible from throughout St Helier and beyond
- views to La Collette are more significant than views from La Collette to the surrounding area
- the coastline represents a strong edge between land and water

Grain, Scale and Texture

- industrial estate and harbours to the west, storage areas to the east and south
- industrial buildings are predominantly utilitarian -usually large scale structures designed for storage and industrial processes;
- buildings and roads are laid out to facilitate vehicle movements and industrial processes; there are no 'streets' as such
- buildings are usually set back from road and external open areas are used for storage, parking and deliveries etc
- conventional storey-height delineations or references are often absent

Use and Activity

- designed specifically for industrial/business uses
- daytime business activity only; little other public activity, except for coastal walkway/cycleway cutting through

Spatial Issues

- an area defined by its function
- physically and functionally distinct from the rest of St Helier

Built Heritage

- identifiable as a major post war industrial/public utility development on reclaimed land

CHARACTER AREA OBJECTIVES

- in the short to medium-term, to manage the industrial character of the area
- in the medium to long-term, to seek change through regeneration potentially including changes in function and overall aims (subject to removal/relocation of current functions)

4.2 Character Area 2 - Area Design Guidance
La Collette

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character area boundary

proposed conservation area boundary

	CHARACTERISTIC	CRITERIA
1	horizontal / vertical	both
2	turns the corner	not applicable
3	colour	not applicable
4	materials	utilitarian: concrete, concrete block, glass, steel, cladding
5	massing	not critical but large scale structures become town landmarks and therefore require detailed assessment
6	building line	not applicable
7	coordination	not applicable
8	frontage proportion	not applicable
9	scale of detail	robust, industrial
10	roof shapes and finishes	not applicable
11	activity and street interface	not applicable
12	flanks	not applicable

4.3 Character Area 3
Havre des Pas - Grève d'Azette

DESCRIPTION

Context

- occupies low-lying, level coastal land; a large tidal range creates a deep beach at low tide studded with extensive ranges of rocky outcrops
- the coastline of the bay represents a significant edge between land and water
- the distinctive architecture and location of the Havre des Pas bathing pool makes it a major local landmark and focal point in the bay
- there are sweeping views across St Clement's Bay and southwards to the open sea
- views of the sea along key north-south streets bring a seaside flavour well inland

Grain, Scale and Texture

- a medium density built-up area mostly comprised of terraces and semi-detached villas
- mixture of wide and narrow plot widths
- buildings are predominantly set back from the street with small gardens in front
- buildings are predominantly 2½ - 3½ storeys with a cluster of tall buildings on the water's edge and two high-rise residential blocks (La Collette Flats and The Cedars)

Use and Activity

- uses are predominantly residential and tourism or leisure related
- the waterfront, beach and bathing pool are magnets for visitors and residents in the summertime
- the moderately dense residential population increases significantly during holiday periods

Spatial Issues

- Havre des Pas is an identifiable, named neighbourhood
- it is part of the wider St Clement's Bay water's edge open space
- the public realm is predominantly simple and functional but with a characteristic promenade and "seaside town" treatment along the water's edge; there is an example of a contemporary themed 'pocket park' on the waterfront
- Howard Davis Park is a well-used formal public green space that has an additional role as a venue for events

Built Heritage

- this is a predominantly historic area with its origins in the early part of the 19th century
- there is a high proportion of High Victorian middle class residential buildings; there are numerous streets where there is a high proportion of original fabric that is extant
- the decorative Victorian guesthouses and hotels on the waterfront give a particularly strong and identifiable character to the whole area

CHARACTER AREA OBJECTIVES

- to retain and enhance this seaside suburb as a discrete and distinctive urban quarter and to ensure the survival of the period feel and flavour of the area
- to maintain the predominantly residential character of the area but to accept that part of this is a diversity of use including garages, workshops, small shops, business space as well as tourism, cafes and bars
- ensure that new development or redevelopment of sites is carried out in a manner sympathetic to the character of the area, respecting the privacy, views and sunlight of neighbouring properties.

4.3 Character Area 3 - Area Design Guidance
Havre des Pas - Grève d'Azette

⬛ character area boundary	◯	corner sites trigger design briefs
🔲 proposed conservation area boundary	▦	proposed developments on seafront trigger design briefs

CHARACTERISTIC		CRITERIA
1	horizontal / vertical	vertical
2	turns the corner	opportunities for corner emphasis as shown
3	colour	waterfront palette
4	materials	concrete (in certain circumstances), glass, granite, stucco, slate
5	massing	2.5 - 3.5 storeys in proposed conservation area (5.0 m to 7.0 m) or eaves no more than ± 1m to neighbour, redevelopment proposals for sites over 0.25ha trigger design brief: up to 4.5 or 5 storeys outside proposed conservation area
6	building line	should be consistent with street context and respect historic context and layout
7	coordination	match to street context - can be high or low levels of variety or conformity
8	frontage proportion	match to street context - existing large hotel plots trigger design briefs
9	scale of detail	robust, maritime at waterfront - intricate, residential to north
10	roof shapes and finishes	should protect historic context - avoid lumpen mansards - slate
11	activity and street interface	a consideration along seafront and around shops and focal points
12	flanks	minimise blank side elevations of seafront buildings

4.4 Character Area 4
Fort Regent

DESCRIPTION
Context

- a large, steep-sided rocky outcrop, topped with historic fortifications and a 20th century modernist roof structure
- the rock outcrop creates a series of edges that are important in separating the main part of St Helier from the Havre des Pas area
- Fort Regent is an iconic landmark, it's silhouette being one of the most recognisable images of the town
- it is an important vantage point; 360^0 views can be gained to the sea, St Aubin's and St Clement's Bays, into the town centre and north to the countryside beyond

Grain, Scale and Texture

- a unique monolithic landmark structure covers the summit

Use and Activity

- Fort Regent is a community leisure facility but the limited and discreet nature of the access to the Fort means that very little visible activity is generated in surrounding areas
- since the closure of Government offices at South Hill, the Leisure Centre and the Pier Road car park generate only limited street activity
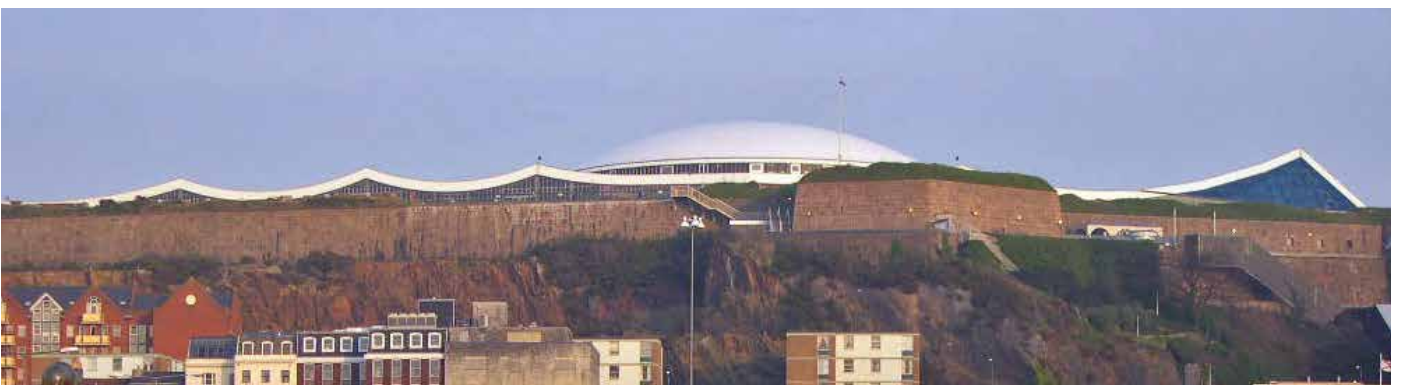
Spatial Issues

- Fort Regent is an identifiable and named 'place'
- it is a significant green feature in the town and an environmental resource; it accommodates a variety of recreational open spaces

Built Heritage

- the Fort Regent and South Hill Battery is a Listed Building Grade 1: the Fort Regent Leisure Centre Roof is a Listed Building Grade 2

CHARACTER AREA OBJECTIVES

- to protect and enhance the iconic nature of this important St Helier edifice
- to promote architecture of distinction for the town's most visible location
- to promote better public access and a more vibrant range of uses
- to protect the natural landform, greenery and outstanding views
- to encourage business and cultural use
- to ensure conservation and interpretation of the historic fort
- retention of significant areas of public open space
- to improve pedestrian access

4.4 Character Area 4 - Area Design Guidance
Fort Regent

▪▪▪▪▪▪	character area boundary
▨▨▨	proposed conservation area boundary
◯	specific control focus - any development triggers design brief
A	development height restriction
▭	landmark status triggers design brief

CHARACTERISTIC		CRITERIA
1	horizontal / vertical	vertical
2	turns the corner	not applicable
3	colour	topographical palette
4	materials	concrete, stucco, glass, steel, granite
5	massing	limit new build to areas a - 4 storeys max and b - 3 storeys max. Silhouette not to project above line of natural landform or the historic fort structure - when seen from harbour and the east
6	building line	the Pier Road building line is significant - not applicable to other areas
7	coordination	not applicable
8	frontage proportion	areas a and b - take from context
9	scale of detail	robust, large
10	roof shapes and finishes	areas a and b - flat or pitched
11	activity and street interface	not applicable
12	flanks	not applicable

4.5 Character Area 5
Old Harbours

DESCRIPTION
Context

- the harbours occupy the low-lying, level coastal land; there is a backdrop to the east of steeply rising ground
- the water's edge is now entirely manmade and represents a strong, indented edge defining the southern limits of the town; a major road now separates the harbours from the historic town edge and Esplanade
- views into and across the various harbour basins provide important visual reminders of the historic role of St Helier as a harbour town
- the Old Harbours have potentially strong, if under-developed links with adjoining character areas, especially the Town Centre

Grain, Scale and Texture

- the area contains a strip of dense development set back from the harbour edges
- there are a significant number of broad plots containing large scale industrial or warehouse buildings
- frontages are always flush with the pavement
- the area is predominantly 2½ - 3½ storeys with taller buildings on the northern margins at the interface with the town centre and on the rising ground of South Hill

Use and Activity

- uses are mostly industrial, with some commercial activity and a small number of residential properties; the various harbours are used for both leisure and commercial purposes; the harbour edge itself is used for storing equipment and boat maintenance
- northern and eastern areas are busy public areas during working hours
- it has an active, colourful, living water's edge

Spatial Issues

- the area has a distinctive identity as an historic harbour area
- the harbour edges provide attractive informal public open space looking out over the boats moored in the water and to the sea beyond
- the area also includes examples of contemporary public open space at the Steam Clock
- the harbour-side is a rich and attractive environment with distinctive qualities that arise from the use of especially robust materials, with traditional detailing and evident craftsmanship

Built Heritage

- distinctive early 19th century maritime/industrial buildings have a strong presence, especially where they create an uninterrupted frontage along the east side of the harbour; the impact of this elevation is exaggerated in places by strong colour treatments. The range of buildings known as Commercial Buildings contain 26 separate listed items of Grade 2 through to Grade 4
- New North Quay Warehouses contain the Maritime Museum and Listed Buildings Grade 2. Albert Pier is also listed Grade 2 as are the English Harbour and French Harbour - both Grade 1 . Victoria Pier is listed Grade 2 and the New North Quay Level Luffing Crane - also Grade 2

CHARACTER AREA OBJECTIVES

- to maintain and enhance the area's charm, grain, texture and authenticity
- to retain genuine maritime uses wherever practical
- to limit the over-commodification of the area by leisure uses and to ensure positive range of uses
- to encourage animation of the water
- to recognise the large scale engineering set against the domestic scale of much of the architecture

4.5 Character Area 5 - Area Design Guidance
Old Harbours

character area boundary

proposed conservation area boundary

proposed design guide
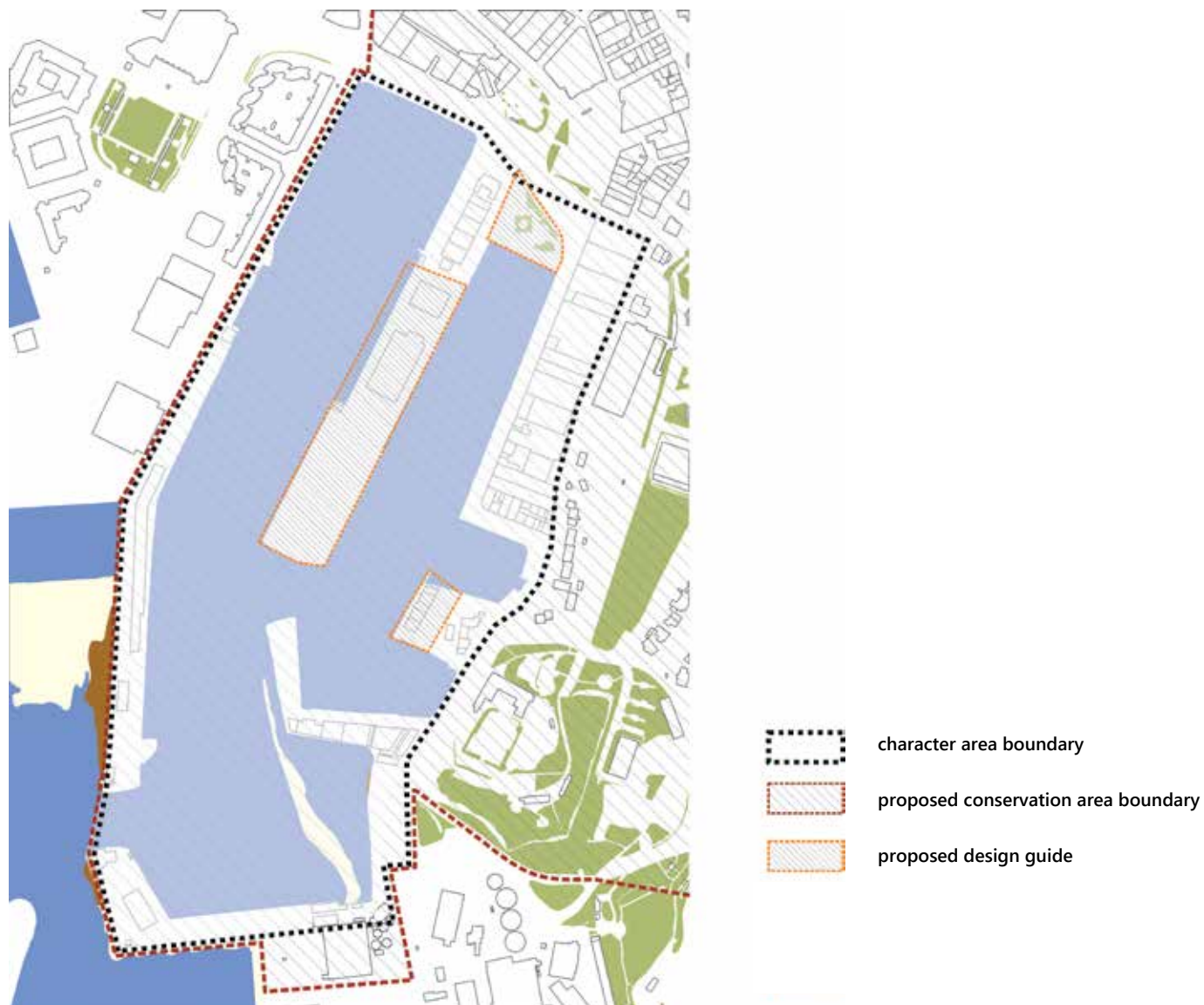
	CHARACTERISTIC	CRITERIA
1	horizontal / vertical	vertical
2	turns the corner	limited opportunities but nevertheless important
3	colour	waterfront palette
4	materials	concrete, stucco, glass, steel, granite
5	massing	maximum $3^{1/2}$ storeys across the whole area - note that the majority of buildings and structures are listed
6	building line	must adhere to existing street configuration or quayside setbacks
7	coordination	strong level of variety
8	frontage proportion	take from context
9	scale of detail	robust, large for engineering and new - domestic for infill of traditional environments
10	roof shapes and finishes	the existing historical height limit must be respected
11	activity and street interface	very important along quaysides and links to town centre
12	flanks	important to ensure that blank side elevations are minimised for large new build

4.6 Character Area 6
New Waterfront

DESCRIPTION
Context

- the new waterfront occupies mostly reclaimed land which has extended the low-lying, level coastal strip
- the new coastline has created a new edge that has widened the distance between the town and the water
- new buildings and open spaces have created a series of landmarks
- there are views internally to the new marina but also externally to St Aubin's Bay/Elizabeth Castle

Grain, Scale and Texture
- the development of the area is largely built out but key areas remain along the La Route de la Libération - these future development sites will be crucial to making a success of the New Waterfront and giving the area a unifying structure
- the plot width is not readily identifiable
- buildings tend to be set back from the street edge, often with planting between the road and the building
- buildings are 4-8 storeys tall

Use and Activity
- the area is now focused around the Elizabeth Marina, the Waterfront Gardens and the older leisure development with pool, cinema and eating and drinking facilities; it is a focal point for night time activity
- activity is mostly internal to the leisure development although there is some walking and cycling along the water's edge
- the new developments around Elizabeth Marina and Waterfront Gardens do not generate much street activity: ground floor units are large and dominated by offices and showrooms rather than the smaller grained uses that would increase footfall.
- industrial and transport-related activities take place on the water's edge to the south around the ferry landing point
- the boundary of the New Waterfront has been extended to include the Esplanade, (from Castle Street to Kensington Place back to Seaton Place and Newgate Street) including the International Finance Centre 1 (IFC1):

Spatial Issues
- the new waterfront is distinguishable from the rest of the town by its contemporary architecture and street layout
- vacant areas remain but are intended to be developed
- there are examples of contemporary public open spaces at Waterfront Gardens and adjacent to the pool
- extensive public areas are paved with palettes of manmade materials; this has established a unique streetscape character for the new waterfront

Built Heritage
- exclusively recent development of varied quality and architectural merit
- remnants of buitl heritage represented by the historic sea wall and esplanade
- one fragement of potato warehouse
- limited plots widths of former warehouses

CHARACTER AREA OBJECTIVES

- to raise the quality of development in the new waterfront area
- to establish a quality business district
- to build a network of connected streets and places that link easily to the traditional streets of the old town without culs-de-sac, dead vehicle service areas or underused pedestrian areas
- to ensure a positive combination of uses within a human scale design framework, particularly, breaking down the sizes of ground floor retail and commercial units
- to build on the distinctive St Helier character rather than importing alien street, waterfront and building forms from world cities
- to seek opportunities to moderate and adapt development and associated public realm into more attractive places for people to develop a plan for the improvement of the ferry landing area and the route north to the old town
- to protect views to Elizabeth Castle to develop more attractive walking and cycling infrastructure throughout the area with an emphasis on destinations, social hubs and circular routes

4.6 Character Area 6 - Area Design Guidance
New Waterfront
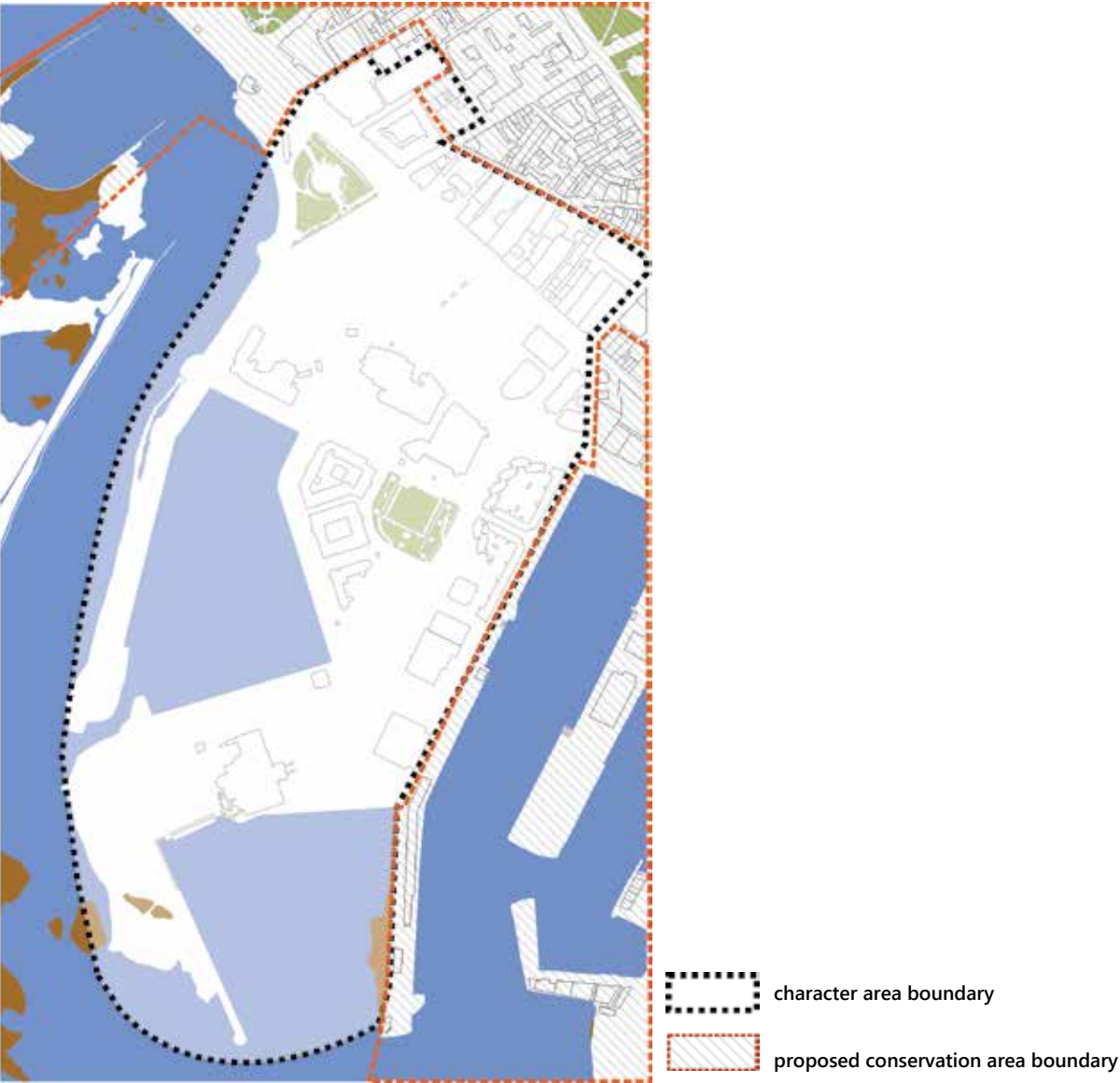
	character area boundary
	proposed conservation area boundary

	CHARACTERISTIC	CRITERIA
1	horizontal / vertical	both
2	turns the corner	opportunities throughout development area
3	colour	waterfront palette
4	materials	concrete, stucco, glass, steel, granite
5	massing	up to 8 storeys throughout but should step down to waterfront edge
6	building line	a consistent building line is needed on new streets; the setback should be narrower and contrast with the quayside setback
7	coordination	strong level of variety
8	frontage proportion	reference examples from the historic Esplanade
9	scale of detail	robust, large for engineering and small for residential development
10	roof shapes and finishes	not important to exercise too much control over this
11	activity and street interface	very important along quaysides and links to town centre
12	flanks	important to ensure that blank side elevations are minimised for large new build

4.7 Character Area 7
The Parade and People's Park

DESCRIPTION

Context

- situated on low-lying level land in the western part of the town
- the hospital acts as a major local landmark, both as a large scale and recognisable building but also as an important public facility; the Opera House is a minor local landmark
- there are attractive open views across the formal green space of the Parade
- People's Park forms the western boundary of the revised character area

Grain, Scale and Texture

- the area around the Parade park is densely built up on an historic street pattern
- it comprises a mix of narrow and wide plot widths
- frontages are virtually always flush with the pavement
- most buildings in the area are 2½ - 3½ storeys but there is a sizeable zone of 4-6 storey offices and civic buildings between the Parade and Seaton Place and Patriotic Place and along eastern edge of The Parade

Use and Activity

- the hospital is a key land use; it is surrounded by a mix of residential and commercial uses; business and office use predominates in the east; its future is uncertain
- the area is busy during working hours; small focal points for night time activity occur where there are clusters of restaurants or bars especially Kensington Place and Cheapside
- there is a relatively small but growing residential population
- People's Park is well used as a showground for events but is perhaps less well used as a formal park. It has enormous potential as a green urban space: links to Pierson Road and the de-prioritising of traffic and parking on St Aubin's Road could dramatically improve the area

Spatial Issues

- the Parade represents an identifiable 'place' that lends its name to the wider area
- the Parade is the only significant public green space near the town centre
- the character of the park stems from the formal arrangements of street trees around areas of lawn, augmented with seasonal ornamental flower displays
- there is a hard paved space at the south, partially used for café terraces; several key town memorials are located within the park which gives it a civic and cultural significance

Built Heritage

- parts of this area originated in the late 18th century and some of the original street and block pattern is retained
- the area includes some of the earliest St Helier buildings many of which are listed
- there is a mix of Victorian middle and working class residential buildings to the west and north with early 19thc maritime/industrial buildings to the south
- there are significant areas of post-war redevelopment, especially between Gloucester Street and Kensington Place

CHARACTER AREA OBJECTIVES

- to create better links between the Parade, the Town Centre and the New Waterfront
- to achieve a higher standard of new development
- to protect the street pattern of the area
- over time, to remedy the impact of uncoordinated overscaled architecture
- to support developments that foster mixed use, active frontages and that focus on the Parade as a high quality urban green space
- in the People's Park area, to manage the transition between urban character and the more open character of the coastal Character Area 1 at this important entry point to the town

4.7 Character Area 7 - Area Design Guidance
The Parade and People's Park
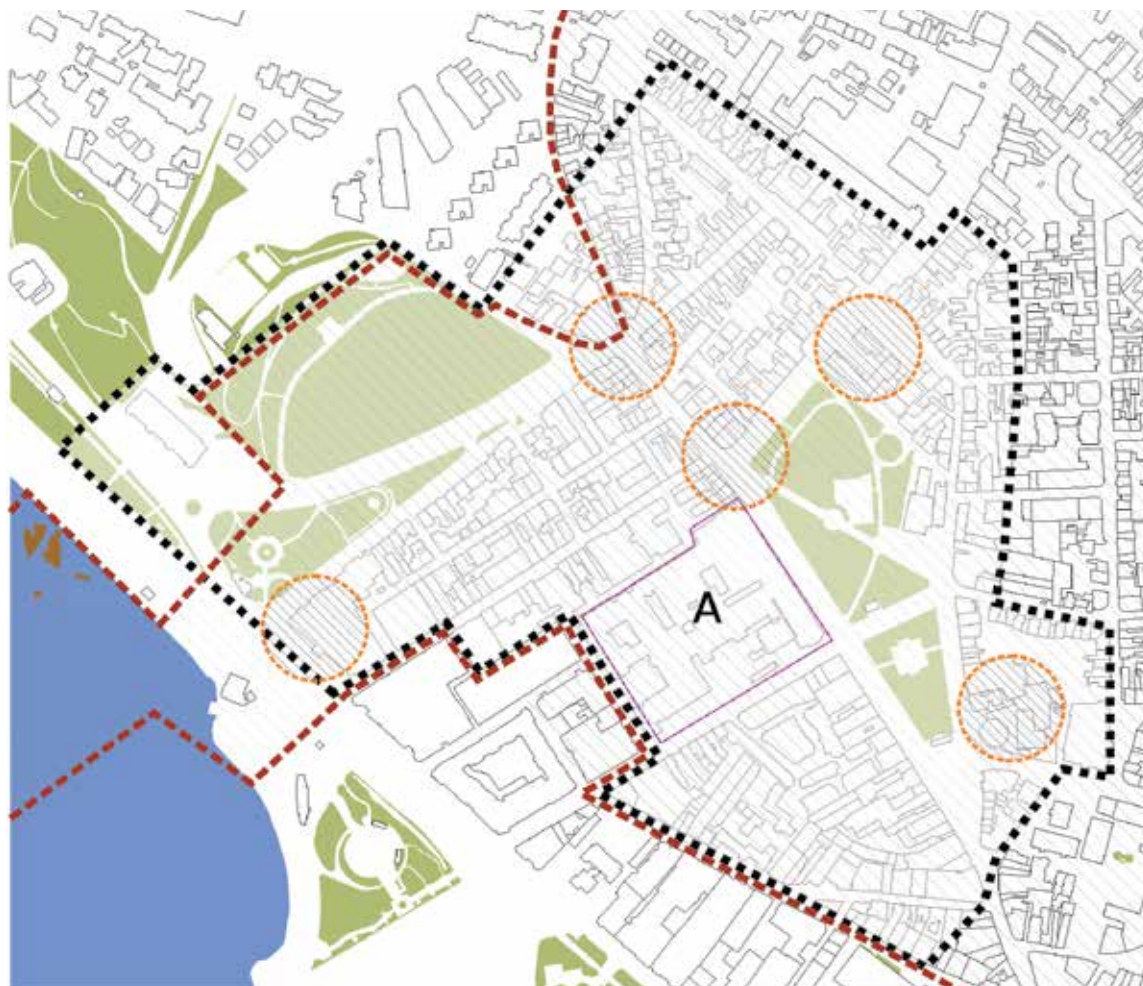
▪▪▪▪	**character area boundary**	⬭ **corner sites trigger design briefs**
▨	**proposed conservation area boundary**	[A] **height control**

	CHARACTERISTIC	CRITERIA
1	horizontal / vertical	vertical
2	turns the corner	opportunities throughout character area - important sites trigger design brief
3	colour	central palette
4	materials	concrete, stucco, glass, steel, granite
5	massing	2.5-3.5 storeys except Area A (maximum 6 storeys) and sites subject to design briefs
6	building line	retain existing street pattern and setbacks
7	coordination	more uniformity than variety
8	frontage proportion	take from context - historic proportions
9	scale of detail	small, intricate around Parade - can be larger scale on Esplanade
10	roof shapes and finishes	flat or pitched - minimise mansards
11	activity and street interface	very important along links to town centre, the Parade, Esplanade and linking streets
12	flanks	important to ensure that blank side elevations are minimised

4.8 Character Area 8
Town Centre

DESCRIPTION
Context

- the town centre lies in the centre of the low-lying, bowl-shaped basin where St Helier originated
- the States Buildings, Parish Church and Central Market are all major civic landmarks; Wesley Grove Church is a distinctive building that acts as a major local landmark
- tightly framed views defined by narrow streets are typical; distant views to the east and south often terminate in the vegetated and partially built rising ground that surrounds the town especially Mont de la Ville and Fort Regent
- there are examples of dramatic axial views terminating at landmark buildings, most notably: Halkett Place to Wesley Church

Grain / Scale / Texture

- the town centre core is the most densely built-up part of town: some historic narrow plots remain but many have become amalgamated to create larger, more commercially valuable sites
- building frontages are virtually always flush with the pavement

Use and Activity

- the northern part of the core area is consistently 2.5 - 3.5 storeys; areas of taller buildings lie between the retail core and the harbour area
- this is the town's retail core and includes key civic functions and commercial activities; it is therefore the primary focus of daytime activity and a vibrant, colourful place during business hours
- there is a small proportion of residential uses
- clusters of bars or restaurants attract people to localised parts of the town centre at night

Spatial Issues

- the town centre core contains a series of distinctive places that link to create an complex network of streets and spaces of varying scale and character incorporating the civic heart of St Helier (Royal Square)
- the pedestrianised streets and other incidental spaces are important components of the public open space of the town, being popular as places to pause, people-watch and socialise
- the public realm is of a relatively high quality throughout the area; local granite has historically been used for kerbs and footways; more recent decorative stonework in the pedestrianised areas has created a new and distinctive streetscape character for the central area
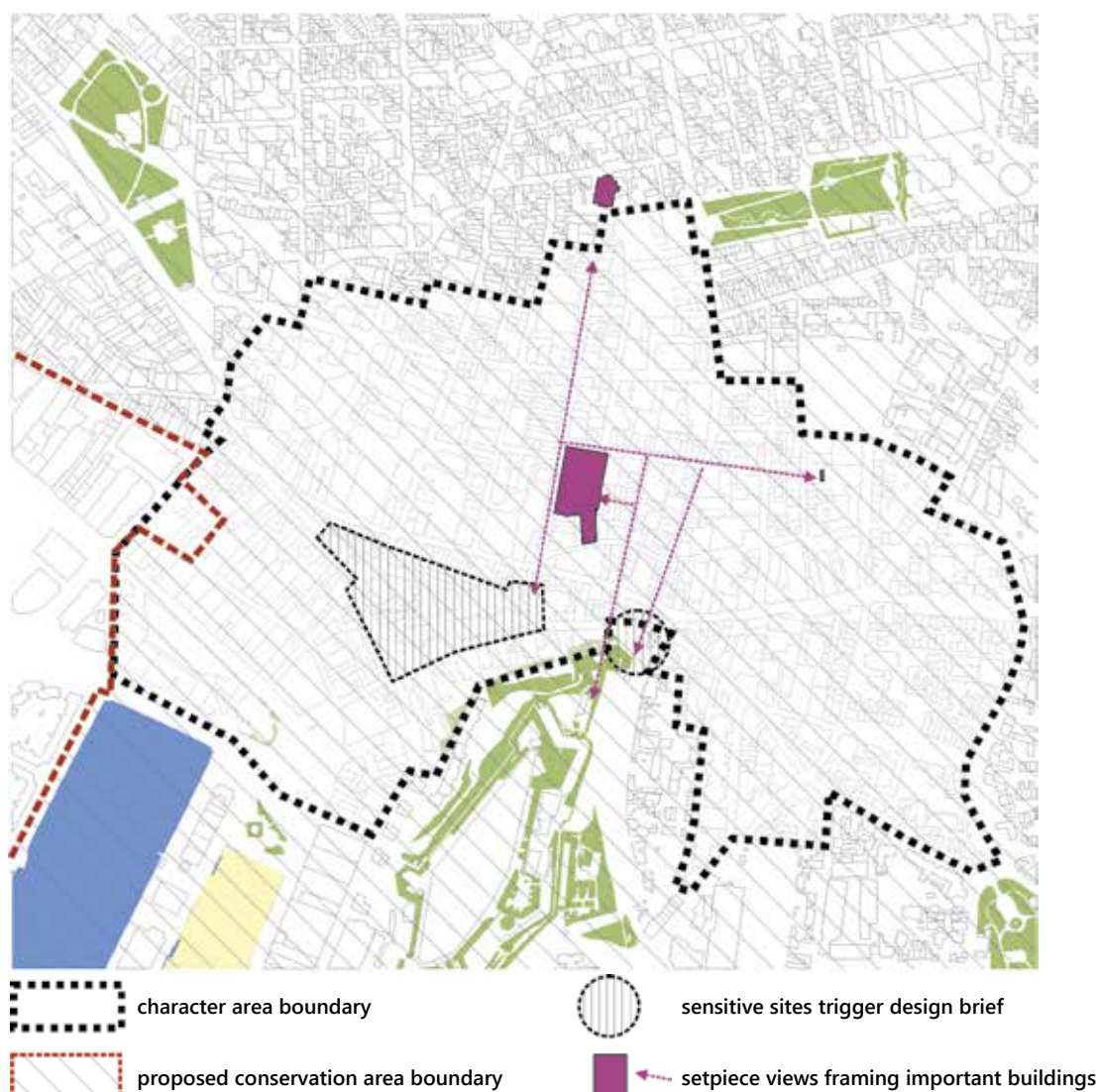
Built Heritage

- the town centre core is the historic heart of the town; many of the streets, spaces and block patterns were shaped during the earliest days of St Helier's development; these characteristics provide a visual consistency that overrides the diversity of architecture in the central area
- there are many listed buildings
- the historic buildings are predominantly Victorian and Edwardian commercial buildings but they are now heavily interspersed with a variety of 20-21st century buildings

CHARACTER AREA OBJECTIVES:

- to maintain and create a repopulated and distinctive urban core, with a lively mixed economy of shops, markets, cultural and entertainment venues; new workplaces; and city living apartments
- to reconnect the town centre with the waterfront
- to nurture the town's distinctiveness and authenticity through conservation and new development
- to animate streets and public spaces

4.8 Character Area 8 - Area Design Guidance
Town Centre

▪▪▪▪	character area boundary	⬭	sensitive sites trigger design brief
▫▫▫▫	proposed conservation area boundary	◼	setpiece views framing important buildings

CHARACTERISTIC		CRITERIA
1	horizontal / vertical	vertical
2	turns the corner	opportunities throughout character area - important corner sites trigger design brief
3	colour	central palette
4	materials	concrete, stucco, glass, steel, granite
5	massing	generally up to 4 or exceptionally 4.5 storeys
6	building line	retain existing street sytems and setbacks - but can be altered through design briefs or historic accuracy or historic green space
7	coordination	between varied and uniform - neutral
8	frontage proportion	take from context
9	scale of detail	small, intricate
10	roof shapes and finishes	generally pitched - eaves no more than ± 1m to neighbour - consider appearance from above
11	activity and street interface	very important along ground floors and main streets including those linking to waterfront
12	flanks	important to ensure that blank side elevations are minimised
13	other	important setpiece views to be protected + important sites trigger design brief

4.9 Character Area 9
Town Centre North

DESCRIPTION

Context
- the town centre north area lies on low-lying level land, defined to the north by the escarpment slopes
- the Ring Road represents a significant boundary or barrier around the area's northern flanks
- St Thomas's Church is an iconic landmark for St Helier; other significant landmarks include St Mark's Church, the brewery on Ann Street and the Masonic Temple on Stopford Road axial, framed views along streets laid out in an orthogonal pattern are common in this area; there are distant views to the west, north and east of the vegetated and partially built up slopes of the escarpment

Grain, Scale and Texture
- this area is moderately densely built up
- there is a variety of plot widths but a relatively high proportion of narrow plot widths compared to adjacent areas
- frontages are predominantly flush with the pavement in southern parts of this character area; setbacks become more common further north - shallow hard or soft spaces between the road and building elevation are important features of certain key streets
- the area is predominantly 2½ - 3½ storeys with scattered small groups of taller buildings; there are three high rise residential blocks

Use and Activity
- the area is predominantly residential in the north; there is a higher proportion of commercial and retail uses in the south
- there are scattered, isolated examples of leisure, civic and industrial uses
- street activity is generally minimal although Springfield Stadium becomes a major generator of activity during key events and Town Park is busy after school
- this area contains the highest density residential population in the town; it becomes less dense towards the margins

Spatial Issues
- notable 'places' include Springfield Stadium and the Millennium or Town Park
- most open space is private; there is very little public open space besides the Stadium and the Town Park - both are therefore important and the recent Town Park is well used
- basic utilitarian materials are used for streetscape
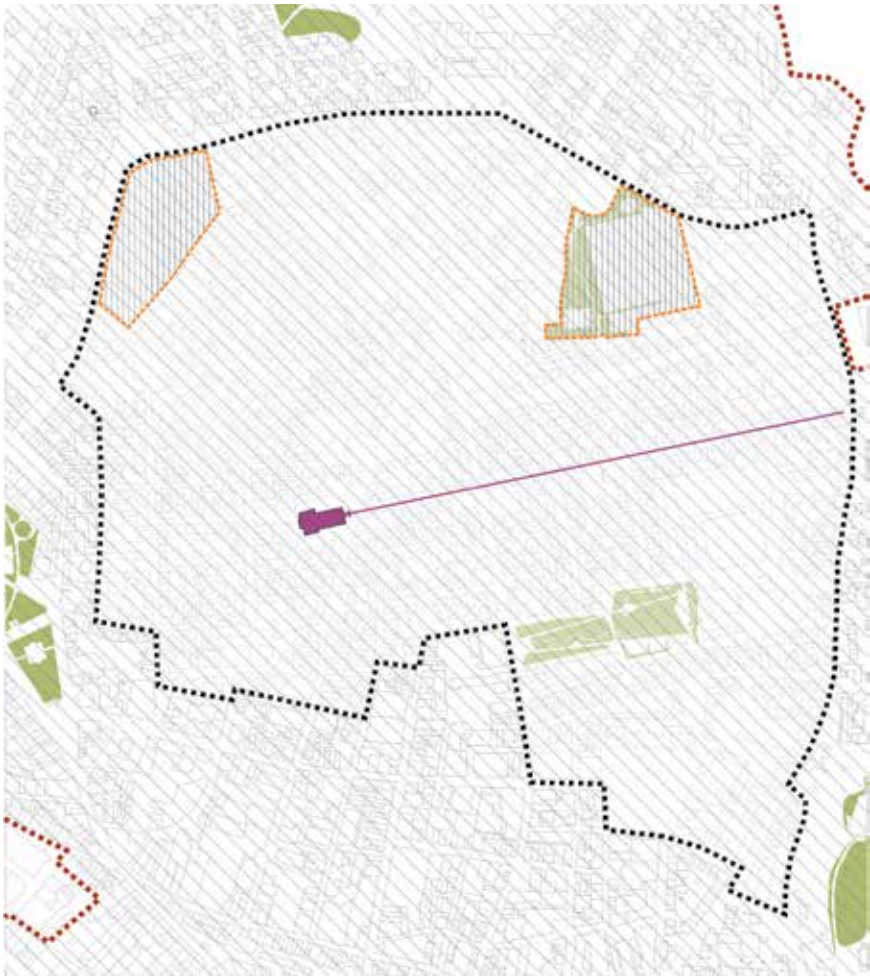
Built Heritage
- several streets comprise a high proportion of original fabric that is extant
- west of Bath Street Victorian working class residential buildings predominate; middle class Victorian residential buildings are more common in the east and Regency buildings are found in northern areas
- there are many listed buildings in the area

CHARACTER AREA OBJECTIVES

- to maintain and enhance the residential scale and character of the area
- to ensure the retention of historic environments, buildings and artefacts together with the street pattern
- to accommodate a range of uses which ensures the future use of a wide range of small to medium sized non-residential properties that contribute to the character of the area - this would include nurseries and other community facilities, cafes, small work-spaces and retail uses
- to ensure that new development helps to provide a range of community and non-residential uses and is not mono-use - this could include home-work space, crèches, small serviced office space
- new development should contribute where practical to the public realm through reclaiming road space and traffic-calming and other spaces that support social activity

4.9 Character Area 9 - Area Design Guidance
Town Centre North

▪▪▪▪▪	**character area boundary**	▨	**sensitive sites trigger design brief**
▨	**proposed conservation area boundary**	■	**setpiece views framing important buildings**

	CHARACTERISTIC	CRITERIA
1	horizontal / vertical	vertical
2	turns the corner	opportunities throughout character area
3	colour	north central palette
4	materials	concrete, stucco, granite
5	massing	2.5 - 4.5 storeys unless specified in design brief: accents to 5 storeys
6	building line	generally, either smallsetback (1 - 2.5 m) or building line at heel of footway with no setback but more important to control by context and neighbouring developments
7	coordination	more uniformity than variety
8	frontage proportion	take from context
9	scale of detail	small, intricate, domestic generally
10	roof shapes and finishes	flat or pitched - eaves no more than ± 1m to neighbour
11	activity and street interface	important at nodes and junctions
12	flanks	important to ensure that blank side elevations are minimised
13	other	important setpiece views to be protected + important sites trigger design brief

4.10 Character Area 10
Town Edges and Slopes

DESCRIPTION

Context
- this character area centres on the steep slopes curving around the north and eastern margins of the town
- the steeply sloping ground represents a significant boundary that defines the most densely built up part of the town
- several iconic landmark buildings perch on the slopes or the ridge above the town and are visible from over a wide area – eg Victoria College and Almorah and Victoria Crescents
- the rising ground forms an important green backdrop to many town centre street-scenes
- there are important views from the higher ground down to the town roofscape as well as to the coast and sea beyond

Grain, Scale and Texture
- the grain is more dispersed than in central areas; it comprises mostly villas or apartments set into gardens or other green space
- plots are generally larger and often encompass sizeable gardens
- buildings are usually set back from the pavement, often with significant front garden space
- most buildings are 21/2 - 31/2 storeys although there are scattered groups of taller buildings, including a number of conspicuous tall landmark structures

Use and Activity
- this is a predominantly residential and low density area
- street activity is minimal except where public facilities (eg schools) draw large numbers of people at key times

Spatial Issues
- this character area contains few instantly recognisable 'places'
- there is little formal public open space; most open space is private or part of the landscape setting; some important semi-private resident's gardens form part of the setting for formal building arrangements (eg Almorah and Victoria Crescents)
- there is important greenery and some distinctive statuesque trees on the sloping ground and ridge (although tree cover is becoming significantly eroded in places)

Built Heritage
- buildings are predominantly 20th century and often undistinguished; however, there are some examples of important registered buildings, including set-piece terraces such as Almorah and Victoria Crescents
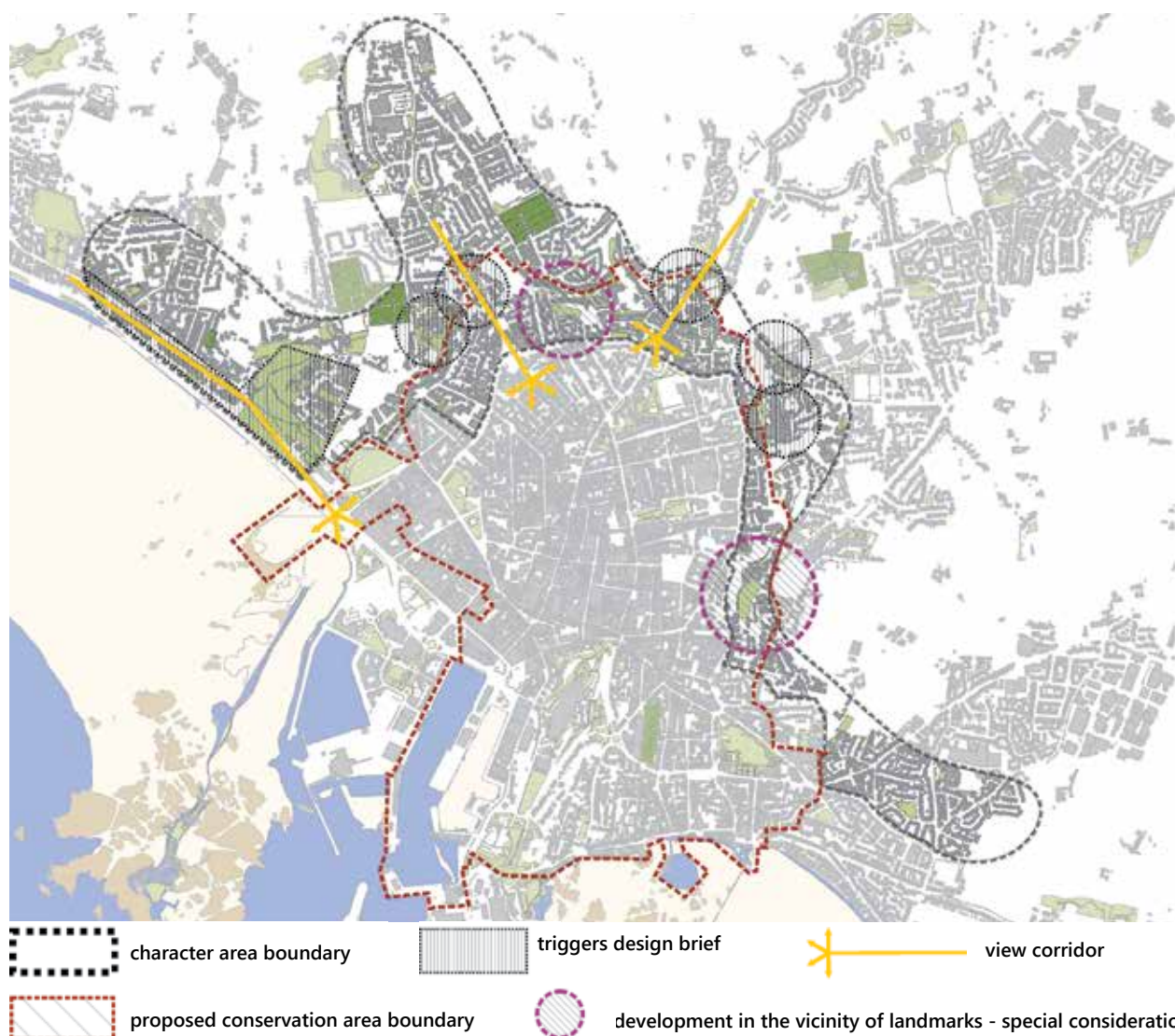
CHARACTER AREA OBJECTIVES

- to protect the topographical frame of the town by maintaining and strengthening the landscape of the slopes as part of any new development proposals
- to ensure that the setting of Victoria College, Almorah and Victoria Crescents is protected
- to protect important views across St Helier from significant approaches to the town
- to ensure the improvement of some of St Helier's important entry points

4.10 Character Area 10 - Area Design Guidance
Town Edges and Slopes

▪▪▪▪ **character area boundary**	▥ **triggers design brief**	✳ **view corridor**	
▨ **proposed conservation area boundary**	⬭ **development in the vicinity of landmarks - special consideration**		

	CHARACTERISTIC	CRITERIA
1	horizontal / vertical	both
2	turns the corner	opportunities throughout character area
3	colour	topographical palette
4	materials	concrete, stucco, granite, glass, steel - garden walls and property boundaries important
5	massing	maximum 6 storeys unless specified in design brief - no taller than 15m/3 storeys on the ridgeline
6	building line	use context
7	coordination	variety
8	frontage proportion	not applicable unless along established garden less streets
9	scale of detail	small, intricate, domestic generally
10	roof shapes and finishes	flat or pitched - not critical
11	activity and street interface	less important than in other areas
12	flanks	important to ensure that blank side elevations are minimised
13	other	landscape + retention of trees on slopes important - proposals should have external works and landscaping plans submitted for approval - maintain focus of long views from centre

4.11   St Helier colour palettes

A photographic survey and analysis of the ten character areas, undertaken in 2005 as part of the original appraisal, revealed a wide variety of colours and colouring techniques throughout the town. The analysis suggests that while there is a general St Helier range of colours that are popular as well as appropriate, the maintenance and enhancement of character throughout the town could be enhanced by limiting the scope of colour to particular palettes which relate to particular areas.

Four palettes were proposed:

- **waterfront palette** - for all waterfront areas including Character Areas 1, 3, 5 and 6
- **topographical palette** - for Fort Regent and the escarpment slopes which enclose the town
- **town centre** - for the broader town centre including the Parade and Esplanade areas
- **town centre north** - for the predominantly residential areas north of the central core.

These palettes have seen only limited application, presumably because the colours cannot be enforced on developers or property owners. The reliance on gentle persuasion does not seem to have worked. Nevertheless, there is no reason to change the proposed palettes.

The adoption of these palettes is not to overly constrain the choice of colours that can be used but to maintain and enhance the character of the ten areas.

These palettes have been divided up into general pastel colours for walls, and colours for smaller areas especially details such as timber work, doors, windows and decorative features. There is a tradition in the town of using two pastel colours to paint larger areas of walling and this is generally to be encouraged.

The British Standards Colour Range (BS) has been used as the basis for the palettes - the colours are general recommendations and could differ by shade. While the BS Colour range provides a degree of certainty, it is not necessarily the best solution in all circumstances - for example, specialist manufacturers produce ranges of heritage paints which offer degrees of subtlety that is absent from the BS range.

It is also noted that in the case of listed buildings, there is a case for proper research into the original range of paints used in the town.

Guidance 4.1

To maintain and enhance character of St Helier the use of a limited palette of colour, as set out in the palettes applicable to each area (see figures 4.2-4.5) is recommended.

Figure 4.2: Waterfront palette: left – large areas; right – small areas and details

Figure 4.3: Topographical palette: left – large areas; right – small areas and details

Figure 4.4: Town centre palette: left – large areas; right – small areas and details

Figure 4.5: Town centre north palette: left – large areas; right – small areas and details