

SECTION 6: BUILT ENVIRONMENT

INTRODUCTION

- 6.1 Jersey's historic built environment reflects its mix of French and English cultures. In many ways it is unique. In common with its neighbouring countries, Jersey has sought to protect its historic buildings. Indeed, the States is a signatory to several conventions, which require the Island to actively protect its built heritage. But the Planning and Environment Committee recognises that, in the last half of the twentieth century, much damage was done to an urban fabric that had been built up over several hundred years.
- 6.2 Until the late 1960s it was possible to 'read' St Helier as a cohesive collection of buildings spanning several centuries. Heights were fairly standard, the roofscape harmonious, and the town was dominated by its churches. But in the last thirty years the demands of development, the impact of the motor car and the loss of traditional materials to synthetic substitutes, have damaged the Island's capital.
- 6.3 Since the end of the Second World War a rapidly expanding population and, from the 1960s, a booming financial services industry has created an almost continual demand for new homes and offices. This booming economy meant that St Helier absorbed an unprecedented amount of development which, until the mid-1990s, was being implemented without a strategic framework or the guidance of development briefs. This sometimes led to developments going ahead at the expense of amenity space provision and the protection of the built heritage.
- 6.4 The new Island Plan places great importance on the built environment and the way in which it should be enhanced and how new development should contribute to the quality of urban life. The built environment provides the physical context within which most Islanders live, work and meet as a community. The Planning and Environment Committee embrace contemporary design, as some of the latest buildings in St Helier confirm, but the Committee is mandated by the States to protect the building and streetscapes that, together, make up the town known by Islanders. In the town, and in the wider Island, the drift towards modern materials represented as being maintenance-free – for entirely understandable reasons – has stripped many buildings of their colour and texture. The Committee is determined to reverse this trend towards blandness by encouraging the use of materials and colour schemes that were once such a feature of Jersey buildings.

The Built-Up Area

6.5 The following section describes those areas that comprise Jersey's built-up area, illustrating the general form and function of each of the individual areas. The hierarchy of settlements comprising the built-up area is set out in the 'Spatial Strategy' in Section Three. The hierarchy can be grouped into three main entities:

- the town of St Helier (including the contiguous urban areas of First Tower, St Saviour and St Clement);
- the coastal strip; and
- rural and urban settlements.

6.6 There are also small settlements and small built-up areas that form part of the built-up area whose character reflects that of the urban and key rural settlements.

St Helier

6.7 The town of St Helier comprises a mosaic of distinct quarters each broadly characterised by its period of development, architecture and activities. St Helier, including the adjacent urban areas of First Tower, St Saviour and St Clement, is the largest single area of the built environment, housing the greatest part of the population. It embraces the main historic and civic buildings and spaces. It is overwhelmingly the most important commercial, administrative and community-services centre in the Island.

Town Centre

| 6.8 This is the oldest part of the town, St Helier's historic core, situated below Le Mont de la Ville and once next to the shoreline. The town centre comprises the most important civic, religious, retail and commercial buildings framing the streets and spaces of Broad Street, King Street and Queen Street, The Royal Square and Hill Street and Snow Hill. This is the 'gem' of St Helier and the new Island Plan will pay particular attention to its conservation. The historic centre embodies collective memories of the town and it is acknowledged that it is these important areas to which visitors are drawn.

6.9 It should not be forgotten, however, that in this area people live, work and trade and their activities exert pressure on the built fabric. Balancing the need to accommodate change with the need to conserve and enhance the inherent quality of the town's fabric is an important challenge. Although there will always be exceptions, the new Island Plan shifts the emphasis from the replacement of historic buildings in the town centre to their retention and re-use.

- 6.10 Immediately surrounding the town centre area is a series of residential streets comprising, in the main, two-storey terraced houses interspersed with certain commercial activities. Many of the residential streets within the ring road have very limited or no off-street parking which places considerable pressure on narrow residential streets and spoils their appearance. There is also a lack of general amenity or children's play space within this area.
- 6.11 The area between the town centre and the waterfront has a strongly urban commercial feel but with important public uses such as the hospital and bus station. It is a crucially important area in its links between town and the sea.
- 6.12 Fort Regent dominates St Helier. Below Fort Regent, the harbour and its expansion area – La Collette – form a critical hub of port and industrial activity. The old quays and their distinctive cranes are key components of the urban fabric of the town.

Waterfront Development Area

- 6.13 Contained in the angle between the harbour and the Esplanade is the Waterfront Development Area. Development here will be the most significant urban expansion in present day St Helier and during the life of the new Island Plan. Ultimately the area will comprise a mix of residential, commercial, civic and leisure buildings and public amenity spaces. A waterfront design framework has been prepared for this area, which includes the Esplanade Site, currently a surface car park. It also includes the significant 'Island Site' with its development potential.
- 6.14 A key aspect of the design framework is the link between the town and its waterfront – two areas that have been separated by the construction of a dual carriageway, La Route de la Liberation. Further work is to be undertaken to establish guidance for the use of materials and colours in the buildings which eventually make up this the newest quarter of St Helier.

La Collette 2

- 6.15 The development framework for La Collette 2 was approved by the States in July 2000. It was prepared by the Planning and Environment Committee to guide the development and use of this newly reclaimed land and to provide a sound basis for the consideration of major strategic land-use matters. The framework also allows the release of developable land in the short term to effect other strategic planning objectives. The approved framework includes the designation of:

- an area of reclaimed land for the purposes of industrial, storage and warehousing use;
- an area of reclaimed land to be used for super-filling and subsequently for the purposes of providing a major landscaped feature and public open space;
- an area of reclaimed land to the south of the tanker berth for the potential purposes of importing and storing aggregate material through St Helier Harbour as part of the Minerals Strategy; and
- an area of reclaimed land for access to the sea at all states of the tide for non-powered marine leisure craft.

Wider St Helier

- 6.16 The 19th century saw the expansion of St Helier inland and along the coast. Beyond the historic core is a wide, flat basin defined by an area of steeper slopes. This land was a major development resource in the 19th century and has become a transitional zone between the centre and the outer suburbs. It is broadly defined by Le Rouge Bouillon and St Saviour's Road. It was laid out relatively formally but has considerable visual interest. It is a mixed-use area of some vitality and offers great potential for urban living. Associated with this growth are some fine formal Regency terraces.
- 6.17 South east of Fort Regent, an area of Victorian expansion is the attractive, modestly scaled resort of Havre des Pas, which today houses more residents than tourists. Beyond, St Helier climbs its surrounding slopes with mainly 20th century residential suburbs and institutional uses such as schools and colleges. This sometimes Arcadian growth approaches Le Mont a L'Abbé to the north and St Saviour to the north-east along the radial roads originating in St Helier.

Coastal Strip

- 6.18 The need for homes and the desire of people to have a view of the sea led to corridors of coastal growth to both east and west of St Helier in the early to mid 20th century. To the east, residential development sprang outwards from Havre des Pas linking earlier pockets of development through Samares, Le Hocq, La Rocque and Fauvic almost without a break to Gorey. This corridor of housing is six miles (ten kilometres) in length but rarely more than several hundred metres deep.
- 6.19 To the west of St Helier, modern, suburban development followed St Aubin's Bay along the foot of the escarpment, again almost unbroken, through Bellozanne, Millbrook and Beaumont almost to St Aubin. In places development rises up the numerous valleys flowing into the coastal plain or up the escarpment itself.

- 6.20 A further westward expansion of modern suburban growth is the sub-centre of Red Houses and Les Quennevais in the parish of St Brelade. Close to this important sub-centre is the Airport and associated commercial activities.

Rural and Urban Settlements

- 6.21 Rural and urban settlements outside of St Helier and the coastal strip form an important part of the identity of Jersey and play a significant rôle in the life of the Island. People living in the rural parishes look to the main settlement as an important focus of their lives.
- 6.22 Most rural settlements have evolved in the vicinity of the parish church, at important road connections or along roads – and generally on the higher land. These include settlements such as those at St Mary, St Lawrence or St Martin. Other settlements have strategic coastal locations, based around harbours and major fortifications, such as St Aubin and Gorey and these have now become urban settlements. Both types of settlement have come to provide services through schools, parish halls, shops and public houses and other services. Originally, the settlements were relatively small, providing a focus to scattered farmsteads, but in more recent times housing has developed significantly and is now the dominant land-use in all rural and urban settlements.
- 6.23 Other settlements have developed on sites more arbitrary in terms of location and with no historic legacy or rôle. These include large settlements such as Maufant or smaller ones such as Victoria Village. They may have developed local services but look to the main parish settlement or to St Helier for key services.
- 6.24 The need for the conservation of the historic settlements and their controlled expansion was recognised in the 1987 Island Plan. Some villages were identified in that Plan as worthy of designation, in part, as Conservation Areas. In addition Village Development Plans were undertaken for several settlements to define the most appropriate limits to their expansion. The physical character and size of these historic settlements is still a vital consideration for the new Island Plan.
- 6.25 In terms of the new Island Plan, the rural and urban settlements have a key rôle to play, particularly in providing services to all those living in the countryside and in the settlements themselves. There is a demand for housing in these settlements that needs to be satisfied but not at the risk of diminishing the physical and social character of either the settlements themselves or their local countryside.

Relationship to the Vision and Objectives

- 6.26 The Vision for Jersey states that ‘Jersey will be a distinctive place where everyone is able to enjoy a high quality of life in a way which respects the environment and culture of the Island and keeps it special for future generations.’
- 6.27 The new Island Plan translates the Vision into a series of seventeen objectives. Those of particular relevance to the built environment are to:
- promote the regeneration and enhancement of the built environment and the re-use of land, required for development, within the existing built-up areas;
 - promote high quality design of development in terms of materials, layout and landscape, density, safety and security, environmental context and accessibility;
 - protect and promote the built, cultural and archaeological heritage;
 - encourage the environmentally sustainable use of existing buildings and land resources;
 - maintain the rôle of the town of St Helier as a major centre providing employment, shopping, community and other facilities; and
 - protect and enhance the local character of urban and rural communities and the identity of the town and local centres.

Approach

- 6.28 The approach to the built environment is essentially to create a sound balance between the need to develop, enhance and renew the built environment and conserve existing historic, architectural and environmental quality.
- 6.29 The urban built-up areas, the coastal strip and the rural and urban historic settlements are addressed separately due to their inherent differences in terms of location, scale, form and function.

The Town of St Helier

- 6.30 Because of its importance and its scale, the approach for the town is founded upon a vision, which looks beyond the end of the Plan period. The Planning and Environment Committee’s vision reflects the consensual vision for the town of St Helier, which was a strong message from the early meetings of the Housing Forum. The vision for the town asks these questions:
- what quality of urban life should be aspired to in the future?
 - what sort of physical, social and economic characteristics should prevail in the town?
 - what should particularly identify the town?
- 6.31 Answers to the above questions have evolved the following vision for the town.

Vision for the Town of St Helier

By 2011, the town of St Helier will be:

- **a vibrant focus for Island life;**
- **a town of strong historic identity and sense of place, but also an environment of design innovation;**
- **a service centre of great vitality and viability – day and night;**
- **a town of civilised streets and spaces for enjoyment as well as function;**
- **a town with a strong feeling of safety and security;**
- **a town of quality, character and visual interest in terms of its buildings and public domain;**
- **an environment accessible by all modes, with a town centre which is pedestrian friendly, particularly for the mobility impaired; and**
- **a place for all people and all ages.**

6.32 The above vision is founded upon the following strategic approach for the town which is to:

- have regard to the wider implications of building design including the treatment of street corners, entrances, building lines, scale and proportion, function and the positive use of external space;
- create places for people by making the public realm characterful, safe, accessible by a variety of transport modes and legible at the pedestrian level;
- relate new designs to their context, enriching the local sense of place and introducing imagination and innovation where appropriate;
- protect cherished views from the potential obstruction of new development, enhance existing views and exploit the opportunities for new views and vistas;
- place tall buildings sparingly and only where they would create a worthy addition to the skyline;
- protect and create landmarks and gateways to reinforce the legibility of, and navigation through, the town; and
- plan towards a mix of compatible uses and to promote vitality and vibrancy.

St Helier Town Centre

6.33 The approach to the town centre involves:

- protecting and enhancing its historic built fabric in a strategic manner;
- maintaining and increasing the viability and vibrancy of the town centre, day and night;
- maintaining, enhancing and providing new public open spaces and improving the links between them;
- regarding streets not only as roads, but as public spaces;

- improving the quality of the pedestrian realm of the centre by extending areas of pedestrian priority and enhancing pedestrian permeability through improvements to principal access routes and by strengthening links to car parks, transport nodes and other generators of pedestrian traffic; and
- improving safety at night.

Waterfront Development Area

6.34 The approach for the Waterfront Development Area involves:

- creating a lively, modern maritime quarter;
- creating a new sea frontage which links the town centre to its waterfront;
- facilitating opportunities for the expansion of St Helier without putting pressure on the central area;
- creating a new mixed use zone within the town, adding to the town's diversity and overall vibrancy;
- freeing up land within the town for other uses, notably a transport interchange; and
- creating opportunities for new public open space.

Wider St Helier

6.35 The approach for wider St Helier involves:

- maintaining, enhancing and providing new informal recreation space via a new Town Park and land at La Collette 2 and strengthening recreational links between the centre and the waterfront via a linear park along Le Mont de la Ville;
- retaining the predominantly residential nature of these areas;
- conserving resources of architectural and historic importance;
- enhancing the environmental quality of the streetscape; and
- reducing the impact of traffic and parking.

Coastal Strip, Rural and Urban Settlements

6.36 The approach for the coastal strip, rural and urban settlements involves in particular:

- maintaining their character, quality, form and function;
- protecting open space that contributes to the character and form of the settlement;
- responding to identified need for appropriate activity, services and facilities;
- responding to housing need; and
- encouraging tourism and recreation, compatible with the capacity and character of each individual settlement.

POLICIES AND PROPOSALS

St Helier Urban Character Appraisal

6.37 Although considerable effort has been made to understand and record the historic and cultural resources of the buildings of the town of St Helier, little work has been undertaken on the strategic physical character of the townscape and landscape qualities of the urban area. An appraisal of the urban character of the town would:

- increase the understanding of the urban form of the town;
- understand the inter-relationships and interfaces between the town and the other built-up areas;
- further define those areas most in need of renewal and target resources accordingly;
- further define those areas most in need of protection and for possible designation as Conservation Areas;
- assist in the preparation of development frameworks for Action Areas; and
- assist with future urban policy formulation and assist in the assessment of development applications.

POLICY BE1 – ST HELIER URBAN CHARACTER APPRAISAL

The Planning and Environment Committee will initiate an appraisal of the urban character and townscape of the town of St Helier as an aid to the process of preserving and enhancing its character and in guiding policy formulation and the assessment of planning applications.

Proposals in the Town of St Helier

6.38 The town of St Helier is the largest single area of the built environment, housing the greatest part of the Island's population. It embraces the main historic and civic buildings and spaces. It is overwhelmingly the most important commercial, administrative and community-services centre in the Island. As a result, the town is subject to a multitude of influences and pressures for development. A single unattractive building may pass unnoticed but, in time, many such buildings will erode what remains of St Helier's special character. It is important that all proposals for new development within the town enhance the character and appearance of the area.

- 6.39 Because the future of St Helier is so important as a backcloth to the lives of Islanders, a strategic policy is to be established. This policy is aimed at ensuring that opportunities for re-development and new additions to the town's built fabric are looked at within a strategic, town-wide context rather than from simply a site specific viewpoint. This policy should not be viewed as introducing a 'code' against which all development will be assessed as that could stifle innovation, erode the local sense of place and introduce a standardised approach to development appraisal. Conversely, the Island Plan takes an enabling view of development within the town, whilst protecting that which is deemed important to the built integrity of the town.

POLICY BE2 – PROPOSALS IN THE TOWN OF ST HELIER

In considering development proposals in the town of St Helier, the Planning and Environment Committee will take the following matters into account as appropriate:

- (i) the context of the development and its contribution to built form, townscape, public realm and amenity open spaces;**
- (ii) the protection of local historic character by limiting adverse impacts upon historic and cultural resources;**
- (iii) the protection of open spaces and trees which make an important positive contribution to the character and quality of the town;**
- (iv) the potential to regenerate outworn areas of the town, to remove eyesores and relocate un-neighbourly uses;**
- (v) the quality and character of the proposed development and the positive contribution it would make to the town;**
- (vi) the contribution that the development would make to the vitality and viability of the town;**
- (vii) the potential benefits of the development in terms of accessibility and sustainable movement into, through and out of the town; and**
- (viii) other principles and policies of the Plan.**

Proposals that are not appropriate in relation to the above criteria will not normally be permitted.

Town Centre Vitality

- 6.40 The vitality of St Helier's town centre in a land use context is a direct product of the mix, function and form of the buildings, but importantly the spaces between those buildings. Vitality is dependent upon a diversity and appropriate juxtaposition of uses that allows for a concentration of activity, a vibrant environment of activity, which importantly should extend beyond the daylight hours and an access network that allows for appropriate penetration into, around and within a central area to maintain existing and foster increased vitality.

- 6.41 There is however a balance to be sought within St Helier's town centre to ensure that appropriate opportunities to support and increase vitality are not lost, whilst ensuring that the existing historic and civic character of the town centre is not adversely affected by new additions or changes that are significant enough to damage the historic 'grain' of the town. This is particularly important in terms of the narrow and rhythmical streetscapes that exist within the centre, which are an important part of St Helier's sense of place and should be protected.
- 6.42 Streetscape improvement projects carried out within the *St Helier Street Life Programme* have shown how thoughtful design and careful choice of materials, coupled with modifications to vehicular and pedestrian circulation can bring new life to the town centre.

POLICY BE3 – TOWN CENTRE VITALITY

Within the town centre, the Planning and Environment Committee will seek to promote the viability and vitality of the Town Centre as defined on the Town Proposals Map. In considering development proposals in the Town Centre, the Committee will seek to:

- (i) protect and enhance the historic character of the town;**
- (ii) resist the loss of existing ground floor retail units to non-retail uses;**
- (iii) resist the loss of residential units within the town centre;**
- (iv) assist with the relocation of un-neighbourly uses where opportunities arise and an appropriate alternative site is available;**
- (v) support the conversion of under-utilised upper floors to residential. In such cases, normal residential standards may be applied flexibly to enable the best use to be made of such accommodation;**
- (vi) support the preservation and viability of the covered markets;**
- (vii) support proposals for al fresco activities associated with restaurants, bars and cafés and outdoor performances subject to there being no unacceptable loss of amenity to neighbouring users or unacceptable public safety issues;**
- (viii) support the extension of pedestrian improvement areas and other pedestrian improvements;**
- (ix) support streetscape enhancements which raise the quality of the public realm;**
- (x) support schemes that take into account the need to design out crime and facilitate personal safety and security, particularly in relation to car parks and pedestrian links to them; and**
- (xi) reduce the adverse effects of traffic.**

Within the town centre, the Committee will seek to ensure that redevelopment schemes provide new residential accommodation where this is reasonably achievable and desirable.

Waterfront Development Area

- 6.43 The Waterfront Development Area will be the most significant area of development in the Island during the Plan period. The masterplan proposals when confirmed will guide the strategic development of this area.

POLICY BE4 – WATERFRONT DEVELOPMENT AREA

The Planning and Environment Committee will expect all developments that come forward within the Waterfront Development Area to be in line with the approved Development Framework. Applications that do not accord with the Development Framework will not normally be permitted.

Tall Buildings

- 6.44 Building height in St Helier rarely exceeds five storeys. There are exceptions to this but, in general, the more successful new developments respect the scale of the historic streetscape. It is acknowledged, however, that there may be instances where a relatively tall building or a group of tall buildings could add visual interest to the skyline. At certain gateways to the town, on the Waterfront or Esplanade, or fronting public parks for example, it is considered that taller structures could act as strong landmarks to the town.
- 6.45 All buildings of a commanding height (over five storeys) would need to be of the highest design quality. A design statement will be required to justify the height and massing of the development if it is to be higher than five storeys.

POLICY BE5 – TALL BUILDINGS

Tall buildings, defined as those either above five storeys in height, or rising more than two storeys above their neighbours will only be permitted where the accompanying design statement fully justifies their exceptional height in urban design terms.

In addition to needing to be in accordance with all other policies and principles of the Plan, tall buildings will be critically assessed for their:

- (i) appropriateness to the location and context;**
- (ii) visual impact;**
- (iii) design quality; and**
- (iv) contribution to the character of St Helier.**

Development proposals which fail to justify their exceptional height will not normally be permitted.

Action Areas

- 6.46 Outside the urban character appraisal process, there are a number of development areas of the town and Red Houses where a strategic approach to renewal and regeneration is required. Accordingly, the Planning and Environment Committee has identified Action Areas, within which urban renewal will be approached in partnership with land owners and residents.
- 6.47 The 1987 Island Plan identified eleven *Environmental Protection and Improvement Areas (EPIA's)* for which individual Development Briefs would be prepared. In 1996, an *Urban Renewal Sub-Committee* was established comprising representatives of Planning and Building Services, Public Services and Housing departments together with the Parish of St Helier and attended by the *Centre Ville* Co-ordinator. The Sub-Committee has made significant progress in overseeing change, consulting the public and local businesses and the designing and implementing of projects. The proposed Action Areas will be a continuation of this work, focusing on areas where significant change and opportunities are likely to materialise during the Plan period.
- 6.48 The areas have been selected as Action Areas because of one or more of the following reasons:
- the significant scale and prominence of likely developments within the areas;
 - the complexity of function/mix of uses;
 - opportunities for the relocation of inappropriate uses, giving rise to sites for housing;
 - opportunities for regeneration as a result of significant developments, such as the Town Park;
 - the need for strategic links;
 - the need to look comprehensively at developments within their wider setting;
 - the need to enhance the public realm; and
 - the implications of the movement strategy for the town centre.
- 6.49 Each of the identified Action Areas will require individual development frameworks.

POLICY BE6 – ACTION AREAS

The Planning and Environment Committee will, in consultation with other Committees and interested parties, initiate the preparation of development frameworks for each of the following defined Action Areas, identified on the Island and Town Proposals Maps:

- (1) Pier Road and Commercial Buildings;**
- (2) Snow Hill and Fort Regent;**
- (3) Town Park;**
- (4) Randalls Brewery and North of Town Centre;**
- (5) Gloucester Street and The Parade;**
- (6) Ann Street;**

- (7) Le Breton Lane;
- (8) Hilgrove Street / Hilary Street;
- (9) Havre des Pas; and
- (10) Red Houses.

Development frameworks will seek to provide guidance on the nature and general character of development likely to be favourably considered in these areas and to identify the potential to secure improvements to the public realm.

Re-development within Action Areas will incorporate new residential accommodation wherever this is reasonably achievable and desirable in terms of creating a vibrant mix of uses.

Settlement Plans

- 6.50 The rural and urban settlements have a domestic scale, and in most cases, a particular sense of historical growth and traditional character. Together, these aspects make them vulnerable to change, but it is acknowledged that certain change in response to housing, commercial, recreation and social and community needs will need to be accommodated to enable these areas to function in a sustainable manner. Other settlements are more urban in character and have seen more recent significant growth.
- 6.51 The requirement to give special attention to the historic rural settlements was recognised in the 1987 Island Plan in policies leading to the approval of village plans for St Mary and St Martin.
- 6.52 The new Island Plan supports this approach and proposes that existing plans are updated and further plans for other rural and key urban settlements are prepared, in consultation with the parishes and local communities. The plans will provide detailed guidance and a framework for conservation and development in each settlement. This guidance will be supplementary to the Island Plan and used for the purposes of development control to protect and enhance the character of the settlements and to encourage a co-ordinated approach to public and private development.

POLICY BE7– SETTLEMENT PLANS

The Planning and Environment Committee will initiate the preparation of plans for the settlements as indicated on the Island Proposals Map at:

- 1. St Ouen's Village;**
- 2. St Peter's Village;**
- 3. St John's Village;**
- 4. Maufant;**
- 5. Trinity Church; and**
- 6. St Clement's Church.**

Existing plans for the settlements at St Mary and St Martin will be updated.

The Plans will comprise a set of detailed policies for each area with the purpose of protecting and enhancing their character and setting and encouraging a co-ordinated approach to development.

Important Open Space

- 6.53 Across the Island, there are areas of open space of varying size, form and quality that are considered important in terms of their rôle in the character and quality of the built environment.
- 6.54 Within the urban areas, open spaces help to soften and complement the surrounding built form and frame the setting of important buildings. Open spaces also have an important environmental rôle, as 'lungs' within a densely built-up area such as the town centre, as rest places in office areas, play and leisure areas in housing developments and as parks. Policy G2 requires the provision of adequate amenity space as an integral element of new development, as appropriate.
- 6.55 On the edges of the town, green spaces can help to form a barrier between two or more built-up areas, bringing countryside to the urban doorstep. In this context, open space may be agricultural land without public access, but it still performs an important visual and environmental function.
- 6.56 The new Island Plan aims to protect important open spaces from development. Playing pitches and other sports fields, if not designated as important open spaces, are protected under other Plan policies for the protection of recreation resources.
- 6.57 In addition to protecting existing open space, the provision of quality, appropriate and useable open space within the built-up area is extremely important in providing quality living and working environments. The new Town Park will create a substantial public park in the heart of a built-up area as part of wider renewal and environmental enhancements. The Park will be both an important open space and recreational facility. The importance of open space increases as the density of development rises, particularly in residential areas. Large zoned housing sites may present

particular opportunities, which need to be identified in their development briefs and incorporated into their planning frameworks. Such sites have been identified on the Island Proposals Map.

- 6.58 A programme of providing open space (including play spaces) within the existing built-up area is being carried out jointly by the Planning and Environment and Housing Committees. This work is targeting those developments in greatest need of open space.

POLICY BE8 – IMPORTANT OPEN SPACE

There will be a presumption against the loss of important open space as designated on the Island and Town Proposals Maps.

In order to better understand the function and rôle of open space, the links between spaces and to identify areas of need or shortfalls in space provision, the Planning and Environment Committee will initiate the preparation of an open space strategy.

Conservation Areas

- 6.59 A Conservation Area is an area of special architectural or historic interest, within which the preservation or enhancement of the special character or appearance of the area is desirable and therefore a high priority.
- 6.60 A Conservation Area's special character can come from a range of features, not simply the buildings, but extends to their setting and grouping, the layout of roads and paths and to the trees, spaces, boundaries and other means of enclosure. Conservation Areas are often a reflection of a locality's historical development and cultural identity.
- 6.61 An initial candidate list of potential Conservation Areas in the Island is presented below and these are noted on the Island and Town Proposals Maps:
1. St Helier Centre;
 2. Gorey Village;
 3. Mont Orgueil and Gorey Pier; and
 4. St Aubin.

Subsequent candidates for assessment should include Rozel and those areas around the Parish churches at St Lawrence and St Saviour.

- 6.62 The designation of a Conservation Area does not mean that new additions/improvements to the built fabric of the areas should be ruled out. In fact improvements should be encouraged where work is identified as making a positive contribution to the character of the area. It is important that policy does not inhibit necessary change, but it is essential that any future development does not destroy or devalue the character and appearance of the area which led to it being designated a Conservation Area in the first instance.

- 6.63 In dealing with the initial Conservation Areas, a fine balance will need to be struck between protecting their special characteristics and appearance and maintaining their vitality and viability.
- 6.64 As part of the process of designation, detailed appraisals of each area to determine what contributes to their character and quality will be required. The next stage will then be the production of a Conservation Area Management Plan, which will set out how features will be enhanced and the assets of the area managed.

POLICY BE9 – CONSERVATION AREAS

Conservation Areas will be designated within the Plan period subject to a detailed appraisal of their conservation merits.

Once designated as a Conservation Area, the Planning and Environment Committee will initiate the preparation of Conservation Management Plans for each area to inform their long term conservation and enhancement.

Development within or affecting the setting of a Conservation Area will only be permitted where it would conserve or enhance the architectural or historic character or appearance of the Conservation Area.

Development proposals will be expected to be in accordance with all other principles and policies of the Plan and in particular should:

- **respect the historic context in scale, form and layout;**
- **use materials and colours that are appropriate and sympathetic to the site and its setting;**
- **protect boundary features such as trees, hedges, walls and railings that contribute to the special character of the area; and**
- **protect and enhance views into and out of the area.**

Developments that are likely to have a harmful impact on the character and appearance of a Conservation Area will not normally be permitted.

Green Backdrop Zone

- 6.65 Much of the setting to St Helier, St Aubin, Gorey and St Brelade consists of hill slopes with low density residential development set amongst private gardens or natural landscaping. These areas are a great asset in the enjoyment of views along the south and east coast and within the wider built environment. Green Backdrop Zone areas were similarly identified in the 1987 Island Plan with the aim of ensuring that proposed development within the zone would conserve the landscape backdrop to the urban areas through careful siting, design, the retention of existing trees and the use of appropriate new planting.

- 6.66 The Green Backdrop Zone policy is still considered a useful tool in achieving an appropriate lower intensity of building and a higher degree of open space and planting than elsewhere. But it is acknowledged that greater resolve in its application is needed than has been applied in the past. Accordingly, the new Island Plan retains the Green Backdrop Zone, but it has been refined to more accurately define this significant environment.

POLICY BE10 – GREEN BACKDROP ZONE

The Green Backdrop Zone is designated on the Island and Town Proposals Maps. Within this zone, development will only be permitted where:

- (i) the natural landscape remains the dominant element in the scene;**
- (ii) it pays particular regard to the retention of existing vegetation;**
- (iii) it presents satisfactory proposals for new planting; and**
- (iv) it accords with all other principles and policies of the Plan.**

Shoreline Zone

- 6.67 Parts of the Island's south and south-east coast form a significant element of the built environment. These include St Brelade's Bay, St Aubin's Bay, that part of the coast around La Collette 2 to Gorey Pier and Rozel. This zone comprises a wide resource including beaches above Mean High Water mark, quays, marinas, waterfronts, promenades, roads and other public and private development adjacent to the shoreline.
- 6.68 The shoreline within the built-up area plays a vital and exciting rôle in linking the built environment and the sea and requires special consideration. Of particular importance in a land-use context is:
- physical access to beaches and the sea;
 - 'visual access', often through urban 'windows' or gaps in development to the foreshore and sea, and urban shoreline buildings;
 - the quality of the public realm; and
 - the design of development within the shoreline zone.

POLICY BE11 – SHORELINE ZONE

A Shoreline Zone is designated on the Island and Town Proposals Maps.

Within this zone, there will be a presumption against new buildings or extensions to existing buildings where such development will fill gaps or obstruct public views to the foreshore and sea. Particular attention will therefore be paid to the siting, massing and height of any proposed developments.

There will be a presumption against the loss of open spaces that are considered important for amenity and the preservation of views.

Public access to and along the shoreline will be protected and enhanced, where possible.

Proposals which seek to raise the quality and standard of design of the public realm within this zone, particularly with regard to promenades, quay sides, car parks and other waterfront areas will be favourably considered.

Proposals for the construction of a land reclamation scheme adjacent to St Aubin's harbour, including public car parking, to restore St Aubin's village its unique character, as approved by the States on 23 July 1996, will be favourably considered.

Percent for Art

- 6.69 Quality public art and sculpture adds greatly to the enjoyment of buildings and spaces and their visual interest within the built-up area. Notable examples of this are the seating adjacent to the Steam Clock on the New North Quay and pavement and walling reliefs at New North Quay and Albert Pier. Public art also has a strong rôle to play in interpreting and commemorating events, notably Philip Jackson's acclaimed sculpture in Liberation Square. Public art can also reflect cultural identity as illustrated in the sculpture at West Centre to commemorate the 'Year of the Jersey'.
- 6.70 'Percent for Art' is a method whereby a proportion of the capital cost of the development of a building or a space, in appropriate circumstances, is set aside to commission public art.
- 6.71 The art element must be designed into schemes from the start and be the result of a collaborative approach between the artist or craftsperson and the developer. The production of artworks under such a scheme will normally be an integral part of the completed development. Artworks under such a scheme shall be primarily for public enjoyment and will either be part of the building or site's public aspect or located on publicly accessible land.

- 6.72 Of course, too much public art could devalue the principle. As a result, agreements will only be investigated where the scale of the development is considered appropriate for the inclusion of public art and where it is considered that public art would greatly enhance the public's enjoyment of the building or space. In some cases, it may be appropriate for contributions to be made towards the provision of public art within the wider area rather than the development site itself.
- 6.73 Percent for Art agreements are voluntary agreements between the developer and the Planning and Environment Committee and will not be required as a mandatory condition of a planning approval.

POLICY BE12 – PERCENT FOR ART

The Planning and Environment Committee will seek to negotiate the voluntary allocation of an appropriate percentage of design and development costs to the provision of public art. Agreements will be sought where it is considered that:

- (i) both the scale and location of a new development are appropriate for the inclusion of public art; and**
- (ii) the provision of public art would enhance the public's enjoyment of the building or space.**

Frontage Parking

- 6.74 There are a number of areas throughout the built-up area where the distinctive character and appearance of the street scene is enhanced by small front gardens and their boundary treatments, notably walls and railings. The loss of these private amenity areas to frontage parking will be resisted where the loss would have a detrimental impact on the character and appearance of the street scene.

POLICY BE13 – FRONTAGE PARKING

There will be a presumption against the loss of front gardens, and their boundary features to provide for frontage parking with direct access off the highway, where this would have a detrimental impact on the character and appearance of the street scene or highway safety.

Street Furniture and Materials

- 6.75 The quality and feel of the spaces between buildings that make up the public realm in the urban environment is critical to the character of the town and other urban parts of the Island. The Planning and Environment Committee wishes to secure improvements to this aspect of Jersey's built environment.
- 6.76 The design of street furniture and the nature of the materials used in urban spaces contribute enormously to the character and feel of a place. The materials that make up our urban streets and spaces and the design of seats, light columns and lamps, bins, bollards and signs can have a

significant impact upon the overall quality of an area.

- 6.77 Too often a lack of co-ordination and a plethora of rôles and responsibilities produces a piecemeal approach to the design of our streets and spaces. In an attempt to bring about change, the Planning and Environment Committee will develop, in consultation with other agencies, a Street Design Guide to assist in the selection and use of materials and street furniture.

POLICY BE14 – STREET FURNITURE AND MATERIALS

The Planning and Environment Committee will develop a Street Design Guide which will provide guidance and criteria for the selection and use of a range of materials and street furniture appropriate for use in the town of St Helier and other urban areas.

Development proposals for which permission is required that are not in accordance with the Street Design Guide will not normally be permitted.