



# BILLET D'ÉTAT

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WEDNESDAY, 24<sup>th</sup> NOVEMBER, 2004

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## ENVIRONMENT DEPARTMENT

DRAFT AMENDMENT TO THE URBAN AREA PLAN REVIEW No 1  
FOR LEALE'S YARD MIXED USE REDEVELOPMENT AREA

**XIX  
2004**

# ***B I L L E T D ' É T A T***

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## **TO THE MEMBERS OF THE STATES OF THE ISLAND OF GUERNSEY**

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I have the honour to inform you that a Meeting of the States of Deliberation will be held at **THE ROYAL COURT HOUSE, on WEDNESDAY, the 24<sup>th</sup> NOVEMBER, 2004**, at 9.30 a.m., to consider the item contained in this Billet d'État which has been submitted for debate by the Policy Council.

DE V. G. CAREY  
Bailiff and Presiding Officer

The Royal Court House  
Guernsey  
22<sup>nd</sup> October 2004

**ENVIRONMENT DEPARTMENT****DRAFT AMENDMENT TO THE URBAN AREA PLAN REVIEW No.1  
FOR LEALE'S YARD MIXED USE REDEVELOPMENT AREA**

The Chief Minister,  
Policy Council,  
Sir Charles Frossard House,  
La Charroterie,  
St. Peter Port,  
Guernsey.

29 June 2004

Dear Sir,

**1.0 EXECUTIVE SUMMARY**

- 1.1 In accordance with policies contained within the Urban Area Plan, the Environment Department is required to prepare Outline Planning Briefs (OPBs) for Mixed Use Redevelopment Areas (MURAs). This States Report contains the draft OPB, the Inspector's Report and the Environment Department's recommendations for the Leale's Yard MURA.
- 1.2 The Inspector makes a number of recommendations all of which aim to support the approach adopted by the OPB. The Environment Department therefore commends all of the Inspector's recommendations to the States.

**2.0 BACKGROUND**

- 2.1 The Urban Area Plan (UAP), which was first adopted by the States in February 1995, included proposals for the preparation of Outline Planning Briefs for areas of significant development potential. These areas included Mixed Use Redevelopment Areas (MURAs) where there is a requirement to achieve an appropriate mix and balance of uses and a high standard of urban design to enhance the character and diversity of the MURA, as well as the wider area.

- 2.2 The Urban Area Plan (Review No.1), approved by the States on 31<sup>st</sup> July 2002, maintained the requirement for the production of an Outline Planning Brief (OPB) for each of the MURAs. For the guidance of prospective developers, the OPB will assess the opportunities and constraints of the site, together with the possible development options, including land uses. It will set out the basic planning requirements needed to be satisfied in order to achieve the optimum beneficial use of land.
- 2.3 Accordingly, the Environment Department has now prepared an appropriate Addition to the Urban Area Plan entitled: 'Outline Planning Brief – Leale's Yard Mixed Use Redevelopment Area'. This is now submitted to you for consideration by the States In accordance with Section 12 of the Island Development [Guernsey] Law 1966, as amended.
- 2.4 The UAP requires new development to achieve an appropriate mix and balance of uses in keeping with Strategic Policy and a high standard of urban design, to enhance the character and diversity of the MURA, as well as the wider area.
- 2.5 The development of the Leale's Yard MURA provides a unique opportunity to carry out a mixed use development that creates an attractive new urban environment and meets the need for specific forms of development principally retail, commercial and housing. This development is expected to form an integral part of The Bridge, complementing the existing retail outlets rather than competing with them and offering an attractive place to work, live and visit.
- 2.6 Traffic consultants Babbie Group, on behalf of the States Traffic Committee have carried out a Traffic Impact Assessment, which is based on three potential development scenarios (included as Appendix IV). The findings of the TIA generally endorse the aim of the Brief in terms of integrating planning and highway objectives for the MURA and its surrounding road network.
- 2.7 The OPB takes a pragmatic approach and focuses particularly on the part of the MURA with the greatest development potential, referred to within this Brief as the Main Development Site. Notwithstanding this, however, the development principles set out within the OPB apply to all development proposals within the MURA boundary.

### **3.0 PLANNING INQUIRY**

- 3.1 The draft OPB was published and made available for inspection, as required by Law, on 15<sup>th</sup> December 2003. A Planning Inquiry was held, in public, over three days beginning on 30<sup>th</sup> March and ending on 1<sup>st</sup> April 2004. The Advisory and Finance Committee appointed Mr. K. Durrant MA BArch(Hons) RIBA ARIAS MRTPI FRSA of The Planning Inspectorate of England and Wales as an independent, qualified and experienced adjudicator to hear any objections or representations thereon.

- 3.2 The Inspector considered the draft Outline Planning Brief together with 30 representations and one further representation. The Inquiry was divided into three general categories. Session One addressed the overall land use and urban design strategy, Session Two dealt with The Bridge and Bridge parking and Session Three heard from the principal landowner, the Channel Islands Co-operative Society Limited. A large number of representations focussed on the potential loss of parking from in front of the existing shops on The Bridge.
- 3.3 The Inspector's report of the Inquiry with subsequent recommendations has now been submitted to the Environment Department and is attached as Appendix II.

#### **4.0 INSPECTOR'S RECOMMENDATIONS**

- 4.1 The Inspector's comments and recommendations have been grouped to reflect the general structure of the Inquiry. Overall, the Inspector is very supportive of the approach adopted by the Brief.
- 4.2 The Inspector has recommended a total of eight amendments to the draft Outline Planning Brief. These are:
1. Graphically indicate a clear distinction between criteria that apply to all development and the more specific objectives for the Main Development Site.
  2. Redraw Figures 4, 5 and 8 to 11 so that the urban form in the Main Development Site does not turn its back on later phases.
  3. Delete from the fourth paragraph of Section 9.2 the phrase "particularly for options including the petrol filling station."
  4. Expand the fourth paragraph of Section 9.1 to say that "any plans for a reduction in parking to enable the creation of a wider pedestrian area would be contingent on additional parking first being made available behind The Bridge frontage. Any such measures should not jeopardise the vitality and viability of The Bridge or its integration with the MURA."
  5. Expand the third sentence of the second paragraph of Section 10 to say, "the proposed access to the site from The Bridge and some additional car parking and pedestrian links to serve existing shops and businesses... will need to be provided at an early stage."
  6. Add to Section 10 "Proposals for the development of retail uses within the Main Development Site should indicate their relationship with the future use of the existing Co-op supermarket in Nocq Road. The proposals and programme should include an assessment of the impact on traffic and car parking, on pedestrian linkages with the MURA and on its urban design strategy."

7. Amend Section 9 to reflect the new States committee structure and to stress the importance of integrating planning and highway objectives for the MURA and its surrounding road network.
8. Amend the first sentence introducing Section 8.2 to read “The Island Development Committee is determined to achieve an integrated, inclusive, high quality, safe and sustainable new urban environment within the Leale’s Yard MURA.”

- 4.3 If accepted, these eight recommendations will result in eleven specific amendments to the Outline Planning Brief, detailed within Schedule One of this Report.

## **5.0 COMMENTS AND RECOMMENDATIONS OF THE ENVIRONMENT DEPARTMENT**

- 5.1 The Inspector states within paragraph 66 of his report that he is confident that the Brief has been written in a way that will enable design and development tensions to be resolved, for a necessary degree of flexibility to be retained and for a quality environment to stand a good chance of being achieved. The recommendations for amendments have sought only to clarify those intentions and to give confidence to the urban design and implementation process. Accordingly, the Environment Department is pleased to be able to commend to the States all eight amendments recommended by the Inspector.
- 5.2 The Environment Department considers that Recommendation 2, listed above, requires careful interpretation in order to effect correctly the intentions of the Inspector with regard to linking the Main Development Site with the land to the north. The Inspector mentions in paragraphs 17 and 18 of his report *‘the need to avoid creating physical and psychological barriers to integration with land to the north’*. However, in arriving at that conclusion, the Inspector does not suggest that full vehicular access is necessary. Accordingly, the Environment Department has made this explicit within an amended Figure 10, Vehicular Movement Framework for the Main Development Site, detailed within Appendix I.
- 5.3 Since the Outline Planning Brief was prepared and the Planning Inquiry conducted, the Review of Machinery of Government has taken effect. The planning functions of the Island now fall within the mandate of the Environment Department and therefore it is recommended that the Brief be amended to replace references to ‘the Island Development Committee’ with ‘the Environment Department’ and to amend references to other States bodies, where appropriate.

**6.0 CONCLUSIONS**

- 6.1 On behalf of the Environment Department I would like to thank the Inspector and his staff for the thorough, fair and professional management of the Inquiry.
- 6.2 The Environment Department recommends the States to approve the Addition to the Urban Area Plan (Review No.1) comprising the draft Outline Planning Brief as detailed in Appendix III, amended in accordance with Schedule 1 and Appendix I.
- 6.3 I, therefore, request that you be so good as to lay this matter before the States with appropriate propositions.

Yours faithfully

BERNARD FLOUQUET  
**Minister**  
Environment Department





## AMENDMENT SCHEDULE No.1

## AMENDMENTS TO THE OUTLINE PLANNING BRIEF

Inspector's Recommendation	Section/s	Amendment
1	8.3, 8.4, 8.6, 9.3, 9.4 & 9.5	Graphically indicate a clear distinction between criteria that apply to all development and the more specific objectives for the Main Development Site. This will be achieved by <b>emboldening</b> criteria that apply more specifically to the Main Development Site.
2	8.3, 8.4, 8.6, 9.3, 9.4 & 9.5	Redraw Figures 4, 5, 8, 9, 10 and 11 so that the urban form in the Main Development Site does not turn its back on later phases.
3	9.2	Delete from the fourth paragraph of Section 9.2 the phrase "particularly for options including the petrol filling station."
4	9.1	Expand the fourth paragraph of Section 9.1 to read; "Any plans for a reduction in parking to enable the creation of a wider pedestrian area would be contingent on additional parking first being made available behind The Bridge frontage. Any such measures should not jeopardise the vitality and viability of The Bridge or its integration with the MURA."
5	10	Expand the third sentence of the second paragraph of Section 10 to read; "The proposed access to the site from The Bridge and some additional car parking and pedestrian links to serve existing shops and businesses, as well as the Nocq Road access, will need to be provided at an early stage."
6	10	Add to Section 10; "Proposals for the development of retail uses within the Main Development Site should indicate their relationship with the future use of the existing Co-op supermarket in Nocq Road. The proposals and programme should include an assessment of the impact on traffic and car parking, on pedestrian linkages with the MURA and on its urban design strategy."

Continued/...

**AMENDMENT SCHEDULE No.1 Continued**

<b>Inspector's Recommendation</b>	<b>Section/s</b>	<b>Amendment</b>
7(a)	9.1	Amend Section 9.1, fifth paragraph, to read; "All new main vehicular routes should be built to a standard suitable for adoption by Public Services in discussion and agreement with both Public Services and the Traffic Section of the Environment Department".
7(a)	9.2	Amend Section 9.2, fifth paragraph to read; "The improvement of pedestrian safety within Nocq Road is also recommended and this is an area where the Traffic Section of the Environment Department can look at options for providing a greater level of protection to pedestrians".
7(a)	9.2	Amend Section 9.2, seventh paragraph, final sentence, to read; The Planning and Traffic sections of the Environment Department will work closely with Public Services to ensure the Department's objectives are achieved".
7(b)	9	Add to Section 9, first paragraph, an additional final sentence stating; "The integration of planning and highway objectives for the MURA and its surrounding road network will be vital to the overall success of the development."
8	8.2	Amend the first sentence introducing Section 8.2 to read "The Environment Department is determined to achieve an integrated, inclusive, high quality, safe and sustainable new urban environment within the Leale's Yard MURA."
Environment Department recommendation	Various	Amend references to States departments, where appropriate, to reflect the revised structure of Guernsey's Government.

**APPENDIX I.**

**AMENDMENTS TO FIGURES WITHIN THE OUTLINE PLANNING BRIEF**



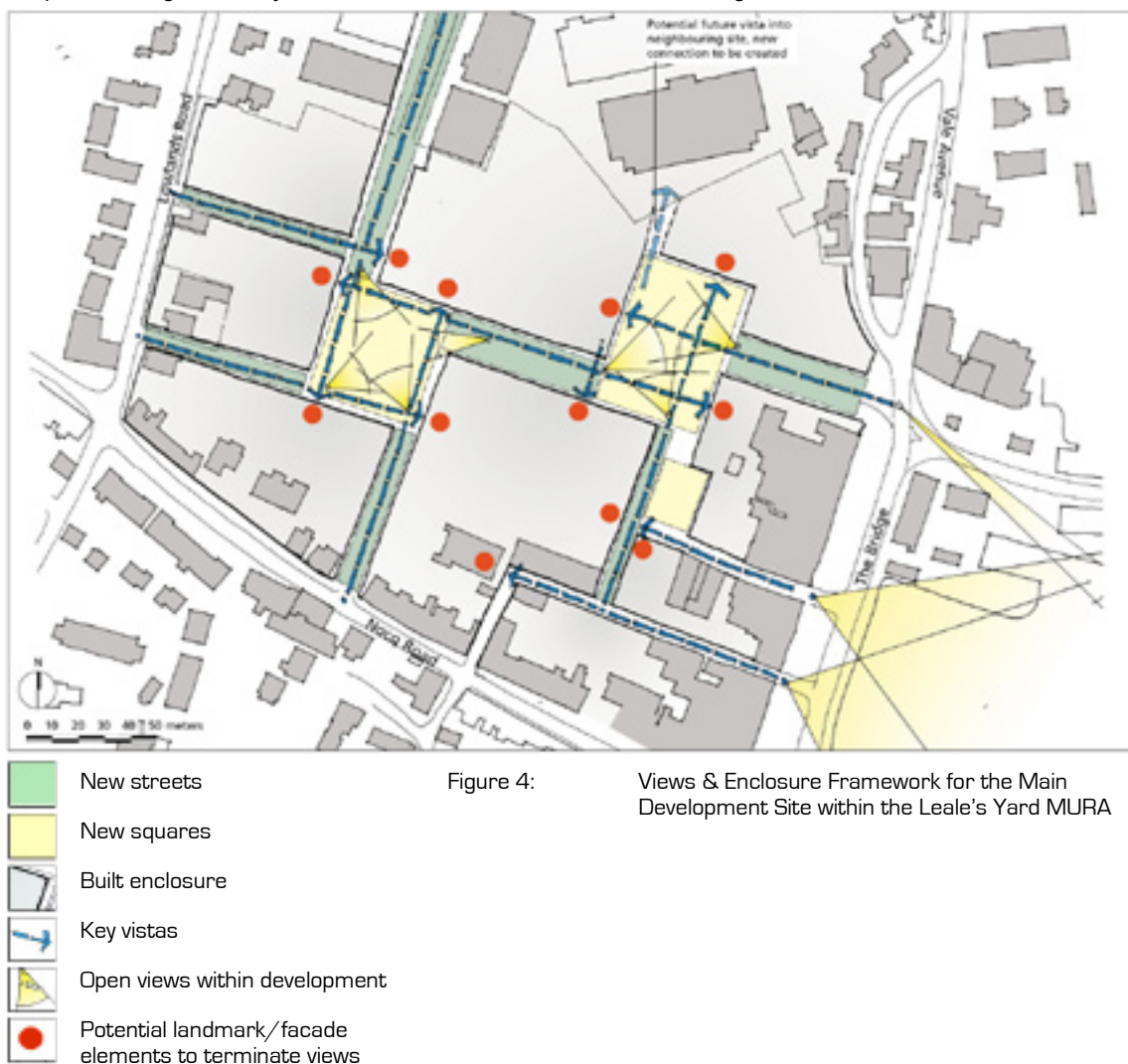
## FIGURE 4 – SECTION 8.3

### 8.3 Views and Enclosure

All development should:

- make strong visual connections between the existing and new developments, **especially The Bridge**.
- **create a legible network of enclosed, narrow streets that open up into pedestrian oriented spaces and squares (e.g. street and square character as urban areas in the centre of St Peter Port) terminated by landmark elements, that help to create a memorable environment.** Buildings should have continuous frontages that create a high level of enclosure.
- acknowledge the important role of The Bridge and St Sampson's Harbour areas in forming the overall character of this location and take advantage of the opportunity to glimpse long views from within the development site & vice-versa.
- **consider long views from the harbour area to the development, over The Bridge frontage.**

**Emboldened text** relates to criteria that apply specifically, though not exclusively to development within the Main Development Site. Development within the Main Development Site will also be required to satisfy the Department's general objectives for views and enclosure set out in figure 4 below.



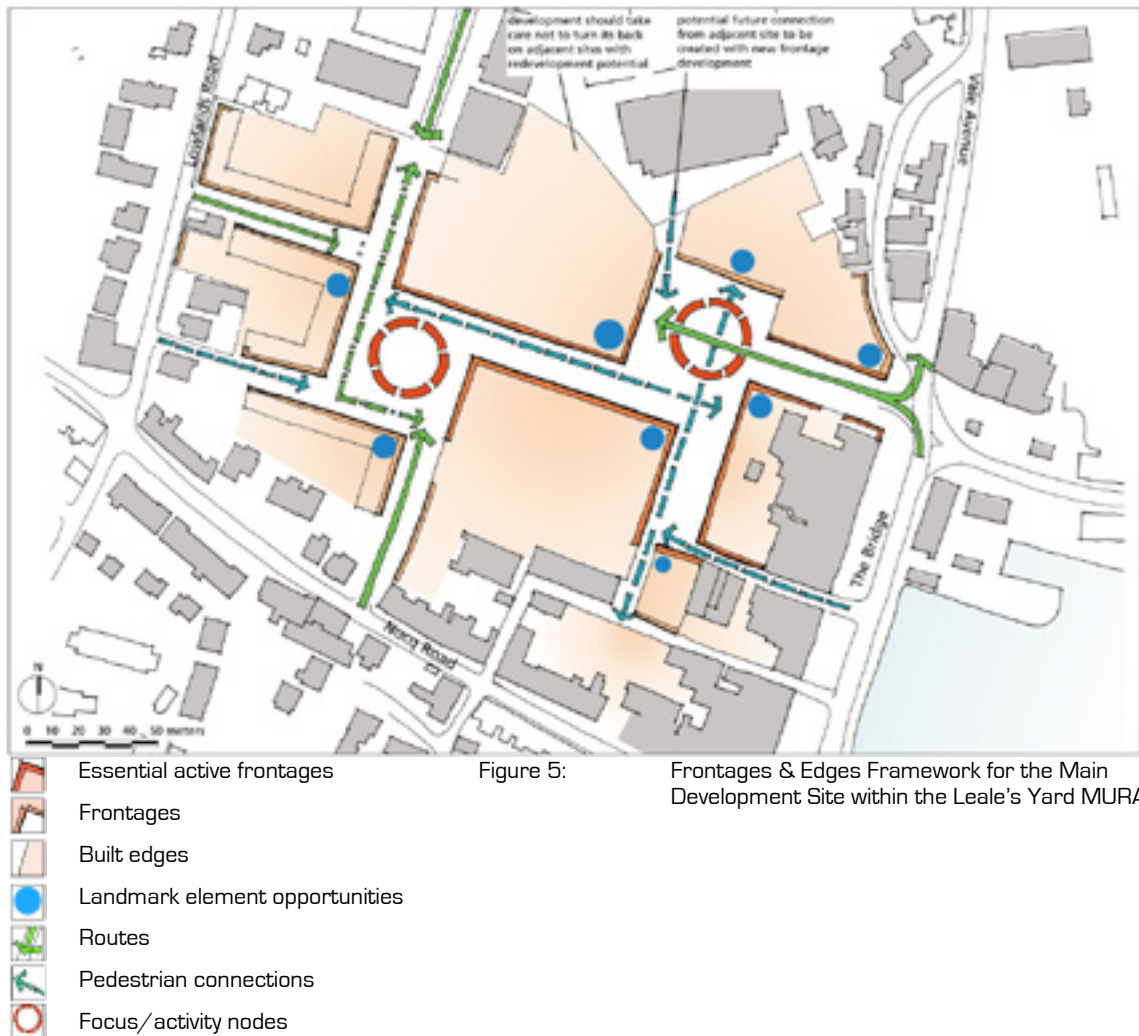
## FIGURE 5 – SECTION 8.4

### 8.4 Frontages and Edges

All development should:

- **ensure that retail and commercial frontages are linked and continuous where possible to encourage The Bridge shops to be used in conjunction with the new development.**
- **wherever possible, ensure that pedestrian routes and main activity nodes are overlooked by active development, in order to uphold public safety.** Rear private areas should not be adjacent to streets or public areas.
- include landmark elements at entrance points to key buildings wherever possible. The type and detailing of such elements to be agreed with the Environment Department.
- ensure that all active frontages are animated and pedestrian friendly. Blank walls, vents and dead spaces must be avoided at street level.
- assist in reinforcing the character and identity of the established road frontages
- respect the tradition of coursed granite walls for boundary edges.

**Emboldened text** relates to criteria that apply specifically, though not exclusively to development within the Main Development Site. Development within the Main Development Site will also be required to satisfy the Department's general objectives for frontages and edges set out in figure 5 below.



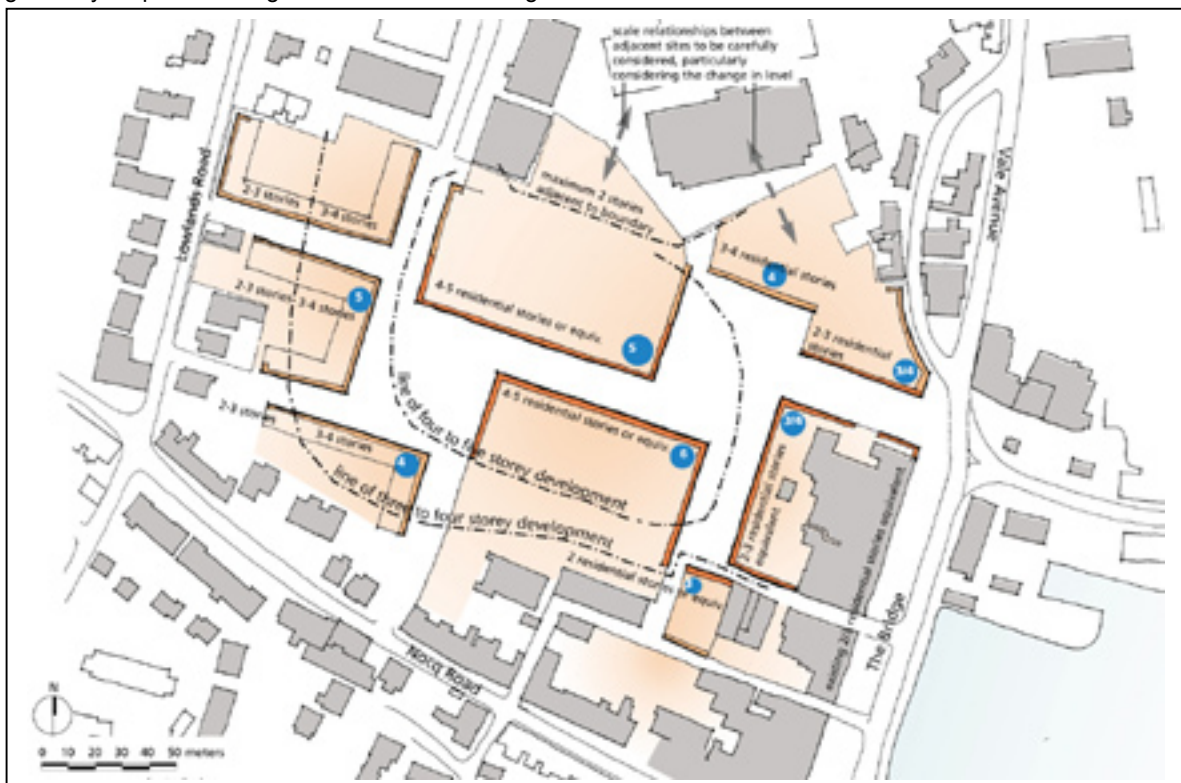
## FIGURE 8 – SECTION 8.6

### 8.6 Building Heights

All development should:

- emphasise key elements of the development to reflect their importance in the overall urban design of the area.
- avoid overlooking and overshadowing of existing and adjacent properties.
- consider the visual impact of development from within and beyond the MURA, including distant vantage-points such as L'Islet to the west and St Sampson's Harbour to the east.
- **make full use of changes in levels across the site to screen development and minimise impact, especially when designing parking areas.**
- **carefully consider the scale relationship between existing & proposed buildings (particularly those along Commercial Road, Nocq Road and Lowlands Road). Building heights should vary over distance, rather than suddenly.**
- create a variety of heights that neither over imposes nor underplays the position and function of new buildings.

**Emboldened text** relates to criteria that apply specifically, though not exclusively to development within the Main Development Site. Development within the Main Development Site will also be required to generally respect the height zones indicated in Figure 8 below.



Approximate acceptable building height gradients



Opportunities for taller landmark elements

Figure 8:

Building Heights Framework for the Main Development Site within the Leale's Yard MURA

Note:- All heights are maximum acceptable and are quoted as standard residential stories – assume 1 storey = 2.6 to 3 metres to establish commercial heights



## FIGURE 9 – SECTION 9.3

### 9.3 Movement – Pedestrian

All development should:








- promote good pedestrian linkages within & beyond the MURA boundary.
- **indicate free and easy pedestrian access between the new development & the Harbour Frontage which is also safe, convenient & pleasant to use.**
- indicate attractive & inviting footpaths that encourage pedestrian movement throughout the MURA, **especially across its east/west axis.**
- **make every effort to integrate The Bridge shopping frontage with the new development by giving pedestrian priority to key retail & mixed-use spaces.**

**Emboldened text** relates to criteria that apply specifically, though not exclusively to development within the Main Development Site. Development within the Main Development Site will also be required to satisfy the Department's general objectives for pedestrian movement set out in figure 9



Figure 9.

Pedestrian Movement Framework for the Main Development Site within the Leale's Yard MURA

-  Key pedestrian gateways
-  Intersection of pedestrian routes
-  Formal/primary routes
-  Informal/secondary routes
-  Pedestrian dominated squares
-  Existing pedestrian network
-  Improvements to pedestrian environment



## FIGURE 10 – SECTION 9.4

### 9.4 Movement – Vehicular

All development should:

- balance equally the needs of pedestrians, cyclists and motorised traffic.
- balance traffic engineering solutions with the principles of good urban design set out within this Brief.
- **indicate a practical solution to servicing the commercial premises whilst avoiding the mixing of commercial traffic and pedestrians wherever possible. The size and timing of delivery vehicles serving retail and other uses will need to be controlled and managed within the development.**
- **avoid creating unnecessary vehicular through-routes which could be used as ‘rat-runs’, although an indirect route may be advantageous.**
- **avoid excessive traffic flows through predominantly residential areas.**

**Emboldened text** relates to criteria that apply specifically, though not exclusively to development within the Main Development Site. Development within the Main Development Site will also be expected to create a strong vehicular gateway from The Bridge and satisfy the Department’s general objectives for vehicular movement set out in figure 10 below.









-  Key vehicular gateway
-  Main/public vehicular access
-  Proposed access and service only
-  Existing service and access only
-  Indirect vehicular route
-  Potential service area locations

Figure 10: Vehicular Movement Framework for the Main Development Site within the Leale's Yard MURA

## FIGURE 11 – SECTION 9.5

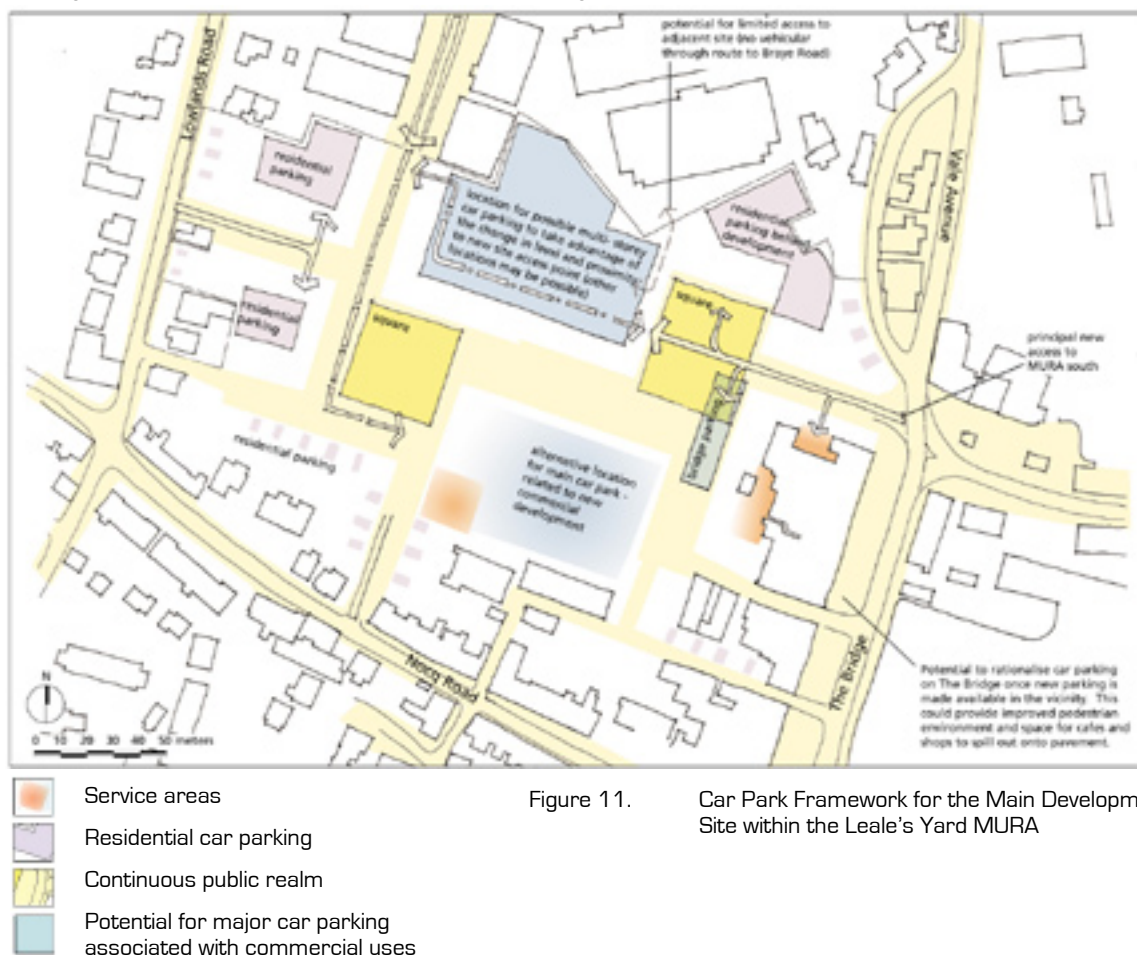
### 9.5 Car Parking

All car park development should:

- be screened by other more active and animated frontages wherever possible and avoid being visible along key vistas.
- create a positive street edge. **Underground parking must not create poor edges. Ventilation and access will need to be carefully designed and managed.**
- avoid being visually intrusive. **Poorly designed, unattractive skylines and access ramps will not be acceptable.**
- **avoid forming any part of pedestrian, cycle or vehicular routes between destinations or through the site.**

Car park development within the Main Development Site should be designed as part of a coherent development. Small convenient parking areas should be provided for visitors to The Bridge. Larger car parks should be accessible for both new and existing retail developments.

**Emboldened text** relates to criteria that apply specifically, though not exclusively to development within the Main Development Site. Development should also satisfy the Department's general objectives for car parking within the Main Development Site, set out in figure 11 below.



**APPENDIX II.**  
**INSPECTOR'S REPORT**





# **Report to the Environment Department of the States of Guernsey**

The Planning Inspectorate  
Tyngham Quay House  
2 The Square  
Tyngham Quay  
St. Peter, BS1 6PN  
☎ 01252 121 600

by **Keith P Durrant** MA BArch(Hons) RIBA  
ARLAS MKTPI FRSA  
an Inspector appointed by the States Advisory and  
Finance Committee

Date

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The Island Development (Guernsey) Law 1966 (as amended)

## **Draft Outline Planning Brief Leale's Yard Mixed Use Redevelopment Area**

Planning Inquiry held on 30, 31 March and 1 April 2004



**The Minister**  
**Environment Department of the**  
**States of Guernsey**  
 Sir Charles Frossard House  
 La Charroterie  
 St Peter Port

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Sir

## **Introduction**

1. In pursuance of Section 9 of the Island Development (Guernsey) Law 1966 (as amended), I was appointed by the States Advisory and Finance Committee to hold a Planning Inquiry. **The purpose of the Inquiry was to hear representations on, or objections to, the Draft Outline Planning Brief for the Leale's Yard Mixed Use Redevelopment Area (MURA) and to report on them with recommendations.** Once approved by the States, the Brief will amend the Urban Area Plan Review No.1 (2002). Paragraph 2.3.2.8 of the Urban Area Plan makes provision for the preparation of the Brief.
2. I am advised by the President of the Island Development Committee that the Strategic Working Party of the States Advisory and Finance Committee has confirmed that the Draft Outline Planning Brief is in conformity with the objectives of the 2003 Strategic & Corporate Plan (Strategic Land Use Plan). The appropriate letter was deposited with me at the opening of the Inquiry.
3. The draft Brief was published on 15 December 2003 and advertised in La Gazette Officielle. I determined that representations should be made to me by 30 January 2004; and 31 were duly received. Further representations were to be made by 27 February 2004 and one was received. Two were subsequently withdrawn; one person did not appear or was represented at the Inquiry; and one person appeared at the Inquiry and was heard, although no prior representation had been made.
4. The Inquiry opened on Tuesday 30 March 2003 and closed on Thursday 1 April 2003, having sat for three days. During that time I heard evidence both from the representors and from the Presidents and officers of the Island Development Committee (the IDC) and the States Traffic Committee (the STC). Before, during, and after the Inquiry I visited Leale's Yard and its surroundings both at The Bridge and beyond in St Sampson and the Vale, so as to familiarise myself with the issues raised.
5. Julie Evemy and Catherine Peet, with their colleagues in the States Committee Secretariat, assisted me in administrating and programming the Inquiry. I place on record my appreciation of the hard work they carried out on my behalf.

6. This report continues with a summary of the policy and physical contexts within which the Brief has been written. There follows a discussion of the issues raised by the representations and considered at the inquiry, grouped into topics. In doing so, I have considered the full range of issues raised in respect of each representation, notwithstanding the fact that they may not be mentioned specifically. Each topic concludes with my recommendations. Finally, I summarise my findings in an overall conclusion. Appended are lists of the representors and their representations; and the inquiry documents.

## The Policy Context

7. My consideration of the issues has as its starting point the relevant planning policies (as expressed in States resolutions), in compliance with which the IDC's proposals have been brought forward.
8. I have therefore taken into account the relevant land use policies in the **2003 Strategic & Corporate Plan** (which sets out the environmental, economic and social objectives to be followed by the IDC when preparing Detailed Development Plans). I note particularly that the Plan seeks to instigate measures and support projects for the continuing vitality and viability of The Bridge Central Area. I also note that in 1998, the States directed the IDC to encourage a significant increase in the resident population on and around The Bridge.
9. The policies of the **2002 Urban Area Plan Review No. 1** separately and together build on the strategic policies, as set out in section 3.2 of the Brief. They suggest that Leale's Yard should contain a mix of uses with:
  - a large element of housing, of a higher density than is typical of conventional island developments;
  - a level of new retail development of a type, form and location that is likely to complement the existing centre at The Bridge;
  - some provision for service trades, community uses and leisure development;
  - a recognition of the desirability of protecting existing industrial premises;
  - the provision of additional car parking;
  - the creation of an attractive, safe and convenient access for pedestrians both to and within the development;
  - an overarching emphasis on good urban design.



10. I also note that, in the absence of compulsory purchase powers, the States depend upon on the co-operation of landowners to ensure that MURAs come to fruition. That is of special relevance at Leale's Yard, given the location and size of the main landholdings.

### **The Physical Context**

11. The disposition of the present land uses and landform at Leale's Yard are a significant determinate of the scope and content of the Brief. In considering the issues therefore, I have had regard to opportunities and constraints presented by:
- the large area of derelict land at the heart of the MURA and its varied topography;
  - the relationship of that land to the existing shopping and commercial areas of The Bridge at St Sampson's Harbour;
  - the presence of existing industrial, commercial and retail businesses within the MURA at its northern end;
  - the detached nature of the land, some of it vacant, to the east of Vale Avenue
  - the relationship of potentially developable land to residential properties within and adjacent to the MURA;
  - the existing and potential access points into the site from the perimeter roads that form part of the wider highway network;
  - the low density, low scale, urban form of the site as whole.

### **THE OVERALL LAND USE AND URBAN DESIGN STRATEGY**

#### ***Representors***

*AMCEB Ltd – Interseals (Guernsey) Ltd; Mr K Tostevin; Mr J Brache; The Channel Islands Co-operative Society Ltd; Falles Holdings Ltd; Deputy John Gollop; Oscar Holdings Ltd; Guernsey Electricity Ltd; The Constables & Douzaines of St Sampson and of Vale; Deputy R Bisson.*

#### **The Main Issues**

12. The main issue raised in representations on the overall land use and design strategy, as set out in principally in Sections 7 and 8 of the Brief and the accompanying Figures, can be summarised as:

- how integration is to be achieved between the Main Development Site and the rest of the MURA, having regard to phasing and land ownership constraints;

but within that a number of individual issues have emerged:

- the location of major retail and residential uses within the Main Development Site, and their associated car parking;
- the contribution to be made by employment uses;
- the specific opportunities offered by the land to the east of Vale Avenue (“the energy site”).

## Discussion

13. Although a number of representors sought to argue otherwise, I am convinced that the **overall land use and urban design strategy** set out in the Brief is sound. The opportunity to create an exciting and viable mixed-use development on the available land behind The Bridge (the Main Development Site, which is largely controlled by the Co-op) should not be lost by an undue caution about how the other land and buildings may come into the development timetable. Any perception of a two-tier framework for the MURA, raised by Oscar Holdings and Falles Holdings, is not borne out by a close reading of the text in Sections 8 and 9, although graphically that may not always be apparent at first sight from the Figures within the text.
14. I have noted the wide-ranging and interesting suggestions made by the two local Douzaines. I return to some individual issues later, but on the broader question of the scope of the Brief, I am satisfied that as written it sits firmly within the policies of an adopted Urban Area Plan that has been through its own inquiry process. It is not within my remit to consider wider boundaries or the way in which the Douzaines are involved in local planning decisions.
15. The main owners of the land parcels to the north and east (Oscar Holdings, Falles Holdings and Guernsey Electricity) are rightly concerned to ensure that the potential of their sites is not compromised by the Brief. However, with some clarification of how the whole MURA is to fit together, which I discuss below, I conclude that the criteria set down in Sections 7, 8 and 9 (and shown on Figure 3) do give scope for an integrated scheme to evolve for all the MURA land.
16. The fact that priority is given in the Brief to the Main Development Site reflects the nature of the land and its location closest to The Bridge. It is in the new development on the vacant land that the urban design standards can be set; and the permeability of the site established, linking retail and residential uses back into the harbour area and out into the wider community. Without that first phase of quality development, the objectives of the States in their development plans for revitalising St Sampson will not be achieved.

17. Other development around the main site is likely to be a more complex and lengthy process, given the established businesses and other uses that need to be integrated into the overall vision. Mindful of the need to achieve co-operation between all the parties, I do therefore have one reservation about the way in which the strategy is interpreted in the Brief. There is some inconsistency between the integrated urban design framework shown in Figure 3 for all the MURA, and the way in which the subsequent plans in Figures 4, 5 and 8 to 11 appear to create barriers, physical and psychological, to integration with the land to the north. That perception was reinforced by the early layout plans of the Co-op seen at the inquiry, which if pursued in that form would, I believe, seriously harm the overall MURA concept.
18. I conclude therefore that some clarification of intent is needed. In arriving at that conclusion, I do not accept the argument that full vehicular access is necessary linking the main development site with the north onto Braye Road. To do so would be to create a potential wasteland of roads that would defeat the urban design objectives. Retaining the possibility of a controlled partial exit only for cars from any new car park into Lowlands Industrial Estate Road (as shown in the Brief) may be acceptable, if the detailed design can ensure a tight urban form. I note that there are land ownership and possibly junction problems with using that road. However, I conclude that some additional use of it should not be ruled out at this stage. It could help integrate physically the edge of the industrial estate with the Main Development Site, which at present is an artificial boundary created by the chances of time.
19. The location of the proposed **retail** (primarily a superstore), **car parking and residential uses** within the Main Development Site attracted comment, especially from the Douzaines and the Co-op. The latter's concerns that the area devoted to housing should be flexible was accepted by the IDC, including providing it above the superstore. Indeed, Figure 2 already indicates as much; as do the general objectives for new homes in Section 7.1(i), building on the key objective of providing for a substantial amount of new homes of mixed tenure set out in Section 2. Similarly the location and form of parking, for both the retail uses and residential uses, is not prescribed by the Brief - as Figure 11 shows. It does indicate a separation of residential and commercial parking, which seems practical and sensible. I agree with the IDC, however, that large areas of surface parking must be avoided if the urban design strategy is to succeed. I conclude therefore that no change is needed to the Brief to achieve all these objectives.
20. The Douzaines suggest that the general location of the superstore and residential areas should be reversed, to give a clear separation between the uses, with an access from the north for the new retail units to avoid competition with established shops. That vision is at odds with the overall strategy of integration and would lead to a fragmented design and circulation patterns - and the loss of an opportunity to link shopping trips between old and new retail frontages. It would not achieve pedestrian dominance behind The Bridge, one of the Douzaines' own objectives. It is not a solution therefore that I can support.

21. The future of **employment uses** was raised in a number of representations. The retention of the small scale workshops at present located behind The Bridge frontage would not be possible, if a comprehensive redevelopment is to take place that favours retail and residential. Valuable as they are, a greater priority must be to create attractive ways through to the back land as part of the wider vision for this part of the site. I do note that alternative land in the vicinity is allocated for employment uses, as set out in the Urban Area Plan.
22. The larger scale workshops and related uses on the northern part of the site are well established, although there is I accept potential for upgrading and/or redeveloping substantial parts of that land. Any adjustment of the mix there can however await detailed plans within the context of the overall MURA strategy. Without creating a hard boundary, a change of character is likely to remain in place between the Main Development Site and that substantial area of present employment land, however it evolves. The Brief, in Section 7.1(vii) offers flexibility and an opportunity for environmental and service improvement. I see no good reason therefore to amend either the text or Figure 3.
23. The developable land to the east of Vale Avenue ("**the energy site**") is largely controlled by Guernsey Electricity Ltd. They wish to see flexibility in the interpretation of the Brief so that a single use can be considered on its merits, if necessary independently of the rest of the MURA. The site is relatively small and self-contained, constrained in its access from Vale Avenue or Bank Lane and by the proximity of the power station. The IDC indicated at the Inquiry that a single use may be appropriate, if proposals come forward that set that use within the context of achieving mixed uses across the MURA as set down in Section 7.1. However, I am not persuaded (having seen the configuration and location of the energy site) that a single use is the only design solution that should by implication be positively encouraged at this stage.
24. I do not agree either with Guernsey Electricity's request that the urban design criteria in Sections 8.3 and 8.4 should be weakened to include the words "where appropriate", or that Section 9.3 regarding pedestrian movement should not apply to their land. Having regard to all those objectives, especially on the Vale Avenue frontage or in encouraging some permeability through the site into Bank Lane and hence to the harbour, is a key part of the MURA vision. Figure 3 indicates this in its annotation for the land east of Vale Avenue. That would also be consistent with the need to address the retention of the small housing element on the site, as required by Policy HO9 of the Urban Area Plan and emphasised by the IDC.
25. There is scope within the terms of the Brief as written for a dialogue to begin about the detailed use of the sites that are outside what is seen at present as the first phase of development, as the landowners ask. The Brief does not imply that individual sites should be frustrated in coming forward, as long as they show compatibility with the overall objectives for the MURA and with the traffic management measures that are an integral part of it.

## Recommendations

26. **I recommend** that no changes be made to the overall land use and urban design strategy or to Figure 3.
27. It would however give greater weight to the primacy of the overall strategy if a clearer distinction were made in the text in Sections 8.3, 8.4, 8.6, 9.3, 9.4 and 9.5 between the criteria that apply to all development and the more specific objectives for the main development site. **I recommend** that that be achieved graphically rather than by any amendment to the words.
28. **I also recommend** that Figures 4, 5 and 8 to 11 be redrawn so that the urban form in the Main Development Site does not turn its back on later phases. It should indicate the desirability of breaks to permit pedestrian and visual flows through into the Oscar and Falles Holdings lands. That would be consistent with Figure 3.
29. **I further recommend** that no change is made to the Brief in respect of the land to the east of Vale Avenue.

## Incorporation of a Petrol Station

### *Representors*

*The Channel Islands Co-operative Society Ltd; Falles Holdings Ltd; The Constables & Douzaines of St Sampson and of Vale.*

### **The Main Issue**

30. The Co-op's preliminary plans for the Main Development Site incorporate a petrol filling station. The possibility of one was considered in the Traffic Impact Assessment (TIA) commissioned by the STC and the Co-op for the MURA. At issue is whether a petrol filling station within the site should be encouraged or discouraged, given the possible traffic and urban design implications and the relationship of such a use to an existing facility nearby.

### **Discussion**

31. The evidence of the STC to the Inquiry was that introducing a **four-pump petrol station** within the site need not lead to queuing at the proposed signal controlled junction at The Bridge/Vale Avenue, if the effect of combined trips is taken into account. I share that conclusion, drawn from the TIA and subsequent design work. As with other individual land uses, the traffic impact will depend upon its precise location and scale within the MURA. To that extent, therefore, the Co-op were correct to be concerned that the text of the fourth paragraph of Section 9.2 painted a more pessimistic picture - and could indicate a degree of presumption against a petrol station on traffic grounds. A minor change in the wording would clarify this.

32. There are however (as the IDC emphasised) urban design consequences of encouraging this particular land use that need to be set alongside the traffic impact. Even at this stage of site planning, it is difficult to imagine how the scale and form of even a small petrol filling station could sit comfortably within the fine-grained urban extension to The Bridge as articulated by the design principles in Section 8 – even if it was elegantly designed. There could also be conflicts with pedestrian movement across the site and residential amenity within it, should undue space be devoted to the car and its associated works. Placing the facility at the edge of the Main Development Site as envisaged by the Co-op, may ease those conflicts - but brings with it a reinforcement of the barrier between the Co-op land and its neighbours to the north, as discussed earlier.
33. Thus, although an application for a petrol filling station may not be incompatible with the traffic management objectives of the Brief, I am reluctant on urban design grounds to suggest a change that would specifically encourage one within the Main Development Site. That conclusion is reinforced by the presence already of a petrol station at the northern edge of the MURA. As part of a mix of uses, an additional one is not a priority even if commercially a developer felt it could be justified.

### **Recommendation**

34. **I recommend** that the fourth paragraph of Section 9.2 be amended to exclude the phrase “particularly for options including the petrol filling station”, but that no other changes be made in response to these representations.

## **Car Parking at The Bridge**

### ***Representators***

*Mr M Search; Mr J Herschel; Mr K Tostevin; Mr & Mrs S Brouard; Mr R Duquemin; Mr B Lowe; Mr K Smith; Mr S Martel & Mrs W Martel; Mr & Mrs T Earl; Guernsey Chamber of Commerce; Mr & Mrs M Goddard; Mr M Falla; Mr M Search & Mr D Perchard; The Constables & Douzaines of St Sampson and of Vale.*

### **Main Issue**

35. At issue is the potential impact on the vitality and viability of The Bridge area of a reduction in on-street parking and any associated environmental improvements, as might be inferred from Figure 3 and Section 9 of the Brief. It was the subject of the largest number of representations, from local traders and others.

## Discussion

36. It is clear both from the Brief itself, and the planning policies that underpin it, that the enhancement of the vitality and viability of The Bridge shopping streets is a key objective of the States. From all that I heard at the inquiry (and saw on my site visits) it is clear to me that, at least in the short term, a continuation of **on street parking in front of the shops on The Bridge** is needed to encourage trade whilst redevelopment gains momentum behind. That view is, I note, shared by the STC who gave a number of assurances at the inquiry to the representors, including the promise of widespread consultation should changes be planned. I shall recommend that the land use implications of those assurances be incorporated into the Brief.
37. Retaining some parking would not (and should not in my judgement) exclude some adjustment to its design and layout complementary to the other traffic and environmental improvement measures needed to facilitate the effective development of the MURA. Those measures are an important part of the overall urban design vision for the area, including the wider enhancement of The Bridge and harbour, in line with strategic and Urban Area Plan objectives.
38. The Brief does envisage (in Figure 11) that, as an essential part of the retail and other developments, some limited additional car parking should be provided in a convenient location behind the existing shops linked to new pedestrian orientated routes through to the harbour area. I support that element of the development framework. It will be crucial to the success of this part of the MURA that it is provided early in the phasing of the new uses which would surround it, as a way of integrating the old and the new, both visually and for trade.

## Recommendations

39. **I recommend** that the fourth paragraph of Section 9.1 be expanded to say that, “any plans for a reduction in parking to enable the creation of a wider pedestrian area would be contingent on additional parking first being made available behind The Bridge frontage. Any such measures should not jeopardise the vitality and viability of The Bridge or its integration with the MURA”.
40. **I also recommend** that in Section 10, the third sentence of the second paragraph be expanded to say “the proposed access to the site from The Bridge and some additional car parking and pedestrian links to serve existing shops and businesses.... will need to be provided at an early stage”.



## IMPACT ON RESIDENTIAL NEIGHBOURS

### *Representors*

*Mr J Brache; Mr & Mrs M Carre; Miss M Bellot & Mr C Hubert; Mr & Mrs I Musson; The Constables & Douzaines of St Sampson and of Vale.*

### **Main Issue**

41. The MURA has on its edge or immediately adjacent to it, a significant number of people whose living conditions will inevitably be affected by the planned redevelopment. At issue is whether the Brief (read with the policies of the Urban Area Plan of which it would become part) gives appropriate weight to safeguarding those living conditions.

### **Discussion**

42. The large-scale changes would alter **the living conditions of those who back onto the site or who see into it**. Some of those changes flow from losing the open prospect from homes, albeit across derelict land, which gives a view of sky or of self sown trees and the associated wildlife. Others may result from changes in traffic patterns and use to enable servicing and car parking access to be achieved. There is a balance to be struck between the impact of change and the enhancement of the public good that flows from it, which the Brief rightly addresses.
43. The impact on individual amenity would, I note, be a material consideration when the IDC assess specific detailed proposals, in accordance with (amongst others) Policy GEN 12 and the residential amenity guidelines in Annex 3 of the Urban Area Plan. Read with the specific references in the Brief to avoiding conflict (in the final paragraph of Section 7.1, the fourth bullet point in Section 7.2 and the second bullet point in Section 8.6), I am satisfied that overall the MURA can be developed in a way that safeguards living conditions.
44. Turning to the individual representations, the implications of a greater use of the Lowlands Industrial Estate Road has been discussed above. Although as Mr Brache pointed out, Figure 3 shows by a dotted circle some possible works at the junction with Braye Road, that is an indicative diagram and has no implications for what, if any, changes may eventually be put forward. Miss Bellot & Mr Hubert raised the issue of a service access to the site from beside their home on Nocq Road, which is also shown diagrammatically on Figure 3. That utilises an existing gap, but it will be essential to design it in such way that protects the amenity of the neighbouring homes.



45. Mr and Mrs Carre are concerned about the loss of trees and bird life; and the Douzaines wish to encourage wildlife corridors. Unfortunately, the loss of vegetation is inevitable if the derelict land behind their home is to be redeveloped. However the design objectives include for new planting and quiet sitting out areas within the MURA as a counter benefit.
46. Both Mr & Mrs Carre and Miss Bellot & Mr Hubert raise the issue of high buildings and the effect on their homes or on public spaces, as set out in Section 8.6 and Figure 8. There is a balance to be struck between creating a more urban feel to the Main Development Site, using the depth of land and the topography to create a mix of heights and architectural forms – and the effect on amenity. Having looked carefully at the site, I believe that the IDC's approach is right and that building heights of up to four domestic stories in the centre of the site and lower at the edges will both create an interesting urban form and protect residential outlook.
47. I come to a similar conclusion in respect of the representation from Mr & Mrs Musson, who look out over the site from their home in Lowlands Avenue. Both in terms of building height and any effects of an access to what would probably be the residential development land, their light and privacy would not I conclude be materially harmed, given the distance from their bungalow to the site boundary and the orientation of development.

### **Recommendation**

48. **I recommend** that no changes be made to the Brief in response to these representations.

### **Other Matters**

#### ***Representors***

*The Channel Islands Co-operative Society Ltd; Deputy A Robilliard; Deputy J Gollop; Miss M Bellot and Mr C Hubert; Guernsey Electricity Ltd; The Constables & Douzaines of St Sampson and of Vale; Deputy R Bisson.*

### **The Main Issues**

49. The representors raised a number of specific matters relating to the potential land uses in and around the MURA, to traffic and to the quality of development that do not form a discrete topic. At issue therefore is whether any of them are of such weight that amendment or clarification to the Brief would assist its implementation.

## Discussion

50. One consequence of the inclusion of a superstore on the Main Development Site is the likely closure of the **existing Co-op supermarket** on Nocq Road. The site is outside the MURA boundary but any retention of the established retail use, or change of use, and/or redevelopment, would clearly have an impact both on the MURA and more widely in St Sampson. That impact would affect traffic patterns and levels, residential amenity, car parking and the general viability and vitality of the area - but is not addressed in the Brief. That is of course strictly in accord with its remit, with any applications falling to be determined in accordance with the policies of the Urban Area Plan.
51. However, the future of the Co-op site is different in nature from other land outside the MURA in that it is directly related to the plans and programmes for the Main Development Site. Figure 3 has already recognised that point. With that in mind, I shall recommend that a linkage is established between the phasing of the superstore and the future of the supermarket building, to ensure the wider picture is fully considered by the developer(s) and the planning and highway authorities.
52. The wider **traffic management** implications of redevelopment are raised by number of representors, including the capacity of Nocq Road, Lowlands Road and Braye Road to absorb additional or different patterns of traffic. I am satisfied that the ideas and analysis in the TIA adequately deal with these matters, as referred to in Section 9 of the Brief.
53. Close co-operation will be needed between the planning and highway functions of the States to ensure that a balance is struck between efficiency of movement, creating an attractive environment and safeguarding amenity. That will not be easy given the narrowness of the existing road network, but the principles in the Brief aimed at dispersing traffic and altering access arrangements bode well I believe for a successful outcome. I also note that the forthcoming re-organisation of States committees and departments should make it easier to co-ordinate these matters. Section 9 will therefore need amendment to reflect the new arrangements.
54. On the question of accessibility by **public transport**, raised by Deputy Gollop, I share the view of the IDC that bus stops should remain at The Bridge rather than encouraging routes into the heart of the Main Development Site. That will encourage links between old and new retail outlets and other facilities, across what would be short distances to walk.

55. Deputy Robilliard stresses, on behalf of STEPS (Stop Traffic Endangering Pedestrian Safety), the need for **safe public places** within the development. I agree with her that the MURA represents an ideal opportunity to design out crime, to encourage a traffic free environment and to avoid through traffic. There are in the Brief a number of references to elements of an integrated design and land use framework that would achieve these objectives, especially in the design criteria in Section 8. However, the importance of this issue could be highlighted in the introduction to that section, to put safety on a par with quality and sustainability.
56. Also important, as Deputy Gollop suggested, is a commitment to **accessibility for the disabled**. I note that it is the practice of the IDC to achieve this through internal liaison with the States specialist advisors, but I shall also recommend that inclusively is part of the planning objectives for the site.
57. A number of representors commented on the desirability of including in the MURA **a range of complementary uses**, such as live/work units, cafes, a library, a Douzaine Room and similar community facilities. To achieve a vibrant urban feel, it will I agree be important for facilities such as these to be implemented. Section 7.1 already stresses this as one of the key land use objectives for the site. There is therefore no need for any further textural amendment.
58. The role of **public art** has also arisen. Section 8.5 stresses its importance in designing buildings and spaces that can give local identity to a place. I see no good reason to weaken that objective (which is supported by the Douzaines) as Guernsey Electricity argue it should.
59. Concerns about **flooding** in the area, raised by the Douzaines, are adequately covered in Section 11. I do not see the need to add any further guidance to that already contained within that section.

### Recommendations

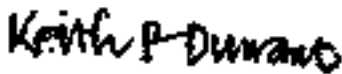
60. **I recommend** that in Section 10 are added the following: "Proposals for the development of retail uses within the Main Development Site should indicate their relationship with the future use of the existing Co-op supermarket in Nocq Road. The proposals and programme should include an assessment of the impact on traffic and car parking, on pedestrian linkages with the MURA and on its urban design strategy."
61. **I also recommend** that Section 9 be amended to reflect the new States committee structure and to stress the importance of integrating planning and highway objectives for the MURA and its surrounding road network.
62. **I further recommend** that the first sentence introducing Section 8.2 should now read: "The Island Development Committee is determined to achieve an integrated, inclusive, high quality, safe and sustainable new urban environment within the Leale's Yard MURA".

63. Finally, **I recommend** that no other changes be made in response to this set of representations.

## **Overall Conclusions**

64. The Leale's Yard MURA represents an exciting and timely opportunity to create an attractive urban extension to The Bridge that meets the need for new retail, housing and commercial development. That was recognised by most of those companies, organisations and individuals that gave evidence to the Inquiry. In advising the States on the merits of the representations and on the soundness of the Brief, I have been mindful of that support and of achieving that positive planning opportunity. I have concluded that creating an integrated mixed use area across the whole site can meet the needs of the community, the landowners and the wider environmental objectives of the Island, if the principles in the Brief are adhered to and pursued with commitment and rigour over time.
65. There will, as the representations showed, be some conflict between moving ahead with the Main Development Site and sustaining a vision for the whole MURA that does not isolate the northern and eastern sites from the retail and residential focus of the Co-op land. The quality of life for those living around the site will also need particular attention, as will the retention and enhancement of the core shopping facilities already on The Bridge.
66. **Overall, I am confident that the Brief has been written in a way that will enable design and development tensions to be resolved, for a necessary degree of flexibility to be retained and for a quality environment to stand a good chance of being achieved. My recommendations for amendments have sought only to clarify those intentions and to give confidence to the urban design and implementation process.**

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***Keith Durrant MA BArch(Hons) RIBA ARIAS MRTPI FRSA***  
***Planning Inspector***

*19 May 2004*

## APPENDIX A: LIST OF REPRESENTATIONS

Reference Number	Person/Company	Representations/ Further Representations	Summary of initial Submission	Site location/ OPB Policy No.	Agent/ Advo- cate Name	Advo- cate Firm	Date Heard
1	Mr R A E Clough for Interseals Ltd	Representation	Happy for development but objects to Lowlands Estate Road being used to service the development.				Afternoon 30 March
2	Mr M Search – Ray & Scott Ltd	Representation	Concerned about the loss of parking spaces outside the main shopping area.				Morning 31 March
3	Ray Lowe Ltd	Withdrawn Representation	Representation withdrawn. A compromise is needed regarding the parking spaces and road layout.				
4	Mr J Hershel – Stonelakes Ltd	Representation	Suggest extreme caution when considering parking, especially concerning short-term users.				Morning 31 March
5	Mr M J Smith – Catalogue 2	Representation	Believes that shopkeepers will not benefit and the development will be detrimental to the area.				Afternoon 30 March
6	Mr K W Tostevin	Representation	Feels that no adequate provision has been made for current users of light industrial units.				Afternoon 30 March (Statement only)
7	Mr Brouard for Mr & Mrs S Brouard – Candy Shop	Representation	Strongly opposes any plans to remove the short-term parking directly outside the Candy Shop.				Morning 31 March
8	Mr R M Duquemin –	Representation	Concerned about the loss of parking spaces outside				

	Bob Duquemin's Cycle Centre	the main shopping area and the disruption to businesses during the building.		
9	Mr B Lowe – Tozers Newsagents	Representation	It is imperative to have short-term parking across the Bridge front, i.e. at Tozers Newsagents.	Morning 31 March
10	Mr & Mrs M Drillot	Withdrawn Representation	Representation withdrawn. Concern over possible height increase of the supermarket and the increase in traffic on Nocq Road.	Section 8.6 – Building height. Section 9 – Parking.
11	Mr J A Brache	Representation	Concern with regards to increased traffic flow at the junction of Lowlands Industrial Estate and Braye Road.	Section 8 Afternoon 30 March
12	Mr K Smith – Bridge Furniture	Representation	Concerned about the loss of parking spaces outside the main shopping area.	Morning 31 March
13	Mr Martel on behalf of Mrs W M Martel	Representation	Concern regarding parking and road layout in the main shopping area.	Morning 31 March
14	Mr A Smith, Chief Executive for the Channel Island Co-operative Society	Representation	Requests that the housing area within the OPB be flexible so as to ensure the beneficial integration of housing and commerce.	Policy 7.2 Morning 1 April
15	Mr A Smith, Chief Executive for the Channel Island Co-operative Society	Representation	Asks for no prejudice be shown against the development of a petrol station.	Policy 9.2 Morning 1 April
16	Mr A Smith, Chief Executive for the	Representation	That no prejudice is shown when considering retail applications for the existing Supermarket site.	Policy 8.1 Morning 1 April

Channel Island Co-operative Society				
17	Mr A Smith, Chief Executive for the Channel Island Co-operative Society	Representation	Asks for flexibility in obtaining the required number of parking spaces for both commercial and residential purposes.	Section 9  Morning 1 April
18	Mr A Smith, Chief Executive for the Channel Island Co-operative Society	Representation	That another solution to the traffic generation and parking for Lowlands Road be identified.	Policy 9.2  Morning 1 April
19	Mr Helier J. Falle for Falles Holdings Ltd	Representation	General comments in respect of their land at the Vale Garage Complex.(a) strongly opposes the Co-op's intention to build a petrol station within the MURA.(b) intends to meet the high demand for rented units by developing light- industrial, storage and retail units.(c) reserve opinion on traffic until fully considered the link road.	Afternoon 31 March
20	Mrs Carre for Mr & Mrs M A Carre	Representation	Worried about the loss of trees and park space along with the impact of tall buildings.	Afternoon 30 March
21	Deputy Ann Robilliard for STEPS (Stop Traffic Endangering Pedestrian Safety) and Guernsey Bicycle Group	Representation	Dual concerns on pedestrian safety and links between building design/crime.	Afternoon 30 March
22	Deputy John Gollop	Representation	Various comments on (a) mixture of housing (b) home zones (c) bus access (d) services e.g. bars, cafes (e)	Various  Morning & afternoon

23	Mr Earl for Mr & Mrs Earl	Representation	public squares (f) disabled - friendly.	30 March
24	Miss Bellot for Mr C Hubert & Miss M Bellot	Representation	Believes that parking must be maintained on the Bridge.  (a) worried about increased traffic levels (b) concerned over proposed building heights.	Morning 31 March
25	Mr A Creasey with Mr Mike Collins for Guernsey Chamber of Commerce	Representation	They welcome the concept of a wider pavement but believe that the existing parking system should be retained.	Morning 31 March
26	Mr Goddard for Mr & Mrs M Goddard	Representation	Concerns over the loss of short-term parking outside the main shopping area & Southside, and the direct impact on vulnerability of small traders. Additionally concerned about long-term parking for staff.	Morning 31 March
27	Mr Michael Anthony Falla – Town & Country	Representation	Opposed to no parking on the Bridge. Concerned the proposed dual carriage-way would lead to congestion in the smaller lead off roads.	Morning 1 April
28	Mr N Jones, Chief Executive Comprop for Oscar Holdings Ltd	Representation	Belief that the exclusion of Oscar Holdings from the Main Development Site does not assist the plan.	Advo- cate Ian Beattie Afternoon 31 March
29	Mr Howard Mawson (Lovells) for Guernsey Electricity Ltd	Representation	Thinks that the Energy Site should have a development strategy separate to that of the main Leale's Yard site.	Advo- cate R P Ogier Morning 30 March



30	Ms M Levrier – Vice Dean of St Sampson – for the Constables & Douzaine of St Sampson. Also representing Constables & Douzaine of Vale	Representation	The Constables would encourage an assessment of the objectives in relation to a mix of retail, industrial and residential.	Morning 30 March
31	Mr Musson for Mr & Mrs I D Musson	Representation	Strongly objects to any 2 or 3 storey properties that would overlook Lowlands Court, also would not want any further roads (pedestrian or otherwise) either entering or going out of Lowlands Road other than that what already exists.	Afternoon 30 March
32	Mr M Search for Mr D Perchard – Shoestrung	Further Representation	Supports representations 2 – 10 concerns regarding the loss of parking from outside the Bridge shops.	Morning 31 March
Representation during Hearing	Deputy Roy Bisson	Representation	General principles: Architectural design of the Co-op, MURA to include north & south sides, live-work units.	Morning 30 March



## APPENDIX B: INQUIRY DOCUMENTS

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1. Draft Written Statement July 2001 Urban Area Plan Review No. 1 States of Guernsey Island Development Committee
2. Written Statement July 2002 Urban Area Plan Review No. 1 States of Guernsey Island Development Committee
3. States of Guernsey Island Development Committee Leale's Yard Mixed Use Redevelopment Area Draft amendment to the Urban Area Plan Review No. 1 (2002) 15 December 2003
4. 2003 Strategic and Corporate Plan (Strategic Land Use Plan) States of Guernsey Advisory & Finance Committee
5. States of Guernsey Traffic Committee Leale's Yard Mixed Use Redevelopment Area St Sampsons, Guernsey. Traffic Impact Assessment Final Report November 2003 (with CD) Babbie Group Ltd.
6. Billet D'Etat XIV 1998 Policy and Resource Planning Report Resolutions, 9 July 1998
7. The Island Development (Guernsey) Law, 1966
8. The Island Development (Guernsey) Law, 1966 (Commencement) Ordinance, 1967
9. The Island Development (Amendment) (Guernsey) Law, 1970
10. The Island Development (Amendment) (Guernsey) Law, 1972
11. The Island Development (Amendment) (Guernsey) Law, 1972 (Commencement) Ordinance 1972
12. The Island Development (Special Provisions) (Guernsey) Law, 1974
13. The Island Development (Special Provisions) (Guernsey) Law, 1974 (Commencement) Ordinance, 1974
14. The Island Development (Special Provisions) (Guernsey) Law, 1974 (Amendment) Ordinance, 1974
15. The Island Development (Amendment) (Guernsey) Law, 1981
16. The Island Development (Exemptions) (Guernsey) Law, 1982
17. The Island Development (Amendment) (Guernsey) Law, 1988

18. The Island Development (Amendment) (Guernsey) Law, 1990
19. The Island Development (Use Classes) Ordinance, 1991
20. The Island Development (Amendment) (Guernsey) Law, 1988  
(Commencement) Ordinance, 1991
21. The Island Development (Exemptions) Ordinance, 1997
22. The Island Development (Sheltered Housing Use Class) Ordinance, 2000
23. Digimap extract – Location of La Route de L'Islet (re para 4.3 of MURA)
24. Perry's Professional Guide to Guernsey 2000
25. Preliminary junction design at The Bridge, submitted by STC
26. Preliminary site layout, submitted by the Co-op

**ADDENDUM TO INSPECTOR'S REPORT**

**The Minister**  
**Environment Department of the**  
**States of Guernsey**  
Sir Charles Frossard House  
La Charroterie  
St Peter Port

---

Sir

**DRAFT OUTLINE PLANNING BRIEF : LEALES YARD MURA**  
**Addendum to Inspector's Report**

1. My attention has been drawn to the final sentence of paragraph 16 of my Report, where I refer to the revitalisation of St Sampson, and to advise whether this may require amendment. On reflection, I suggest that the paragraph would be clearer if this sentence read:

“Without that first phase of quality development, the objectives of the States in their development plans for revitalising this part of St Sampson and the Vale will not be achieved.”

2. I commend this change to you.

A handwritten signature in black ink, reading "Keith P. Durrant". The signature is written in a cursive, slightly stylized font. The "K" is large and prominent, and the "P" is also large. The "Durrant" part is written in a more fluid, cursive style. The signature is positioned above the printed name and title.

***Keith Durrant MA Barch[Hons] RIBA ARIAS MRTPI FRSA***  
***Planning Inspector***

*July 2004*



**APPENDIX III.**

**DRAFT OUTLINE PLANNING BRIEF**







States of Guernsey  
Island Development Committee

# Leale's Yard

Mixed Use Redevelopment Area

**DRAFT**  
Outline Planning Brief



Draft Amendment to the Urban Area Plan Review No.1 (2002)

15 December 2003



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# PART ONE: Introduction

## 1. Purpose

This document is the first draft of an Outline Planning Brief (OPB) for the Leale's Yard Mixed Use Redevelopment Area (MURA) prepared in accordance with the provisions of the Strategic Land Use Plan and the Urban Area Plan (Review No.1) [UAP].

For the guidance of prospective developers, the OPB defines the basic planning parameters that are needed in order to achieve the optimum beneficial use of land. It presents a robust guide for development with adequate flexibility to respond to unforeseen changes in circumstance.

The Brief is divided into two parts. PART ONE provides relevant background information and PART TWO sets out the key development requirements that would guide the future redevelopment of the area.

## 2. Objective

The UAP requires new development to achieve an appropriate mix and balance of uses in keeping with Strategic Policy and a high standard of urban design, which should enhance the character and diversity of the MURA, as well as the wider area.

The development of this MURA provides a unique opportunity to carry out a mixed use development that creates an attractive new urban environment and meets the need for specific forms of development, principally; retail, commercial and housing. This development is expected to form an integral part of The Bridge, complementing the existing retail outlets, rather than competing with them, and offering an attractive place to work, live and visit.

The Committee will expect a relatively high density of development in order to encourage a critical mass of residents and visitors to support diverse activities within a compact area. However, this shall not be at the expense of the inclusion of high quality open spaces and public realm nor a high standard of residential amenity provision in accordance with Annex 3 of the UAP.

In order to balance successfully the competing demands for land use and at the same time secure a high-quality urban environment, this Brief has 4 key objectives, which are to:

- **Create a linked and integrated extension to the commercial centre of The Bridge comprising retail, commercial, housing and other uses**
- **Generally provide for a substantial amount of new homes of mixed tenure**
- **Increase the permeability of the area**
- **Create an attractive place with a strong identity and a critical mass**

**The OPB takes a pragmatic approach and focuses particularly on the part of the MURA with the greatest development potential, referred to within this Brief as the Main Development Site.** Notwithstanding this, however, the development principles set out within this OPB will apply to all development proposals within the MURA boundary.

## 3. The Policy Framework

### 3.1 Relevant Strategic Policies

The Policy and Resource Planning Report prepared by the Advisory and Finance Committee contains the Strategic Land Use Plan. This sets out the environmental, economic and social objectives to be followed by the IDC when preparing Detailed Development Plans. The relevant provisions of the 2003 Plan are contained in section 8 of that document and in Strategic Policies 5, 8, 18 and 26. These policies provide guidance on the types and densities of housing development, support projects for regeneration of The Bridge and call for careful assessment of potential flooding of low-lying areas when planning for new development.

In addition to these strategic policies, on the 12 June 1998 the States of Guernsey directed the Island Development Committee to encourage a significant increase in the resident population on and around The Bridge (Billet XIV).

### 3.2 Relevant Policies of the Urban Area Plan

The UAP identifies the Leale's Yard area as being a Mixed Use Redevelopment Area that itself lies within a Central Area. It also states that an Outline Planning Brief will be prepared to guide new development and area-wide environmental improvements. The OPB has regard to the General and to the Design and Built Environment policies contained within the UAP, to achieve an appropriate form of development and a high standard of urban design to enhance the character and diversity of the area.

In terms of land use, Policy HO3 of the UAP calls for a mixture of uses, including housing, to enhance the vitality and character of the Central Areas. With this in mind, significant proposals will be required to include an element of housing. Policy EMP1 states that proposals for new office development can be permitted within a MURA where it is in accordance with an approved OPB. Policy CEN2 makes provision for major new retail development where it is in accordance with the approved OPB and provided that it complements the viability and attractiveness of the existing centres.

With regard to community and recreation developments, Policy SCR1 makes provision for essential community facilities on suitable sites. This type of development can help hold together communities and will be encouraged to locate within the MURA. Policy SCR6 deals specifically with indoor leisure facilities and the MURAs are identified as ideal sites for potential leisure development.

Other policies of the UAP are specifically referred to where relevant throughout this OPB.

## 4. Description of the Site

The portion of the MURA considered suitable for redevelopment represents an area of approximately 7.5 acres or 3 hectares, equivalent in size to the combined area covered by the Markets, Town Church, Commercial Arcade, High Street, Smith Street and the Pollet.

### 4.1 Site Character

The Bridge forms part of the main East Coast road and has a feeling of busyness, mostly as a result of the high volume of vehicles moving through the area. It has a high-street character with a wide pavement and parking area between the buildings and the harbour. Little priority is given to pedestrians.

Nocq Road defines the southern extent of the MURA and has a small-scale residential character set around a narrow lane, mainly without pavements. The buildings are mostly terraced with front gardens, which produce a series of continuous building lines. The western MURA boundary is formed by Lowlands Road, which has a similar character to Nocq Road, accommodating a mix of terraced, semidetached and detached 1, 2 and 3 storey houses.

Braye Road, which is predominantly characterised by residential properties of semidetached and detached buildings, defines the MURA's northern boundary. The mainly 2 and 3 storey buildings are set back from the busy road.

Vale Avenue is the main northern artery supplying the Bridge. This busy road is defined by detached residential properties of mainly 2 or 3 storeys. The generally well-defined edge to the road is interrupted by the existence of poor quality and derelict buildings.

The inner areas of the MURA are characterised by a mixture of service areas, derelict land, retail sheds, car sales areas and by rear gardens of domestic properties.

Although outside the MURA Boundary, the St. Sampson's Harbour is one of the most significant features of this locality. There is potential for redevelopment schemes to take into account the proximity of the harbour and to encourage the regeneration of the harbour frontage. This could take the form of hard and soft landscaping, lighting, public art, etc. (See UAP Policy ETL3)

#### **4.2 Building Quality and Character**

There are a number of buildings within the MURA of high quality or character, which are worthy of retention. These are predominantly located on the Bridge frontage and within Nocq Road. The inner areas of the MURA generally contain buildings of poor quality or condition with little positive character.

#### **4.3 Views, Landscape and Topography**

Whilst there are a number of glimpsed views into the MURA, the enclosed views along narrow streets, such as Commercial Road, are the strongest. The public realm around the Bridge is not pedestrian friendly and does not encourage views of the harbour.

There are no significant areas vegetation on the site worthy of retention.

The site is located to the immediate west of St Sampson's Harbour occupying an area that formed part of the Braye Du Valle prior to draining in 1806. The topography of the site is generally flat and low-lying, with a gentle slope eastward to the harbour frontage where the retaining bund was constructed. The site also slopes north to a high point west of La Hougue Du Valle. Owing to the topography of the site and the surrounding area, parts of the MURA are visible from unexpected vantage points, such as La Route de L'Islet.

#### **4.4 Existing Activity within the MURA**

During the public consultation exercise in June 2002, some concern was expressed at the potential loss of small workshops and yards from the Leale's Yard area. The development will inevitably result in the displacement of a number of existing businesses and section 6 in Part 2 sets out how this will be assessed. A Land and Accommodation Audit has indicated that the demand for space from expanding businesses is significant. Some of the required accommodation can be provided by expansion within existing sites but there remains a requirement for some additional land to accommodate relocations and new or emerging industries. In this respect the UAP identifies an area of new industrial land at the Saltpans. In addition, a further policy (EMP7) is included which makes specific provision for starter businesses and service trades requiring small, inexpensive workshops and yards on accessible sites.



## 5. Ownership

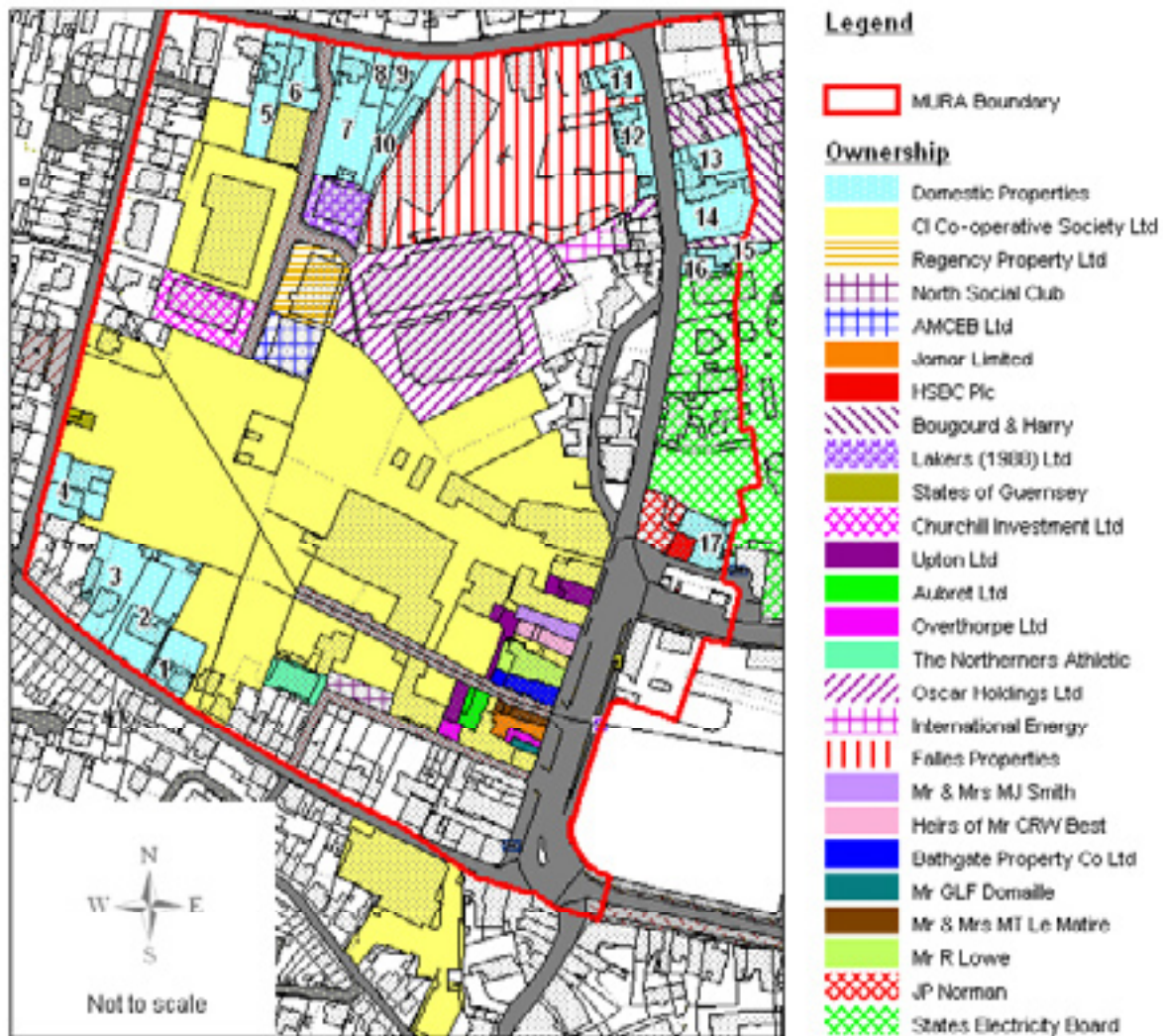


Figure 1: Land ownership within the Leale's Yard MURA

Whilst land within the MURA is in multiple ownership, the majority of the site with development potential is controlled by four landowners. The largest area within single ownership belongs to the Channel Islands Co-operative Society Limited. As mentioned before, this land also offers the greatest potential for development and is the most significant portion of the MURA in terms of the likely effect of new development on the existing Bridge environment.



## PART TWO: Development Guidelines

Proposals for development will be considered on their merits having regard to this Brief, The UAP and Section 17 of the Island Development (Guernsey) Law 1966-1990 as amended. Relevant policies of the UAP (Review No.1) are highlighted where specific guidance exists.

### 6. Existing Land Uses

In order to reinforce The Bridge as the Island's second town, the Main Development Site will need to accommodate activities that will support and enhance the vitality and viability of the area. It is inevitable, therefore, that a number of existing land uses within this area will be displaced by new forms of development. Section 7 below sets out acceptable land uses within the MURA. Elsewhere within the MURA, sites that are well suited to industrial or commercial use should be retained for such uses unless it can be demonstrated that the site or premises is no longer suitable having regard to the standard of accommodation and level of demand. Applications seeking a change of use of an existing operation that adversely affects neighbours' amenity and has no prospect of remedying such conflicts, will be assessed on its merits.

Minor development on existing sites within the MURA can be progressed independently provided that the proposals comply with the overall intentions of this OPB. Applications for individual projects will only be permitted where, in the opinion of the Committee, they can be carried out in a satisfactory manner and where development in isolation is unlikely to inhibit the implementation of the OPB or prejudice a comprehensive scheme for the area.

Opportunities may arise to enable environmental improvements in conjunction with States Committees such as States Traffic and Public Thoroughfares and in the case of any quayside proposals, the Board of Administration. The Committee will seek to work with relevant departments to achieve appropriate environmental improvements in order to produce a coherent approach to the public realm both within and beyond the MURA boundary.

### 7. Proposed Mix of Land Uses

#### 7.1 General Objectives

Having regard to UAP and Strategic Land Use Plan policies, development within this MURA will be expected to meet the following land use objectives:

- (i) Provide new homes of a reasonable mix and balance of types and sizes to cater for different needs, and where appropriate retain and improve the existing housing stock. The creation of homes above other lower-floor uses will be particularly encouraged in order to establish a diverse mix of uses and assist in designing out crime. (See UAP Policies HO3, HO5, HO10, HO11, HO12 & HO13).
- (ii) Provide a level of new retail facilities to revitalise The Bridge shopping area without creating an over-provision to the detriment of Town. (See UAP Policy CEN2).
- (iii) Encourage the provision of service trades such as professional offices, doctor's surgeries, hair salons and other similar facilities, especially within the upper floors of development.

- (iv) Encourage the provision of community uses such as a library, and other parish facilities.
- (v) Encourage the provision of leisure related developments, especially cafes, bars and restaurants. If well sited, these uses could add positively to the vitality and viability of the area.
- (vi) Make provision for new office accommodation as part of mixed use schemes. (See *UAP Policy EMP1*).
- (vii) Protect the existing stock of industrial premises within the MURA where this is compatible with other objectives of this Brief including the requirement to create attractive retail and residential areas to the rear of The Bridge. Encouragement will be given to accommodating support industries providing services such as the storage and maintenance of digital data and disaster recovery services, within the upper floors of the development. (See *UAP Policy EMP9*)
- (viii) Provide car parking in accordance with section 9.5 of this OPB

The Committee has not set maximum or minimum percentage figures for each use but will anticipate a mix of building uses appropriate for a town centre environment. However, in accordance with the directive of the States, it will expect a substantial element of housing development. Owing to the Committee's desire to encourage a reasonable mix and balance of housing types, developers are advised to discuss this issue with the States Housing Authority which is currently assessing specific demand for housing types within the Island as part of its contribution to the Corporate Housing Programme.

The Committee will also require the provision of high-standard public spaces and other facilities and features in line with its objective of creating a vibrant town centre. Development within the Main Development Site should conform to the general distribution of uses illustrated by Figure 2 on page 7. Proposals that deviate from this land use framework will need to demonstrate to the satisfaction of the Committee that the proposed mix and balance of uses within the area will achieve the Committee's objective of creating an attractive and appropriate mixed use development.

Operations that the Committee considers to be incompatible with neighbouring land uses, such as industrial yards and other forms of activity inappropriate to the location, will generally not be permitted unless it can be demonstrated that any conflicting amenity issues can be fully resolved. The Committee will seek to safeguard the reasonable amenity of existing and future residents of the area.

## 7.2 Land Use Distribution within the Main Development Site






### Key Objectives:

- New retail uses should be located near to the existing retail uses of The Bridge and should be designed to work with them rather than turn their back on them. A 'loop' of continuous retail use would encourage people to use a range of large and small shops.
- The inclusion of squares and a network of streets within the site would provide the opportunity for the retail, residential and other uses to interrelate. The mixing of uses vertically will assist this and is, therefore, encouraged.
- Residential uses should be carefully designed to facilitate private and public external spaces as well as a generally dual aspect development.
- Service yards need to be carefully located and designed to minimise their visual impact. They should be secure and easy to access without creating large turning areas. They should not face onto or be directly related to residential uses, as this results in a loss of amenity caused by noise and visual impact.

Development is expected to comply with the Committee's principle objectives for land use within the Main Development Site, illustrated by Figure 2.



Figure 2: Land Use Framework for the Main Development Site within the Leale's Yard MURA

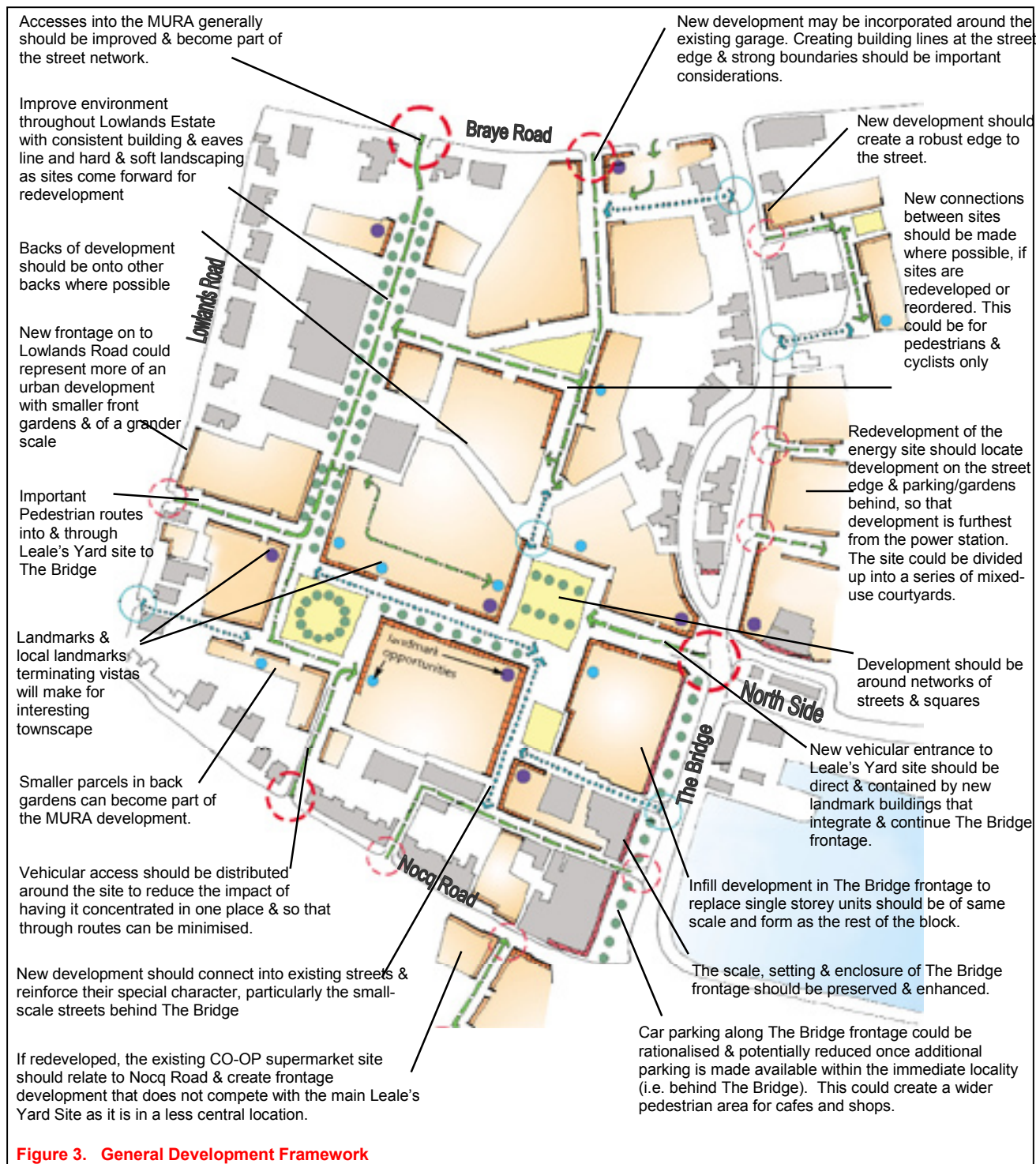
ACCEPTABLE LAND USES	
	Predominantly residential
	Mixed use: residential, retail, employment
	Supermarket, retail (and residential above)
	Mixed use: community, residential, retail
	Open space

## 8. Design

### 8.1 Overall MURA Urban Design Objectives

Unlike previously prepared OPBs, this Brief embodies the conclusions of a Development Framework for the site that was prepared in conjunction with professional urban designers Tibbalds TM2 and in consultation with members of the community. During March 2001 the Committee sought the views of the public with regard to the kind of development and to other physical alterations it would like to see as part of the redevelopment of the Leale's Yard area. This led to the preparation of the draft Development Framework that took account of the public's views and States policies, as well as broad developer expectations. The Framework was displayed at a public exhibition during June 2002. Responses received were considered in full and, where appropriate, the draft Development Framework was modified.

Figure 3 below indicates a general development framework, which sets out the Committee's overall urban design objectives for the MURA.



#### DEVELOPMENT PRINCIPLES:

All development proposals should reinforce the area as the mixed-use second town within Guernsey. The Bridge & the Harbour are important local strengths.

Development is initially likely to focus on the large site to the south of the MURA (Leale's Yard) stretching between The Bridge & Lowlands Road.

All development proposals should demonstrate their commitment to high quality urban design & architectural quality.

Further development within the MURA should reinforce & extend the overall objectives of the framework & seek to introduce a high quality of townscape & urban design into the proposals. Vertical mixing of uses will allow the area to be intensified.

The MURA contains a wide range of uses, from light industrial, to employment to retail, to housing. This is one of the strengths of the area & the principle of a wide range of uses should be continued in any new development that takes place, particularly to introduce housing uses & retain employment where appropriate.



## 8.2 Achieving a High-Quality Urban Environment

The Island Development Committee is determined to achieve a high-quality, sustainable and integrated new urban environment within the Leale's Yard MURA. In this respect, proposals must satisfy design principles that include the following key characteristics:

1. **A framework of streets and squares** which has an urban structure based upon a clear network designed to serve as both routes and public places supervised by the occupants of surrounding buildings.
2. **Integration and permeability** creating a successful extension to The Bridge, taking into account the proximity of the site to St Sampson's Harbour. The development should give a choice of routes making the area feel safe to pass through. The defining of zones of uses should be avoided in favour of mixing them up and blurring the boundaries between them.
3. **A sense of place** giving the new urban environments a memorable and unique character by using landmarks, vistas and focal points along with the incorporation of existing features and buildings or imaginative landscaping and public art.
4. **A critical mass of activity** or a density of uses to create sufficient activity of people to animate streets and public places and to sustain shops and other public facilities.
5. **High-quality spaces** that create an excellent urban environment with well-proportioned buildings and attractive, well-maintained areas. The resultant public realm should be human in scale but urban in nature, promoting interaction and accommodating the diversity of urban life.
6. **Minimal environmental harm** achieved through the development of urban areas which are sustainable both in terms of their environmental impact and in their ability to be flexible and adapt to future changes.
7. **A sense of responsibility** and ownership from residents and workers who are encouraged by the form and nature of development to play their part in the upkeep and informal supervision of the area.

The Committee expects proposals to be developed around a strong framework of indigenous trees and shrubs to give structure to external spaces and include planting that is appropriate for its setting.

The Committee will also expect a comprehensive strategy for street furniture, lighting, hard surfacing, etc. to be considered and approved at an early stage of planning, ideally concurrently with the submission of initial requests for planning permission. Subsequent applications for street furniture, lighting and hard surfacing will be expected to respect the agreed comprehensive strategy. (*See UAP Policies CE10 & ETL3*).

The urban design solution for the Main Development Site, indicated within this OPB, offers just one way of satisfying the Committee's requirements. Other design layouts will be considered but will be expected to satisfy the objectives set out within this Brief.

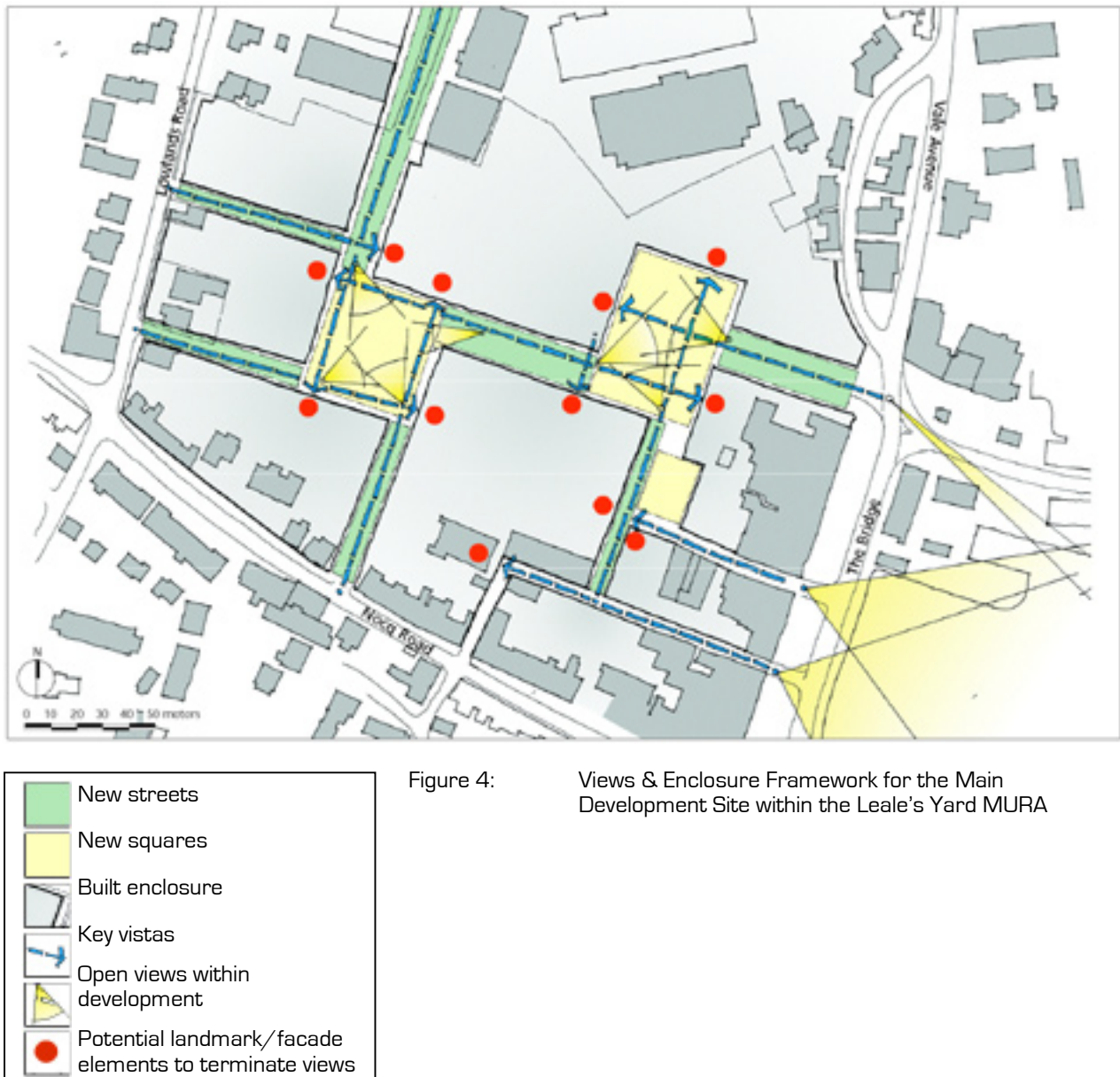
Existing buildings that, in the opinion of the Committee, make a positive contribution to the character of an area as a result of either architectural or historic merit, will generally be protected from unsympathetic forms of development.

### 8.3 Views and Enclosure

All development should:

- make strong visual connections between the existing and new developments, especially The Bridge.
- create a legible network of enclosed, narrow streets that open up into pedestrian oriented spaces and squares (e.g. street and square character as urban areas in the centre of St Peter Port) terminated by landmark elements, that help to create a memorable environment. Buildings should have continuous frontages that create a high level of enclosure.
- acknowledge the important role of The Bridge and St Sampson's Harbour areas in forming the overall character of this location and take advantage of the opportunity to glimpse long views from within the development site & vice-versa.
- consider long views from the harbour area to the development, over The Bridge frontage.

Development within the Main Development Site will also be required to satisfy the Committee's general objectives for views and enclosure set out in figure 4 below.

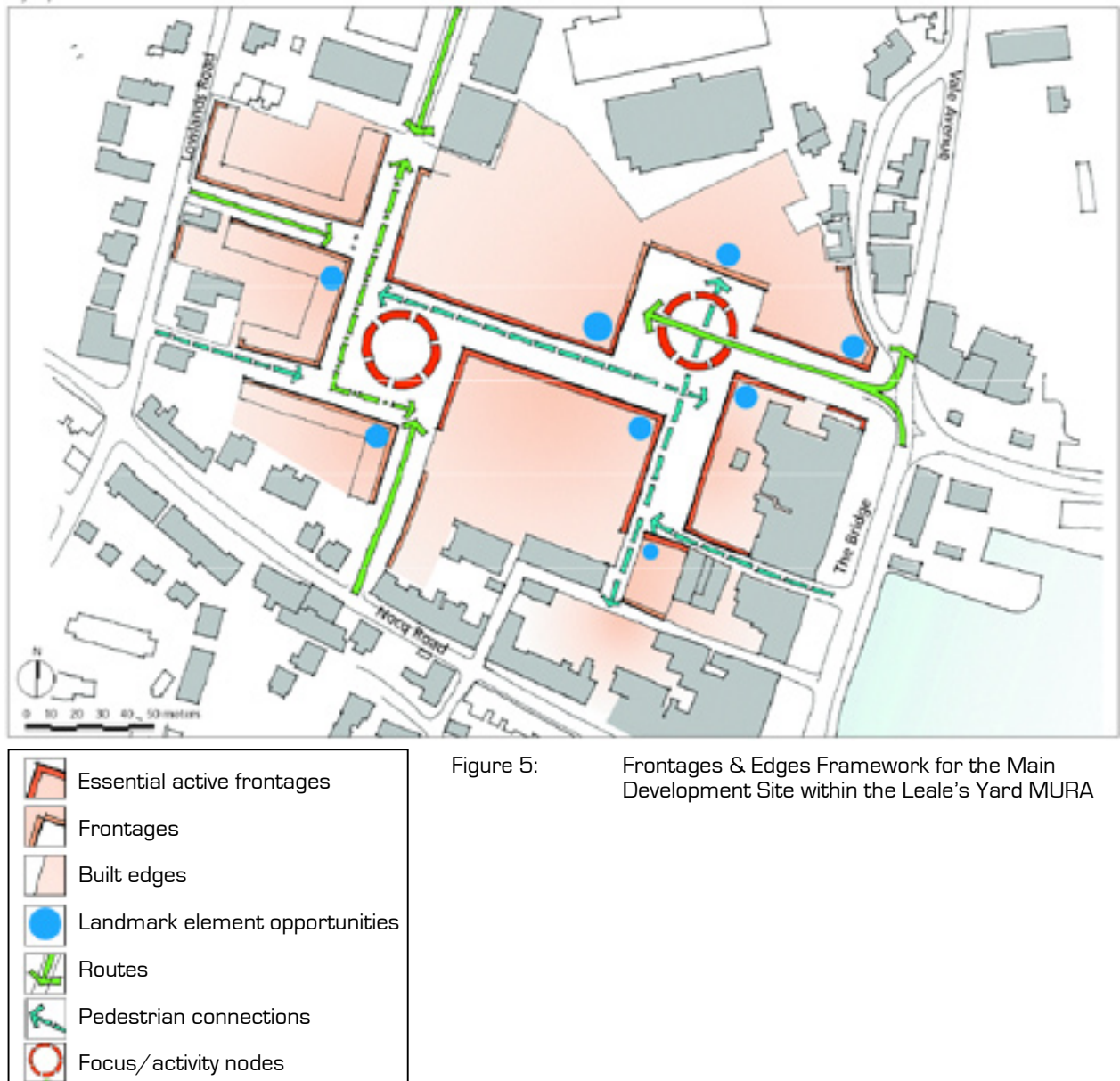


## 8.4 Frontages and Edges

All development should:

- Ensure that retail and commercial frontages are linked and continuous where possible to encourage The Bridge shops to be used in conjunction with the new development.
- wherever possible, ensure that pedestrian routes and main activity nodes are overlooked by active development, in order to uphold public safety. Rear private areas should not be adjacent to streets or public areas.
- include landmark elements at entrance points to key buildings wherever possible. The type and detailing of such elements to be agreed with the IDC.
- ensure that all active frontages are animated and pedestrian friendly. Blank walls, vents and dead spaces must be avoided at street level.
- assist in reinforcing the character and identity of the established road frontages
- respect the tradition of coursed granite walls for boundary edges.

Development within the Main Development Site will also be required to satisfy the Committee's general objectives for frontages and edges set out in figure 5 below.



## 8.5 Building Design Criteria

New development must be of a high standard of design and finish which complements the existing structures where these are retained, respects the architectural features and historic value of those buildings of substantial character and positively contributes to the established streetscape. At the same time, proposals should show innovation and incorporate public art design elements appropriate for their setting. The development of the MURA is likely to present considerable scope for original and innovative architectural solutions and encouragement will be given to good contemporary design. The development should result in a place with a variety of architectural solutions but which has a distinct overall identity.

The Committee will expect new homes to be afforded high quality residential amenity in accordance with the requirements set out in Annex 3 of the UAP.

The incorporation of passive solar design elements, which maximise the effects of the sun in heating, illuminating and ventilating buildings will generally be encouraged throughout the MURA where this can be achieved in unison with other design issues set out in this OPB.



Figure 6. Indicative **section a-a** illustrating potential scale relationships with adjacent existing and proposed development within the Main Development Site

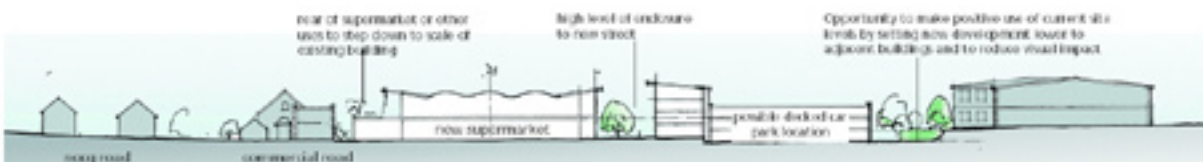


Figure 7. Indicative **section b-b** illustrating potential scale relationships with adjacent existing and proposed development within the Main Development Site



Sections a-a and b-b are included for illustrative purposes only and do not imply that this is the only form of development likely to be acceptable within the Main Development Site.



## 8.6 Building Heights

All development should:

- emphasise key elements of the development to reflect their importance in the overall urban design of the area.
- avoid overlooking and overshadowing of existing and adjacent properties.
- consider the visual impact of development from within and beyond the MURA, including distant vantage-points such as L'Islet to the west and St Sampson's Harbour to the east.
- make full use of changes in levels across the site to screen development and minimise impact, especially when designing parking areas.
- carefully consider the scale relationship between existing & proposed buildings (particularly those along Commercial Road, Nocq Road and Lowlands Road). Building heights should vary over distance, rather than suddenly.
- create a variety of heights that neither over imposes nor underplays the position and function of new buildings.

Development within the Main Development Site will also be required to generally respect the height zones indicated in Figure 8 below.

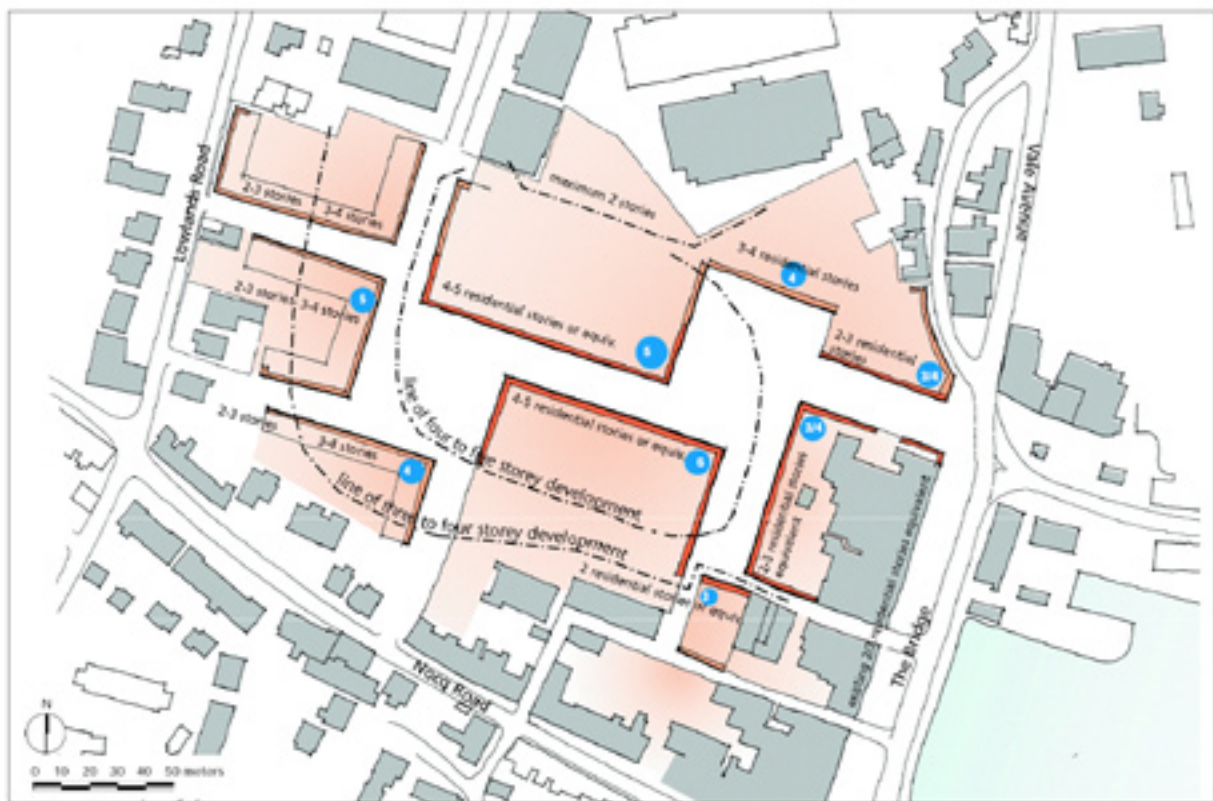
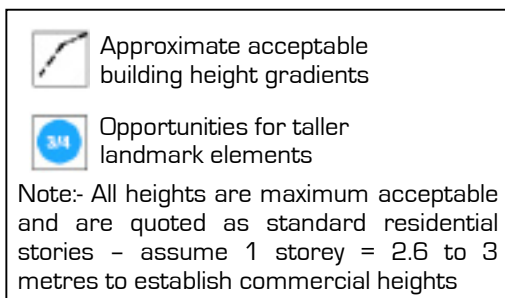


Figure 8: Building Heights Framework for the Main Development Site within the Leale's Yard MURA



## 9. Transport and Parking

### 9.1 General Objectives

Many of the responses received as a result of the June 2002 consultation exercise expressed concern over the current traffic and parking arrangements within the area. In addition it was also questioned how the Committee proposes to handle the additional traffic generated as a result of development. It is inevitable that the scale of development envisaged by the UAP and this Outline Planning Brief will have an effect on the traffic flows within the area. The Committee will therefore take into account the findings of the Traffic Impact Assessment (see 9.2 below) when assessing development proposals.

The existing and proposed retail uses on this site are likely to require a large amount of parking. Proposals will be expected to satisfy Annex 2 of the UAP. Efforts should be made to reduce the impact of car parking, which should be provided in convenient locations that can be shared by the different uses within the area. The Committee will not accept proposals that indicate large areas of surface parking, as this is an inefficient use of the site and is not compatible with the urban design strategy for the MURA. Safety, lighting and simplicity of use will be important factors to take into account when designing new car parks to service major retailing. This car parking will need to be made available by the developer for general public use if the scheme is to be successful. Development proposals should take into account sections 9.2 to 9.4 and Figures 8 to 10 below.

Forming a strong link between the new development and the existing Bridge frontage is vital if the new and the old portions of the area are to operate as one. Therefore Bridge Avenue will play a vital role in securing the connection between the areas. The Committee is of the opinion that this access point should be revised to become a pedestrian priority route into the MURA. It is appreciated that some form of vehicular access will need to remain, in order to service the rear of the existing retail units on The Bridge.

With regard to the existing Bridge traffic flow and parking arrangements, the Committee will seek to work with relevant States bodies to bring about positive changes through opportunities that arise from the development of this MURA.

All new main vehicular routes should be built to a standard suitable for adoption by Public Thoroughfares Committee (PTC), in discussion and agreement with both PTC and the States Traffic Committee.

### 9.2 Traffic Impact Assessment

In September 2002 the States Traffic Committee commissioned transportation consultants Babbie Group to prepare a Traffic Impact Assessment (TIA) for the Leale's Yard MURA; jointly funded by the States Traffic Committee and the principal landowner, the Channel Islands Co-operative Society Limited.

Three theoretical development scenarios for the entire MURA were compiled in order to test the impact of traffic generated as a result of its development. Two of the test contents are based on upper and lower development densities that would satisfy the requirements of the urban design framework for the MURA prepared by Tibbalds TM2. The third development content takes into account the CI Co-op's development aspirations for its portion of the MURA, which have yet to be considered by the Island Development Committee.

For each development content, various combinations of access routes to and from the site were considered. This led to a total of eight possible networks to test. Each of these was then tested with the inclusion of a four-pump petrol filling station. The results of the testing showed that, for the most part, the existing road system would cope, except where the petrol filling station was included. However a number of issues were identified together with suggested improvements to the highway network based on capacity analysis and safety considerations.

In order to improve the already over-capacity Bridge / Vale Avenue / North Side roundabout, the TIA recommends the introduction of a signal-controlled junction in its place. Testing has shown that this solution worked well, however there was some queuing during evening and some morning peaks, particularly for options including the petrol filling station. The TIA notes that the Traffic Committee would also need to look at the Braye Road / Vale Avenue / Summerfield / Coutures junction, which experienced capacity problems for all development options.

The improvement of pedestrian safety within Nocq Road is also recommended and this is an area where the States Traffic Committee can look at options for providing a greater level of protection to pedestrians.

A number of other revisions to the road network that could be carried out as a second phase of development are also suggested within the TIA. This includes assessing on-street parking in Lowlands Road, improving the pedestrian environment at the Braye Road / Lowlands Industrial Estate junction and enhancing the pedestrian area in front of the shops on The Bridge frontage.

One of the three theoretical development scenarios represented the absolute maximum amount of development likely to be accommodated within the MURA. It is likely that the actual level of development will be less than considered in this 'worst-case scenario'. Indeed, the owners of a number of sites within the MURA have stated that they have no desire to develop their sites at this time. Therefore, the Committee requires the width of any new roads, together with the number of traffic lanes, reduced to the absolute minimum to comply with the agreed access strategy, in order to respect the urban design approach adopted for the MURA. The Committee will work closely with the States Traffic and Public Thoroughfares Committees to ensure its objectives are achieved.

### 9.3 Movement – Pedestrian

All development should:

- promote good pedestrian linkages within & beyond the MURA boundary.
- indicate free and easy pedestrian access between the new development & the Harbour Frontage which is also safe, convenient & pleasant to use.
- indicate attractive & inviting footpaths that encourage pedestrian movement throughout the MURA, especially across its east/west axis.
- make every effort to integrate The Bridge shopping frontage with the new development by giving pedestrian priority to key retail & mixed-use spaces.

Development within the Main Development Site will also be required to satisfy the Committee's general objectives for pedestrian movement set out in figure 9 below.

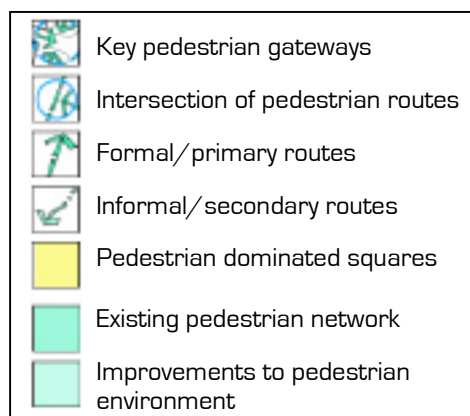


Figure 9.

Pedestrian Movement Framework for the Main Development Site within the Leale's Yard MURA



## 9.4 Movement – Vehicular

All development should:

- balance equally the needs of pedestrians, cyclists and motorised traffic.
- balance traffic engineering solutions with the principles of good urban design set out within this Brief.
- indicate a practical solution to servicing the commercial premises whilst avoiding the mixing of commercial traffic and pedestrians wherever possible. The size and timing of delivery vehicles serving retail and other uses will need to be controlled and managed within the development.
- avoid creating unnecessary vehicular through-routes which could be used as 'rat-runs', although an indirect route may be advantageous.
- avoid excessive traffic flows through predominantly residential areas.

Development within the Main Development Site will also be expected to create a strong vehicular gateway from The Bridge and satisfy the Committee's general objectives for vehicular movement set out in figure 10 below.

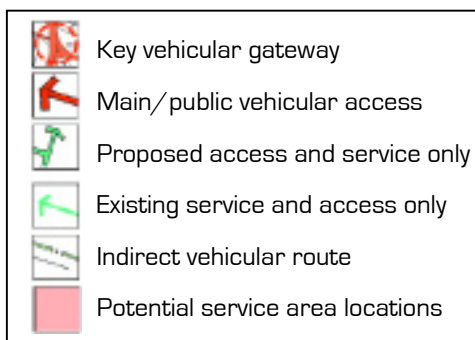


Figure 10: Vehicular Movement Framework for the Main Development Site within the Leale's Yard MURA

## 9.5 Car Parking

All car park development should:

- be screened by other more active and animated frontages wherever possible and avoid being visible along key vistas.
- create a positive street edge. Underground parking must not create poor edges. Ventilation and access will need to be carefully designed and managed.
- avoid being visually intrusive. Poorly designed, unattractive skylines and access ramps will not be acceptable.
- avoid forming any part of pedestrian, cycle or vehicular routes between destinations or through the site.

Car park development within the Main Development Site should be designed as part of a coherent development. Small convenient parking areas should be provided for visitors to The Bridge. Larger car parks should be accessible for both new and existing retail developments. Development should also satisfy the Committee's general objectives for car parking within the Main Development Site, set out in figure 11 below.

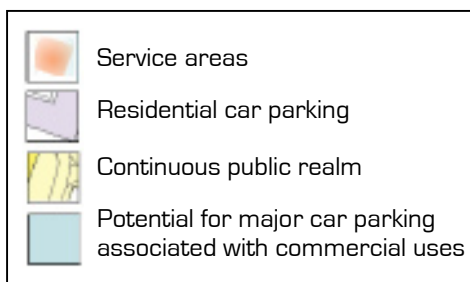


Figure 11. Car Park Framework for the Main Development Site within the Leale's Yard MURA

## 10. Phasing

Where possible, development should be phased in such a way as to minimise any disruption to the trading patterns of businesses in the area and to traffic flow over The Bridge.

It would be neither practical nor economic to provide an infrastructure for the entire MURA as a single operation preceding all building construction. Therefore the execution of the works of infrastructure is expected to take place stage by stage over the period of the development. The proposed access to the site from The Bridge will need to be provided at an early stage as will the Nocq Road access. Other roads to serve individual components of the development can then be provided as the need arises.

The order of construction of new buildings will be determined by three principal factors: the relocation of existing businesses, the availability of sites within the MURA and market demand. These factors are not predictable in terms of timing, so some flexibility will be necessary in the development programme. It is a requirement, however, that a significant component of the housing provision is provided in the first phase of development and implemented either prior to or concurrently with the construction of any commercial building.

Opportunities will arise as a result of development to bring about positive changes to the urban environment within and around the MURA. The Committee will encourage environmental enhancement initiatives within and around The Bridge and will work with the relevant States departments and individual landowners to bring forward a cohesive enhancement of the urban environment. This enhancement should be carried out as a second phase once that additional parking areas, commercial operations and other environmental enhancement schemes within the Main Development Site have been commenced.

The Committee's staff will be pleased to offer advice to developers on the need to phase development within the MURA.

## 11. Foul and Surface Water Drainage

Owing to the topography of the site, efforts should be made to mitigate potential flooding within and around the MURA. A new surface water pumping station has been installed in the Lowlands area and this has the capacity deal with substantial volumes of surface water. However, a full assessment of the flooding risk will only be possible once the impermeable areas draining westwards are known. Developers will be expected to liase with Public Thoroughfares Committee and the Building Control Section of the IDC to determine which of the existing systems could be utilised and where new drains or pumping stations would have to be installed. Arrangements for financing the installation of new foul and surface water systems to cope with the new development will need to be discussed between the developers and PTC.

In preparing development proposals, methods for the disposal of surface and foul water will need to be clearly demonstrated. The Committee will take into account the need to incorporate adequate flood alleviation measures and include an acceptable surface water management plan that, where appropriate, incorporates sustainable urban drainage systems.

## 12. Land Contamination

Information has been gathered from a number of sources including Environmental Health, Building Control, Public Thoroughfares Committee, the Parish Constables and the major landowners.

The Environmental Health Department has raised a number of issues that may require further investigation by developers prior to development taking place.

Potential areas of contaminated land:

- (i) Bridge Avenue – *Builders' merchant*
- (ii) Bridge Avenue – *Boat store & tarmac plant*
- (iii) Old Leale's Yard – *Waste paper/grit blasting plant. Small boatyard to the east of the site may require further research*
- (iv) Vale Garage, Braye Road – *Commercial garage. Unlikely to be developed as part of first phase of MURA development*
- (v) Guernsey Garages, Lowlands – *Commercial garage outside of the area likely to be redeveloped as part of the MURA*

On receipt of individual planning applications, the Committee will consult the Environmental Health Department to determine whether additional contamination mitigation measures are required prior to the commencement of development.

## 13. Consultation Responses

### 13.1 Water

The Water Board has stated that the potable water mains at The Bridge will be sufficient to supply the whole development provided that access to the development from The Bridge is available. The Board also notes it would normally lay public water mains along site access roads and hopes to link through to the existing water main in Lowlands Road.

Ideally, the Board would wish to see surface water retained on site for slow discharge to the Vale Pond stream where it could be abstracted for the public supply. In order to protect the quality of surface water, large areas of car parking would benefit from the installation of petrol/oil interceptors.

### 13.2 Electricity

Guernsey Electricity confirms that it is able to supply virtually any potential user within the MURA boundary with electricity. It will be necessary to install new cables and substation equipment integrated with the existing networks, which possibly may require reinforcement. Any required additional loads could be catered for by the extension of the existing substation and cable network in the area.

Developers will be required to liaise with Guernsey Electricity at an early stage in order to provide it with an indication of the magnitude of the potential loading.



The Island Development Committee will expect new substations or other sizeable pieces of equipment to be accommodated either within appropriately designed buildings or located in such a way as to minimise their visual impact.

### **13.3 Telecommunications**

Cable & Wireless is of the opinion that the potential development envisaged for this MURA would have a significant impact on the existing telecommunications network. The existing cable networks do not have adequate capacity, but a duct infrastructure exists which will be able to accommodate the installation of cables to meet customer requirements.

Spare cabling space exists within the existing ducting in all of the public roads within the MURA boundary, with the exception of La Hougue du Valle. Proposed developments will link in to these duct networks, and cables will connect with the Telecommunications Exchange in New Road, St Sampson.

Cable & Wireless propose that all new buildings within the MURA will be served by ducted underground feeds and in this respect, close co-operation with architects and developers will be required.

### **13.4 Gas**

Guernsey Gas Limited confirms that it intends to make available a gas supply infrastructure for the Leale's Yard MURA if demand justifies this. Domestic properties would be served by mains supplied gas and in the event of securing large commercial loads, Guernsey Gas would intend to supply by mini/semi bulk tanks on site. Such tank installations will be subject to appropriate safety requirements.

The provision of a mains gas supply would require reinforcement of the existing pipe network and the Gas Company states that funds would be made to allow for this project.

## Glossary

Active frontages	-	A high level of human activity created by building frontages such as shop fronts (very active), residential frontages, etc.
Critical mass	-	A density of uses that creates sufficient activity to animate streets and public places and to sustain shops and other public facilities.
Edge	-	Boundaries between two distinct elements that can be formed by edges of development, walls or roads.
Enclosure	-	The use of buildings to create a sense of defined space.
Landmark	-	A building or structure that stands out from its background by virtue of height, size or some other aspect of design.
MURA	-	Mixed Use Redevelopment Area – an area of land identified by the Urban Area Plan as being suitable for mixed-use development.
OPB	-	Outline Planning Brief.
Permeability	-	The degree to which an area has a variety of pleasant, convenient and safe routes through it.
Public realm	-	Parts of an area with unrestricted and uncharged public access, such as streets, public parks, etc.
Urban Grain	-	The pattern of the arrangement and size of buildings and their plots in a settlement; and the degree to which the pattern of street-blocks and street junctions is respectively small and frequent, or large and infrequent.
Urban Design Framework	-	A Document which informs the preparation of development plan policies or sets out in detail how they are to be implemented in a particular area where there is a need to control, guide and promote change.
Vista	-	An enclosed, often a long and narrow, view.
UAP	-	The Urban Area Plan (Review No.1) approved July 2002.

**APPENDIX IV.**

**TRAFFIC IMPACT ASSESSMENT - POTENTIAL DEVELOPMENT  
SCENARIOS**



**DEVELOPMENT CONTENT OPTION ONE**

<b>Development Type</b>	<b>Floor Space in M2 (or no. of units)</b>
Supermarket	3720
Retail (bulky goods)	930
Cafes and Public Houses	465
Other general Non-Food Retail	1860
Residential	150 units
Library	140
Parish Hall	140
Gymnasium	233
Office Accommodation	930
Conventional Industrial Accommodation	930
Technology Industrial Accommodation	186

**DEVELOPMENT CONTENT OPTION TWO**

<b>Development Type</b>	<b>Floor Space in M2 (or no. of units)</b>
Supermarket (Food)	3000
Supermarket (Homemaker)	1850
Cafes and Public Houses	588
Other general Non-Food Retail	3744
Residential	363 units
Gymnasium	140
Library	460
Parish Hall	300
Office Accommodation	2684
Conventional Industrial Accommodation	930
Technology Industrial Accommodation	186

**DEVELOPMENT CONTENT OPTION THREE**

<b>Development Type</b>	<b>Floor Space in M2 (or no. of units)</b>
Supermarket	3720
Retail (bulky goods)	2325
Cafes and Public Houses	930
Other general Non-Food Retail	5580
Residential	400 units
Library	465
Parish Hall	279
Gymnasium	930
Office Accommodation	4650
Service Trades (i.e. Hairdressers, etc.)	465
Service Trades (i.e. Surgery, etc.)	465
Conventional Industrial Accommodation	1395
Technology Industrial Accommodation	930

**(NB The Policy Council supports the proposals)**

**(NB The Treasury and Resources Department has no comment on the proposals)**

The States are asked to decide:-

Whether, after consideration of the Report dated 29<sup>th</sup> June 2004, of the Environment Department, they are of the opinion:-

To approve the addition to the Urban Area Plan comprising the Outline Planning Brief amended in accordance with the Amendment Schedule No 1 and Appendix I relating to the Leale's Yard Mixed Use Redevelopment Area





IN THE STATES OF THE ISLAND OF GUERNSEY

ON THE 24<sup>TH</sup> DAY OF NOVEMBER, 2004

The States resolved as follows concerning Billet d'État No XIX  
dated 22<sup>nd</sup> October, 2004

**ENVIRONMENT DEPARTMENT**

**DRAFT AMENDMENT TO THE URBAN AREA PLAN REVIEW No 1  
FOR LEALE'S YARD MIXED USE REDEVELOPMENT AREA**

After consideration of the Report dated 29<sup>th</sup> June 2004, of the Environment  
Department: -

To approve the addition to the Urban Area Plan comprising the Outline Planning  
Brief amended in accordance with the Amendment Schedule No 1 and Appendix I  
relating to the Leale's Yard Mixed Use Redevelopment Area.

**K. H. TOUGH  
HER MAJESTY'S GREFFIER**