

# Southwest St Helier Planning Framework



Supplementary Planning Guidance

MD-PE-2019-0108



December 2019

## 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.

Supplementary planning guidance may cover a range of issues, both thematic and site specific, and can provide further detail about policies and proposals in the Island Plan and other issues relevant to the planning process. It can also be used to provide information about how the planning system operates.

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

Supplementary planning guidance is issued in a number of different forms including:

- **Advice notes**, which offer more detailed information and guidance about the ways in which Island Plan policies are likely to be operated, interpreted and applied in decision making;
- **Policy notes**, which can be issued by the Minister, following consultation with key stakeholders, in-between reviews of the Island Plan, to supplement and complement the existing planning policy framework;
- **Masterplans, development frameworks and planning briefs**, which provide more detailed information and guidance about the development of specific sites and areas of the Island.

The current supplementary planning guidance is listed and can be viewed on the Government of Jersey website at [www.gov.je/planningguidance](http://www.gov.je/planningguidance).

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## Foreword by the Minister for the Environment

Whether as a home, a place to work, or somewhere to enjoy restaurants, shops and parks, Jersey's thriving capital plays an important role for the entire population. St Helier is steeped in history, and has a unique character and charm that has attracted people for centuries and which still survives. It is a town that has moved with the times and is the source of much of our prosperity.

The necessity of reclamation of land from the sea to the south of the Esplanade in the late 1970s presented the longer term opportunity to create a new quarter of town, with its own distinct character; thus the Waterfront was born. Successive attempts have been made to realise the vision with mixed success. However, the Waterfront, to the south of La Route de la Liberation, with its mix of new homes, hotel, leisure facilities and businesses is establishing itself as a lively quarter with a unique identity and is becoming a destination in its own right.

However, there remains a fundamental disconnect between the Waterfront and the town centre because of the major highway which has significantly damaged the urban quality of our town. The community vision of Waterfront 2000 set the principles of reintegrating town with the waterfront, and reconnecting St Helier with the sea. To achieve this, vision the 2008 Esplanade Quarter Masterplan represented a bold attempt to address this disconnection, primarily by 'sinking' La Route de la Liberation whilst also providing an opportunity to develop this new quarter of the town for prime office space, housing, hotel, car parking and a publically accessible enclosed winter garden. However, the delivery of the Masterplan's objectives and, in particular, the sinking of the road have been rendered by events as being unrealistic in the medium term.

For this reason, and following feedback from community based workshops focussed on re-imagining the Esplanade Quarter, my predecessor wisely expanded the scope of the review of the 2008 Masterplan to include a much wider area, encompassing the southwest quarter of St Helier. The St Helier Waterfront is an integral part of the town and needs to be treated as such. I also want to foster a 'people first; buildings second' approach to this new planning framework. We need to plan for people and I am determined to facilitate a new and exciting phase of development with improved connections, a mix of uses which will strengthen the sense of community and vibrancy in this quarter of St Helier, and a network of linked streets and spaces for all to enjoy whilst creating development opportunities that help meet the Island's needs.

The new planning framework will not be without its own challenges. Difficult decisions will have to be made on the balance between density and height of buildings; between the flow of motor traffic and the need to give pedestrians and cyclists greater priority; and, between competing land-uses. These decisions should, wherever possible, be community led in line with the guiding principles of the framework based on Island Plan policies which are, at the time of adoption, under review.

**Deputy John Young**  
Minister for the Environment





# The Southwest St Helier Map





## Important Note

### Future review

A thorough process of island and stakeholder communication and engagement, alongside technical and financial assessments of deliverability, is underway to identify a preferred site for a future hospital. In the event that the preferred site affects land embraced by the Southwest St. Helier Planning Framework this supplementary planning guidance will require further review and amendment.

Work emerging from the Island Plan review and Ports of Jersey Masterplan may also require a review of this guidance note.

## 1. Context

### Status of guidance

1.1 This Planning Framework supersedes:

- The Masterplan for the Esplanade Quarter, adopted on 15 April 2008;
- An amendment to the 2008 Masterplan, dated 23 March 2011;
- The Design Code for the Esplanade Quarter, dated October 2008;
- Supplementary Planning Guidance for the Waterfront, issued 01 April 2006.

1.2 The Southwest St Helier Planning Framework will complement the planning policy framework established by the Island Plan and will be a material consideration in the determination of planning applications. The supplementary planning guidance, Design Guidance for St Helier (January 2013), also remains in force and supports the aims of the framework.

### Context for Southwest St Helier Planning Framework<sup>1</sup>

1.3 The 2008 Esplanade Quarter Masterplan was adopted on 15 April 2008<sup>2</sup>, with a subsequent amendment being approved in March 2011<sup>3</sup>. The amendment related to the eastern sector of the Esplanade Quarter in respect of layout, size, scale and location of open spaces and buildings.

1.5 A fundamental concept of the Masterplan was the lowering of a significant stretch of La Route de la Liberation to provide a 'road tunnel' from Gloucester Street, carrying on through to the existing underpass at the eastern end of the Esplanade Quarter. The lowering of the road would provide several developable building plots but, more crucially, would create new public land and fulfil one of the Masterplan's principal objectives to *"integrate the old town with the waterfront and address the separation presently caused by the road"*.

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<sup>1</sup> Adopted 10/04/2018 by Ministerial Decision MD-PE-2018-0031

<sup>2</sup> See Ministerial Decision MD-PE-2008-0122 : Dated 05/06/2008

<sup>3</sup> See Ministerial Decision MD-PE-2011-0029 : Dated 15/03/2011

1.6 It was envisaged that the delivery of the Masterplan's objectives would be secured through a Development Agreement between the then States' Waterfront Enterprise Board (WEB) and its third-party development partner. However, no such Development Agreement was signed and the States of Jersey Development Company Ltd (SoJDC) superseded WEB in 2010<sup>4</sup>.

1.7 Construction commenced on the first building on site in 2015, as the first phase of the Jersey International Finance Centre (IFC Jersey). That building has, subsequently, been completed together with a second building. Construction has commenced on a third building with planning permission in place for a further office building (as at November 2019).

1.8 However, following an appeal against the granting of planning permission for one of the buildings<sup>5</sup>, the relevance and weight ascribed to the 2008 Masterplan as a document to guide future planning decisions was brought into question by an independent planning inspector. The Inspector's key findings are summarised below:

i) Economic circumstances have changed since the Masterplan was prepared and adopted. Any revised masterplan should be sufficiently flexible, resilient and adaptable to deal with future change in demand for land uses, relative to Island needs;

ii) The stated delivery mechanism, in the form of a Development Agreement with a single developer, was never secured and delivery of the scheme has proceeded in an ad-hoc manner. This has implications in terms of securing how the public benefits of the Masterplan are to be delivered;

iii) The Masterplan was based on the lowering of La Route de la Liberation, although there was no planning process that could guarantee this outcome. Linked to this, there was no certainty that it was financially viable to deliver this key part of the Masterplan or the delivery of public infrastructure enhancements;

iv) Since the Masterplan was conceived, various elements of the Waterfront have been built and the area is beginning to develop its own sense of community and identity. The changed nature of use and movement to, from and around the Waterfront and the rest of the town, should be reviewed to see how best to connect it to the town, particularly in relation to pedestrians and cyclists;

v) The design guidance for the Waterfront should be reviewed, with particular attention to creating high-quality public spaces and buildings that can make a positive contribution to town's character and variety..

1.9 As a result of the Inspector's recommendations, the Minister for the Environment announced a review into the 2008 Masterplan in May 2016<sup>6</sup>.

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<sup>4</sup> See States Proposition P.73 / 2010 for background and mandate.

<sup>5</sup> See Appeal Inspector's Report:

<https://www.mygov.je/Planning/Pages/PlanningApplicationDocuments.aspx?s=1&r=P/2014/2192> Date: 03 May 2016

<sup>6</sup> See Ministerial Decision MD-PE-2016-0072 : Dated 17/05/2016

1.10 In support of the recommendations in the review, a report from the Corporate Services Scrutiny Panel in July 2017<sup>7</sup> concluded that:

- Delivery of key parts of the Masterplan including the sinking of the road, the winter garden and the hotel may never materialise.
- As with earlier piecemeal development of Jersey's waterfront, an opportunity to maximise the potential of the land will have been lost.
- The issue of connectivity between the sites south and north of La Route de la Liberation has not yet been resolved.
- The review of the Esplanade Masterplan by the Minister for the Environment is critical and must be completed in a timely manner.

1.11 Other conclusions were reached by the Scrutiny Panel but the four points above are directly relevant to the planning aspects of the Esplanade Quarter Masterplan, rather than to the commercial aspects.

### Review Process and Stakeholder Engagement

1.12 The review process sought to examine the objectives of the 2008 Masterplan and to test their relevance and validity.

To do this, and with expert guidance from the Design Council, the former Department of the Environment held a series of community charrettes<sup>8</sup> covering various themes. Individuals, interest groups, local business owners and Government subsidiary companies such as the States of Jersey Development Company and the Ports of Jersey were invited to participate.

1.13 Key and consistent messages from the workshops were as follows:

- The 2008 Masterplan should be rescinded as it is overly prescriptive and has resulted in development that does not respect the character of St Helier.
- The Masterplan should be replaced with a more flexible and adaptable planning framework focussing on connectivity and placemaking rather than on use.
- The new framework should encourage excellence in architecture and create a sense of pride and belonging in the community.
- The Esplanade Quarter should be seen in a wider context as it forms an important hub; it cannot be viewed in isolation.
- Sinking La Route de la Liberation would cause significantly more problems than it would solve.

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<sup>7</sup> Report S.R.8/2017 Date: 14 July 2017

<sup>8</sup> Interactive workshops

- Development in the area should not be solely office-led – it needs a mix of uses and activities.
- Key views and vistas should be identified and enhanced where possible.
- Delivery of the 2008 Masterplan was not properly secured and the community felt dis-enfranchised from the planning and development process.

Reports from the charrettes are available at:

<https://www.gov.je/PlanningBuilding/LawsRegs/IslandPlan/PlansFrameworks/Pages/WaterfrontDevelopmentFramework.aspx>

1.14 In response to the comprehensive feedback received, the Minister considered it appropriate to:

- Rescind the 2008 Masterplan and the 2006 supplementary planning guidance for the Waterfront.
- Prepare a wider planning framework to replace these two documents.
- Develop a community engagement strategy to keep the public informed and involved as the new planning framework takes shape.

## 2. Our Vision

2.1 This new planning framework is more than an exercise in placemaking which is, of course, one of the framework's key functions. Instead, the true value of the framework lies in its genuine aim to forge new, open and productive links between the local community; the St Helier Planning Group; the Parish of St Helier; developers – including the Ports of Jersey and the States of Jersey Development Company – and; the Government of Jersey. With the continuing liaison and input of all of these individuals, groups and organisations, the framework sets out how the southwest quarter of St Helier will transform into an inviting, inclusive and lively hub that is an integral part of town, not a separate entity.

2.2 Re-connecting the physical and cultural links between the sea and the town, restoring a sense of place, character and local relevance and creating excellent open and public space will be the prime motivators behind the delivery of the community expectations.

2.3 The framework envisages a place where we feel safe, where we want to visit and where we feel we belong – a place where the community is at its heart and where the community has helped shaped its development.

## 3. General Principles, Expectations & Commitment

### General Principles (GP)

3.1 This planning framework is founded on a series of general principles. These principles complement, rather than override, the requirements of the Island Plan and associated Supplementary Planning Guidance documents (SPGs).

3.2 However, it is expected that the general principles will inform planning decisions for new development in the southwest of St Helier. This approach will help to ensure that the area continues to develop its own individual identity and sense of community while also forging new connections with the town, both in terms of movement and in terms of locally relevant character.

3.3 The general principles are not site specific but, instead, cover the whole of the framework area.

3.4 Individual development briefs may be prepared for certain Key Opportunity Sites and these will build on the general principles to offer a greater depth of detail as to how to achieve the best form of development for that site with regard to the wider context. However, developers will be required to undertake a community engagement / consultation exercise when planning major developments within the framework area. It is expected that such a consultation would run concurrent with the submission of an outline planning application, prior to detailed plans being drawn up, addressing issues raised in the consultation.

3.5 They include advice on improving connectivity; creating a sense of place through the use of linked open spaces; appropriate uses to help facilitate a vibrant community; maintaining or creating key views and vistas; and seeking excellence in building design.

### 3.6 Community Expectations

Feedback from the public charrettes has been developed into 'community expectations'. These expectations will give a voice to those people and businesses who are interested in developing the sense of pride and community within the St Helier area but who are not ordinarily involved in the formal planning process.

The expectations will serve to encourage a two-way discussion with the community as to the suitability of the scheme within the context of the framework.

Developers will be required to engage and work collaboratively with the community on development schemes at an early stage as a pre-requisite to the submission of planning applications. The Department for Growth, Housing and Environment will assist in the facilitating of such partnerships if necessary and will freely offer planning guidance to all parties, without prejudice.

### 3.7 Our Commitment

The Department has listened to the community in the preparation of this framework. It takes its commitment to deliver the community expectations seriously and throughout the General Principles section will state how it will help deliver those aims. We will give annual updates on the delivery of the framework's aims and will encourage honest community feedback on the performance of the planning framework.

## GP1: Connectivity & Movement

### 3.8 Community Expectation:

To feel a re-connection between the town and the sea and between the community and St Helier's heritage.

To be enabled and encouraged to move freely between town, the Waterfront and the ports by foot, by cycle, or other means of sustainable personal transport<sup>9</sup>, and with friends and family of all ages and levels of mobility without feeling threatened or disturbed by vehicular traffic.

To enjoy the experience of walking or cycling through the area along a network of varied and interesting routes with attractive spaces to stop at and to enjoy the view or facilities offered.

To be offered a circular walking / cycling route around the waterfront and marinas with consideration given to bridging the water in key locations to provide a continuous and interesting circuit.

To encourage the concept of 'Slow Town St Helier' where quality of life and environment is key.

To be connected throughout the whole of the area to the latest in industry-standard, fast, wireless telecoms network.

**3.9** Enhancing pedestrian / cycling connectivity and linking new and existing public spaces with attractive routes will be a significant factor in the success of creating a distinct and lively Southwest St Helier quarter. However, at present, the motor car represents the dominant form of transport across the area.

**3.10** One of the key aims of the planning framework is, therefore, to facilitate a network of routes to, from and within the area that allow safe and attractive passage for all users regardless of mobility impairment or means of travel as described in footnote No.

**9.** Ultimately, the town centre of St Helier, the Waterfront and the ports should be seen as an integrated and walkable area, albeit with distinctive sub-areas or districts. The potential also exists within the ports area to create new links between piers and harbours in order to open up the area with a network of scenic walks which also have an historic and cultural interest. The Ports of Jersey will be encouraged to continue to increase public accessibility, especially around the marinas.

**3.11** One of the main barriers to achieving a good connection between the harbours, the Waterfront and town is La Route de la Liberation which is heavily trafficked, up to six lanes wide and partially sunken, making an 'at-grade', or same level, crossing point difficult to achieve. While the 2008 Masterplan was predicated on the sinking of the road and its

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<sup>9</sup> For example: wheelchairs; mobility scooters; electric scooters; roller skates/ blades; and, skateboards etc.

subsequent covering-over to provide additional site areas for public space and building plots, it is now widely considered that the financial viability of this proposal is unrealistic. This new framework, therefore, is based upon the assumption that the road will not be lowered and covered, but that interventions should be fully considered to make the crossing of the road a viable, safer and easier experience. Details of possible options to improve crossing points are shown in Appendix 2.

3.12 Studies and architectural / engineering competitions will be encouraged in order to find an innovative and elegant bridging solution to the road.

3.13 Connectivity also applies to communications. The Southwest St Helier quarter should be an international leader in the provision of publicly accessible, industry-latest wireless broadband. The image of 'streaming a sunset from the pier end' to friends and family should become a reality. The Ports of Jersey are encouraged to liaise with service providers in the pursuance of this goal.

3.14 Proposals for new major developments should be accompanied by a connectivity analysis, indicating how building plots relate to a wider network of pedestrian / cyclist corridors and accessible spaces.

3.15 They should also provide, contribute to, or enhance lines of connectivity for pedestrians and cyclists throughout the framework area and, in particular, between open spaces. Enhancements may include the provision of public art and landscaping, the improvement of surfacing to aid the mobility impaired and, the establishment of sign-posted walking circuits / trim-trails.

3.16 Proposals for larger developments, especially offices and other workplaces, should foster greater walking and cycling use by ensuring that there is physical provision made on site for safe and convenient access routes for pedestrians and cyclists, secure cycle parking and changing, personal storage and drying facilities.

### 3.17 Our Commitment:

The Department of Growth, Housing and Environment will work with the Parish of St Helier to secure the provision of safe and convenient crossing points for pedestrians, cyclists, wheelchair and mobility scooter users over La Route de la Liberation and the enhancement of the Esplanade to provide greater priority for pedestrians and cyclists.

The provision of an iconic bridge to cross La Route de la Liberation will be considered and may be the subject of an international architectural competition.

Significant studies have already been undertaken in response to this commitment and some of the potential solutions to improving connectivity and giving greater priority to pedestrians and cyclists are illustrated in greater detail at Appendix 2.

We will work with Ports of Jersey (PoJ) to identify enhanced public accessibility to heritage assets, the piers and walkways around the harbours and marinas. We will consider the

feasibility of creating artistically engineered links between piers that also allow full access for boats while providing interesting pathways for exploring St Helier Harbour. The concept of a sign-posted 'Four Piers Trail', or similar could be considered.

We will work with the Ports of Jersey and service providers to secure full wireless broadband coverage for the whole of the ports area.

## GP2: Open Space

### 3.18 Community Expectation:

To feel invited to enter into and to explore open spaces, where islanders can enjoy relaxing, playing and socialising safely with friends and family.

To enjoy new streets and sheltered squares and to experience different views and emotions as the townscape changes.

To establish and maintain key views, vistas and landscaped corridors.

To feel no sense of segregation.

**3.19** A well-maintained, safe, inclusive and accessible public realm has an important role to play in promoting social inclusion and in fostering an environment of community interaction. Good physical access for the mobility or visually impaired, parents with toddlers, shoppers and visitors is paramount to encouraging a vibrant environment. *Perceived* ease of access is, however, just as important. Public spaces should appear to be open and inviting and not seen as the domain of any one particular group of our society: there should be no segregation. They should feel clean, safe and usable, and be maintained as such.

**3.20** St Helier is threaded with a network of public spaces linked with walkable routes. The spaces range in scale from larger areas such as Peoples' Park and Millennium Town Park to smaller, but still well-used civic spaces, such as the Royal Square, Liberation Square, Trenton Square and Weighbridge Place. The spaces and linkages add positively to the character and vibrancy of town and an extension of this network into the Southwest St Helier Framework area will be encouraged, as will the provision of inspiring artwork within and between spaces.

**3.21** Encouragement will also be given to new landscaping and the planting of suitable trees that can withstand the maritime climate and strong prevailing winds. Such planting can enhance the visual amenity of the area; be beneficial in terms of mitigating the impact of climate change and providing shade during the summer; and can assist in providing a more sustainable drainage system by reducing surface water run-off.

**3.22** Each space and link should be identifiable in its own right but form part of a wider and inviting network of pathways and spaces. Developers will be encouraged through the planning process to provide, or to contribute to the provision of, new or enhanced public

open space with attractive links between. Where a need for facilities such as public toilets, seating or play / fitness equipment has been identified, the Department will work with developers to seek out the most appropriate solution to providing them. Consideration will also be given, subject to resources, to the preparation of a guidance note to secure a consistent approach to the type and style of new street furniture across the area.

**3.23** Planning Obligation Agreements may be used to secure such provision where deemed necessary and appropriate and, in the event that some form of infrastructure levy is introduced, additional funding for open space provision and improvement could be secured.

### **3.24 Our Commitment:**

We will require major development proposals to be accompanied by detailed landscaping schemes that make provision for new or enhanced open space.

We will use conditions on planning permissions and / or Planning Obligation Agreements to secure the provision of public art, landscaping and essential community facilities such as public toilets, drinking fountains, play equipment and seating, where appropriate.

We will, in due course, consult with the community before producing a St Helier Open Space Strategy as part of the Island Plan Review which will guide and encourage the Parish of St Helier, Government departments and developers in the provision and enhancement of public open space within St Helier and / or public areas in general.

## **GP3: Uses**

### **3.25 Community Expectation:**

To enjoy a vibrant and colourful district with community facilities, shops, cafés and restaurants which remain lively during the evenings and at weekends, all year round.

To encourage the establishment of a centre for young people within the area.

To feel that this is a new, inclusive and sustainable community.

**3.26** The framework area hosts many land-use types, including residential, retail, offices, tourism use, leisure use, warehousing and port-related activities. Such a mix of uses, combined with well-designed buildings, good connectivity and linked open space, creates a distinct sense of place and forms a strong basis upon which a community can develop and strengthen. Distinct community buildings and uses may also be required, to support and provide local services, to those who will live in and around this area, including for the needs of young people.

**3.27** It is important that any new development maintains or enhances this diverse range of uses. Of equal importance is the need to ensure that uses at street level add to the vibrancy of the area throughout the day and into the evening wherever possible.

**3.28** Large expanses of single-use developments will not, generally, be supported unless there is overwhelming evidence to suggest that such provision is essential to the island's interest. The provision of new homes will be encouraged as an increased resident population within the framework area will help support and encourage small businesses and will add a greater sense of vibrancy to the area.

**3.29** Uses deemed appropriate on individual sites may be specified in the Key Opportunity Sites section or in individual site development briefs.

### **3.30 Our Commitment:**

We will seek to secure a mix of uses within the area and will encourage and facilitate meanwhile or 'pop-up' uses such as markets, festivals, concerts and cultural or sporting events.

We will support proposals for community facilities, as appropriate, to support the development of this area as a new quarter of town.

## **GP4: Design**

### **3.31 Community Expectation:**

To experience high-quality and sustainable architecture set within pleasant spaces and to feel that new developments integrate successfully with the surrounding area.

To ensure that new developments are founded on the principles of green and healthy placemaking with opportunities for outdoor activities and community events.

**3.32** In addition to the need to follow the general principles outlined in this framework, it is important that the quality of architecture, the quality of space around buildings, choice of environmentally sustainable materials and technologies and workmanship on new developments within the area is exemplary.

**3.33** Cues should be taken from St Helier's fine network of streets and spaces, traditional and successful modern architecture, building heights and the relationship between buildings, spaces and movement corridors. However, lessons can also be learned from successful urban waterfront developments from around the world, where these would contribute to a sense of place that is identifiable and relevant to the island and to St Helier. Every building and space should contribute in a positive way to the character and function of the town. Proposals for major new development will be referred to the Jersey Architecture Commission for an independent critique.

**3.34** Development can be said to be successful when<sup>10</sup>:

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<sup>10</sup> SPG – Design Guidance for St Helier (Jan 2013)

- The pedestrian and cyclist do not feel dominated or threatened by motor traffic.
- Street facades create a safe and interactive pedestrian environment.
- Public amenities and activities enliven adjacent street and spaces.
- Site planning has responded to, and is respectful of, the wider context of the townscape.
- Architectural expression relates to the local context.

**3.35** In line with the SPG Advice Note: Design Guidance for St Helier (January 2013), development proposals within the framework area will be required to demonstrate how they would:

- Minimise environmental harm.
- Contribute to distinctiveness and integrate with local townscape.
- Improve first impressions and legibility.
- Protect important views.
- Make coherent layouts.
- Contribute to the vitality of town.
- Make positive relationships with public space.
- Strengthen and extend the network of routes and spaces.
- Integrate car parking without allowing it to dominate the development or the street scene.

### **3.36 Our Commitment:**

We will carefully consider the quality of architecture, the use of sustainable and environmentally acceptable materials and the quality of space around the building in all new development proposals within the area, having regard to the Design Guidance for St Helier (January 2013). Only those proposals deemed to be of a high quality and respectful of their context will be allowed.

## **GP5: Building Height**

### **3.37 Community Expectation:**

To experience interesting architecture, with active street frontages, without feeling hemmed in by tall buildings.

To feel that buildings relate to a human scale and that any tall building is of an excellent quality in terms of architecture and its relationship with the character and heritage of St Helier.

### **Building height: General**

**3.38** It is accepted that building heights should vary across the area and that any attempt to construct new developments to a single, uniform height, should be avoided in order to prevent monotonous and 'slab'-like architecture from dominating.

**3.39** It difficult to stipulate preferred heights for buildings as each case will be treated on its own merits with regard to the context of the site and its surroundings, quality and relevance of architecture, surrounding open space, potential impact on the streetscene and ratio to street width, neighbour amenity and on views.

**3.40** Any roof-plant should be designed in from the outset, forming an integral part of the building design.

**3.41** Site-specific development briefs may give more detailed advice in respect of appropriate building heights within a particular Key Opportunity Site.

#### **Building height: Tall buildings**

**3.42** Policy BE5 of the 2011 Jersey Island Plan (amended 2014) sets a series of criteria against which proposals for tall buildings will be assessed.

**3.43** In the framework area the appropriate height of any tall building will be determined by the capacity of the site and its surroundings to accommodate that height in an elegant form, and by the likely impact upon the setting of heritage assets and the wider area in general.

**3.44** The quality of design and material finish of the building, its elegance and intrinsic character must be excellent, and important views of landmark sites and buildings should not be adversely impacted upon. The space surrounding a tall building is just as important as the building itself, and development schemes must show the how the building relates to the space.

**3.45** The opportunity exists for a bold approach to the siting and design of a tall building but it is essential that the local community is involved, by the developer, in the site selection and design process from the outset. It may be that any such proposals might also be the subject of an architectural competition, to ensure the quality of any emergent scheme.

**3.46** To this end, the proportion of a tall building – the relation between its height and width – must be graceful from all viewpoints, including views from a distance. Given the subjective nature of this requirement, all development proposals for tall buildings within the area will be referred to the Jersey Architecture Commission for assessment prior to the determination of a planning application.

**3.47** In the event that a tall building is considered to be appropriate, in terms of this guidance and all other material considerations, then it would be desirable if upper floor(s) could be made available as a publicly accessible facility, such as restaurant, coffee lounge or art gallery in order to allow the public to enjoy the panoramic views offered.

### 3.48 Our Commitment:

We will require proposals for major new development to be accompanied by a height analysis, explaining the rationale behind the proposed heights of new buildings in the context of the wider area, relation to street width and impact on views.

We will consult with, and will listen to, the community and will engage with the impartial Jersey Architecture Commission on any proposals for tall buildings.

## GP6: Views

### 3.49 Community Expectation:

To be able to sit and enjoy favourite views and to be delighted by guaranteed wider vistas.

To still get open or framed views of the open sea, Elizabeth Castle, the historic harbours, Fort Regent and across the bay towards Noirmont headland.

**3.50** Views play a key role in defining St Helier's unique character. Whether it is a glimpsed view of the Noirmont headland from between office buildings in town; an open view of the sea, across the bay, Elizabeth Castle, the historic harbours; or a surprise view into the Royal Square from King Street – views, vistas and panoramas bring a sense of history and context to town as well as adding an obvious visual delight. View-lines, vistas and landmarks also have a role to play in expressing and building the character of new areas, whilst reflecting and recognising St Helier's character and in helping the legibility of the area.

**3.51** It is crucially important, therefore, that existing views that are considered to be important are protected and, where possible, enhanced. Enhancements could be made, for example, by introducing well thought-out landscaping schemes, public art installations or by improving the quality of architecture / materials on existing structures.

**3.52** There is also significant opportunity within the framework area to use new buildings to 'frame' important views or to create new viewing opportunities or perspectives through new development. Open spaces along a walkway or road can also result in a series of viewpoints being created or enhanced as part of a journey through the area.

**3.53** Applications for major development within the framework area should be accompanied by: a view analysis, documenting existing important views; showing the potential impact of the proposed development on those views; and indicating how views could be enhanced or created by the proposed development. Such analysis should also take into account consented developments, or proposals, on other sites that may have an impact on views.

### 3.54 Our Commitment:

We will request a view analysis for major developments and will carefully consider it during the consideration of planning applications.

## 4. Key Opportunity and Port Development Sites

### Key Opportunity Sites (KOS)

4.1 The planning framework identifies several sites or areas that are either currently vacant; in need of improvement; under used; or likely to be re-developed over the short to medium term. These sites are known as Key Opportunity Sites and their development will be instrumental in creating, or contributing to, a distinct sense of place for southwest St Helier and in helping build the area as a vibrant hub for the community. They will also play an important role in delivering significant improvements to the public realm and local infrastructure directly, as a consequence of development, or through planning obligation agreement. Many of these sites are owned by the public and, therefore, can be developed in a way that helps to deliver the objectives of this planning framework.

### Port Development Sites (PDS)

4.2 Ports of Jersey have developed a long-term vision, or masterplan, for the future of the St Helier Harbour. The thorough review of future requirements involved engagement with stakeholders over circa 40 sessions and included long-term business forecasts with consideration for significant change including the importation of aggregates and a reduction in liquid petroleum imports.

4.3 The long-term vision is to provide port facilities for all of the island's future needs, as well as separate commercial and recreational activities within the harbour. The Southwest St Helier Planning Framework will serve to facilitate development that secures the long term future and resilience of the ports and harbours.

4.4 Development sites required for continued or new port infrastructure are designated as Port Development Sites: portions of the Ports of Jersey estate may come forward for development over the short-to medium-term and be treated as Key Opportunity Sites.

**4.5 The General Principles and Community Expectations of the framework will still be relevant to sites outside of the identified Key Opportunity / Port Development Sites.**

4.6 The characteristics and wider context of each site will be different and this, in turn, will require bespoke solutions to secure the most appropriate form of development for that site. The framework provides a brief description of the site, its character and its development potential, although the Department for Strategic Policy, Performance and Population may, subsequently, publish individual site development briefs offering more comprehensive guidance. In turn, developers will be expected to undertake meaningful community engagement as part of the preparation of their planning application. Feedback from the engagement should then inform detailed plans for the development.

4.7 Several Key Opportunity Sites have, so far, been identified in the framework area and more may be added in subsequent additions or amendments to the planning framework. Further detail of the identified Key Opportunity Sites and Port Development Sites is given at Appendix 1.

## 5. Delivery and Continued Engagement

### Delivery: General

5.1 The 2008 Esplanade Quarter Masterplan encompassed an area entirely in the ownership of the Jersey Development Company Limited. Sole responsibility for developing the site and for delivering the key objectives of the Masterplan rested with the Jersey Development Company<sup>11</sup> (JDC) which is politically and financially accountable to the Minister for Treasury and Resources.

5.2 The Southwest St Helier Planning Framework will now guide the development of sites and the provision of public realm and infrastructure regardless of ownership or developer. All applicants for development within the area, including subsidiary companies of the Government, will be required to comply with the provisions of the framework. It should also be noted that it is not a function of the planning system to control or to influence the relationship and lines of accountability between the Government and its subsidiary companies. For this reason, the framework does not make mention of how any capital receipts accrued by subsidiary companies should be invested or spent; that is a matter for the Minister for Treasury and Resources, in accordance with provisions laid down in the States' adopted proposition P.73/2010.

5.3 Planning gain in the form of direct provision, or financial contributions towards essential community infrastructure, will be sought for all major developments in the area, where appropriate, through Planning Obligation Agreements.

### Short term (1-4 years)

5.4 Delivery of certain elements of the framework's objectives such as public realm enhancements, improved pedestrian / cycling crossing places and other key infrastructure improvements will be delivered through the collaborative working of the Department for Growth, Housing and Environment, the Parish of St Helier and the community. It is expected that some key improvements will be made in the short term, particularly in respect of safer and more inviting crossing points on La Route de la Liberation and environmental improvements along the Esplanade. The funding for some of this work may come from Planning Obligation Agreements. The delivery of all of these elements will be dependent upon securing other sources of finance.

5.5 Following community feedback from the charrettes, where connectivity was seen to be key to the success of re-connecting the town with the Waterfront, the Department

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<sup>11</sup> Established by Proposition P.73/2010 – Property and Infrastructure Regeneration: The States of Jersey Development Company Ltd. (Adopted 13/10/2010)

engaged with WSP-UK<sup>12</sup>, a leading specialist in transport and urban planning. WSP-UK conducted targeted survey work in order to:

- consider existing movement patterns in the area, particularly of pedestrians and cyclists, in order to understand behaviours and identify potential barriers to movement.
- review the role of the existing highway network and explore options for a change to the transport strategy to better cater for non-motorised users.
- identify viable improvements to walking and cycling routes and to reconnect the town centre with the Waterfront, taking into account broader transport needs.
- maximise sustainable transport opportunities within the southwest St Helier district.

**5.6** As a result of this work, WSP-UK have identified a number of potential options for improving the crossing points on La Route de la Liberation and for enhancing the pedestrian and cycling environment along the Esplanade. Appendix 2 shows some of the illustrative work produced in this respect. Moreover, the Government is, at the time of the adoption of this framework, exploring options to celebrate 'Liberation 75'<sup>13</sup>. It is envisaged that improvements to certain elements of St Helier's public realm will assist in the delivery of some of the framework's aims. Some of these improvements can be delivered in the short-term without compromising the medium or long-term aspirations for the area. The Department of Growth, Housing and Environment will continue to liaise closely with stakeholders in order to secure delivery of those improvements that are practicably achievable within the short term.

#### **Medium term (4-10 years)**

**5.7** Developments within Key Opportunity Sites will be expected to deliver the provision of community facilities, public realm enhancements and / or infrastructure improvements in accordance with the provisions of the framework either on-site and / or off-site where identified as being necessary and appropriate. Working in close liaison with developers and the community, the Department will use Planning Obligation Agreements in order to meet the framework objectives where these cannot be secured by planning condition. Developers will be encouraged to use imagination and innovation in meeting the objectives on their particular site and, more importantly, will be required to engage with the community in the identification and design of facilities, improvements and enhancements.

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<sup>12</sup> [www.wsp-pb.com/en/WSP-UK](http://www.wsp-pb.com/en/WSP-UK)

<sup>13</sup> The Channel Islands were liberated from occupying forces on 9 May 1945.

## Long term (10+ years)

**5.8** The long-term future of southwest St Helier must be considered in light of the impacts of climate change and cannot be looked at in isolation from the rest of town or, indeed, the island. Fast-paced changes in the global and local economy, culture, population, technology and modes of transport are practically impossible to predict and to plan for. Hence, any long-term plan must be adaptable to change and must look at the wider context, both geographically and socio-politically. The Southwest St Helier Planning Framework and its sister document, the North of Town Masterplan, cover significant parts of St Helier but, crucially, do not cover the entirety, leaving a significant portion of the community without an over-arching and pro-active planning framework outside of the Island Plan. This will, however, be addressed as an integral part of the Island Plan Review.

**5.9** The Department will also continue to liaise with the community, Department for Infrastructure and the parish over the long-term future for La Route de la Liberation. As transport patterns change in response to technology and societal change, the requirement for such a substantial highway in its present alignment will be kept under review.

## Planning Obligation Agreements

**5.10** The use of legally binding, but mutually agreeable, planning obligations between developers and the Department of Growth, Housing and Environment will be key in securing the delivery of new and enhanced public realm and infrastructure within the southwest quarter of St Helier.

**5.11** Well-planned and sensitive development can deliver great benefit to the island. It can provide new homes, work places, leisure facilities and it can stimulate the economy. However, new development can also burden the community with implications and costs as a result of the impact on the environment, existing services and infrastructure.

**5.12** Planning Obligation Agreements (POA) are a tool available within the planning system to ensure that a development proposal will bear a proportionate part of the burden on the community resulting from that development. More information on POA can be found in the Supplementary Planning Guidance advice note; 'Planning Obligation Agreements – July 2017'.

**5.13** Within the framework area it is expected that POA will be used, where deemed appropriate and necessary, and in addition to any essential infrastructure works that may be required, to secure improvements to the public realm. Such improvements will be expected to include enhancements of 'movement corridors' and, in particular, pedestrian and cycling routes through the area; the creation or enhancement of open space; the provision of street furniture, landscaping; both hard and soft public art; and community facilities.

**5.14** The need for a POA will depend upon the particular circumstance of the development proposal and its likely impact within a wider context. A POA will not be

required where the necessary improvements can be delivered successfully by the imposition of a condition on a planning permission.

5.15 The Department will be open and clear as to the requirement for a POA and, in the event that any financial contribution is required, will state clearly exactly what the contribution will be spent upon and the time scale for such spending.

## Community Engagement

5.16 The preparation of this framework has only been possible with the constructive input and enthusiasm of a number of key stakeholders for which the Department is grateful.

5.17 In particular, the Department would like to thank the following for giving up their time in order to take an active role in the development of the framework:

- Local residents
- Members of the wider community and business owners
- States Members
- Parish of St Helier
- Architects and agents
- Interest and lobby groups including Save Our Shoreline (Jersey), Jersey Action Group, West of Town Community Association
- Government subsidiary businesses including the Ports of Jersey, Jersey Development Company and Jersey Electricity.

5.18 Given the complexity of the review and the importance of the project to the island's community and economy, the Department engaged with the Design Council Cabe, who offered dedicated support by setting up a Design Advice Panel to provide *"consistent multidisciplinary expertise through a mix of activities"*.<sup>14</sup>

5.19 The Design Council is a UK charity, incorporated by Royal Charter. Design Council Cabe is one of its subsidiaries, supporting communities, authorities and developers involved in built environment projects by providing services in design review, customised expert support and training<sup>15</sup>.

5.20 Their support also included targeted access to a network of Built Environment Experts (BEEs) and a multidisciplinary team of experts from architecture, planning and infrastructure backgrounds, as well as academics, health specialists and community engagement facilitators.

5.21 The Department has learned valuable lessons from the community charrettes both in terms of feedback received and in terms of appreciation that planning frameworks should be predicated first and foremost on the aspirations of the community. The Department now wishes to build on this collaborative approach to area framework planning and

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<sup>14</sup> The Design Council Cabe document "States of Jersey Design Advice Panel. February 2017.

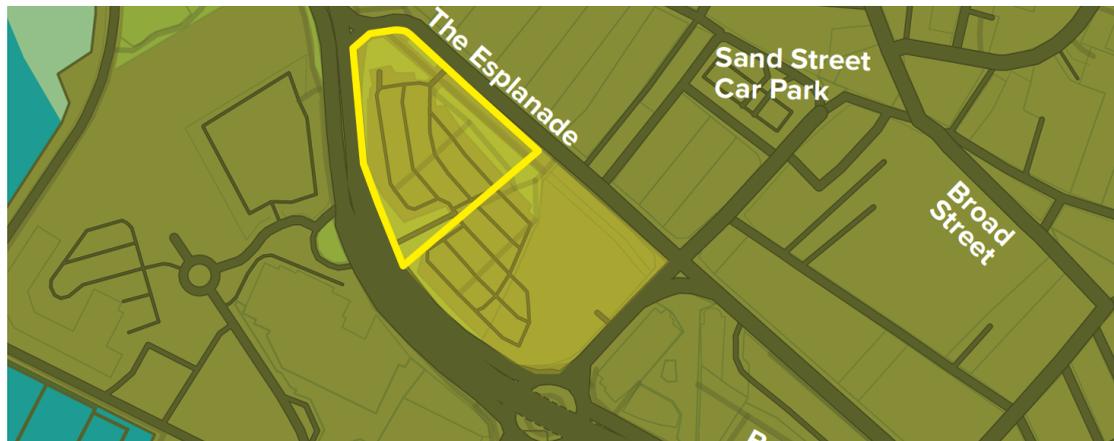
<sup>15</sup> [www.designcouncil.org.uk/](http://www.designcouncil.org.uk/)

wishes to maintain a two-way open dialogue with all stakeholders and user groups as the framework is further developed.

**5.22** However, the responsibility for engaging with the community should not rest solely with the Government of Jersey. Developers will, therefore, be required to undertake a community engagement / consultation exercise when planning major developments within the framework area. It is expected that such a consultation would be part of an outline planning application, prior to detailed plans being drawn up addressing, where possible, issues raised in the consultation. Detailed planning applications for major developments will be expected to be accompanied by a comprehensive Statement of Community Engagement.



### KOS 1 Esplanade Quarter (East)



**A1.0** This site lies within the former Esplanade Quarter Masterplan area and is bounded by the Esplanade and La Route de la Liberation to the northeast and southwest respectively and by the emerging IFC Jersey to the southeast. The northern side of the Esplanade is in predominantly office use with significant investment in upgrading office stock in recent years.

**A1.2** Immediately north of the site is the busy junction of Gloucester Street and La Route de la Liberation and a two-phase crossing point for pedestrians and cyclists travelling to and from the west and Les Jardins de la Mer.

**A1.3** The site currently accommodates temporary surface car parking for commuters and is considered to be a key site in terms of providing an opportunity to improve the connectivity between the town, the Waterfront and commuter routes from the west.

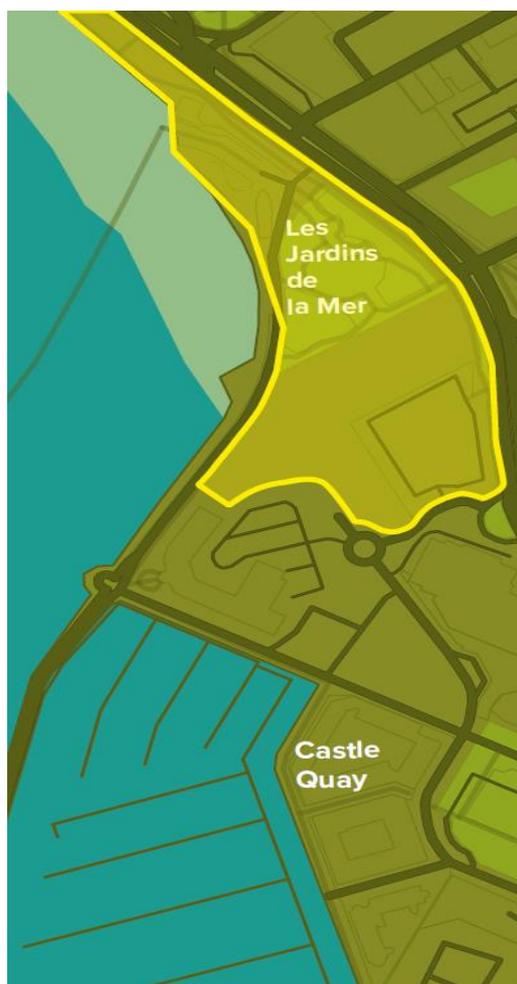
**A1.4** The essential – and expected - element in any new development of this site will be the provision of inviting, safe and attractive open space together with pedestrian and cycle links that clearly offers a physical and new cultural link between town and the Waterfront. The maintenance of public car-parking at a level consistent with that specified in the 2008 Masterplan will also be required.

**A1.5** To this end, at least 520 public car-parking spaces should be provided within the Esplanade Quarter Area (this could be achieved by splitting the provision in or across this site and KOS 2 and KOS 3). The actual number of public car-parking spaces required to be provided may be reviewed in light of current planning policy and associated guidance and as work progresses on the government's Sustainable Transport Strategy. Any new buildings or uses on the site should be served by sufficient car parking, in line with relevant standards. The quantum of car parking provision required will be assessed upon the receipt of detailed development proposals.

**A1.6** In addition to the open space and pedestrian / cycle links, the site could also accommodate additional office buildings to supplement those already at the IFC Jersey, residential and / or visitor accommodation and a cultural / leisure facility. Ground floor uses, particularly on office buildings, should contribute to the vibrancy of the area. Applicants for development within the site will be encouraged, from the outset, to incorporate cafés, small retail outlets and other outlets that generate trips throughout the day and stimulate activity.

**A1.7** Notwithstanding the guidance offered by GP5, general building heights which exceed seven storeys will require exceptional justification. It is acknowledged that the opportunity exists on KOS1 to significantly increase height to create a single, elegant landmark building of mixed use. However, such a structure would need to be subject to rigorous scrutiny and impact assessments to ensure that the site is appropriate and capable of accommodating a substantially tall building. Full community consultation and input from the Jersey Architecture Commission will be essential in the assessment.

### KOS 2 – Esplanade Quarter (West)



**A1.8** This undeveloped site originally formed part of the 2008 Masterplan area. The site is now partly taken up by a temporary surface commuter car park, but also encompasses an area to the north of the Radisson Hotel which benefits from planning permission for two residential development, known as Westwater and Zephrus.

**A1.9** In terms of connectivity, the site should be looked at in conjunction with KOS 1 and KOS 3 as a real opportunity exists to create an attractive and safe link between the sites, in effect, linking the Waterfront with town.

**A1.10** It is essential to successful placemaking that new public open space within KOS 2 and lines of connection with other open spaces and facilities within the area are planned first – before any building plots are mapped out. This approach will ensure that the person, rather than the building or the motorcar, will feel dominant and comfortable in the space. There will be a requirement to maintain and enhance the provision of public open space; associated café and ancillary facilities; and, provision of pedestrian, cycling and public

transport infrastructure as part of any development proposal in this area.

**A1.11** In terms of use, the site should provide for residential accommodation to help meet the island’s housing needs, with the potential for some leisure / recreational facilities and visitor accommodation. Small-scale commercial units at ground floor level may be acceptable where they complement other uses on and close to the site. The pattern of new development could take its cue from the historic waterside development on the northern side of the Esplanade with relatively narrow gables facing the sea punctuated by narrow lanes or pathways linking the sea to open space within the site and to KOS 1 and KOS 3. Cues could also be taken from successful examples of international waterfront developments where these would contribute to a sense of place that is identifiable and relevant to the island and to St Helier. The site could also be used to accommodate some of the car-parking requirement referred to in KOS 1.

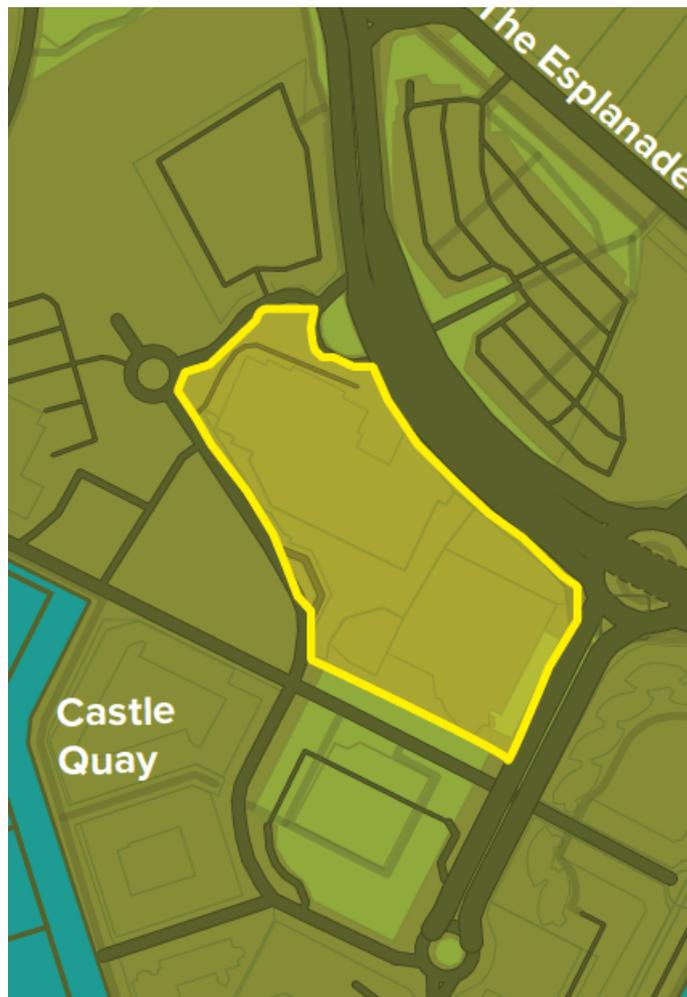
**A1.12** Notwithstanding the guidance offered by GP5, building heights should be varied, but not exceed seven storeys without appropriate justification. Full consideration should be given to the maintenance and enhancement of views from and across the site towards Elizabeth Castle, Noirmont and Fort Regent, as well as into the site from the beach and the western approach into St Helier.

### KOS 3 – Aquasplash / Cineworld

**A1.13** This site runs alongside the southern edge of La Route de la Liberation and is currently occupied by two large floor-plate structures, accommodating a variety of leisure and recreational uses including food and drink outlets.

**A1.14** The buildings themselves are not of any aesthetic value and present a brutal, visual barrier separating town from the Waterfront. In effect, the buildings have turned their backs onto town. KOS 3 should be looked at in conjunction with KOS 1 and KOS 2.

**A1.15** The site has been identified as a KOS as, in the event of any proposals to redevelop the site, opportunities exist to:

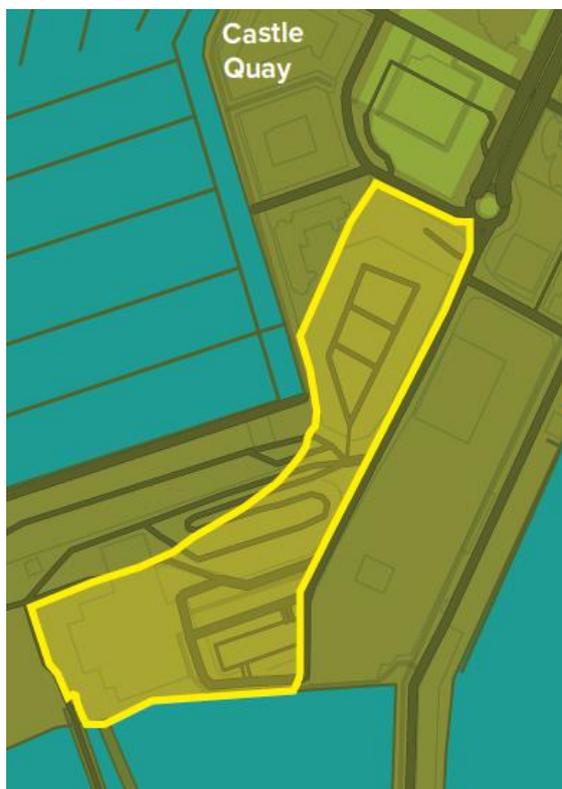


- secure improved connectivity across La Route de la Liberation and also through the site to better connect the Waterfront and town;
- secure more relevant architecture and building forms that present attractive and inviting facades on all sides, visually re-connecting the site with town;
- secure a good quality recreational / leisure hub to serve the island's community. The provision of new or enhanced facilities here will be dependent on what provision is made at Fort Regent for such facilities. To this end, KOS3 and KOS9 (Fort Regent) must be considered in the light of any adopted sports / recreation facilities strategy. In the event that the majority of recreational uses are re-located elsewhere, KOS3 could accommodate a mixed use development of residential with some recreational use.

**A1.16** The site could also be used to accommodate some of the car-parking requirement referred to in KOS 1.

**A1.17** Appropriate building heights would be dependent on the architecture and layout of building plots, but a 'canyoning' effect with tall buildings either side of La Route de la Liberation should be avoided.

#### PDS 4 – Elizabeth Terminal and Freight Handling



**A1.18** The primary means of importing cargo into the island is by way of 'roll-on, roll-off' vessels (RoRo). The work undertaken by Ports of Jersey has identified that Elizabeth Terminal should remain the main gateway for RoRo vessels.

**A1.19** The decanting of freight from larger lorries off the RoRo into local delivery vehicles requires transit sheds and efficient infrastructure to enable swift processing in order to keep the island supplied with fresh produce and other 'just in time' requirements.

**A1.20** Ports of Jersey forecasts indicate that further capacity at the Elizabeth Terminal will be required in the near future and that an additional berth to accommodate larger vessels will be needed.

**A1.21** Any re-location of the 'load-on, load-off' activities (LoLo) from their current position at New North Quay to this area, would align freight-handling operations in one location.

Improvements to the public realm around Elizabeth Terminal and the pedestrian approach to town will be encouraged.

## PDS 5 - Ports and Harbours

**A1.22** If and when the harbour is required to deal with the importation of larger volumes of aggregates, new infrastructure will be required to improve load-on, load-off freight handling in either Elizabeth Terminal or at La Collette. As freight handling moves south, the stretch of water from the southern end of New North Quay across to Albert Pier will become available for more recreational water-based activities, with 24-hour access.

**A1.23** Although the southern end of Albert Pier will still be likely to be required for smaller commercial and ferry operations, the introduction of more effective and efficient facilities will reduce the land-side requirement and, therefore, free up other sites for potential development opportunities.

**A1.24** La Collette and Victoria Quay could also be improved to better accommodate Jersey's commercial fishing fleet with La Collette, potentially, being transformed to cater for LoLo activities.

**A1.25** In the short-term, it is envisaged that development opportunities at La Folie and the site of the Steam Clock will arise.

**A1.26** In the longer-term, there are considered to be other significant development opportunities in and around St Helier



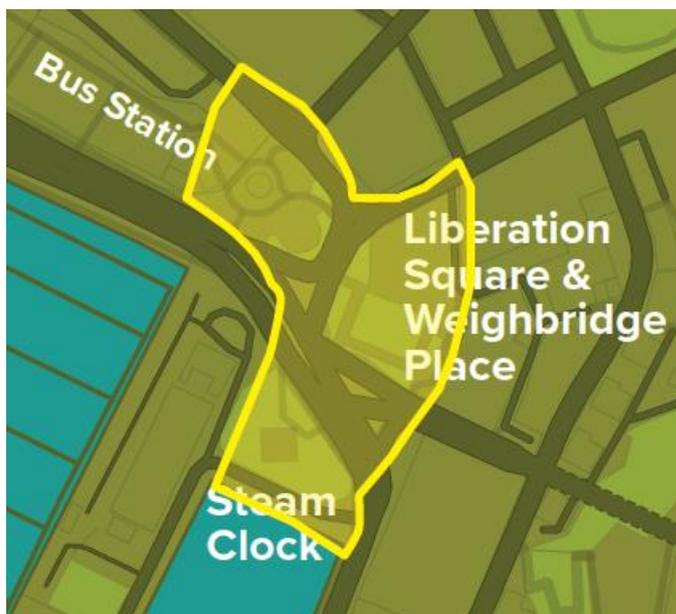
Harbour, related to the potential release of New North Quay from port-related activity and the introduction of new uses into Commercial Buildings and around the Old Harbours: this will be dependent upon significant investment and re-configuration of the existing commercial port operation.

**A1.27** The release of these areas would also allow for greater public access to some of St Helier's maritime heritage and could open up views of the sea, heritage assets and other sights of interest. Innovative pedestrian links or opening bridges should also be considered across pier heads and, potentially, across the marinas in order to improve connectivity and to provide pleasant circular walks / jogging trails throughout the Waterfront.

**A1.28** Improved connectivity should also include the roll out of the latest wireless broadband with full access to local users within PDS 5.

**A1.29** The activation of PDS 5 is likely to be phased, and will be dependent upon the re-configuration of the existing port operation. For this reason, guidance on the breakdown of potential new uses within PDS 5, building heights, public open space provision and appropriate design will emerge incrementally following consultation with the community as part of the outline planning application process.

## KOS 6 – Liberation Square, Weighbridge Place and the Steam Clock



**A1.30** The public open spaces of Liberation Square, Weighbridge Place and the Steam Clock currently lack physical and cultural unification, despite their proximity to one another. La Route de la Liberation and the southern spur of The Esplanade cut through the three sites, making it difficult to move from one to the other on foot without encountering significant levels of vehicular traffic.

**A1.31** The opportunity exists to unify the three sites by improving the crossing point on La Route de la Liberation, creating an attractive single-phase crossing allowing pedestrians and cyclists a greater priority over the traffic and by making the Esplanade spur a pedestrian priority with only limited vehicular access (e.g.: buses only or road closures on Sundays / Bank Holidays). This would, in effect, merge Liberation Square and Weighbridge Place into a single useable space that could accommodate social and cultural events throughout the year. The provision of additional facilities to encourage the community use of the spaces will be encouraged where their design and siting is appropriate to the setting.

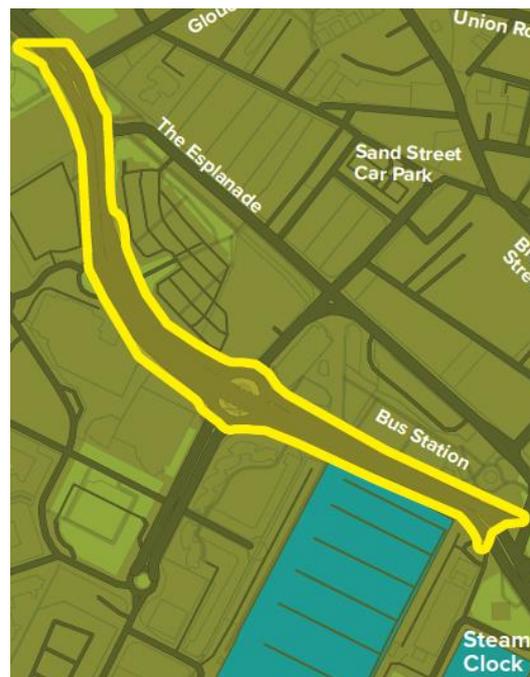
**A1.32** Linking across to an enhanced Steam Clock site would also allow for the opening up of views of the historic harbours and would re-connect the town with its maritime heritage and, in particular the New North Quay (see PDS 5) and, potentially Commercial Buildings (see KOS 8).

**A1.33** The works to unify the spaces and to improve connectivity over to the Steam Clock / New North Quay may be achievable within the short term. The impact of any traffic management proposals upon local businesses will need to be considered as part of the consultation process associated with any specific scheme.

## KOS 7 - La Route de la Liberation

**A1.34** La Route de la Liberation is one of the main barriers to creating a successful reconnection between the town and the Waterfront and ports. However, and without prejudicing the long-term future of the road, improvements can be made to existing crossing points, especially at its junction with Gloucester Street, the roundabout and between the Steam Clock site and Liberation Square / Weighbridge Place. Such improvements, illustrative examples of which are given in Appendix 2, could be made in the short term. The Department of Growth, Housing and Environment will continue to liaise with the Parish of St Helier in order to pursue this aim. The construction of a well-designed bridge to connect both sides of the road in an inviting and safe manner should also be considered.

**A1.35** In the longer term, the future of La Route de la Liberation will be explored in greater detail as the expectations of the planning framework come to fruition. Consideration should be given to the transformation of this arterial road into a place in its own right – through changes to its vertical and lateral alignment, the reduction of traffic volumes and speeds and the relationship of buildings to it – to create more of a street. The feasibility, or desirability, of such an option has not been considered in any significant detail but should remain open if the community is to realise its aspiration and objective of ‘place-making’ in southwest St Helier.



## KOS 8 - Commercial Buildings

**A1.36** Commercial Buildings are privately owned and occupy a prime position overlooking the Old Harbour. The buildings are, at the time of adoption of the framework, occupied



by a selection of retail, storage, industrial, residential and leisure - based uses. The buildings fronting the quayside are mainly listed because of their heritage value and, in the event of the site being released for redevelopment, could be suitable for a sensitive conversion with residential accommodation on upper floors and a vibrant mix of retail, food and drink and marina-related uses on the ground floor.

**A1.37** To the rear (east) of the quayside frontages is a large mass of commercial shed space. The feasibility of re-routing the existing road to the rear of Commercial Buildings may warrant exploration. This would then release the quayside for alfresco dining, a wider promenade and cycle corridor, helping to regenerate and revive this historic harbourside. In any event, enhancements to the pedestrian / cyclist experience

will be encouraged along this approach to town and the waterfront from the East.

## KOS 9 - Fort Regent



**A1.38** Fort Regent is a key heritage asset and landmark visible in both short and long views, including the view across the bay from St Aubin's village. It is currently used primarily for leisure purposes but also accommodates child-care facilities and other ancillary uses. Securing a sustainable, viable future for Fort Regent presents particular challenges given the difficulties of access, the form of its structure and its status as a heritage asset.

**A1.39** Options for KOS 9 will need to be the subject of a separate study to identify constraints and opportunities for alternative forms of development.

**A1.40** The site may be suited for a redevelopment to provide a new swimming pool and sporting / cultural facilities although the viability of such options will be the subject of a forthcoming Sports Facility Strategy.

**A1.41** Vehicular and pedestrian access to Fort Regent is far from ideal and any future redevelopment of the site should address the issue. Opportunities exist for establishing a new pedestrian access from Snow Hill, whether by a lift or other means. The terminus / receiving structure up at the Fort could become a

landmark itself if well designed, potentially through an architectural competition. The successful re-connection of the Fort with the town could also act as a catalyst for future investment in the Snow Hill / La Colomberie area of town.

**A1.42** In addition to the establishment of a new link with Snow Hill, pedestrian access from the upper floor of Pier Road multi-storey car park should be re-worked to provide safe, convenient and attractive access to enhance the visitor experience.

**A1.43** Meanwhile, it will be desirable for any future redevelopment of the site to include for public access, especially to the viewing areas on the ramparts.

**A1.44** Encouragement will also be given to the use of Fort Regent and its grounds for 'meanwhile' uses – short-term uses or events that take an under-used or potential problem area and turns it into an opportunity to bring vibrancy and vitality to an area. Concerts, markets and community events can all help bring a site or an area to life and can help focus efforts on local regeneration strategies.

## KOS 10 - South Hill

**A1.45** The Government offices on South Hill are accommodated within structures primarily constructed in the 1960s. The structures are now considered to be of sub-standard construction and, in line with Government policy, the office function is to be relocated. A development brief to guide the future redevelopment of the site will be produced in due course.

**A1.46** The site is nestled within the rocky backdrop of Mount Bingham and has commanding views over the harbours and over to the Noirmont headland.



**A1.47** The site would lend itself to a high-quality residential development, or possibly a hotel, that responds to the site's topography and which takes into account the fact that the site is highly visible in views from the harbours and beyond.



## Appendix 2: Connectivity & movement

### Pedestrian / cyclist crossing improvements

**A2.1** Transport and urban planning consultants, WSP-UK have identified a number of potential options for improving the crossing points on La Route de la Liberation and for enhancing pedestrian and cycling environment along the Esplanade and the western approach to town (West Park). Some of these improvements can be delivered in the short term without compromising the medium or long-term aspirations for the area.

**A2.2** The Department of Growth, Housing and Environment will work closely with stakeholders in order to secure delivery of those improvements that are practicably achievable within the short term.

**A2.3** The following pages present a series of potential interventions that could deliver the improved connectivity that the community expects as a result of this planning framework.

### Le Boulevard de la Liberation?

**A2.4** A key focus of the planning framework is the treatment of La Route de la Liberation, which currently forms a major barrier to pedestrian and cycle flow. The road is a primary route through the town and, therefore, any changes would need to be carefully considered and analysed in traffic and transport terms.



**A2.5** Following feedback from community stakeholders, the following public realm principles have been identified which will help to address these challenges:

- Transform the highway into a street or boulevard and remove the physical and psychological barrier currently presented by the road;

- Create safe and generous 'at grade' (i.e. level with the roadway) crossing points, incorporating a change in surface material and a raised table to define the pedestrian and cycle dominance.
- Consideration should also be given to running an international competition to explore the option of bridging the road with a wide and attractive pedestrian / cyclist raised thoroughfare that also provides ease of access for the less mobile members of our community;
- Introduce hedging and planting within the central reservation to break up and soften the expanse of tarmac road;
- Move the central lighting columns and replace the standard overhead street lights with elegant, smaller-scale, more frequently spaced fixtures to the pavements on both sides in order to enhance the pedestrian experience, rather than the motorist's;
- Incorporate a line of medium to large-scale trees, of appropriate species, on the southern side of road to create a 'boulevard' effect to the road edge;
- Incorporate a mix of large-scale and upright street trees on the northern side of the boulevard to further soften the street edge;
- Continue the pink Jersey paving palette within the streets. The materials may transition in key locations to suit the changing character of a space and to create diversity and interest. The main cycleway material will change slightly to demarcate the route but will be consistent throughout the framework area.

## The Esplanade

**A2.6** The Esplanade is an integral part of the framework area. It is where the old town connects with the new Esplanade Quarter and beyond. Any re-design of the Esplanade needs to provide clear orientation for visitors and residents; be well defined; and allow for a safe and pleasant pedestrian and cycle experience. The proposed improvements for the Esplanade have also incorporated work developed by the Department of Growth, Housing and Environment to improve transport connectivity and promote sustainable transport modes along this route.



**A2.7** The principles for the road are as follows:

- Improved connectivity and encouragement of sustainable transport modes of pedestrians, cyclists, and buses;
- Secure the connection of the pedestrian and cycle route from the old town across Le Boulevard de la Liberation and beyond;
- Create a distinct landscape character and tree-lined street;
- Incorporate spacious and segregated cycle and pedestrian routes;
- Provide a dedicated bus lane to speed up bus journeys towards the west and reduced vehicular access to a one-way system needing only one lane;
- Improve the amount and standard of cycle and motorcycle / scooter parking;
- Incorporate a central reservation of tree and shrub planting to break up and green the street, creating a distinctive identity to the Esplanade;
- Create views towards key buildings (new or existing) to assist with orientation and provide an active destination node at the end of the vista;
- Continue the pink Jersey paving palette within the street. The main cycleway material will change slightly to demarcate the route but will be consistent throughout the Esplanade Quarter.

## West Park

**A2.8** Victoria Avenue along West Park forms the key entrance to St Helier from the West. It would be desirable to redevelop this area as an important transition from Victoria Avenue to the town.

**A2.9** It is, therefore, proposed to improve connectivity, legibility and use by segregating the different transport modes. To ensure the safety of pedestrians, cyclists, bus users and drivers the spaces will be clearly defined and by employing careful design of hard and soft landscape features, the aesthetic quality of



this route will significantly improve.

**A2.10** The principles for the area are as follows:

- Segregation of different transport modes of pedestrians, cyclists, bus users and motorists, through careful design of materials and appropriate designation of space;
- Inclusion of revised bus route and bus stop;
- Enhancements to hard and soft landscape including trees, shrubs and seating for the general visual enhancement of the area, protection and screening;
- Removing 'clutter', which could be accomplished by rationalising the existing ticket kiosk, toilets, cycle hire and café operations into a new facility.

**A2.11** The key to the success of both the West Park redesign and any future re-forming of Les Jardins de la Mer is the rerouting of the main cycle route from Victoria Avenue through the park, leading through KOS 2 and across an improved pedestrian/cycle crossing on Le Boulevard de la Liberation, this new route affords cyclists with a seamless, unimpeded route into both KOS 1 and 2 sites and further into town along the Esplanade.



