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# STATES OF JERSEY



## **ENVIRONMENT DEPARTMENT: DRAFT SUPPLEMENTARY PLANNING GUIDANCE – DESIGN GUIDANCE FOR ST. HELIER – DRAFT FOR CONSULTATION**

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**Presented to the States on 9th August 2012  
by the Minister for Planning and Environment**

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**STATES GREFFE**



# Consultation Paper

## Design Guidance for St. Helier

August 2012

### Purpose and type of consultation

The Consultation Paper sets out the Minister for Planning and Environment's proposals to introduce design guidance for St. Helier. This guidance is intended to assist in the development and assessment of proposals for new development in St. Helier and to provide clarity in the assessment of development proposals for tall buildings.

The Minister wishes to secure the views and comment of people who are interested in and affected by the design guidance.

**Closing date:** 21st September 2012

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### Summary

This guidance deals with the ways in which the character of St Helier can be maintained and enhanced through the process of development control. It consists of 3 parts –

1. overarching design principles that should be considered during the design and development control phases when development change is proposed;
2. a set of guidelines – character area design guidance – for each of the defined character areas for St. Helier;
3. guidance about how the Island Plan policy for tall buildings (Policy BE5) is to be interpreted and applied.

Taken together, these provide a basis for a targeted and effective assessment of the design aspects of planning applications and future development. Their purpose is to maintain and enhance the quality and character of the built environment of each distinct area of St. Helier and the town as a whole.

### Further information

The consultation can be viewed online at: <http://consult.gov.je/portal/he/hpr>.

Printed copies are available from the Department of the Environment, South Hill, St. Helier.

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**Please send your comments to:**

Richard Williamson, Principal Planner  
Planning and Building Services, South Hill, St. Helier, JE2 4US

**How to contact us:**

Telephone: 448456  
E-mail: [r.williamson@gov.je](mailto:r.williamson@gov.je)  
Fax: 445528

**This Consultation Paper has been sent to the following individuals/organisations:**

Environment Scrutiny Panel  
Cultural Development Officer, Department of Education, Sport and Culture  
Jersey Architecture Commission  
Waterfront Design Group  
Association of Jersey Architects  
Public Consultation Register  
Parish of St. Helier Roads Committee  
Jersey Heritage  
Société Jersiaise  
National Trust for Jersey  
Save Jersey's Heritage  
Council for the Protection of Jersey's Heritage  
Chamber of Commerce  
Jersey Construction Council.

**Supporting documents attached:**

Draft St. Helier Design Guidance.

**Consultation response:**

To enable responses to be made, a series of questions on the proposed changes are set out below. Please feel free to respond to these. You may do this online at <http://consult.gov.je/portal/he/hpr> or you can detach and submit the questionnaire to the address below.



<b>Name:</b>	<b>Organisation:</b>
<b>Address:</b>	
<b>Tel:</b>	<b>E-mail:</b>

<b>1. There is a need for design guidance for St. Helier?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
<b>2. The draft design guidance, based on the work of the St. Helier Urban Character Appraisal, will be a helpful tool?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
<b>3. The form of the design guidance is clear and easy to understand and use?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
<b>4. The definition of the character areas for St. Helier accurately reflects the differences between areas of the town?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					

<b>5. The objectives for each character area are appropriate and worthy of support?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
<b>6. The specific criteria for each character area are appropriate and worthy of support?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
<b>7. There is a need for more detailed design guidance for Esplanade?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
<b>8. The definition of the character areas for Esplanade (7.a. – 7.d.) is appropriate?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
<b>9. The objectives for each Esplanade character area (7.a. – 7.d.) are appropriate and worthy of support?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					

<b>10. The specific criteria for each Esplanade character area (7.a. – 7.d.) are appropriate and worthy of support?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
<b>11. The Minister's visual guidance for each Esplanade character area (7.a. – 7.d. – see pp. 67–68) is appropriate and helpful?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
<b>12. The interpretation of Policy BE5: 'Tall buildings' is clear and helpful?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
<b>13. Character areas provide a useful and appropriate definition of an 'immediate vicinity' for the assessment of proposals for tall buildings?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
<b>14. Tall buildings in St. Helier, which are higher than others within the same character area, might be appropriate and acceptable, where they satisfy the criteria set out in Policy BE5 (1. – 5.)?</b>	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					

Please note that consultation responses may be made public (sent to other interested parties on request, sent to the Scrutiny Office, quoted in a published report, reported in the media, published on [www.gov.je](http://www.gov.je), listed on a consultation summary, etc.). If you have a particular wish for confidentiality, please indicate this clearly when submitting a response.

I agree that my comments may be made public and attributed to me   
 I agree that my comments may be made public but not attributed (i.e. anonymous)   
 I don't want my comments made public

If you agree to your comments being attributed, please provide your details below:

<b>Name:</b>	<b>Organisation:</b>
<b>Address:</b>	
<b>Tel:</b>	<b>Email:</b>

Other comments can be submitted in writing or by e-mail to the address below.

Policy and Projects Section  
 Department of the Environment  
 South Hill,  
 St. Helier  
 JE2 4US.

[r.williamson@gov.je](mailto:r.williamson@gov.je)

If you or your organisation would like to discuss these proposals further or would like further information, please contact Richard Williamson, Principal Planner, on 448456 or [r.williamson@gov.je](mailto:r.williamson@gov.je).

**Deadline for consultation responses:** 21st September 2012.

Consultation draft

# **Design Guidance for St. Helier**

DRAFT



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## About supplementary planning guidance

The Minister for Planning and 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.<sup>(1)</sup>

Supplementary planning guidance may cover a range of issues, both thematic and site specific, and provides further detail about either, policies and proposals in the Island Plan, or other issues relevant to the planning process. 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** provide more detailed information and guidance about the development of specific sites and areas of the Island; and
- **Practice notes**, which aim to provide information about how the planning system's protocols and procedures operate.

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

Hard copies of all supplementary planning guidance can be obtained from Planning and Building Services, Department of the Environment, South Hill, St Helier, JE2 4US, telephone: 01534 445508 email: [planning@gov.je](mailto:planning@gov.je)

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

# 1 About supplementary planning guidance

# Introduction

# 1 Introduction

**1.1** This guidance deals with the ways in which the character of St Helier can be maintained and enhanced through the process of development control. It is based upon the St Helier Urban Character appraisal and has been supplemented by work undertaken by the Department of the Environment. It consists of three parts:

**PART 1.** overarching design principles that should be considered during the design and development control phases when development change is proposed

**PART 2.** a set of guidelines – character area design guidance – for each of the defined character areas for St. Helier together with additional guidance, for four sub areas for character area 7: Parade and Esplanade (see map 1).

**PART 3.** Advice on the deployment of the design guidance as part of the process of development control, including how the guidance should be applied relative to the policy regime for tall buildings set by Island Plan policy BE5: Tall buildings.

**1.2** Taken together these three parts provide a basis for a targeted and effective assessment of the design aspects of planning applications and future development. Their purpose is to maintain and enhance the quality and character of the built environment of each distinct area of St Helier and the town as a whole

## Status of the guidance

**1.3** This supplementary planning guidance is currently draft guidance that has been produced for consultation purposes. The guidance will be reviewed and where appropriate, amended in response to the findings of the consultation, prior to formal adoption by the Minister for Planning and Environment.

## Policy context

**1.4** The 2011 Island Plan approved proposal 16 - Urban Regeneration, in which the Minister for Planning and Environment will have regard to the St Helier Urban Character Appraisal when determining proposals for development which affects the town, and particularly for the development of tall buildings.

# Introduction

## Proposal 16 - Urban Character

The Minister for Planning and Environment will have regard to the St Helier Urban Character Appraisal when determining proposals for development which affects the town, and particularly for the development of tall buildings.

The primary consideration will be to protect and enhance the character of the town and the impact of development proposals on the distinct character of the different parts of the town will be assessed and determined against the St Helier Urban Character Appraisal, which will be issued by the Minister as supplementary planning guidance.

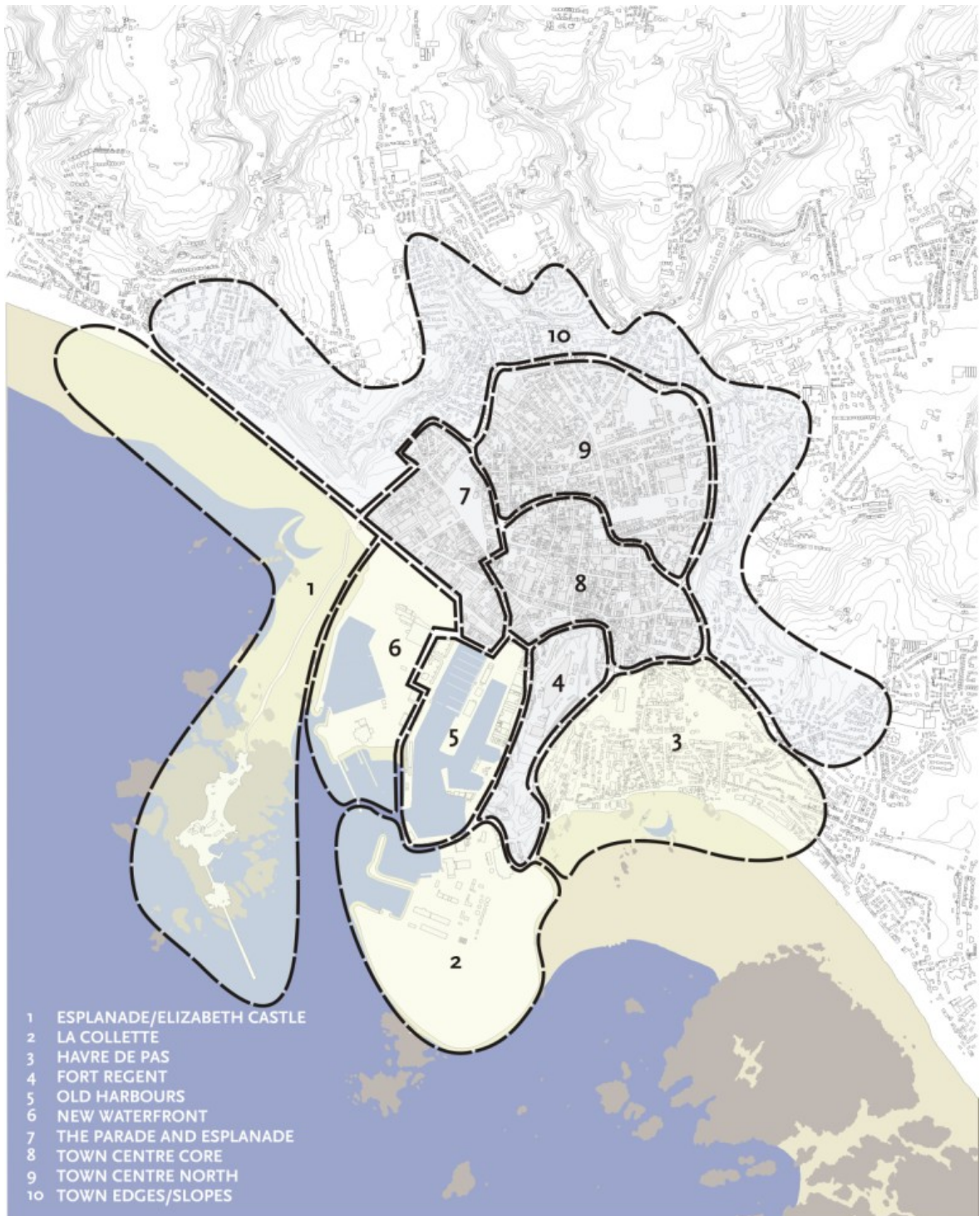
Development schemes will need to be fully justified in a Design Statement in accord with supplementary planning guidance issued by the Minister.

## The approach to design guidance

**1.5** In general terms, the purpose of urban design and planning guidance in relation to urban character is to set out broad guidance which maintains or enhances the essential features which contribute to local character. The purpose of guidance should not be to try and control the detailed development of architectural design, as designing buildings is not a planner's job - similarly, designing towns, or parts of towns, is not an architect's job. Planners and architects rarely have any training or skills in each other's fields and it is important to separate out different specialists' roles and responsibilities. The intention of this guidance is; therefore, not to provide a 'straight jacket' for development but to:

- provide a set of simple principles to protect and enhance genuinely significant urban characteristics
- give architects and developers flexibility to respond in a positive way
- create conditions that encourage the development of sensitive and creative urban outcomes
- improve communication and participation among developers, designers, planners and residents in the design development process

# 1 Introduction



**Map 1 : Urban Character Areas for St Helier**



# Introduction

## **PART 1 : Design Principles**

**1.6** Good design in towns is about creating 'places' where every building and space contributes in a positive way to the character and function of the wider townscape.

**1.7** Development can be said to have been 'successful' when:

- site planning and massing has responded to the larger context of the townscape and the region
- architectural expression relates to the neighbourhood context
- the street facade creates a safe and interactive pedestrian environment
- public amenities and activities enliven adjacent streets and open spaces
- arrangements for vehicular access and parking have a minimal impact on the pedestrian environment

**1.8** All development in St Helier should be assessed on its individual merits but also in terms of the contribution it makes to the efficiency and vitality of the town and to the quality of the wider townscape. Specifically, new development should:

### **Minimise environmental harm**

**1.9** Buildings and landscapes should be designed, constructed and operated in an environmentally responsible manner. Sustainable design and construction reduces energy and water use, reduces solid and hazardous waste, prevents indoor and outdoor pollution, and uses materials efficiently. From conserving water and energy to recycling and reusing construction materials, sustainable design considers the costs and benefits over the entire life of the building, landscape and infrastructure. Development proposals should be assessed in terms of their environmental impact but also in their ability to be flexible and adapt to future change.

### **Contribute to distinctiveness and integrate with surrounding townscape**

**1.10** The role of the development site within the urban structure of the wider town should be recognised.

**1.11** Developments should help to shape distinctive neighbourhoods to reinforce local identity. Reference should be made to adjacent natural and built features and to special relationships between forms or features. New developments should not cause unsympathetic change but should emphasise, retain or enhance the image and identity of the relevant character zone.

**1.12** The use of landmarks, vistas, focal points and existing landscape or built features gives urban areas a unique character and memory.

# 1 Introduction

## **Improve first impressions and legibility**

**1.13** Developments should enhance the appearance and maintain the character of arterial routes. New developments along key approaches and at entry points to the town should be of particularly high quality urban design and architecture. This should include the proper consideration of the setting of the development.

## **Protect important views**

**1.14** Views to and from established landmarks, hills and skylines should be protected and enhanced. The visual impact of development on distinctive character areas, layers of built form, backdrops and town silhouettes should be carefully assessed. The potential impact on strategic views from major access routes and public vantage points should also be carefully considered.

## **Make coherent layouts**

**1.15** Developments should form an integral part of a clear and coherent spatial structure and show robust connections with the surrounding urban pattern. It should sensitively address adjacent development form and character. New development should reinforce the indigenous block grain and street pattern.

## **Contribute to the vitality of the town**

**1.16** Mixed uses and human scale give vitality and create attractive places that contribute to safe and vibrant towns. Consideration should be given to the incorporation of a diverse range of uses, buildings and tenures. This fosters activity and greater security throughout the day and helps to create a balanced community. Mixed use development can also reduce the need for commuting and car travel to facilities.

## **Make positive relationships with public space**

**1.17** Where relevant, new development should enhance existing spaces and/or provide new open space as spaces are an effective means of integrating and linking development and creating a shared community focus. Open spaces should be configured to provide visual interest but especially to accommodate activity. Buildings should give positive definition and enclosure to public space; active and transparent frontages facing onto public space provides surveillance and encourages a range of activities to take place.

## **Strengthen and extend the network of routes and spaces**

**1.18** Development should aim to maximise the extent and quality of the existing street and public space network. The network should provide a choice of routes to maximise connectivity and linkages and aim to link areas of amenity, recreation and environmental interest.

# Introduction

## **Integrate car parking**

**1.19** Almost all developments require car parking. This can be catered for inside the boundary of the development, outside the site (usually on street) or underground. Proposals should consider how to integrate parking without allowing it to dominate the development, the street scene or adjacent developments.

# 1 Introduction

## **PART 2: Character Area Guidance**

**1.20** Area-specific guidance is set out for each of the ten character areas defined for St. Helier. The format for the guidance for each character area includes a description of:

- a. what the area is like - a summary description of the area's characteristics
- b. what we think can be achieved - a statement of the aims for the character area
- c. how these can be achieved - a plan showing the controls applied with brief narrative under each building characteristic

**1.21** The design guidance is intentionally simple and straightforward. Its purpose is not to unduly constrain development but to provide a springboard which architects and developers can use creatively while ensuring that the urban character is not undermined.

**1.22** Assessment criteria have been developed for building characteristics that are considered to be distinct, definable and able to be applied as guiding principles. They incorporated: horizontal/vertical emphasis, whether or not the building turns a corner well, the colour and materials used in the development, the massing of the building, its building line and envelope, the relationship of the building to its neighbours, co-ordination, frontage proportion, scale of detail, roof characteristics, the interface with the street and what happens on exposed gables. A more detailed explanation of these aspects is as follows:

### **1. Horizontal/Vertical**

**1.23** This refers to the key features of a building's elevation that contribute to the rhythm of the individual façade and/or the whole street. A vertical or horizontal emphasis is formed through the predominant direction and proportion of the main building elements (e.g. windows, doorways, panels, string courses, ornamentation etc). Creating a predominant emphasis one way or the other can help a building blend with or stand out from its neighbours.

**1.24** Most of the urban townscape of St Helier is characterised by buildings with a distinctively vertical emphasis but there are some notable exceptions, especially along parts of the waterfront and on the rising ground to the north.

**1.25** A reference to neighbouring properties and the wider street will usually provide the necessary evidence for the appropriate treatment for new elevations.

### **2. Turns the corner**

**1.26** Corners are important elements of the townscape as they define nodal points and can be very significant factors in the overall legibility of the town.

# Introduction

**1.27** The intricate, organic street pattern of St Helier means that corners are often prominent landmarks. This has traditionally been recognised and reinforced through the use of embossed date plaques, elaborate plaster sculptures and distinctive window treatments. Other corners are more subtly celebrated however, especially on buildings dating from the 1930s onwards when simpler, more streamlined architectural styles were favoured.

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

## 3. Colour

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

**1.30** The development of synthetic paint colours and the increased availability of paints over the last hundred years have allowed opportunities for a far greater diversity of colour and for the introduction of strong accent colours. This has proved to be especially popular in holiday seaside locations like St Helier, but has not always been used in a way that is sympathetic to the intrinsic colours and character of the location.

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

**1.32** There is a slightly different approach to colour in different parts of St Helier; for new developments, reference should be made to the recommended colour palettes described later in this section.

## 4. Materials

**1.33** Stone and stucco were traditionally the two main materials for St Helier building facades. Indigenous stone is expressed in an especially robust way throughout St Helier, most notably in the complex mosaics of massive blocks that can be seen around the old harbours, in various fortifications and large scale retaining walls. Stone and stucco have been supplemented by other materials such as timber (eg for utilitarian buildings), concrete (especially for 1930s Deco buildings) and brick (popular in the 1970s and 80s before the removal of local brickworks in the 19th century).

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

# 1

## Introduction

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

### 5. Massing

**1.36** The mass of a building is a reflection of its height and footprint proportions. Modern buildings can easily clash with older neighbours, either through being overscale or underscale relative to the wider context.

**1.37** The scale of buildings affects the scale of streets and spaces and is a strong determinant of urban character. Much of St Helier is of a markedly human scale, comprising a general matrix of buildings between 2.5 and 3.5 storeys in height. This is interspersed with discrete clusters of buildings up to 6 storeys in height and the very occasional high rise.

**1.38** Cues should be taken from the immediate context to determine the appropriate height and massing of new development.

### 6. Building line

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

**1.40** There are some examples of setbacks from the building line which have created attractive 'incidents' in the street, but this device should be only occasionally and very judiciously used; ill-considered setback areas can become unused, litter-strewn spaces that detract from the wider street environment.

### 7. Diversity/Homogeneity

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

**1.42** Where new development is taking place in an area that is conspicuously coordinated it is important that new buildings adopt elements of the significant local architectural themes. Where diversity is typical however, a less contextual approach is acceptable.

## 8. Frontage proportion

**1.43** The proportion of a building frontage is a function of the plot width and building height. The dimensions of the frontage contribute to the underlying pattern of urban grain as well as establishing a visual rhythm along the elevation of the street. This rhythm is reflected in the articulation of the frontage through the spacing of door and window penetrations and the subdivision of gardens (or in rear lanes, yards, outbuildings etc)

**1.44** In many parts of St Helier there are strong and consistent patterns of plot widths and building heights which makes an important contribution to the urban character of different neighbourhoods. An assessment of typical frontage proportions adjacent to a development site will help guide the design treatment – and where necessary subdivision – of the frontage.

## 9. Scale of detail

**1.45** The details on a building elevation provide visual interest and give it scale and character. Certain architectural approaches favour elaborate or decorative detailing whilst in other cases details are minimal and the approach simpler and more utilitarian.

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

## 10. Roof shapes and finishes

**1.47** This refers to the treatment of eaves line, roof planes and roofline silhouette, all of which are important in St Helier, especially as there are several important vantage points from which to look down onto the roofscape of the town.

**1.48** Pitched roofs, flat roofs and mansards are all common in St Helier so it is difficult to make blanket rules about what is appropriate; in general, reference should be made to immediate neighbours for an indication of the most suitable approach.

**1.49** There are some locations where a consistent eaves line is a significant characteristic of a street. In these areas it is important that adjacent eaves lines are not more than half a storey above or below the norm.

**1.50** In a number of particularly visible locations such as along the waterfront or on the ridge above the town, the roof silhouette is important. Although no particular guidelines are required, careful consideration should be given to the overall composition of - and impact on - the skyline.

# 1

## Introduction

### 11. Activity and street interface

**1.51** The treatment of the ground floor of development has a profound impact on the character and animation of the street. The more transparent and active the ground floor, the safer, more interesting and attractive the street feels. A proper consideration of these factors will ensure that new buildings make a suitable contribution to the vitality of the adjacent street and the wider area.

### 12. Flanks

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



### **PART 3: Deploying the Guidance**

**1.53** The purpose of this study has been to define character areas for St Helier and to devise policies and proposals which will maintain and enhance these areas. One of the reasons for this work was a realisation that positive action was needed to improve the quality of design submitted to the Department of the Environment through the planning application process.

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

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

**1.55** Design guidance can improve these matters by:

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

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

**1.57** Design guidance and its accompanying mechanisms of design guides, design briefs and development briefs do require planners to do more work on strategy and less on dealing with day-to-day applications. To be successful, it requires a degree of ‘letting go’ of the application process. If applications meet the design guidance parameters they should be approved – all other matters being satisfactory: This approach will not apply to applications in Conservation Areas or to those affecting Listing Buildings.

### **The approach to tall buildings**

**1.58** Proposal 16 of the Island plan sets out the Minister's intention to use the UCA to assess the impact of tall buildings in St. Helier. This design guidance, derived from the Urban Character Appraisal of St Helier seeks to provide advice as to where tall buildings would be most appropriate in St Helier and how tall they might be relative to the predominant character for different parts of the town.

# 1 Introduction

**1.59** The new policy regime for the assessment of tall buildings, as amended during the Island plan debate, is set out in policy BE5. With regard to the new policy, it is considered that the character areas themselves provide a useful definition of 'immediate vicinity' as expressed by Policy BE5 and for the Esplanade character areas (7a-7d), it is considered that each sub-area provides an appropriate definition of the 'immediate vicinity'.

**1.60** In accord with the objectives of seeking to optimise the use of already developed land and meeting most of the Island's development needs from the existing Built-up Area, and particularly St Helier, it is considered that the development of new tall buildings may be appropriate, where they can be adequately justified relative to the criteria (1-5) set out in Policy BE5.

**1.61** In this respect, it is considered that Policy BE5 does not impose a blanket presumption against tall buildings which may exceed the height of other tall buildings within the character area within which they sit, but rather, that in exceptional circumstances, tall buildings that are higher than their neighbours may be appropriate, but only where they can be adequately justified relative to the criteria (1-5) set out in the policy.

## **Policy BE5 Tall Buildings**

**Tall buildings, defined as those either above approximately 18 metres in height, or rising more than 7 metres above their neighbours, will only be permitted where their exceptional height can be fully justified, in a Design Statement, in urban design terms. Development which exceeds the height of buildings in the immediate vicinity will not be approved.**

**Development proposals for tall buildings in the Town of St Helier which fail to justify their exceptional height relative to the following criteria will not be permitted:**

- 1. appropriateness to location and context;**
- 2. visual impact;**
- 3. impact on views;**
- 4. design quality; and**
- 5. contribution to the character of St Helier.**

**Buildings above approximately 18 metres will not be appropriate outside of the Town of St Helier and will not be approved.**

**For the avoidance of doubt, for the purposes of the definition of a tall building as laid out in the first paragraph of this policy, where roof top plant is incorporated into the design of the building, there will be a further 2 metres allowed in the calculation of the height of the building before it is defined as a tall building.**

# Design Guidance for St Helier



# Character Area 1 - West Esplanade And Elizabeth Castle



## Description

### Context:

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

### Grain / scale / texture:

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

### Use and activity

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

# 1

## Character Area 1 - West Esplanade And Elizabeth Castle

### Spatial Issues

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

### Built heritage

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



### Character area objectives

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

# Character Area 1 - West Esplanade And Elizabeth Castle



# 1 Character Area 1 - West Esplanade And Elizabeth Castle

## Area design guidance

CHARACTERISTIC	CRITERIA
1. Horizontal/Vertical	Area a - No new build, area b only - horizontal
2. Turns the corner	Not applicable
3. Colour	Waterfront palette
4. Materials	Area b only - concrete, granite, glass
5. Massing	Area b only - single storey above existing sea walls Area c only - below existing building outlines as seen from shore
6. Building line	Not applicable
7. Coordination	Not applicable
8. Frontage proportion	Not applicable
9. Scale of Detail	Area b only - robust, maritime
10. Roof shapes and finishes	Area b only - flat
11. Activity and street interface	Should contribute to promenade activity
12. Flanks	Not applicable





## Character Area 2 - La Collette



### **DESCRIPTION**

#### **Context**

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

#### **Grain / scale / texture:**

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

#### **Use and activity:**

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

#### **Spatial issues:**

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

#### **Built heritage:**

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

## Character Area 2 - La Collette

### **CHARACTER AREA OBJECTIVES**

- in the short to medium term, to manage the industrial character of the area
- in the medium to long term, to seek change through regeneration potentially including public access to open space.



## Character Area 2 - La Collette

### **AREA DESIGN GUIDANCE**

CHARACTERISTIC	CRITERIA
1. Horizontal/Vertical	Both
2. Turns the corner	Not applicable
3. Colour	Not applicable
4. Materials	Utilitarian, concrete, concrete block, glass steel, cladding
5. Massing	Not critical at present - large scale structures could be effective
6. Building line	Not applicable
7. Coordination	Not applicable
8. Frontage proportion	Not applicable
9. Scale of Detail	Robust, industrial
10. Roof shapes and finishes	Not applicable
11. Activity and street interface	Not applicable
12. Flanks	Not applicable



## 3 Character Area 3 - Havre des Pas



### **DESCRIPTION**

#### **Context:**

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

#### **Grain / scale / texture:**

- a medium density built up area mostly comprised of terraces and semi-detached villas
- mixture of wide and narrow plot widths
- buildings are predominantly set back from the street with small gardens in front
- buildings are predominantly 2 1/2 - 3 1/2 storeys with a cluster of tall buildings on the water's edge and two high rise residential blocks

#### **Use and activity:**

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

#### **Spatial issues:**

- Havre des Pas is an identifiable, named neighbourhood
- it is part of the wider St Clement's Bay water's edge open space

## Character Area 3 - Havre des Pas

- the public realm is predominantly simple and functional but with a characteristic promenade and "seaside town" treatment along the water's edge; there is an example of a contemporary themed 'pocket park' on the waterfront
- Howard Davis Park is a well-used formal public green space that has an additional role as a venue for events

### **Built heritage:**

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

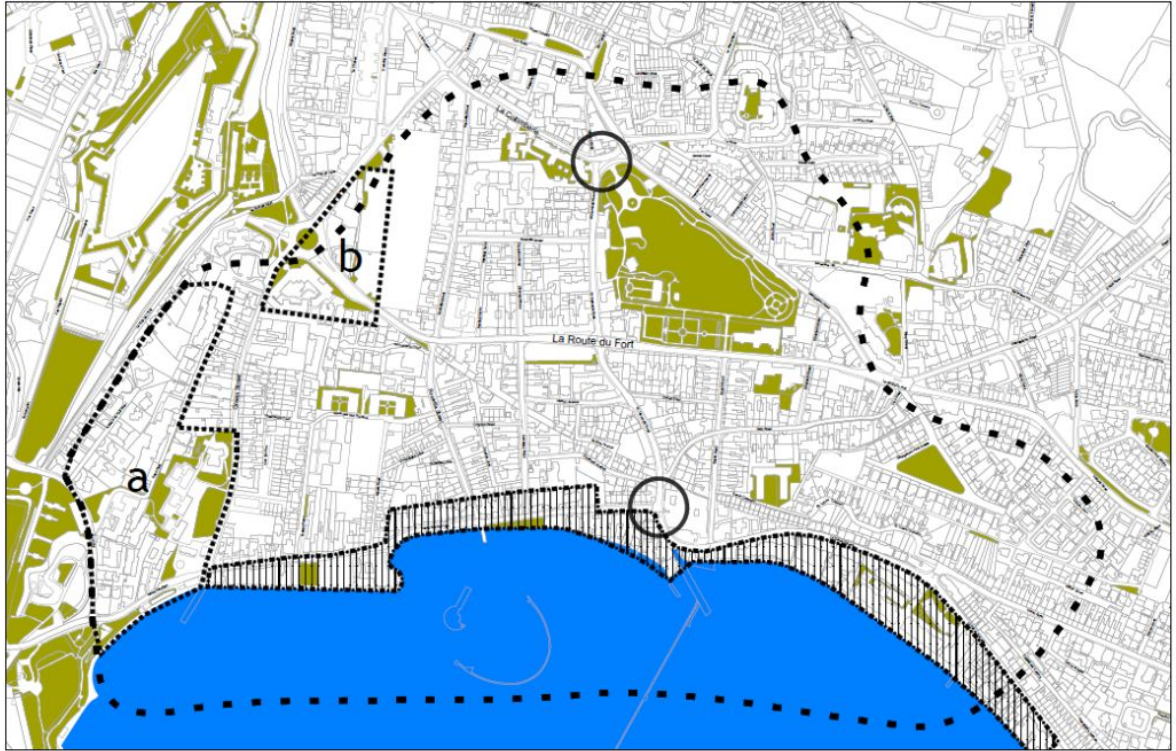



### **CHARACTER AREA OBJECTIVES**

- to retain and enhance this seaside suburb as a discrete and distinctive urban quarter
- to ensure the survival of the period feel and bohemian flavour of the area
- to maintain the predominantly residential character of the area but to accept that part of this is a diversity of use including garages, workshops, small shops, business space as well as tourism, cafés and bars



# 3 Character Area 3 - Havre des Pas



-  character area boundary
-  corner sites trigger design briefs
-  buildings on seafront trigger design briefs
-  building line setbacks



## Character Area 3 - Havre des Pas

### **AREA DESIGN GUIDANCE**

CHARACTERISTIC	CRITERIA
1. Horizontal/Vertical	Vertical
2. Turns the corner	Opportunities for corner emphasis as shown
3. Colour	Waterfront palette
4. Materials	Concrete (in certain circumstances), glass, granite, stucco, slate
5. Massing	Generally 2.5-3.5 storeys
6. Building line	Not applicable
7. Coordination	Not applicable
8. Frontage proportion	Not applicable
9. Scale of Detail	Robust, industrial
10. Roof shapes and finishes	Not applicable
11. Activity and street interface	Not applicable
12. Flanks	Not applicable

## 3 Character Area 3 - Havre des Pas



## 4 Character Area 4 - Fort Regent



### **DESCRIPTION**

#### **Context:**

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

#### **Grain / scale / texture:**

- a unique monolithic landmark structure covers the summit

#### **Use and activity**

- Fort Regent is a major community leisure facility that acts as a significant draw; however, the limited and discreet nature of the access to the Fort means that very little visible activity is generated in surrounding areas
- a complex of States offices and the Pier Road car park generate some street activity during business hours

#### **Spatial issues**

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

#### **Built heritage**

- it is a significant historical site; the fort is listed buildings and places

## Character Area 4 - Fort Regent



### **CHARACTER AREA OBJECTIVES**

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



## Character Area 4 - Fort Regent

### **AREA DESIGN GUIDANCE**

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



## 5 Character Area 5 - Old Harbours



### **DESCRIPTION**

#### **Context:**

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

#### **Grain / scale / texture:**

- the area contains a strip of dense development set back from the harbour edges
- there are a significant number of broad plots containing large scale industrial or warehouse buildings
- frontages are always flush with the pavement
- the area is predominantly 2 1/2 - 3 1/2 storeys with taller buildings on the northern margins at the interface with the town centre and on the rising ground of South Hill

#### **Use and activity**

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



## Character Area 5 - Old Harbours

### Spatial issues

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

### Built heritage

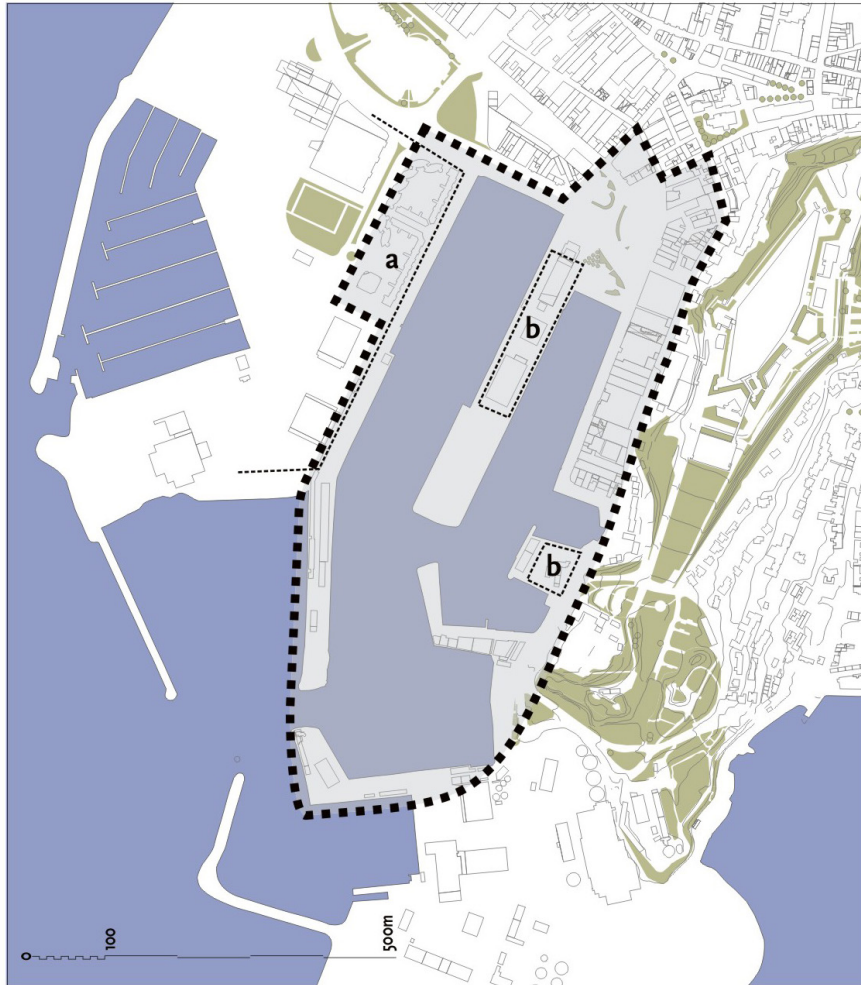
- the piers and harbour structures originate from the early 19th century and retain much of their period detailing
- distinctive early 19th century maritime/industrial buildings have a strong presence, especially where they create an uninterrupted frontage along the east side of the harbour; the impact of this elevation is exaggerated in places by strong colour treatments






### **CHARACTER AREA OBJECTIVES:**

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

# 5 Character Area 5 - Old Harbours



-  Character area boundary
-  building height control
-  building line control

## Character Area 5 - Old Harbours

### **AREA DESIGN GUIDANCE**

<b>CHARACTERISTIC</b>	<b>CRITERIA</b>
1. Horizontal/Vertical	vertical
2. Turns the corner	limited opportunities but nevertheless important
3. Colour	waterfront palette
4. Materials	concrete, stucco, glass, steel, granite
5. Massing	maximum 3 storeys except area a - max 6 storeys
6. Building line	must adhere to existing street configuration or quayside setbacks
7.Coordination	strong level of variety
8. Frontage proportion	take from context
9. Scale of Detail	robust, large for engineering and new - domestic for infill of traditional environments
10. Roof shapes and finishes	not important to exercise too much control over this
11. Activity and street interface	very important along quaysides and links to town centre
12. Flanks	important to ensure that blank side elevations are minimised for large new build

## 5 Character Area 5 - Old Harbours



## 6 Character Area 6 - New Waterfront



### **DESCRIPTION**

#### **Context:**

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

#### **Grain / scale / texture:**

- the development and therefore the ultimate grain of the area is incomplete; completed buildings are relatively dispersed and await a uniting structure
- the plot width is not readily identifiable
- buildings tend to be set back from the street edge, often with planting between the road and the building
- buildings are 4-6 storeys tall

#### **Use and activity**

- the area is focused around a major new leisure development with pool, cinema and eating and drinking facilities; it is a focal point for night time activity
- activity is mostly internal to the leisure development although there is some walking and cycling along the water's edge and a focal point for young people at Les Jardins de Mer
- industrial and transport-related activities take place on the water's edge to the south around the ferry landing point

#### **Spatial issues**

- the new waterfront is distinguishable from the rest of the town by its contemporary architecture and street layout
- vacant areas remain but are intended to be developed

## Character Area 6 - New Waterfront

- there are examples of contemporary public open spaces at Les Jardins de Mer and adjacent to the pool
- extensive public areas are paved with palettes of manmade materials; this has established a unique streetscape character for the new waterfront

### Built heritage

- exclusively recent development



### **CHARACTER AREA OBJECTIVES**

- to raise the quality of development in the new waterfront area
- to establish a quality business district
- to build a network of connected streets and places that link easily to the traditional streets of the old town – no culs-de-sac, dead vehicle service areas or underused pedestrian areas
- to ensure mixed use within a human scale design framework
- to build on the distinctive St Helier character rather than importing alien street, waterfront and building forms from world cities
- to protect views to Elizabeth Castle



# 6 Character Area 6 - New Waterfront





## Character Area 6 - New Waterfront

### **AREA DESIGN GUIDANCE**

CHARACTERISTIC	CRITERIA
1. Horizontal/Vertical	both
2. Turns the corner	opportunities throughout development area
3. Colour	waterfront palette
4. Materials	concrete, stucco, glass, steel, granite
5. Massing	subject to separate supplementary planning guidance
6. Building line	create new street system build to it - contrast street and quayside setbacks
7. Coordination	strong level of variety
8. Frontage proportion	take from Esplanade - older examples
9. Scale of Detail	robust, large for engineering and small for residential development
10. Roof shapes and finishes	not important to exercise too much control over this
11. Activity and street interface	very important along quaysides and links to town centre
12. Flanks	important to ensure that blank side elevations are minimised for large new build

## 6 Character Area 6 - New Waterfront



## 7 Character Area 7 - Parade and Esplanade

### 7.1 Area 7 - The Esplanade and Parade



### **DESCRIPTION**

#### **Context:**

- situated on low-lying level land in the western part of the town the Esplanade represents an historic built edge that used to form the southern elevation of the town facing the sea
- the hospital acts as a major local landmark, both as a large scale and recognisable building but also as an important public facility; the Opera House is a minor local landmark
- there are attractive open views across the formal green space of the Parade

#### **Grain / scale / texture:**

- the area around the park is densely built up on an historic street pattern
- it comprises a mix of narrow and wide plot widths
- frontages are virtually always flush with the pavement
- most buildings in the area are 2 1/2 - 3 1/2 storeys but there is a sizeable zone of 4-6 storey offices and civic buildings between the Parade and the Esplanade

#### **Use and activity**

- the hospital is a key land use; it is surrounded by a mix of residential and commercial uses; business and office use predominates in the east
- the area is busy during working hours; small focal points for night time activity occur where there are clusters of restaurants or bars
- there is a relatively small but growing residential population

#### **Spatial issues**

- the park represents an identifiable 'place' that lends its name to the wider area
- the Parade is the only significant public green space in the town centre

## Character Area 7 - Parade and Esplanade

- the character of the park stems from the formal arrangements of street trees around areas of lawn, augmented with seasonal ornamental flower displays
- there is a hard paved space at the south, partially used for café terraces; several key town memorials are located within the park which gives it a civic and cultural significance

### Built heritage

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

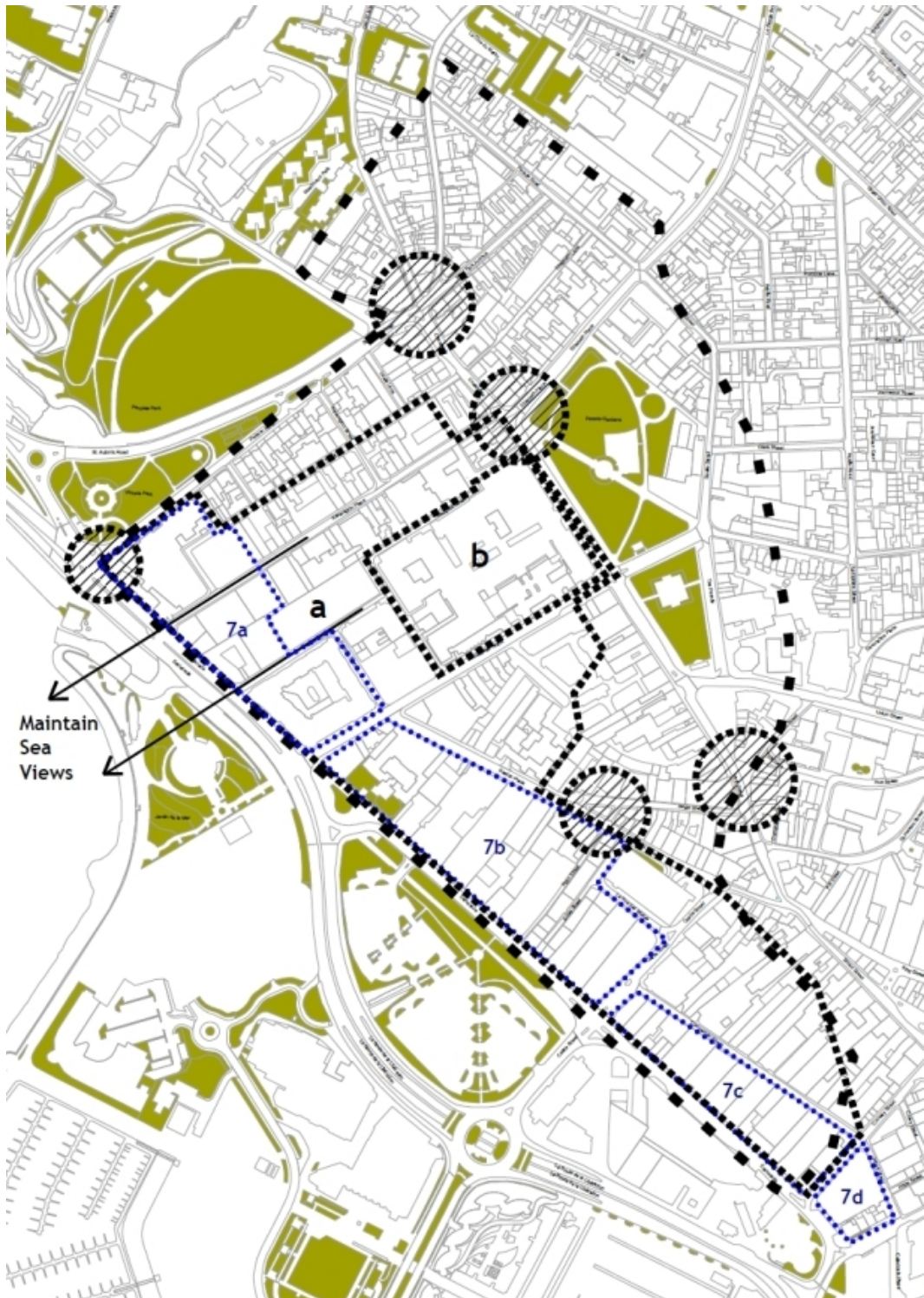






### CHARACTER AREA OBJECTIVES

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



# 7 Character Area 7 - Parade and Esplanade



-  Character Areas
-  Important Corners Trigger Design Brief
-  Further Guidance Areas 7a-d
-  Building Height Control

## Character Area 7 - Parade and Esplanade

### **AREA DESIGN GUIDANCE**

CHARACTERISTIC	CRITERIA
1. Horizontal/Vertical	vertical
2. Turns the corner	opportunities throughout character area - important sites trigger design brief
3. Colour	central palette
4. Materials	concrete, stucco, glass, steel, granite
5. Massing	2.5 - 3.5 storeys except area a - maximum 6 storeys and area b maximum as existing
6. Building line	retain existing street systems and setbacks
7.Coordination	more uniformity than variety
8. Frontage proportion	take from context - historic proportions
9. Scale of Detail	small, intricate around Parade - can be larger scale on Esplanade
10. Roof shapes and finishes	flat or pitched - minimise mansards
11. Activity and street interface	very important along links to town centre, the Parade, Esplanade and linking streets
12. Flanks	important to ensure that blank side elevations are minimised

## 7 Character Area 7 - Parade and Esplanade

### 7.2 Further Guidance: Esplanade

More detailed guidance has been prepared for Esplanade.

The existing St Helier UCA identifies Esplanade as sitting within urban character area 7: The Parade and Esplanade. It is proposed that this additional level of guidance is incorporated within the UCA design guidance to effectively provide additional guidance for four more 'mini' or 'sub' areas within the area of the The Parade / Esplanade character area defined as follows:

- 7a: The Grand Hotel – Gloucester Street
- 7b: Gloucester Street – Castle Street
- 7c: Castle Street – Conway Street
- 7d: Conway Street - Weighbridge

This more detailed additional guidance for the Esplanade, takes the approach and format of the work of the WMUD St Helier UCA design guidance. Summary descriptions of each sub area are provided before the strengths and weaknesses of each of these sub areas are described. This is followed by specific sub area design guidance for each sub area.

### Building heights

- For the purposes of this guidance the massing criterion has not been expressed only in storey height but also in metres. There is significant variation in floor to floor height in some of the most recently submitted office developments. To specify a storey height only might not be the most appropriate means of delivering a consistent approach in relation to scale and massing.
- A floor to floor height of 3.8 metres has been taken as a figure which reflects a typical modern office floor to floor height. Plant will be expected to be accommodated within that building height.

## **FURTHER DESCRIPTION: ESPLANADE**

### Context

- Esplanade represents an historic edge that once formed the southern limit of the town where it met the sea. Remnants of its architectural heritage remain, including warehouse buildings and the historic sea wall and promenade.
- Much of the length of Esplanade still retains an open southerly aspect, with important views and vistas to Elizabeth Castle and St Helier Harbour, albeit the incremental development of the Waterfront will present a visual and physical barrier between the sea and St Helier along some sections.
- The eastern part of Esplanade has a character reflecting more closely that of much of St Helier; enclosed streets with buildings of a smaller uniform scale, design and rhythm, with a mix of uses at ground floor and above.



## Character Area 7 - Parade and Esplanade

### Grain/scale/texture

- Plot widths increase in size moving westwards.
- Building height (largely through recent redevelopment) increases moving westwards along Esplanade.
- Almost without exception the buildings and their frontages are flush with the back of the footpaths.
- There remain only a few of the former warehouses associated with the original commercial activity of the area, but historical plot widths are maintained further east.
- There are some sharp discrepancies in height between adjoining buildings, especially in the western section of the area.
- There continues to be significant development proposals submitted which would have the potential to increase building height and mass.

### Use and activity

- The Grand Hotel announces the start of Esplanade from the west.
- The eastern section of the area hosts a variety of different uses which provide activity both during the day and in the evening.
- The bus station and important open spaces to the south of Esplanade (Weighbridge, Liberation Square and Les Jardins de la Mer) give significant pedestrian footfall throughout the day, as do those streets which link Esplanade to the town and the new waterfront.
- The central section is largely devoted to office use.
- Residential use exists but usually in large sections specifically developed for that purpose.

### Spatial issues

- Les Jardins and Weighbridge Square are both well used and important public open spaces.
- Esplanade Car Park has a well established landscape framework which helps reduce the impact of substantial surface car parking.

### Built heritage

- The origins of the area's importance in terms of industrial storage derive from the protection given by the sea wall and its historic proximity to the port.
- The redevelopment of the warehouses has culminated in the rare survival of a small number of these buildings, few of which survive intact and most of which have been substantially altered.
- Some commercial buildings, hotels and a few houses are still in evidence.

## 7 Character Area 7 - Parade and Esplanade

- There are a number of listed buildings on Esplanade which represent the best conserved range of warehouses and commercial buildings, along with the remnants of the 1811 sea wall.
- These buildings, whilst increasingly sporadic, are an important reminder of the function of Esplanade in the early 19th Century expansion of the town.

### **CHARACTER AREA OBJECTIVES: ESPLANADE**

- To foster links between the town centre, Esplanade and the Waterfront.
- To maintain and enhance the quality of the public realm and to animate streets and spaces
- To achieve high design standards in new development.
- To achieve consistency in building height and scale.
- To maintain the grain and texture of St Helier within schemes for new development to ensure better integration of new development relative to the urban context and character of the area.
- To establish an appropriate scale of development that is sympathetic to the context and character of the area.
- To protect and maintain long-distance views from the town to the sea and, in particular, those to the castle and the harbour
- To protect important heritage buildings and structures, and to ensure that the historic character of the area is given contemporary expression in new development.

## Character Area 7 - Parade and Esplanade

### 7.3 Sub area 7a - Grand Hotel - Gloucester Street

#### **SUMMARY DESCRIPTION**

With its open southern aspect the Grand Hotel and its immediate environs mark the entrance to St Helier when arriving from the west. Much altered, the Grand Hotel has lost much of its original character, but still constitutes an important landmark building. Consent has been granted for new office buildings extending to ground and 5 floors on the adjacent site (66-72 Esplanade) which, if implemented, would bulk up this part of Esplanade. The open area of Les Jardins de la Mer, together with La Frégate, does not interfere with the open aspect and the views of Elizabeth Castle, but the predominance of heavy vehicular traffic flow along this section of Esplanade presents a hostile pedestrian environment.

#### **Strengths and weaknesses**

##### **1. Grand Hotel**

- Visually prominent landmark building
- The character of the Grand Hotel has been eroded by alterations and extensions.
- Active al fresco frontage during summer and evenings

##### **2. Aspect**

- The open setting of the bay, with an open view and aspect to Elizabeth Castle, provides an impressive counterbalance to the buildings.

##### **3. Historic reference**

- The Listed buildings at 70/72 Esplanade reflect the historic character of Esplanade.

##### **4. New development**

- The more recent developments between 58/68 are varied in scale, design, colour and materials;
- Contemporary buildings complement the New Waterfront architecture and overwhelm adjacent older buildings

## Character Area 7 - Parade and Esplanade

### **SUB AREA DESIGN GUIDANCE: 7a - Grand Hotel - Gloucester Street**

<b><u>CHARACTERISTIC</u></b>	<b><u>CRITERIA</u></b>
1. Horizontal/vertical	Vertical
2. Turns the corner	Opportunities exist
3. Colour	Waterfront palette, Town Centre palette
4. Materials	Concrete stucco, glass, steel, granite
5. Massing	Max 22.8 metres (or 6 storeys)
6. Building line	Back of footpath
7. Co-ordination	Variety
8. Frontage proportion	15 - 20 metres
9. Scale of detail	Large scale
10. Roof shapes and finishes	Flat or pitched
11. Activity at street level	Desirable but not essential
12. Flanks	Minimise scale of side elevations and avoid blank flanks

#### 7.4 Sub Area 7b - Gloucester Street - Castle Street

### **SUMMARY DESCRIPTION**

This area presently has an open aspect over Esplanade Car Park. Should the development of Esplanade Quarter go ahead this aspect will be closed by the new financial centre which will likely comprise buildings of 5 -8 storeys.

Most recently this part of Esplanade has seen substantial new schemes for redevelopment submitted and approved, the tallest of which is under construction at 35 Esplanade (ground + 6). Another scheme, for the redevelopment of the historic 27 Esplanade, remains undetermined (ground + 7).

These schemes are interspersed by earlier office developments dating from the 70's and 80's, and one residential tower. Some older buildings still remain but otherwise very little remains of the character of the original waterfront.

## Character Area 7 - Parade and Esplanade

New development has followed no consistent pattern in either scale, design or materials, which gives a very uneven feel to the character and appearance of the area.

The public realm along this section of Esplanade provides a broad avenue defined by the former sea wall and, when developed, the new financial centre on its southern side. This not only provides a strong linear reference to the area's historical development, but also provides a robust expression of the use of local granite, which is also a feature of other remaining historic buildings (eg 27 Esplanade).

### Strengths and weaknesses

#### 1. Aspect

- Open southerly aspect at present, but this will be changed by the development of Esplanade Quarter;
- Open aspect prejudiced by waterfront leisure complex and large surface car parking

#### 2. Historic character

- Historic waterfront character virtually absent but important complete vestiges of area's heritage remain, for example, at 27 Esplanade;
- Old sea wall and promenade remains on south side as a powerful reminder of this area's history

#### 3. Public realm

- Virtually no evening or ground floor retail activity, but pedestrian activity generated at Gloucester Street and Castle Street junctions;
- Broad pavements, promenade and open space provides good quality public realm

#### 4. Architecture

- Disparity in building heights offers regular views of building "flanks";
- Mixture of architectural styles, scales and materials

## Character Area 7 - Parade and Esplanade

### **SUB AREA DESIGN GUIDANCE - 7b - Gloucester Street - Castle Street**

Characteristic	Criteria
1. Horizontal/vertical	Vertical
2. Turns the corner	Opportunities exist
3. Colour	Waterfront palette, Town Centre palette
4. Materials	Concrete stucco, glass, steel, granite
5. Massing	Max 22.8 metres
6. Building line	Back of footpath
7. Co-ordination	Diversity is typical, but greater consistency is sought
8. Frontage proportion	Historic proportions or 15 - 20 metres
9. Scale of detail	Large scale
10. Roof shapes and finishes	Flat or pitched
11. Activity at street level	Encouraged
12. Flanks	Minimise scale of side elevations and avoid blank flanks

#### 7.5 SUB Area 7C - Castle Street - Conway Street

### **SUMMARY GUIDANCE**

This section has seen significant redevelopment over the last 20 years to the extent that only a few of the original waterfront buildings remain, mainly at the western end. It has also witnessed the development of the transport centre and Liberty Wharf on its southern side effectively forming a new 'street'. Some development has retained some of the frontages but most new build has witnessed complete redevelopment. The historic plot widths of former warehouses have generally been retained.

New building height has generally been at ground + 3 storeys with extra floors set back so that they do not feature in street views. Generally building heights have been consistent and the new buildings have pursued a strong solid to void emphasis with the verticality strongly expressed. The new transport centre has responded to this building height and design approach to the extent that the street width and building heights are a familiar reflection of St Helier.

## Character Area 7 - Parade and Esplanade

### Strengths and weaknesses

#### 1. Townscape

- New development has been restrained to a relatively consistent scale which reflects spaces and proportions of streets elsewhere in St Helier
- Recent office developments have retained the vertical emphasis of the streetscape
- The upper floors of the most recent offices have an effective set back which sufficiently disguises their bulk within the streetscape

#### 2. Public realm and vitality

- There is significant variety and interest at ground floor level to give vitality to the street
- There has been investment in the public realm infrastructure

### **SUB AREA DESIGN GUIDANCE: 7c - Castle Street - Conway Street**

Characteristic	Criteria
1. Horizontal/vertical	Vertical
2. Turns the corner	Opportunities exist
3. Colour	Town Centre palette
4. Materials	Stucco, glass, steel, granite
5. Massing	Max 15.2 metres (or 4 storeys) with a further floor set back 8 metres from Esplanade and set back 6 metres from Commercial Street
6. Building line	Back of footpath
7. Co-ordination	Increasing conformity
8. Frontage proportion	Historic proportions or 10 - 12 metres
9. Scale of detail	Medium scale
10. Roof shapes and finishes	Flat or pitched
11. Activity at street level	Important
12. Flanks	Minimise flank elevations

## Character Area 7 - Parade and Esplanade

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### 7.6 sub Area 7D - Conway Street - Weighbridge

#### **SUMMARY DESCRIPTION**

This is where the streetscape opens out and where the buildings front onto the open space in Liberation Square and Weighbridge Square. The scale of the existing buildings, notably the Pomme d'Or Hotel and the Southampton Hotel, and the other buildings that front onto the Weighbridge are of a scale and size appropriate to their context.

The buildings in Mulcaster Street are generally in poor condition of maintenance: their rhythm and scale, however, provide an important link to the architectural character and scale of adjacent town centre streets.

#### **Strengths and weaknesses**

##### **1. Enclosure**

- The buildings provide good enclosure to the open space

##### **2. Aspect**

- This area has an open aspect to St Helier Harbour, providing an important visual link to the port and the sea

##### **3. Public realm and vitality**

- The new Royal Yacht Hotel has contributed positively to the character of the Weighbridge in terms of scale and design and activity
- There are lively ground floor uses within the area
- The new open space is well designed and well finished and attracts a variety of varied events and exhibitions which generate pedestrian activity and contribute positively to the life and vitality of the area.
- The uncontrolled parking in front of the Royal Yacht Hotel is unsightly, and prejudices pedestrian movement.



## Character Area 7 - Parade and Esplanade

### **SUB AREA DESIGN GUIDANCE: 7d -Conway Street - Weighbridge**

Characteristic	Criteria
1. Horizontal/vertical	Vertical
2. Turns the corner	Opportunities exist
3. Colour	Town Centre palette
4. Materials	Stucco, glass, granite
5. Massing	Max 22.8 metres (or 6 storeys)
6. Building line	Rear of footpath
7. Co-ordination	Variety
8. Frontage proportion	Not to exceed 12 metres
9. Scale of detail	Fine
10. Roof shapes and finishes	Flat or pitched
11. Activity at street level	Essential
12. Flanks	Minimise exposed flanks

#### 7.7 Minsiter's Visual Guidance for Areas 7a-d

The Minister considers that a move towards building a more symmetrical form along the Esplanade represents an appropriate means of guiding and controlling new development. The visuals set out below are not intended to be prescriptive but are there to demonstrate the advantages that the Minister considers would accrue from adopting such an approach. The sub area design guidance (for sub areas a-d) set out in the proceeding tables within the section will still apply.

#### **Area 7a - Grand Hotel - Gloucester Street**



# 7 Character Area 7 - Parade and Esplanade

## Area 7b - Gloucester Street - Castle Street



## Area 7c - Castle Street - Conway Street



## Area 7d - Conway Street - Weighbridge





## Character Area 8 - Town Centre



### **DESCRIPTION**

#### **Context:**

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

#### **Grain / scale / texture:**

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

#### **Use and activity**

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

## Character Area 8 - Town Centre

### Spatial issues

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

### Built heritage

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



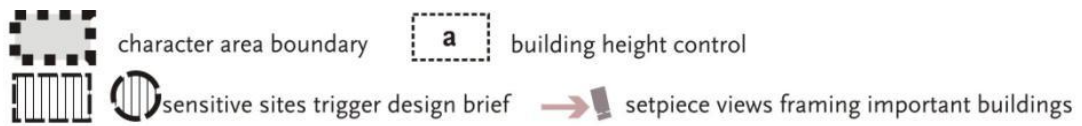
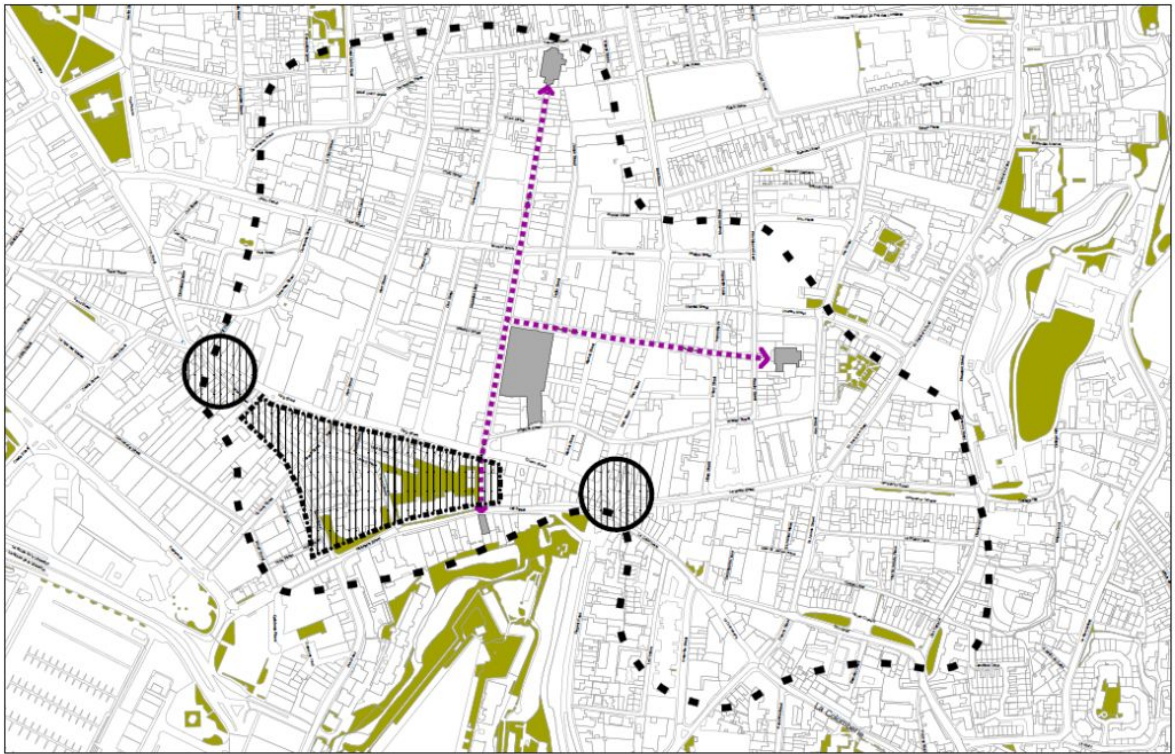
### CHARACTER AREA OBJECTIVES

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



## Character Area 8 - Town Centre

- to animate streets and public spaces
- to accommodate changing pressures for business and residential space



## Character Area 8 - Town Centre

CHARACTERISTIC	CRITERIA
1. Horizontal/Vertical	vertical
2. Turns the corner	opportunities throughout character area - important sites trigger design brief
3. Colour	central palette
4. Materials	concrete, stucco, glass, steel, granite
5. Massing	up to 4 storeys
6. Building line	retain existing street systems and setbacks - but can be altered through design briefs or historic accuracy or historic green space
7. Coordination	between varied and uniform - neutral
8. Frontage proportion	take from context
9. Scale of Detail	small, intricate
10. Roof shapes and finishes	generally pitched - eaves no more than $\pm 1\text{m}$ to neighbour - consider appearance from above
11. Activity and street interface	very important along ground floors and main streets including those linking to waterfront
12. Flanks	important to ensure that blank side elevations are minimised
13. Other	important set piece views to be protected + important sites trigger design brief

## 8 Character Area 8 - Town Centre





## Character Area 9 - Town Centre North



### **DESCRIPTION**

#### **Context:**

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

#### **Grain / scale / texture:**

- this area is moderately densely built up
- there is a variety of plot widths but a relatively high proportion of narrow plot widths compared to adjacent areas
- frontages are predominantly flush with the pavement in southern parts of this character area; setbacks become more common further north - shallow hard or soft spaces between the road and building elevation are important features of certain key streets
- the area is predominantly 2 1/2 - 3 1/2 storeys with scattered small groups of taller buildings; there are three high rise residential blocks

#### **Use and activity**

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

## Character Area 9 - Town Centre North

### Spatial issues

- notable 'places' include Springfield Stadium and 'Town Park'
- most open space is private; there is very little public open space besides the Stadium
- basic utilitarian materials are used for streetscape

### Built heritage

- several streets comprise a high proportion of original fabric that is extant
- west of Bath Street Victorian working class residential buildings predominate; middle class Victorian residential buildings are more common in the east and Regency buildings are found in northern areas
- there are many BLI\_RN and several PSSI\_RB and SSI\_RB registered buildings



### **CHARACTER AREA OBJECTIVES**

- to maintain and enhance the residential scale and character of the area
- to ensure the retention of historic environments, buildings and artefacts together with the street pattern
- to accommodate a degree of mixed use which ensures the future use of a wide range of small to medium sized non-residential properties that contribute to the character of the area
- to accommodate potential for larger scale development in the Town Park / Gasworks area

# 9 Character Area 9 - Town Centre North



-  character area boundary
-  design brief trigger
-  important setpiece view

## Character Area 9 - Town Centre North

### **AREA DESIGN GUIDANCE**

CHARACTERISTIC	CRITERIA
1. Horizontal/Vertical	Vertical
2. Turns the corner	Opportunities throughout character area
3. Colour	North central palette
4. Materials	Concrete, stucco, granite
5. Massing	2.5-4.5 storeys unless specified in design brief
6. Building line	Generally, either small setback (1-2.5m) or building line at heel of footway with no setback but more important to control by context and neighbouring developments
7. Coordination	More uniformity than variety
8. Frontage proportion	Take from context
9. Scale of Detail	Small, intricate, domestic generally
10. Roof shapes and finishes	Flat or pitched - eaves no more than +/- 1m to neighbour
11. Activity and street interface	Important at nodes and junctions
12. Flanks	Important setpiece views to be protected an important sites trigger design brief

## 9 Character Area 9 - Town Centre North





## Character Area 10 - Town Edges and Slopes



### **DESCRIPTION**

#### **Context:**

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

#### **Grain / scale / texture:**

- the grain is more dispersed than in central areas; it comprises mostly villas or apartments set into gardens or other green space
- plots are generally larger and often encompass sizeable gardens
- buildings are usually set back from the pavement, often with significant front garden space
- most buildings are 2.5 - 3.5 storeys although there are scattered groups of taller buildings, including a number of conspicuous tall landmark structures

#### **Use and activity**

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

#### **Spatial issues**

- this character area contains few instantly recognisable 'places'



## Character Area 10 - Town Edges and Slopes

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

### Built heritage

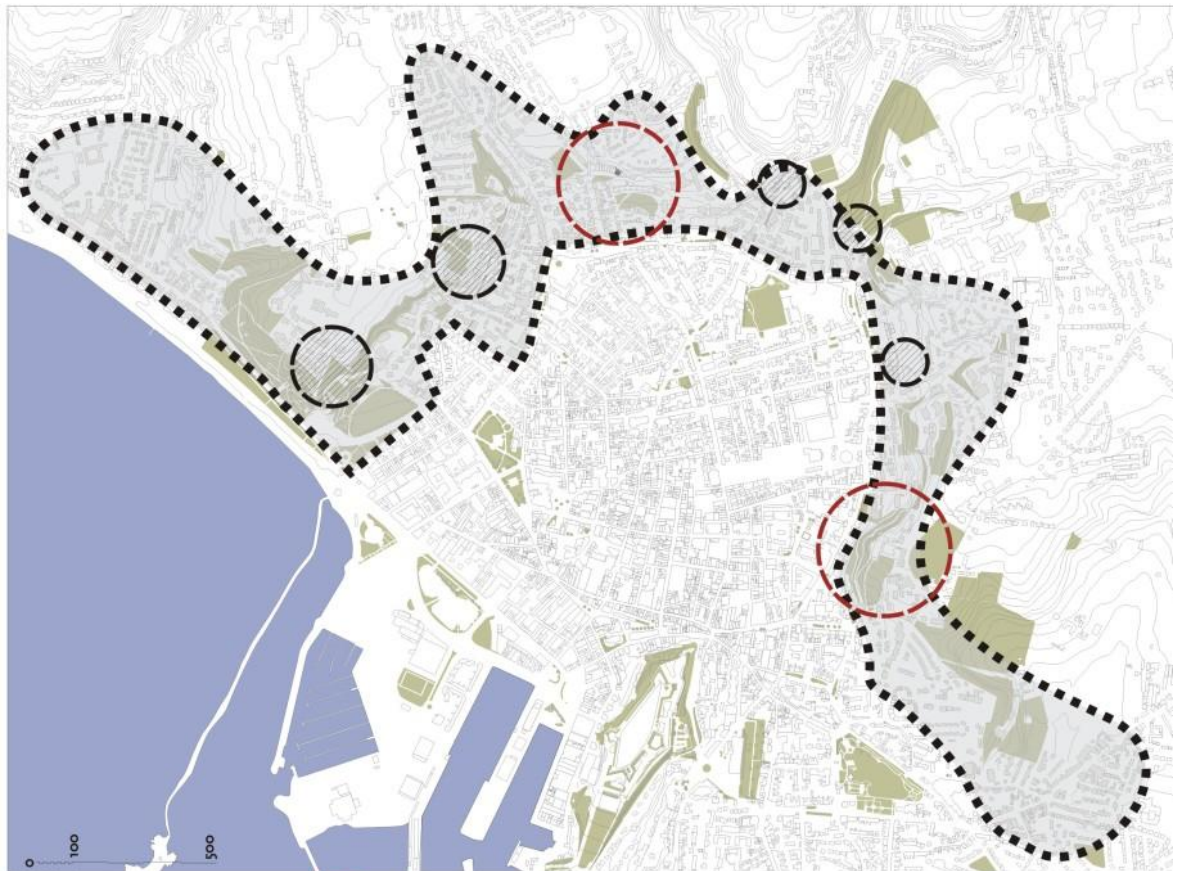
- buildings are predominantly 20th century and often undistinguished; however, there are some examples of important listed buildings, including set-piece terraces such as Almorah and Victoria Crescents






### **CHARACTER AREA OBJECTIVES**

- to protect the topographical frame of the town by maintaining and strengthening the landscape of the slopes as part of any new development proposals
- to ensure that the setting of landmark buildings is protected
- to ensure the improvement of some of St Helier's important entry points

# Character Area 10 - Town Edges and Slopes



-  character area boundary
-  development in the vicinity of landmarks requires special consideration
-  development in prominent locations will require design brief

## Character Area 10 - Town Edges and Slopes

### **AREA DESIGN GUIDANCE**

CHARACTERISTIC	CRITERIA
1. Horizontal/Vertical	both
2. Turns the corner	opportunities throughout character area
3. Colour	topographical palette
4. Materials	concrete, stucco, granite, glass, steel - garden walls and property boundaries important
5. Massing	maximum 6 storeys unless specified in design brief - no taller than a pine tree on ridge line
6. Building line	use context
7. Coordination	variety
8. Frontage proportion	not applicable unless along established garden less streets
9. Scale of Detail	small, intricate, domestic generally
10. Roof shapes and finishes	flat or pitched - not critical
11. Activity and street interface	less important than in other areas
12. Flanks	important to ensure that blank side elevations are minimised
13. Other	landscape + retention of trees on slopes important - proposals should have external works and landscaping plans submitted for approval - maintain focus of long views from centre

## Character Area 10 - Town Edges and Slopes



## Appendix 1: Colour Palettes

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

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

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

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

The British Standards Colour Range (BS) has been used as the basis for the palettes - the colours are general recommendations and could differ by shade. While the BS Colour range provides a degree of certainty, it is not necessarily the best solution in all circumstances - for example, specialist manufacturers produce ranges of heritage paints which offer degrees of subtlety that is absent from the BS range (for example Farrow and Ball, Paper and Paints, and Real Paint and Varnish Company). It is also noted that in the case of Listed Buildings, there is a case for proper research into the original range of paints used in the town.

# Appendix 1: Colour Palettes



## Wall and Details -Topographical

# Appendix 1: Colour Palettes



**Wall and Details - Waterfront**



# Appendix 1: Colour Palettes



## Wall and Details - Town Centre

# Appendix 1: Colour Palettes



**Wall and Details - Town Centre North**



## Appendix 2: Useful links

### **Planning and Building Services**

Department of the Environment  
South Hill  
St Helier  
Jersey  
JE2 4US

t. +44 (0)1534 445508 f. +44 (0)1534 445528

e: [planning@gov.je](mailto:planning@gov.je) w: [www.gov.je/planningbuilding](http://www.gov.je/planningbuilding)



**Planning and Building Services  
Department of the Environment  
South Hill  
St Helier  
Jersey  
JE2 4US**

**t. 01534 445508**

**w. [www.gov.je/planningbuilding](http://www.gov.je/planningbuilding)**