



# Leale's Yard Regeneration Area Development Framework

Supplementary Planning Guidance May 2020

Glossary of terms

- Regeneration Area:** The Leale’s Yard Regeneration Area as identified on IDP Proposals Map.
- Main Development Site:** The main landholding within the Regeneration Area currently in the ownership of the Channel Islands Cooperative Society.
- The Bridge Main Centre:** The shopping area and main centre as defined on the IDP Proposals Map.
- The Bridge Frontage:** The area including the Bridge, the row of shops sitting along the Bridge, and the Bridge harbourfront.

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## 1. Introduction

### 1.1. The role and purpose of this Development Framework

This Development Framework provides planning guidance for the mixed use development of the Leale's Yard Regeneration Area (the "Regeneration Area", refer Image 1.1). It provides comprehensive and practical guidance on how policies in the Island Development Plan (IDP) will be applied to the site. This Development Framework is adopted Supplementary Planning Guidance (SPG) and will be taken into account when considering planning applications on any part of the Leale's Yard Regeneration Area and proposals for development will be expected to accord with it.

### 1.2. The scope of this Development Framework

This Development Framework covers the whole of the Leale's Yard Regeneration Area as set out in Chapter 9.3 (with associated policy MC11 and Annex IV) of the IDP. However, given that a large part of this site area is currently within the ownership of one organisation (The Channel Islands Cooperative Society Limited), the framework primarily focuses on the vacant area of land within their ownership ("Main Development Site", refer image 3.1) in order to ensure that good quality development can come forward on this substantial part of the Regeneration Area first. Subsequently, there may be potential for smaller sites within the Regeneration Area to follow on as appropriate. These smaller sites are primarily along the southern and eastern edges of the Regeneration Area.

In order to produce this Development Framework, consultation was undertaken to inform its contents, and on a draft version of the document for six weeks during February and March 2020. The public, key stakeholder groups and organisations, Service areas, Committees and Utility companies, States Members, and current

landowners, including of the Main Development Site, all provided feedback. A summary of the key issues that arose and how the document has responded has been summarised in section 6 and outlined in a separate Consultation Summary Report.

### 1.3. Overall objectives for this Development Framework

The intention for the Leale's Yard Regeneration Area is that it should come forward in a way that provides high quality mixed-use development that works with the local area and that in particular supports The Bridge Main Centre and its Core Retail Area. It is intended that the Regeneration Area provides new and additional uses that support the long-term sustainability of this important site within the parishes of St Sampson and Vale, as well as The Bridge Main Centre as a whole. Development in this location has the potential to provide improved routes and connections for the area, as well as significant development at an appropriate density, design and layout that also considers the amenity of the community, local residents and neighbours.

There are a number of important issues for it to deal with, including:

- local pressure for development to come forward in a timely way given the long history of development proposals achieving planning permission but not being delivered;
- a need to contribute to alleviating flood risk for the area generally and because of the low lying land on the alignment of the former Braye du Valle;
- concerns about the function and long term sustainability of The Bridge Main Centre area for shopping and employment opportunities, and in a way that also attracts visitors from elsewhere on the Island;
- an identified need for community uses, public open space, and other activities to meet the needs of the local community and support this important focus of activity on the north of the Island.

As a Regeneration Area, the overall objectives for this Development Framework need to consider a number of important issues that go beyond the scope of the other Development Framework SPGs so far produced. These issues include:

- The need for the Regeneration Area to support The Bridge Main Centre and to consider the wider impact it will have on the local area whilst also ensuring this does not compete with the St Peter Port Main Centre.
- The scale of the site means there is a more significant opportunity to promote an exemplar approach to sustainable development in the way uses are located, how opportunities for active travel are integrated, how buildings are constructed and managed, how waste is managed, and potentially how renewable energy could be harnessed within or on the site.
- This large site is at the heart of an existing community and it's allocation for mixed uses means it needs to consider the needs of the full range of those nearby, including children, families and older people.
- There is an identified need for public green space, public realm, improvements to The Bridge Main Centre and to maximise opportunities for active travel.
- Because the important site has remained empty for many years this Development Framework needs to be focussed on supporting delivery to enable development in the near future.

The Leale's Yard Regeneration Area is conveniently located for many residents on the north of the Island, directly related to The Bridge Main Centre and St Sampson's Harbour, and is a significant opportunity to provide new activities and facilities that are needed in the local area.

The Bridge Frontage is also within the St Sampson's Harbour Action Area. Therefore any ideas proposed for improvements to the public realm along this frontage (refer section 9.3) may be progressed as part of the Harbour Action Area.

### 1.4. The structure of the Development Framework and how it is intended to be used

To set the context, this Development Framework begins with a summary of the site area and its surroundings (in sections 2, 4 and 5), as well as a planning policy summary in section 3. Section 6 summarises the consultation process and its impact on the Development Framework. Section 7 sets out the vision statement and principles for the site, including proposals for delivery. Section 8 outlines the 'Key Delivery Requirements' and a series of site parameters that explain how new development would be expected to deal with a range of key issues. Section 9 includes an indicative layout plan and key site sections, as well as highlighting wider opportunities outside of the Regeneration Area. The document finishes on section 10 with a strategy for waste and environment. An appendix is included to provide the policy context.

In order to support the potential for new development and its timely delivery, this Development Framework is intentionally flexible and intended to support development in a variety of forms. For example, it does not suggest a target quantum of development or fixed use types, as this will ultimately be dictated by market demand and commercial viability - an issue which may also be impacted by the 2020 coronavirus pandemic which is affecting economies globally as this document is finalised.

'Key Delivery Requirements' are set out in section 8.1 in order to help ensure the delivery of a high quality place. These are included to set minimum requirements and ensure that best practice urban design principles are embedded within the Regeneration Area. Any new development proposals must achieve these 'Key Delivery Requirements', and generally accord with the other guidance in this Development Framework in accordance with IDP policy.



- Key**
- Main Centre Outer Boundary
  - Main Centre Inner Boundary
  - - - Regeneration Area
  - ..... Harbour Action Area
  - Core Retail Area
  - Housing Allocation
  - Conservation Area
  - Site of Special Significance
  - Area of Biodiversity Importance
  - Area of Biodiversity Importance - Foreshore
  - Agriculture Priority Area
  - Important Open Land
  - Key Industrial Area
  - Key Industrial Expansion Area

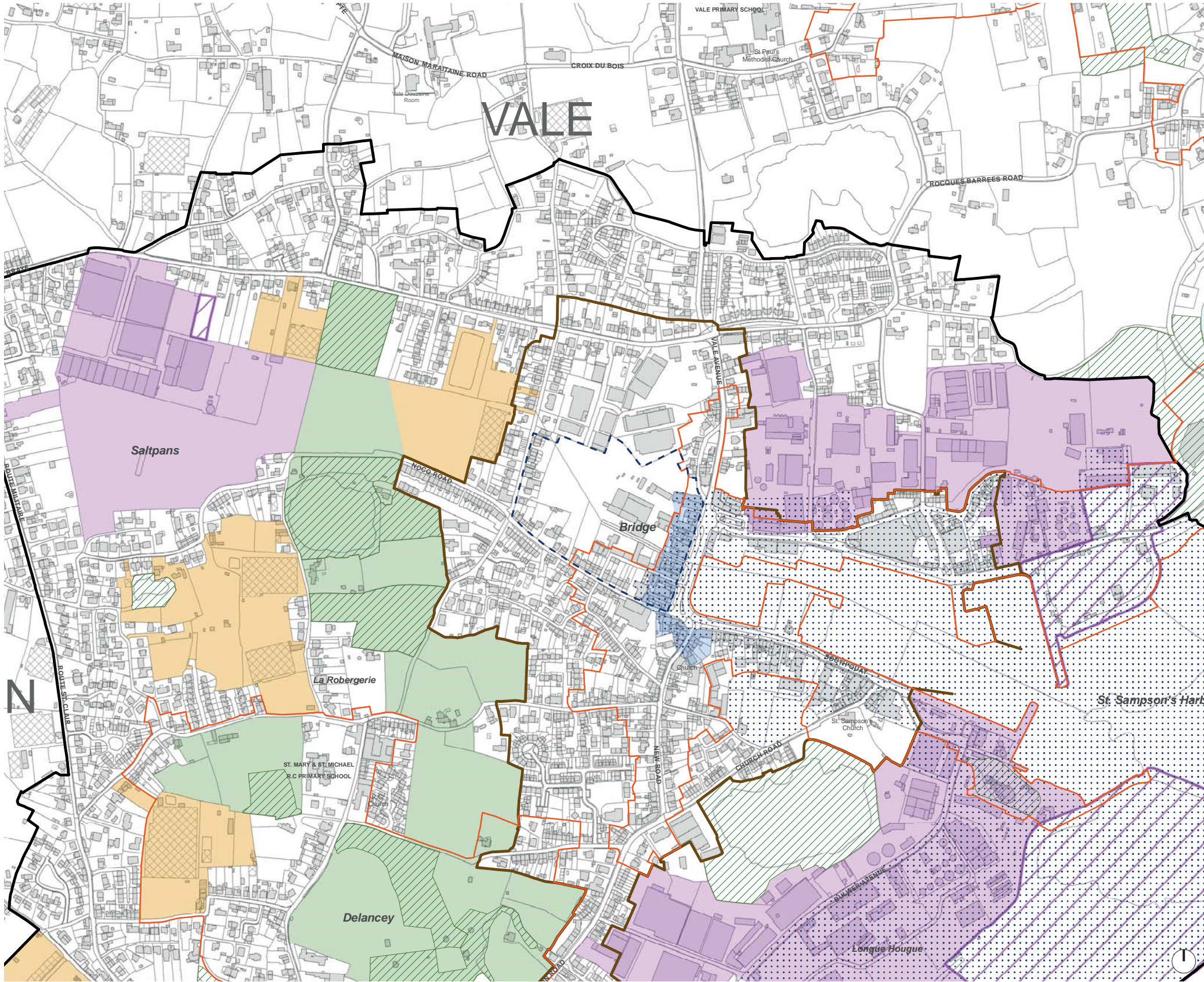


Image 1.1: IDP Proposals Map with the Regeneration Area indicated in dashed blue outline.



## 2. Site overview and history

### 2.1. Site overview

Leale's Yard Regeneration Area is located to the west of St Sampson's Harbour and straddles the parishes of St Sampson and Vale. It includes some of the Core Retail Area and Harbour Action Area along The Bridge Frontage and sits within the Main Centre Inner Area Boundary. The overall site is approximately 5.0 hectares / 30.7 verges / 12.4 acres in area.

The Bridge Frontage is predominantly retail and lies along the eastern edge of the site, while to the south is Nocq Road with some retail, community and mixed uses at the eastern end and residential development at the western end. To the west along Lowlands Road is largely residential development, and Lowlands Road Industrial Estate and related larger scale uses sits to the north, leading up to La Route du Braye.

The Main Development Site is formerly industrial land and some of the remaining buildings are still in use. Large parts of this site are overgrown and have not been in use for some time.

The Regeneration Area sits at a key point in the wider road network, facing the harbour, and between more intensive development to the north and south (as shown on image 2.1).

### 2.2. Summary site history

The Leale's Yard Regeneration Area and surrounds were created by the blocking of the Braye du Valle in the early 1800s as a key strategic land reclamation project in order to make the Island more defensible from the French. The waterway stretched from St Sampson's Harbour in the east (where the Bridge is today) to the Grande Havre in the west. The waterway was dammed at The Bridge and La Route De L'islet and the land between the two was reclaimed by simply allowing it to drain. The levels within the reclaimed area were not altered significantly and in many places the land remains lower than the areas to the north and south.

The history of the site over the last 250 years is illustrated in images 2.2-2.5 showing the site before reclamation on the Duke of Richmond Map, after reclamation in 1898, and then increasing intensity up to the present day.

The Main Development Site then became used largely for industrial purposes in a simple group of buildings built with Guernsey granite.

From the early 1990s the Main Development Site was less intensively used and in 1997 the Channel Island Cooperative Society bought the land. At that time they intended to use the Main Development Site for a large superstore and to enable the relocation and expansion of their existing Nocq Road store. Around this time the States of Guernsey produced an Outline Planning Brief (OPB) for the Leale's Yard Mixed Use Redevelopment Area (MURA). This was adopted as planning guidance in 2004 and remained in place until the new Island Development Plan (IDP) was adopted in 2016.

Following the adoption of the OPB in 2004, three separate planning permissions have been approved for the Main Development Site (or slight variations of this area). The first in 2011 was for a largely retail-led scheme including considerable residential uses and a very large underground car park. This scheme was not implemented and therefore the permission lapsed. The second and third permissions were approved in 2016 prior to the adoption of the IDP. One was for a outline planning application for a more residential-led scheme comprising around 303 new homes and a range of other uses and activities. The second was for a full planning application on the development of 109 new homes, and a large portion of the proposed mixed uses and activities, and included an Environmental Impact Assessment as part of its application. These schemes were not implemented and as a result of the permissions lapsing, the Development Framework was required to be produced under the Island Development Plan.



Image 2.1: Wider context map showing the principal road network



Image 2.2-2.5: Historic maps showing Leale's Yard evolution (image source: States of Guernsey)



### 3. Planning policy context

#### 3.1. Planning policy (images 1.1 and 3.1)

In accordance with the Land Planning and Development (Guernsey) Law, 2005 the following planning policy documents are material to the consideration of development of Leale's Yard Regeneration Area:

- Strategic Land Use Plan (November 2011), including the Core Objectives and all relevant policies
- Island Development Plan and Annexes (November 2016)

Under the policies of the Island Development Plan, the Leale's Yard Regeneration Area falls within The Bridge Main Centre inner boundary area. As a designated Regeneration Area, this site has been recognised as one of four key areas across the Main Centres where redevelopment is particularly encouraged and opportunities for substantial private investment are provided within a flexible and permissive planning policy framework.

Additional designations and/or items/characterisations identified within the IDP also apply to the Leale's Yard Regeneration Area site:

- the properties along The Bridge are within the Core Retail Area (shaded in blue on image 1.1);
- the properties along The Bridge also form part of the Harbour Action Area (shown in a dotted blue fill on image 1.1);
- a portion of the site is within The Bridge Conservation Area (outlined in red on image 1.1).
- St Sampson is within the East Coast landscape character area (Annex V Landscape Character, Map 1)
- within Area of Archaeological Importance 131 St Sampson's Harbour; and
- there is a protected monument on the harbour-side of The Bridge Frontage (ref PM88).

The following designations are outside the site boundary but will be an important consideration in the wider townscape context:

- to the north-east of the Regeneration Area is a Key Industrial Area (shaded in pink on image 1.1);
- to the west of the site is a Housing Allocation (shaded in orange on image 1.1); and
- to the west and south of the Regeneration Area is Important Open Land (shaded in green on image 1.1) and several Areas of Biodiversity Importance (hatched in green on image 1.1).

Individual policies of the IDP should not be read in isolation or out of context, but the policies that are particularly relevant are listed and summarised in Appendix 1. The specific policy wording in the IDP, including the preceding explanations and Annexes, should be referred to when drawing up detailed development proposals.

In addition, the following documents, including strategy and supplementary planning guidance, should also inform development of Leale's Yard:

- Policy & Resource Plan (as updated 2019)
- Affordable Housing SPG (December 2016)
- Guernsey Character Study (June 2013)
- Parking Standards and Traffic Impact Assessment SPG (December 2016)
- Building (Guernsey) Regulations 2012
- Vision for St Peter Port The Bridge & St Sampson's Harbour (a document created and published by the local community in 2013)



Image 3.1: Aerial photo with both Leale's Yard Regeneration Area (outlined in red) and "Main Development Site" (outlined in dashed orange) boundaries shown



Image 3.2: View of The Bridge Frontage, looking north



## 4. Site context and surrounding area

### 4.1. Surrounding land form

The site is within a low lying area of the Island, due to its position on the former Braye du Valle, and forms the frontage to St Sampson's funnel-shaped harbour. The land form of the northern part of the Island, while generally low lying, is also punctuated by a scattering of rocky hills or hougues. There are two such raised areas of land at both sides of the entrance into the harbour, with Vale Castle positioned to the north, and Mont Crevelt fort to the south.

### 4.2. Development form and scale (image 4.1)

Buildings immediately surrounding the Regeneration Area are predominantly 2.5 storeys, with taller buildings within The Bridge Main Centre concentrated within the industrial area to the north of the harbour. These include the power station chimneys which contribute significantly to the area's industrial character.

The Lowlands Industrial Estate primarily consists of large commercial warehouse structures of varying floor plate sizes, with a similar overall height as other surrounding residential buildings, i.e. 2-3 storeys equivalent (refer image 4.1).

Nocq Road and Lowlands Road host well-established ribbons of generally 2.5 storey residential development, with some retail and commercial uses along Nocq Road including the main Co-op supermarket. Residential density varies, with terraces, semi-detached and large detached houses interspersed with each other.

### 4.3. Local character

St Sampson's harbour and its predominantly industrial setting is a large component of The Bridge Main Centre's local character. Crane structures, the vertical masts of moored boats, and the power station chimneys all provide distinct vertical elements within the landscape. While the harbour currently retains its boat

maintenance industry, their associated built structures contrast with the historic stone buildings within the harbour extents, including Vale Castle, St Sampson Church, and Mont Crevelt fort. The Bridge Conservation Area encompasses all of these harbour features, as well as The Bridge Frontage itself, and development along New Road (to the south).

The Bridge Frontage is a well-frequented parade of shops with a wide footpath and parking area between the buildings and harbour. The high volume of vehicles travelling along the main road, however, dominates and undermines the shopping environment, particularly as little priority is given to pedestrians, and little space is provided for street furniture, e.g. benches.

Nocq Road has a small-scale residential character, with the exception of the Co-op supermarket, set around a narrow lane, mainly without segregated pavements (a white line demarcates an area for pedestrians along part of the road). The buildings are mostly terraced with front gardens, which produces a series of continuous building lines. Lowlands Road has a similar character to Nocq Road, accommodating a mix of terraced, semi-detached and detached 1, 2 and 3 storey houses.

While building styles are varied, gable-ends, with some gable-fronts, commonly feature, with more variation along Lowlands Road. Chimneys are also a recurring feature for both residential and retail buildings, as well as dormers along The Bridge Frontage in particular, reinforcing the presence of vertical feature elements. In addition, first-floor punched windows of a similar proportion, and somewhat regular spacing, creates a strong sense of rhythm along the entirety of The Bridge Frontage façade.

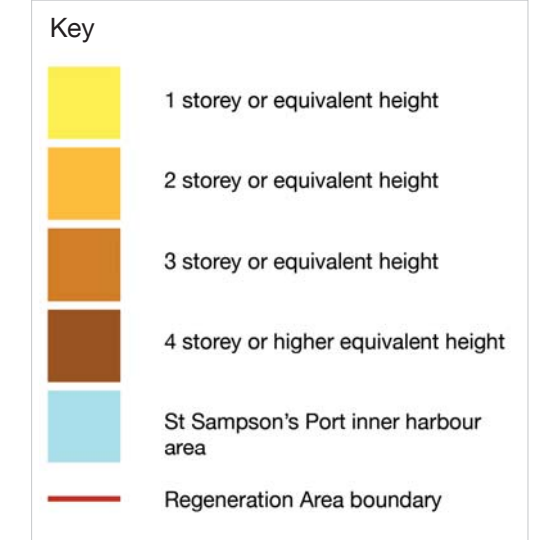
The use of granite stone, typically found in a 'blue' colour, is highly visible in the treatment of the public realm and built environment, for example within the harbour walls and slipways as well as several buildings. It was noted that almost all of the corners of the harbour walls were rounded, a feature that is distinctive to St Sampson's Harbour.



Image 4.1: Building heights diagram showing the consistent heights around the Regeneration Area



Image 4.2: View from Vale Castle south towards the site dominated by the key industrial area north of St Sampson's Harbour





4.4. Uses and facilities (image 4.6)

The Leale's Yard Regeneration Area includes part of The Bridge Frontage with local services and facilities that are in direct proximity of the Main Development Site.

The Bridge Frontage includes a good range of shops including a convenience store, sandwich cafés, takeaways, pharmacies, and other shops for clothes, bikes, and furniture, as well as canoe and kayak hire.

A larger Co-op supermarket is located a short distance away on Nocq Road and incorporates the post office. To the north of the site, the Lowlands Industrial Estate has a number of large retail warehouse premises in and out of use.

The Salvation Army run a well-frequented community centre on Nocq Road which has a café, charity shop, and library, and which provides an important space for a wide range of members of the community to drop-in. The North Social Club also has facilities on Commercial Road, while The Rock Community Church, which hosts youth-focused groups, is located on New Road. The nearest GP facilities are located at the southern end of Grandes Maisons Road, a 10-minute walk away. The Bridge Dental Clinic is located on South Quay.

Vale Primary School is 15-minutes walk north of The Bridge Frontage on Rue de L'Ecole, and the St Mary and St Michael Catholic Primary School is 10-minutes walk south-west. St Sampson High School is located to the west and is around a 30-minute walk.

There are few spaces or uses specifically for young people open in the evenings or weekends, which can lead to them sitting around in the streets.

There are a small number of pubs and restaurants within The Bridge Main Centre, with none catering specifically for families or outside seating. Spaces to sit outside and enjoy the harbour are an identified gap with many local people.



Image 4.3: View of the Bridge shops and bus stop



Image 4.4: The Bridge core retail area at the corner of the Bridge and Nocq Road



Image 4.5: The Salvation Army community centre on Nocq Road

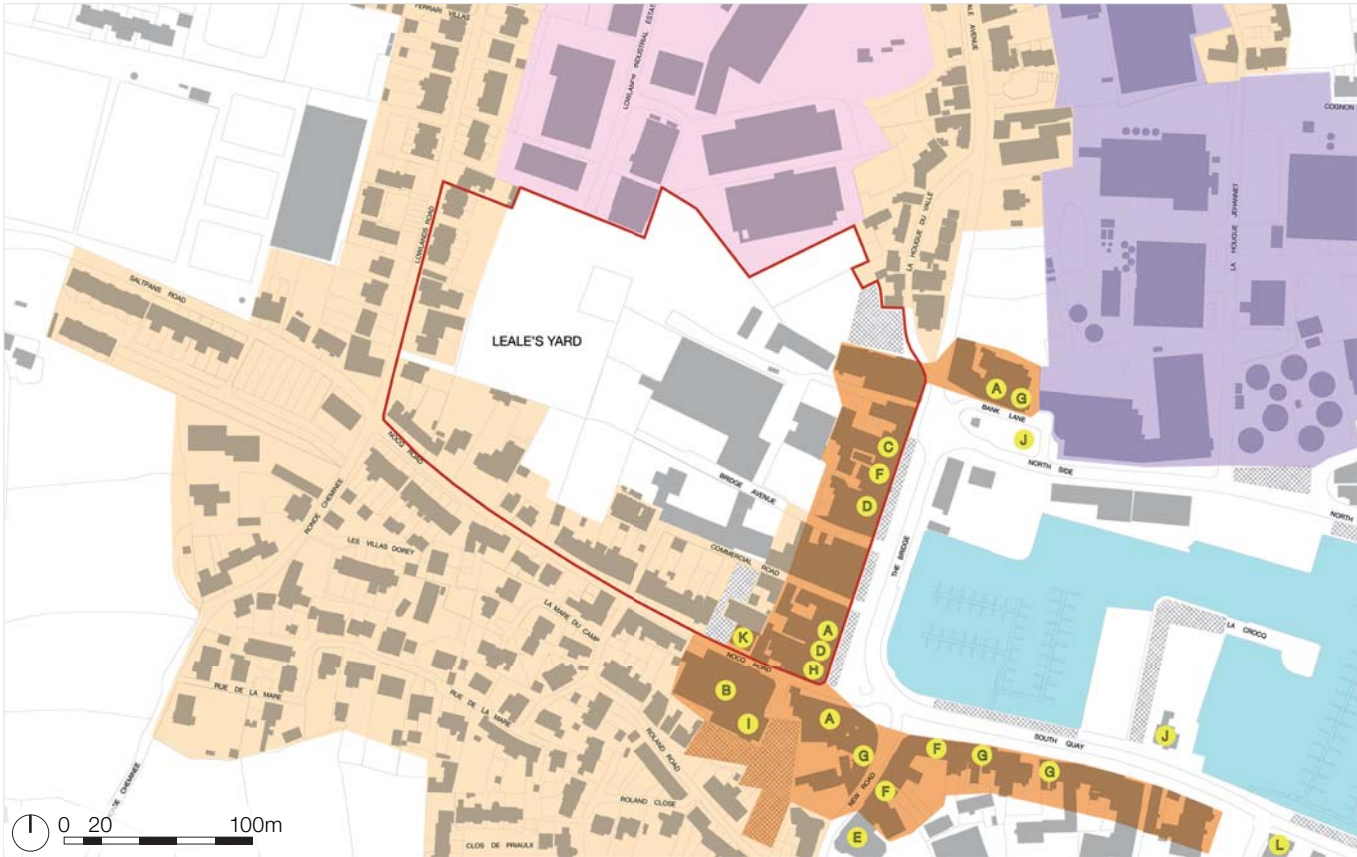
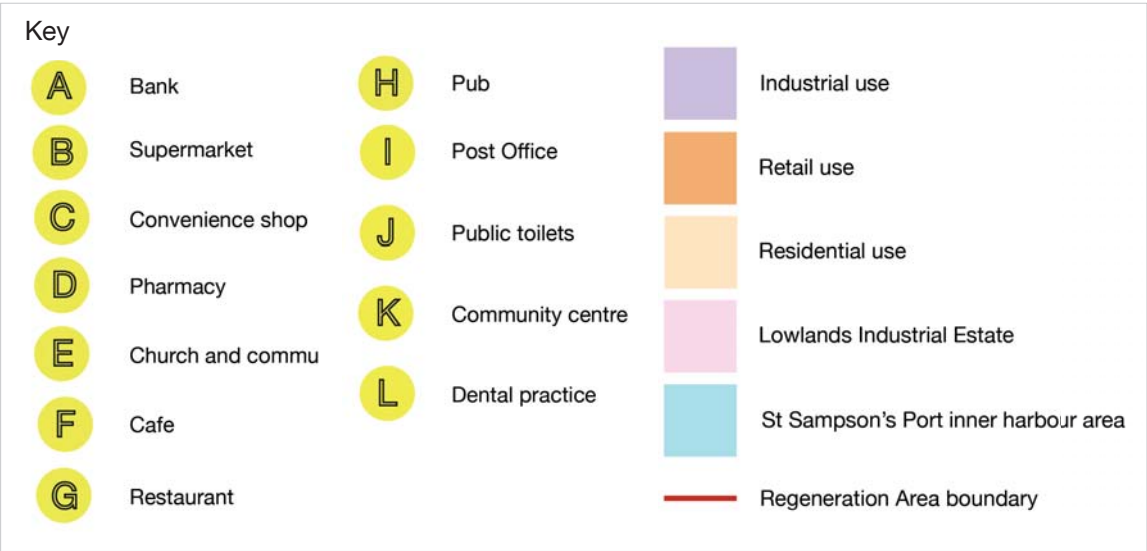


Image 4.6: Existing uses and facilities diagram





## 4.5. Flood risk (image 4.7)

The Braye du Valle was historically a sea channel and remains a low-lying area. The 2012 Coastal Flood Risk Study identified that the risk of coastal flooding at The Bridge Main Centre is high, with significant flooding and damage predicted to occur for the 1:10 year event and greater, without accounting for the effect of climate change. During extreme surge events, overtopping of the flood defences at Le Grand Havre at the western end of the Braye de Valle, could potentially also affect the site. However, the 2012 Coastal Flood Risk Study indicates that the risk of flooding at the site is significantly dominated by overtopping of the coastal defences at St Sampson.

An integrated flood defence solution therefore needs to be developed to protect The Bridge Main Centre, its residents, the public realm, and any future development. The States of Guernsey (States) have been investigating potential solutions and an interim flood defence strategy was developed by Aecom in 2015. Further studies are expected to develop the approach to flood defence following the approval of this Development Framework.

In addition to coastal flooding risk, surface water flooding is also a significant concern due to existing site levels being lower than high tide levels. This significantly restricts the ability to drain by gravity to the harbour at high tide. The feasibility of infiltration drainage will need to be established as part of any development proposals, considering ground infiltration rates, groundwater levels and potential ground contamination. Whether surface water runoff is infiltrated into the ground, discharged by gravity or pumped to the harbour it is likely that significant attenuation capacity will be required.

Subject to confirmation of the groundwater level regime, it is anticipated that the lower part of the site is subject to groundwater flooding. A rise of sea level associated with climate change would increase the frequency and severity of groundwater flooding.

## 4.6. Air quality

The most recent assessment by the States on air quality was published in 2015. Close scrutiny of the data available at that time indicated that one monitoring site (Les Banques) was exceeding the annual mean level with four additional roadside sites in St Peter Port and St Sampson with levels of concern (in 2014). Due to the heavy flow of traffic moving through and around The Bridge Frontage, with frequent stop-and-start movements due to congestion, it is fair to assume that this may still be the case, if not worse, for The Bridge Frontage.

The Environmental Pollution (Air Pollution) Ordinance 2019 was agreed to legislation at the end of 2019 and sets targets for air quality on the Island.

## 4.7. Local movement network (image 4.11)

The Bridge forms part of a key arterial route for the Island for people travelling north and south and is also the main freight route due to length and weight restrictions on internal routes. The Bridge is classified as an Inter Harbour HGV Route, connecting the two Main Centre areas of the Island. It has reasonable footpaths on both sides, however as it changes into Vale Avenue to the north (a Traffic Priority Route), the footpath narrows and is not wide enough for two people to walk side-by-side.

There are two pedestrian crossings along the Bridge – one adjacent to the junction with Commercial Avenue, and the other just north of the roundabout with North Quay and Vale Avenue.

Nocq Road (to the south) and Lowlands Road (to the west) are both classified as Neighbourhood Roads, with the latter being a one-way road heading south. There is a small section of segregated footpath on the eastern end of Nocq Road, however for the majority of its length, the pedestrian zone is demarcated by

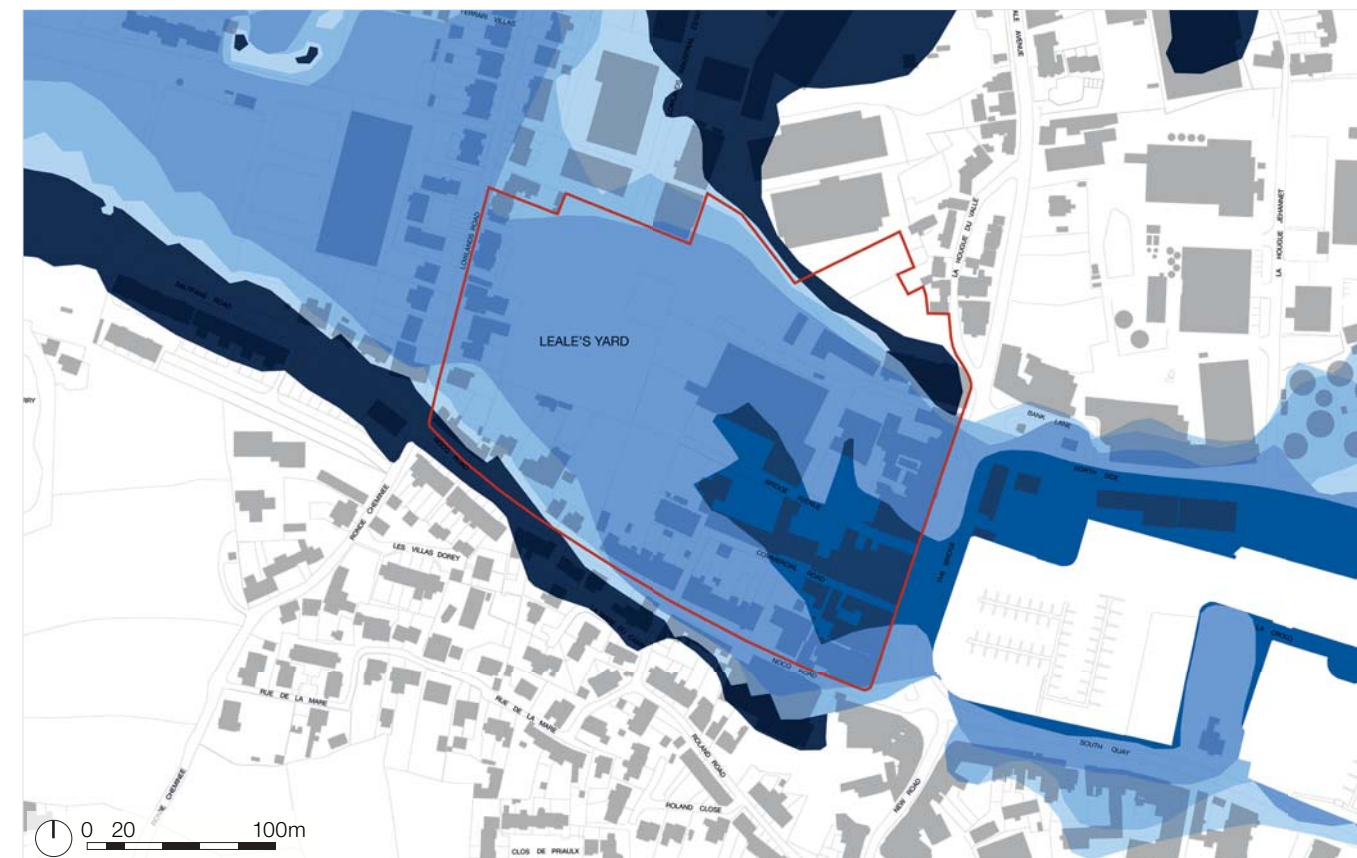


Image 4.7: Coastal flood risk diagram (based on 2012 Coastal Flood Risk Study) with the site area outlined in red



Image 4.8: Painted line for footpath on Nocq Road

Key	
	1 in 1 year event
	1 in 10 year event
	1 in 50 year event
	1 in 100 year event
	1 in 250 year event
	Regeneration Area boundary



a painted white line. On Lowlands Road there is no provision for pedestrians. Both of these roads are used for informal on-street parking which can cause conflicts with pedestrians as it can disrupt the line of movement, and create an unsafe environment when walking around parked cars at the same time as oncoming traffic.

There is a potential access point to the Regeneration Area along its shared boundary with the Lowlands Industrial Estate. As the Lowlands Industrial Estate is privately owned, permission would need to be sought in order to make this connection. If established, this connection could be beneficial for overall vehicular and/or pedestrian/cycle connectivity within The Bridge Main Centre from the north.

Commercial Road is a narrow laneway which intersects with the Bridge and Nocq Road. It functions primarily to serve the properties along it on both sides. It is used for informal on-street parking and has no demarcation for pedestrians.

Bridge Avenue is another narrow laneway which intersects midway with the Bridge. It currently provides access to the service yards which are part of the site owned by the Co-op, as well as a small number of properties located along it.

Due to the poor pedestrian amenity provided on surrounding roads, the Leale's Yard Regeneration Area provides the opportunity to create a high quality well-connected pedestrian network. The proximity of the Saltpans Housing Allocation site means that this would also benefit from direct pedestrian connections to The Bridge Main Centre as well as to the bus stops located in this area.

The Bridge Main Centre is well served by public transport with frequent bus connections every 15 minutes to the bus interchange at St Peter Port, as well as other bus services to the north of the Island and the around Island routes. There is also a local taxi rank.

There is a shared footway/cycleway that connects along much of the harbour frontage from Grandes Maison Road to St Peter Port.

Many residents in the area are reliant on the private car to get around and it is the main form of travel on the Island. However, many existing residents live within a short walk of The Bridge Main Centre and improved pedestrian routes on some of the surrounding streets and through the Regeneration Area in particular would make these journeys easier and more attractive as well as reducing the retail car parking.

4.8. The Bridge Main Centre public realm

Generally, the public realm quality in The Bridge Main Centre is considered fairly low. This is due to high levels of traffic movement and an abundance of car parking dominating the environment. There are few opportunities for people to linger in good quality spaces. This is exacerbated by a lack of benches and places



Image 4.9: View looking south at the junction of the Bridge and Vale Avenue



Image 4.10: View looking south along the harbourside of the Bridge towards New Road

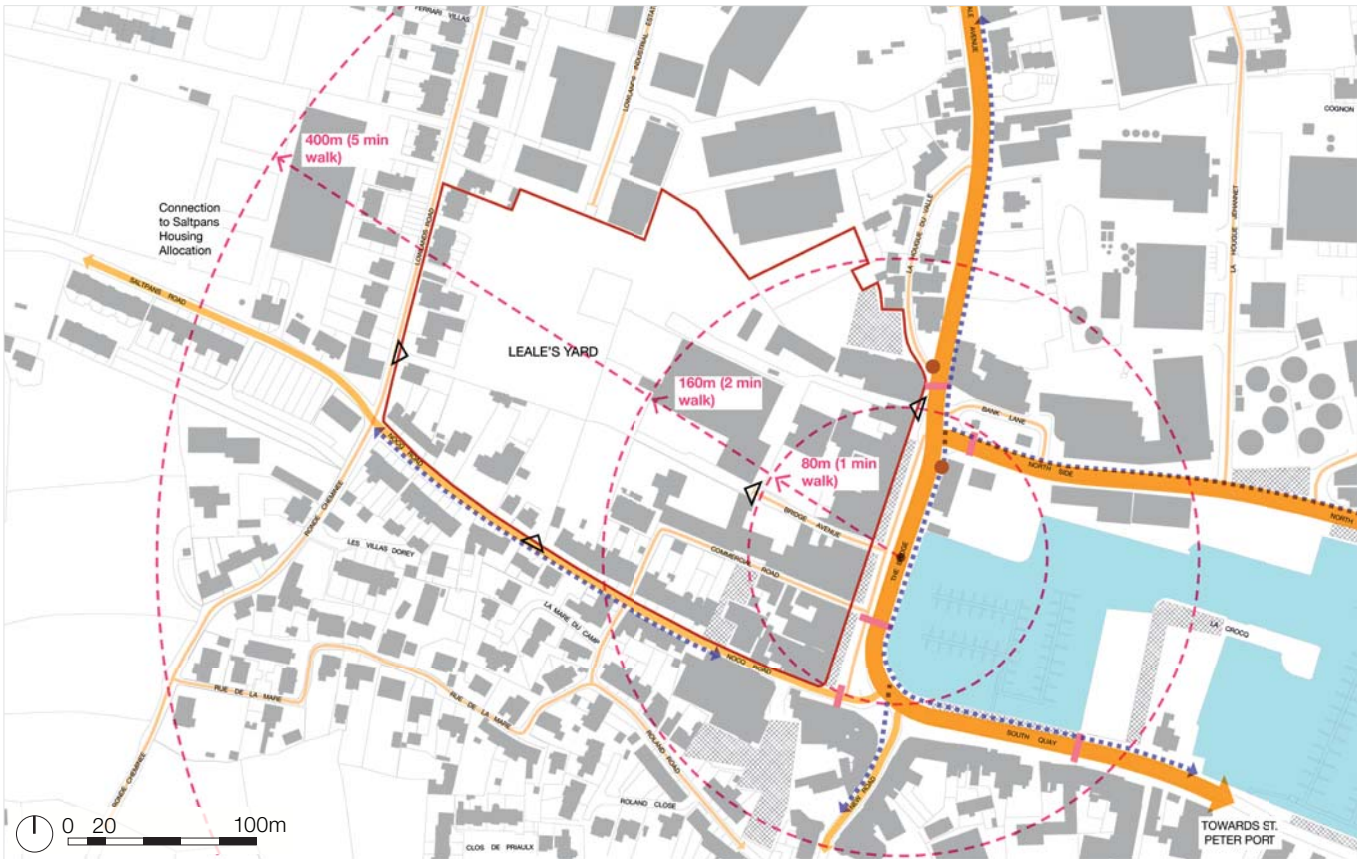
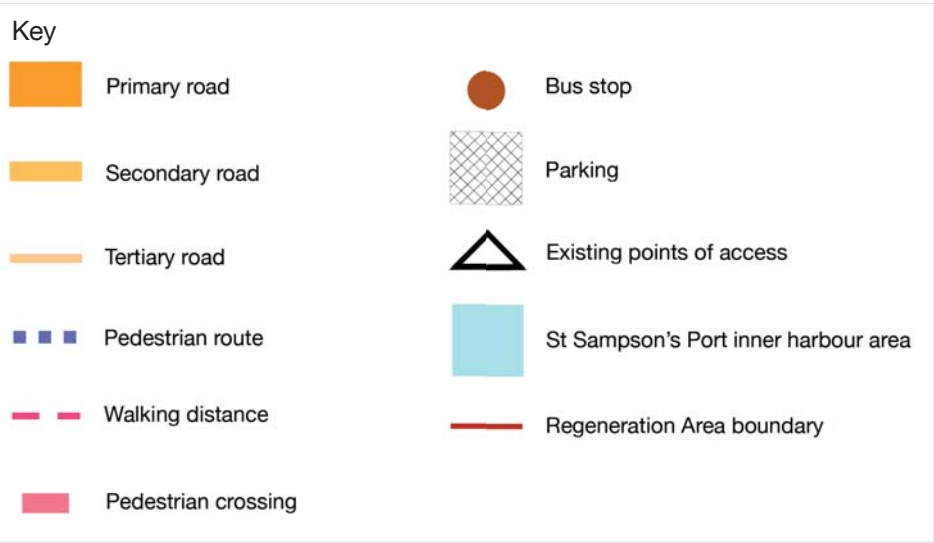


Image 4.11: Existing access and movement diagram





to rest. There is also a lot of street clutter comprising an unreasonably high number of road poles and signage.

Public realm along North and South Quay is dominated by continuous lines of parking with limited sections of segregated footpath along South Quay, between the Bridge and the edge of the first slipway. There are a number of benches along this footpath, facing towards the marina and power station.

## 4.9. Open spaces and parks (image 4.12)

The most significant open space within The Bridge Main Centre is St Sampson's Harbour, however, this currently provides little public amenity value apart from views out towards the sea. The Bridge Frontage is also known to feel unsafe after dark by some. The harbour setting has great potential to provide positive public amenity for residents and visitors, and would benefit from improvements to the public realm in order to achieve this.

Vale Castle and Delancey Park are both publicly accessible open spaces a 10-15 minute walk away from the Bridge. Delancey Park is uphill and includes play facilities, sports pitches, and a car park. Both are raised areas of land within the wider landscape, and are therefore fairly exposed with typically windy conditions.

Notably, there is no significant civic gathering space in St Sampson and Vale's Main Centre. With limited opportunity to provide a space of any scale along the Bridge, even with any public realm improvements, the Leale's Yard Regeneration Area presents an important opportunity to provide this kind of space, where people can meet, sit out, relax and spend time. A civic space could also provide a venue for community events and activities to take place on a regular basis.

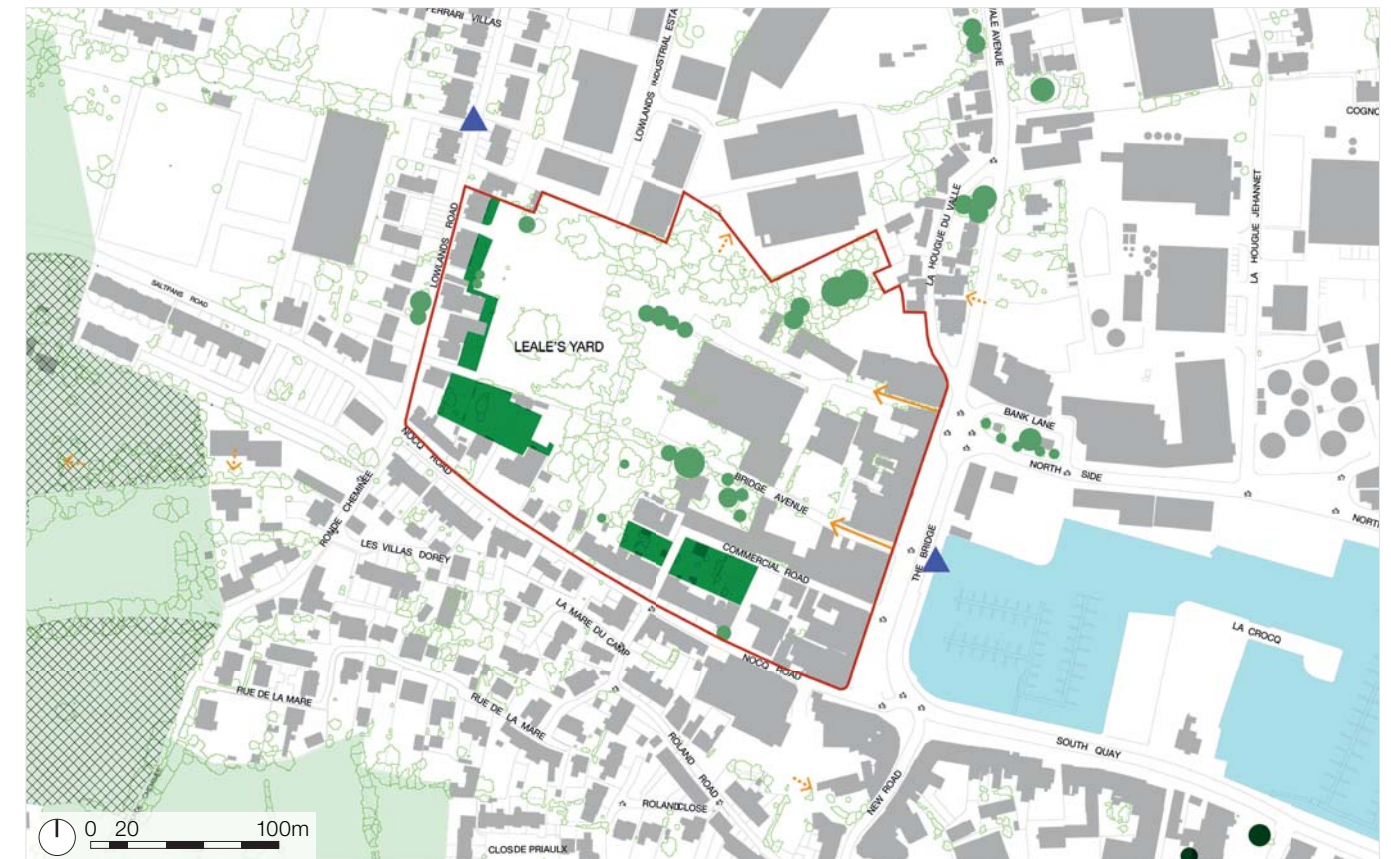
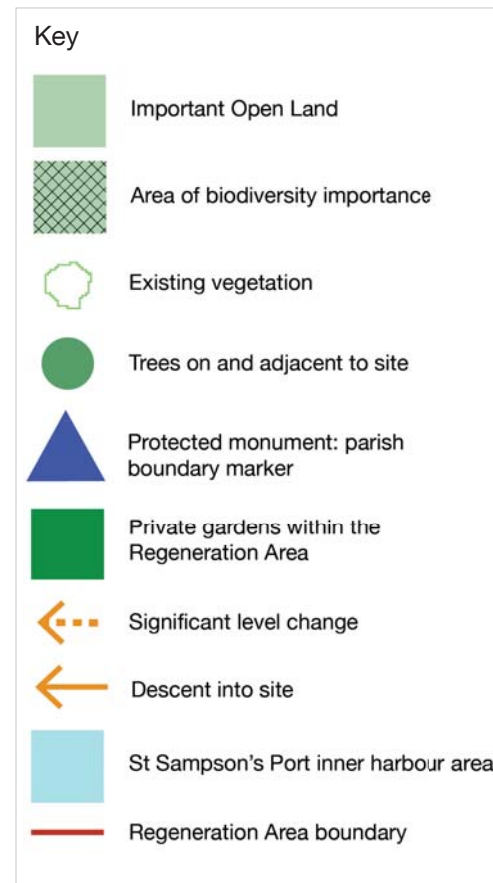


Image 4.12: Existing landscape and open space diagram

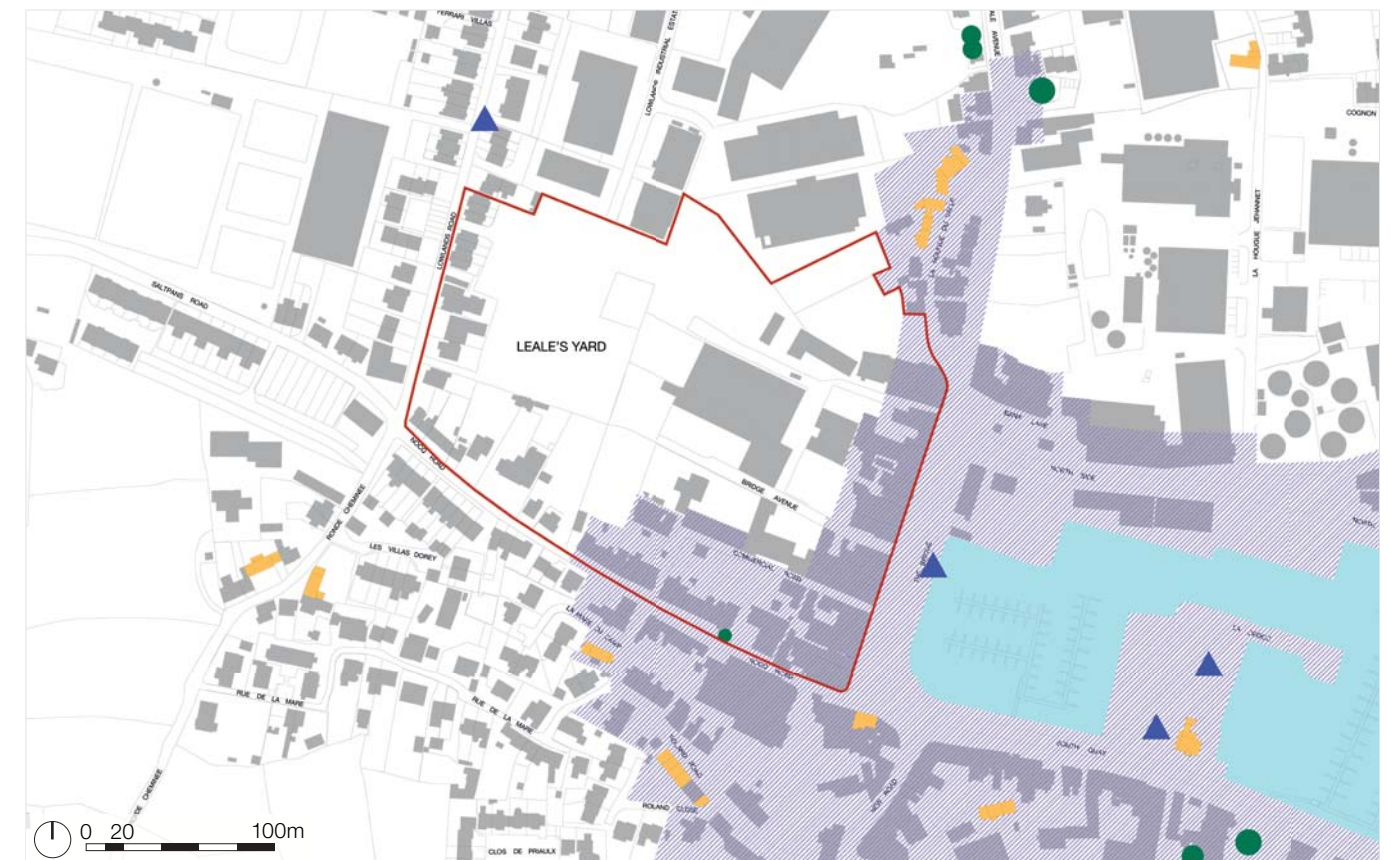


Image 4.13: Existing heritage and conservation diagram



#### 4.10. Protected buildings, trees and monuments (image 4.13)

Much of the harbour frontage falls within The Bridge Conservation Area, which is largely located to the south of the site. While none of the listed buildings within The Bridge Main Centre fall within the Regeneration Area, buildings without statutory protection nonetheless contribute to the character and appearance of the Conservation Area which must be considered for any new development proposals.

There is a protected tree within the Regeneration Area, along Nocq Road as well as two protected monuments nearby. These both consist of a granite boundary stone, marking the parish boundary line between St Sampson and Vale located on Lowlands Road and the Bridge.

There are no archaeological find-spots or archaeological sites within the site or the immediate area.

#### 4.11. Key views (image 4.16)

The Main Development Site is not directly visible from The Bridge Frontage or the surrounding roads as it comprises private yards, overgrown areas and is almost completely surrounded by existing development. There are some narrow lanes (i.e. Commercial and Bridge Avenues) and physical breaks within built development which provide access and/or glimpsed views from The Bridge Frontage, Nocq Road, Lowlands Road, and the Lowlands Road industrial Estate.

Other views to be considered are shown on image 4.16: Identified viewpoints diagram. These include long views from Vale Castle, further east within the inner harbour area and from locations to the west and south of the site. The height, scale and form of the roofscape for any proposal for the Main Development Site will need to carefully consider how they appear in these long views and its impact.



Image 4.14: View A from South Quay west towards the Bridge

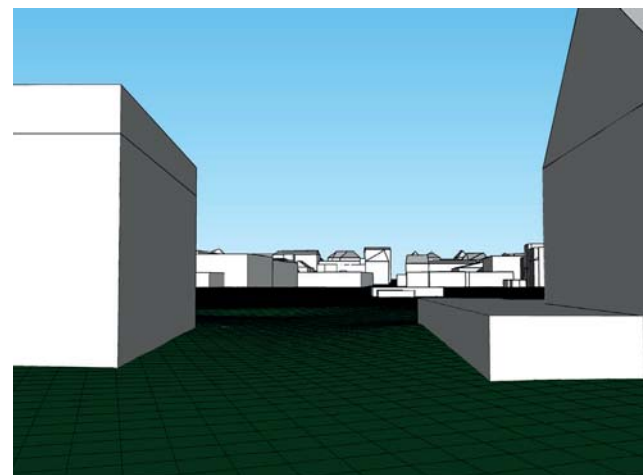


Image 4.15: Example view B, looking from Lowlands Road into the Regeneration Area (screenshot from the 3D massing model; note this does not show existing vegetation and trees)



Image 4.17: View C from North Quay west towards the Bridge

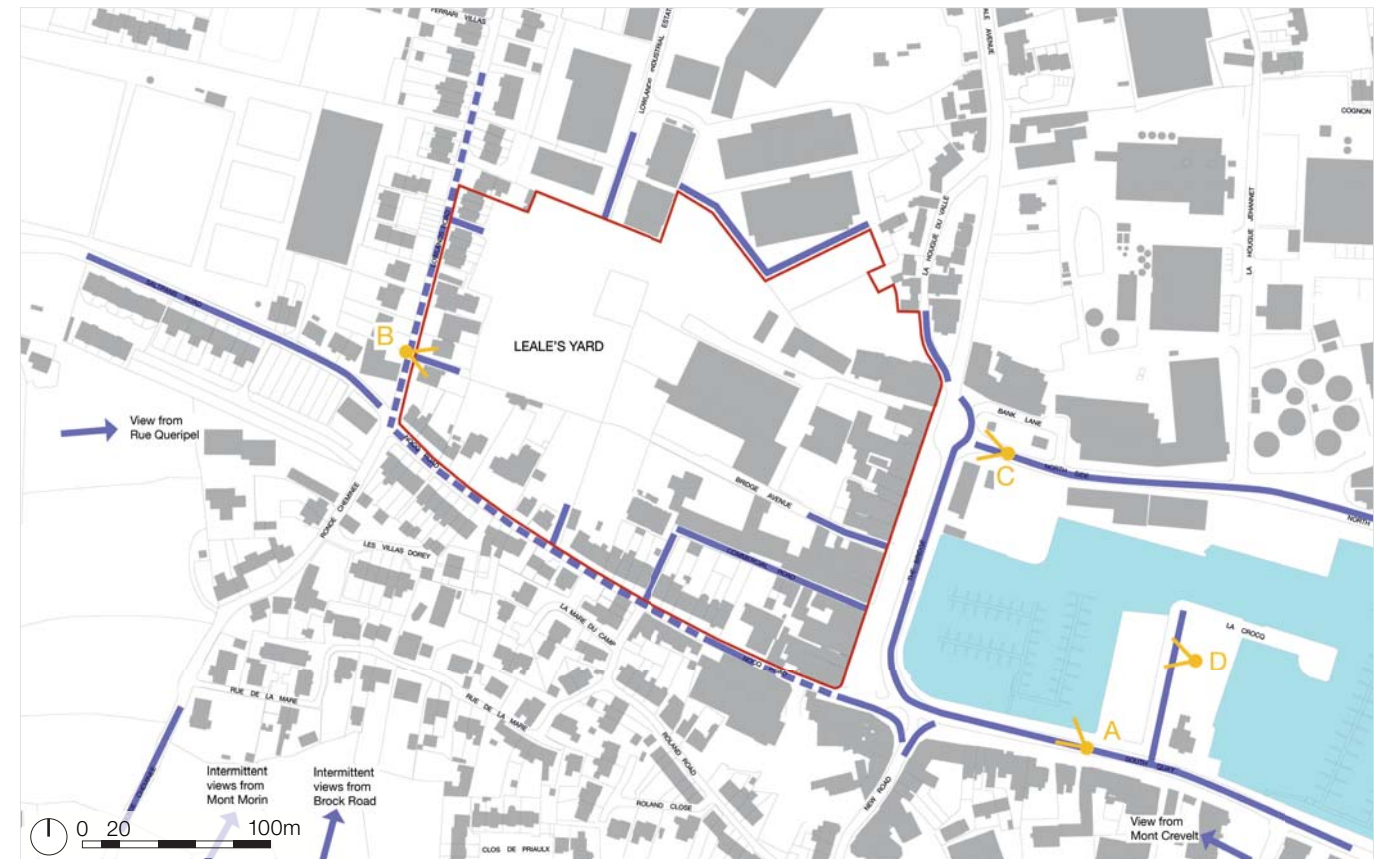


Image 4.16: Identified viewpoints diagram showing the location of key views to the Regeneration Area (A to D)

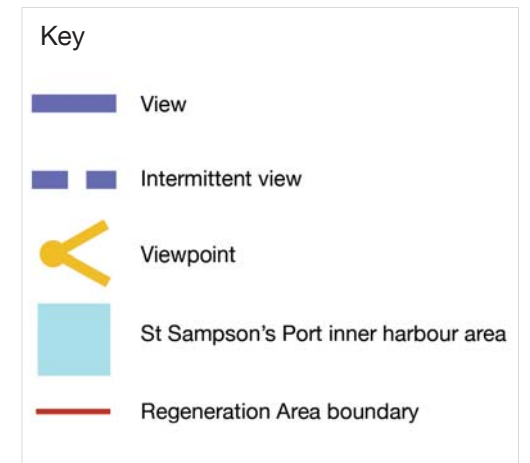


Image 4.18: View D, from La Crocq to The Bridge Frontage

## 4.12. Adjoining land designations (image 1.1)

The Leales Yard Regeneration Area is situated within The Bridge Main Centre Inner Boundary and overlaps with the Core Retail Area, the Conservation Area and the Harbour Action Area land designations.

Close by to the west, adjacent to the Main Centre Inner Boundary (with minor overlaps) lies the Saltpans Housing Allocation Site which anticipates the development of 84-154 new dwellings. Areas designated as Important Open Land and Areas of Biodiversity Importance lie further west and south-west.

A Key Industrial Area is designated to the north of St Sampson's Harbour and to the north-east of the Regeneration Area. This includes a range of uses including the power station.

Additional Housing Allocation Sites are located in relative close proximity at:

- Cleveleys Vinery which is situated to the west along La Route du Braye, and has an approved Development Framework identifying a potential capacity of 19-29 dwellings;
- The Franc Fief site is situated to the south-west along Rue Queripel. A Development Framework has not yet been progressed for this site but the Strategic Housing Land Availability Assessment (June 2014) estimated the site could deliver between 133-263 dwellings; and
- Pointes Rocques is situated to the south-west along Rue des Pointes Rocques. A Development Framework has been approved for Pointes Rocques which identified that it could deliver between approximately 75-125 dwellings.

It is recognised that the Regeneration Area context is dynamic and may change over time. Therefore any known significant development proposals in the surrounding area should be considered at the time to fully understand the cumulative impact of development, as well as how any negative impacts could be mitigated and/or outweighed by any positive impacts.



# 5. Site description and site analysis

## 5.1. Site use and land ownership (image 5.1)

The Leale's Yard Regeneration Area includes the retail units along The Bridge Frontage and residential buildings to the south, along Nocq Road, and west, along Lowlands Road. The area understood to have potential for redevelopment is largely behind these building frontages. Together with the Lowlands Industrial Estate to the north, and is predominantly owned by the Channel Islands Co-operative Society Ltd, who also own a number of properties within the Bridge Core Retail Area. There are multiple other residential and commercial landowners who have a stake in the Leale's Yard Regeneration Area (refer image 5.1: Land ownership diagram).

The Main Development Site is owned by the Co-op and was formerly used for industrial workspace. It is currently characterised by a mix of service areas, storage yards, a number of derelict shed buildings, and an extensive amount of self-seeded planting (including invasive species such as Japanese Knotweed and Pampas Grass) as a result of being undeveloped over a number of years.

## 5.2. Potential contamination, invasive species and site condition

A ground condition assessment carried out by Peter Brett Associates in 2017, on behalf of the Co-op Society, identified localised areas of ground and groundwater contamination in the east-central part of the site. A previous contamination assessment carried out in 1998 also identified several ground contamination hotspots associated with the former industrial use and metal working activities on the site. A full site investigation will be required to support any development proposals, to exhaustively assess the current status of ground and groundwater contamination and develop a remediation strategy. The geo-environmental

risk assessment carried out in 2017 indicates however that, provided appropriate mitigation and remediation measures are adopted, there is no significant risk to human health, controlled waters, ecology, wildlife, or the built environment associated with the Main Development Site. Ground gas protection measures will likely be required.

With regards to the Japanese Knotweed found on-site, this requires careful on-site management and in-situ treatment which should be overseen by an appropriately trained and qualified specialist. Recommended guidance by the Committee for the Environment & Infrastructure must be followed, and a management plan should be developed as soon as possible.

Removal of Pampas Grass can be easily achieved however timing needs to be considered due to its tough and spongy root system which makes it more difficult for removal during wet or damp conditions.

In addition to the above, prior to any redevelopment, the Main Development Site may need to be drained, levelled in some areas, and most, if not all, existing buildings demolished.

## 5.3. Site features, terrain, and landscape and biodiversity potential

The Regeneration Area site slopes down from the Bridge by around 2 metres with much of the Main Development Site being relatively flat. There is an abrupt 1-1.5m drop between parts of the south-western boundary of the Lowlands Industrial Estate and Leale's Yard Regeneration Area.

In addition to the previously discussed invasive species, and other unidentified scrub, there are trees within the Regeneration Area, including a distinctive line of tall slender pine trees around the centre of the site. An arboricultural survey will be required to assess the quality of all existing trees.

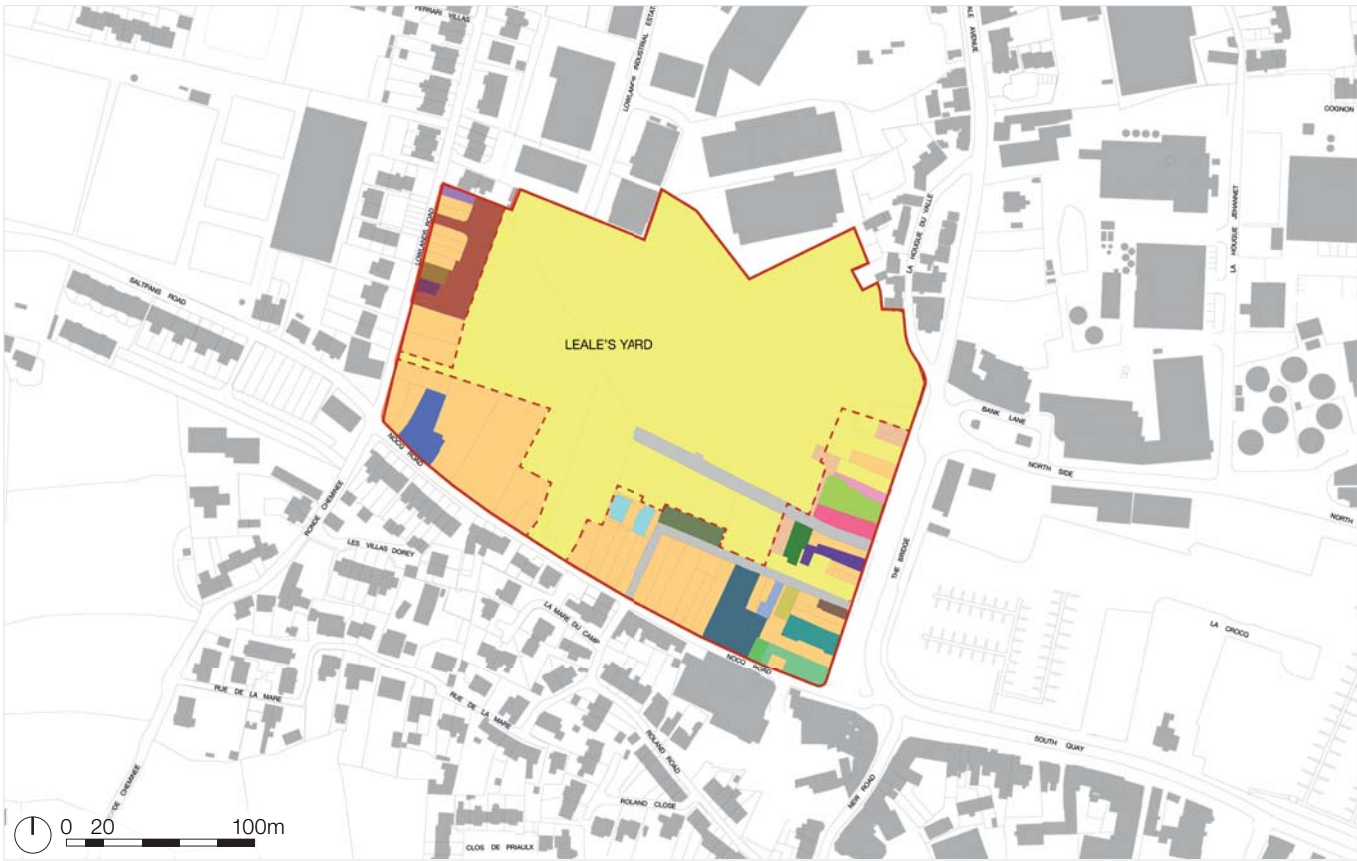
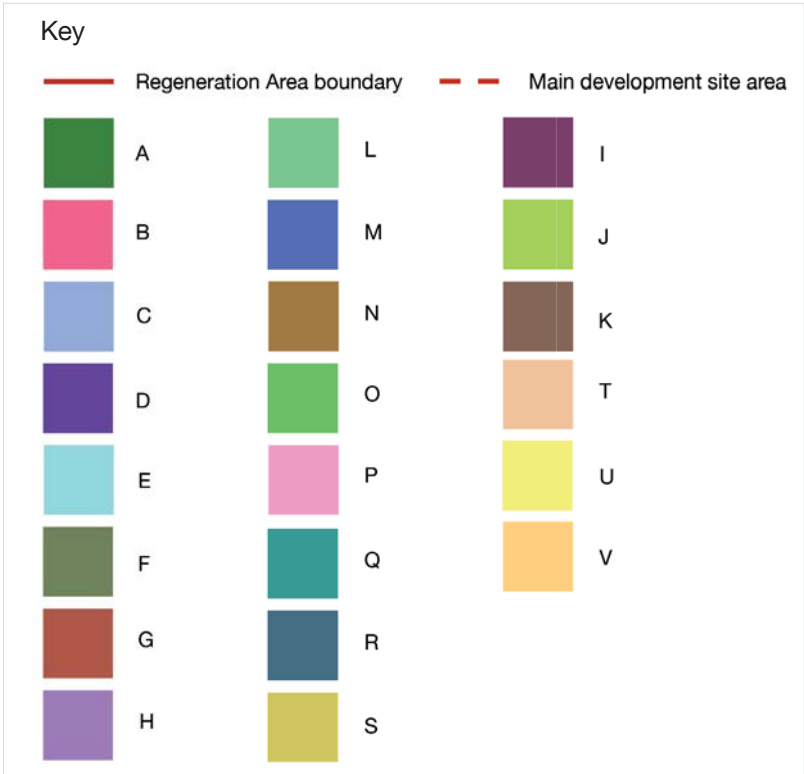


Image 5.1: Land ownership diagram





A 2017 Ecological Mitigation Strategy produced on behalf of the Co-op Society confirmed the negligible to moderate potential of ecological presence on the site. A new survey should be undertaken to confirm current conditions.

## 5.4. Utilities, drainage and services within the site

Information received from the States and utility companies shows:

- several electrical cables running adjacent or through the site;
- two pumping mains (a foul pumping main and a combined pumping main) that cross the site, which require 1.5m easements on either side of the pipe's centreline;
- a private gravity surface water sewer and a Guernsey Water gravity sewer running across the site, as well as several Guernsey Water sewers in adjacent streets;
- a Guernsey Water main along Bridge Avenue;
- several primary water mains (225mm and 250mm diameter) along the Bridge, and smaller water mains running in adjacent streets; and
- a reasonable sized LP gas mains (an 8" from one direction and a 6" from another connected to 10" and 14" mains nearer to Admiral Park).

Guernsey Water indicated that the main foul pumping station to the South of the harbour has recently been upgraded and that there was enough capacity to deal with peak foul drainage discharge from the development. Connection to the existing foul chamber at the junction between the Bridge and Nocq Road is preferred to connection to the sewer along the Bridge. Peak foul discharge was limited to 10 l/s in the 2016 planning application. There are no longer restrictions on peak foul discharge.

Guernsey Water also indicated that the 225mm potable water main running along the Bridge has sufficient capacity to supply the site with

potable water. The site should be supplied from two connections with a looped network: from the Bridge and Lowlands Road, for resilience of supply.

Guernsey Gas confirmed the likelihood of spare capacity, however network analysis will be required to quantify and confirm what peak flow could be supplied and whether any reinforcement would be required to supply new development.

Guernsey Electricity have indicated that while supply should be achievable, they will need provision for the permanent installation of distribution and secondary substations, as well as laying of new low voltage and high voltage cables. Both requirements will need to be co-ordinated with any new development proposals.

## 5.5. Site access and connection

The need to retain through traffic along The Bridge Frontage (including for large freight vehicles), provide much needed space for pedestrians and other users, and new access points to the Main Development Site all form key project objectives and will need to be carefully negotiated and balanced. Opportunities will arise from the need to provide new junctions that work for all users e.g. a signalised junction which includes a scattered crossing (where pedestrians can cross in all directions) and clear pedestrian phases.

Connections into the wider road network are limited to The Bridge and Nocq Road (as considered by previous proposals) and if vehicular access to the Lowlands Road Industrial Estate was made available, this could provide some relief to the two currently understood sole viable points of access. Providing an alternative north-south vehicular route (albeit designed for low levels of traffic with streetscape designed to clearly prioritise the pedestrian) could help to alleviate some traffic travelling via the Bridge. If not vehicular, pedestrian-only access through to the industrial estate would still be beneficial in creating a highly-connected pedestrian network.



Image 5.2: Position of viewpoints for images 5.3-5.5, 5.8 & 5.9



Image 5.3: View 1 from within site towards Lowlands Road with distinctive line of existing trees (left) and Pampas Grass (right)



Image 5.4: View 2 along services easement alignment with Bridge Avenue



To the north, beyond Lowlands Industrial Estate, La Route du Braye appears to have high vehicle demand in an east-west direction and a footpath which only allows for single-file movement.

Recent work on a Transport Assessment related to the Saltpans Development Framework has identified future capacity issues with the existing roundabout junction and concluded that a signalised junction would have the capacity to resolve this in the future alongside providing access to the Main Development Site (and as part of this Development Framework). Other potential benefits from delivering a signalised junction in this location include that it could integrate well with future public realm improvements that may be developed as part of the Harbour Action Area strategy to improve pedestrian amenity along The Bridge Frontage.

## 5.6. Boundaries and edges

The Regeneration Area is bordered by residential and small-scale commercial properties to the west, south, and east, which in turn envelopes the Main Development Site. This means the Main Development Site interfaces with a high number of back fences and gardens which will require a sensitive approach, with reasonable separation distances, to minimise the risk of overlooking.

The boundary between the site and the Lowlands Road Industrial Estate is somewhat less sensitive, with most industrial estate buildings set back from the boundary, however there are two buildings that appear to be abutting the edge of the site. There is an abrupt 1-1.5m level change between the south-western boundary of the Lowlands Industrial Estate and the Regeneration Area.



Image 5.5: View 3 towards Bridge Avenue



Image 5.6: Existing industrial uses on site



Image 5.7: Existing workshop buildings on site



Image 5.8: View 4 towards the potential Main Development Site access with the Bridge



Image 5.9: View 5 from within the Main Development Site towards Lowlands Industrial Estate



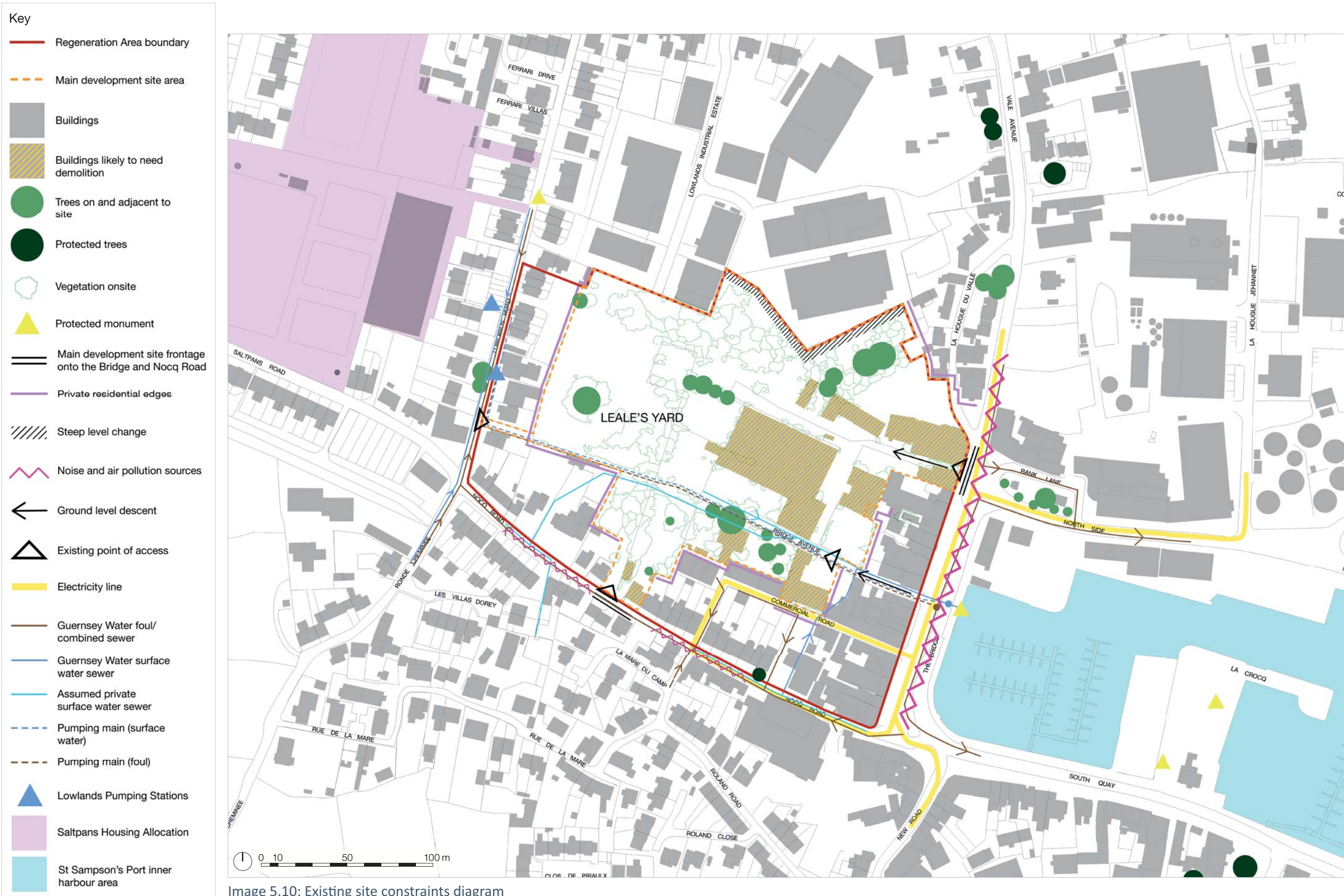


Image 5.10: Existing site constraints diagram



## 6. Consultation summary

### 6.1. Summary of consultation undertaken

This Development Framework has been through two periods of public and stakeholder consultation.

- The first was held between December 2019 and January 2020 before a draft was produced was arranged to understand the key issues and opportunities affecting the Development Framework and to hear local and other views;
- The second comprised a formal six-week consultation period between Monday 17th February – Friday 27th March which requested feedback on the draft Development Framework document itself.

Both involved a wide range of stakeholders including local residents, key stakeholder groups and organisations, States Committees, Service Areas, Utility Companies, States Members, and landowners (including the majority landowner, the Guernsey Island Co-operative Society). Many were involved in both rounds of consultation.

During the formal consultation period, the draft Development Framework was available for viewing or download online via the States website. Six A1 exhibition boards were displayed in the former Smilers unit on Southside, The Bridge. These summarised the key elements of the document, including the proposed Development Guidelines. A5 leaflets were prepared and distributed within the locale notifying people of the ways in which they could review the document and send in feedback, as well as to advertise the public drop-in session that was held on Saturday 29th February, from 10am-3pm, at the Salvation Army Community Centre, Nocq Road.

The public drop-in session was well-attended by the community, with around 100 attendees, and two representatives of the Planning Service, as well as representatives from the consultant team who were available to answer questions

and discuss concerns. During this session, pre-arranged conversations were also held with stakeholder groups and organisations. Feedback forms were provided and included seven questions about the framework. Attendees were invited to fill them out in person at the drop in or to e-mail them later.

Additional activities included a drop-in session for States Members, held at Sir Charles Frossard House, as well as a hands-on interactive workshop session with members of the Youth Forum at the Youth Commission. The latter helped to address a lack of representation from the young people identified during the initial consultation phase. Young people were invited to share their views of The Bridge Main Centre currently, as well as asked about their ideas for what would make the Leale's Yard Regeneration Area more attractive to visit and/or live to younger people.

Over the duration of the six weeks of the formal consultation period, we:

- received 40 responses from the general public, including a petition gathered and submitted by shop owners on The Bridge;
- heard from 9 key stakeholders and organisations, either in person or via e-mail (Vale Douzaine, St Sampson Douzaine, Salvation Army, Health Improvement Commission, Guernsey Housing Association, Guernsey Community Foundation, La Societe Guernesaise, the Youth Commission and the Chamber of Commerce);
- received 12 responses from Committees, Service Areas and Utility Companies (including Property Services, Policy & Resources, the States Trading Supervisory Board (STSB), Health & Social Care, Guernsey Electricity, Fire Safety, Environment & Infrastructure, Employment & Social Security, and the States Archaeologist);
- received three responses from States Members; and
- written correspondence with the principal landowner, the Channel Island Co-operative Society.



Images 6.1: Photo from the public drop-in session held at the New Rock Community Church on Thursday 16th January, 2020.



Images 6.3: Photo from the public drop-in session held at the Salvation Army Community Centre on Saturday 29th February, 2020.



Images 6.2: Post-it responses to Board 3 at the public drop-in session



Images 6.4: One of the concept sketch plans produced during the interactive workshop with members of the Youth Forum, showing a heritage centre, trampoline park, bowling alley, cinema, zero waste shop, cafe, cooking school, trees, a pond, a meditation centre, street art and a youth 'safe space'.



Guernsey’s lockdown measures as a response to the Covid-19 Coronavirus pandemic started on 25 March and overlapped with the six week formal consultation period by three days. This is considered to have had a limited impact on the consultation due it being right at the end of the period and the material being available to be reviewed by the public online and feedback submitted via e-mail throughout this time.

Feedback

The consultation feedback included a good level of support for the Development Framework and its proposals for the Regeneration Area and The Bridge Main Centre. There are a number of issues that were highlighted as concerns particularly in regards to the clarification of information with the draft. Feedback was provided on a varied range of issues and the four most common themes related to:

- Traffic flow and parking on The Bridge;
- Flood defences;
- The importance of public open space; and,
- Delivery and timing of the development.

A lot of concern was expressed by the public regarding the indicative options for the Bridge public realm and the effect this could have on parking along The Bridge Frontage and consequently on trade in the local shops. Conversely, we also received positive feedback about the idea of moving some of this parking to inside the Main Development Site because it woud help alleviate the ‘bottle-neck’ when people are trying to park which causes disruption to regular traffic flow. Some questioned the attractiveness of sitting out along the Bridge, while others thought it would be an improvement to be able to sit out and enjoy the harbour front.

Almost all feedback agreed that flood defence infrastructure needed to defend the wider Bridge area as a whole, rather than only the Main Development Site itself, and should be implemented as one of the first actions to come out of the Development Framework.

Many people, including States’ Committees and Service Areas, were pleased to see areas of public open space included within the draft Development Framework, with many highlighting that the Leale’s Yard Regeneration Area is a ‘once-in-a-lifetime’ opportunity to provide dedicated open space amenity for The Bridge Main Centre, its community and visitors. Others suggested that the public open space areas proposed should be the minimum requirement with more encouraged if possible, and a part of the development that must not be built over in future.

Concerns were expressed regarding delivery and timing, with many hoping to see momentum continue following the adoption of the Development Framework. Others cited worries that the process of delivering required infrastructure would delay developing the Main Development Site itself for some time, or that by delivering some elements, for example public open space or community facilities, it would impact the overall viability of any proposals.

6.2. How the Development Framework has incorporated feedback

As a Development Framework, the role and purpose of the document (refer section 1.1) is to provide planning guidance. Not all concerns expressed during the consultation period will be able to be addressed in detail, especially if they go beyond the areas that the Development Framework can control and that are subject to further detail and design development of future proposals and planning applications.

Through careful review of all of the consultation feedback it is clear that several parts of text needed review and potential rewording to ensure the important messages were being communicated clearly. Some feedback also called for the illustrative material to be more clearly labelled as “indicative” of only one way that development within the Regeneration Area could take place in accordance with this Development Framework.

Leale’s Yard Regeneration Area Development Framework | Feedback  
Drop-in session 10am-3pm, Saturday 29th February 2020 at Salvation Army, Noci Road, Guernsey GY2 4PB

Name: ..... Address: .....  
E-mail: .....

Please note: Following the consultation, an anonymised overview of the responses will be produced and made public. All information collected for this consultation will only be used for the specified purpose of informing planning policy guidance and will be processed in accordance with the Data Protection (Bailiwick of Guernsey) Law, 2017. For our Fair Processing Notice, please visit <https://gov.gg/DP>.

The purpose of the Development Framework is to provide planning guidance for the mixed-use development of the Leale’s Yard Regeneration Area to ensure that future schemes are well-planned and provide maximum benefit for the existing community, future residents and visitors.

1. Do you agree with the proposed Vision Statement and key principles for the Leale’s Yard Regeneration Area? (see board 3 and page 18 of the consultation draft Development Framework). Please tick a box and provide any further comments.

	Yes	No	Not sure
Vision Statement: Enhancing the Bridge Main Centre’s identity to become a well-connected and easily accessible destination which includes a variety of uses and places to visit and spend time to ensure the ongoing viability and vitality of the area for the local community.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Principle 1: Sustainable and delivery-led development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Principle 2: Making good connections	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Principle 3: Open space and public realm at the heart of the new development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Principle 4: A mix of uses, community activities and housing types	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Any further comments?  
.....

2. What are the three most positive things that the draft Development Framework proposes in regards to the regeneration of the Leale’s Yard main development site and the Bridge main centre? Please provide feedback and any further comments.

i. ....  
ii. ....  
iii. ....

Any further comments?  
.....

Please turn over.

Images 6.5: The feedback form provided at the public drop-in session in February 2020. It includes questions like “Do you agree with the proposed Vision Statement and key principles for the Leale’s Yard Regeneration Area?”, “What are the most positive things that the draft Development Framework proposes [...]?”, and “What are your main concerns [...]? How could it be improved?”.

Leale’s Yard Regeneration Area Development Framework | Feedback  
Drop-in session 10am-3pm, Saturday 29th February 2020 at Salvation Army, Noci Road, Guernsey GY2 4PB

3. What are your three main concerns about what is proposed within the draft Development Framework? How could it be improved? Please provide feedback and any further comments.

i. ....  
ii. ....  
iii. ....

Any further comments?  
.....

4. Do you think the draft Development Framework will support the positive regeneration of the Bridge Main Centre?  
☐ Yes ☐ No ☐ Not sure

Any further comments?  
.....

5. Which of the initial options for the public realm and parking area on The Bridge frontage do you support and why? Please tick as many as apply

☐ Initial option 1A - based on Aecom flood defence proposal, with angled parking spaces and new areas for seating and landscaping.  
☐ Initial option 1B - based on Aecom flood defence proposal, with parallel parking spaces, significantly widens footpath and provides new areas for seating, tables and landscaping.  
☐ Initial option 2 - extends the existing harbour wall for flood defence, retains essential parking spaces to north, significantly widens footpath and provides new areas for seating, tables, landscaping and play.  
☐ Initial option 3 - extends the existing harbour wall and proposes new flood defence walls along the quay edges, retains essential parking spaces to north, significantly widens footpath and provides new areas for seating, tables, landscaping and play, and provides additional public space along the harbour.

Please explain why:  
.....

6. Do you agree with the Development Guidelines set out on pages 26-46 (also see boards 5 & 6) of the Development Framework? Please mark on the scale bar how much you agree.

Mostly disagree ----- Agree ----- Strongly agree

7. Are there any other changes you would suggest to the Development Framework, if any? Please provide feedback  
.....

Please leave your response form with one of the project team members.  
If you would like to provide any further input, please e-mail [planning@gov.gg](mailto:planning@gov.gg) or write to the Planning Service, Sir Charles Frossard House, St Peter Port, GY1 1FH by 5pm, Friday 27th March 2020.

For this reason the final Development Framework has a different structure to the draft and the indicative illustrative material (e.g. both the indicative layout plan and site sections) and longer term ideas are now included within Section 9: Demonstrating the Development Framework, towards the end of the document and separated from the Vision and principles in Section 7. While the concept options for The Bridge Frontage and longer term opportunities (both moved to Section 9) are related to the context of the Regeneration Area, both topic areas will require further co-ordinated studies and development by relevant States Committees.

It was also considered beneficial to gather together all of the fixed requirements for the Main Development Site into one place. This has resulted in a new section, ‘Key Delivery

Requirements’ being provided at the start of Section 8: Development Guidelines. These key delivery requirements respond to feedback that public open space areas are confirmed as a minimum requirement, that new development considers carefully how it is integrated within the surrounding context, and that community facilities are a required benefit for The Bridge Main Centre that should be delivered on site.

A more complete list of the feedback, changes and updates are outlined in a separate Consultation Summary Report. This report will sit alongside the Development Framework SPG to provide a full summary of consultation undertaken. Further consultation will not be required as all feedback has been considered in full and the Development Framework has been approved on this basis.



## 7. The Vision for the Leale's Yard Regeneration Area

### 7.1. Vision statement and principles (images 7.1- 7.3)

#### Vision Statement:

**Enhancing The Bridge Main Centre's identity to become a well-connected and easily accessible destination which includes a variety of uses and places to visit and spend time to ensure the ongoing viability and vitality of the area for the local community.**

In response to consultation feedback, site analysis, a review of earlier proposals for the Main Development Site, and scenario testing of potential development strategies, a Vision for the Regeneration Area is set out above and is based on four Vision principles, below. The Development Guidelines in Section 8 then set out further guidance on how they should come forward.

#### Principle 1: Sustainable and delivery-led development

**A quality-led approach to sustainable development with a focus on delivery**

The Regeneration Area presents a significant opportunity to create exemplar sustainable development that responds positively to the distinctive local character and surrounding area. Proposals must be complimentary and sensitive to the surroundings even if they are different from them and more intensive.

The development strategy needs to be delivery-focussed and should ideally not rely on a single large-scale occupier or developer to get going. At the same time it must ensure a comprehensive approach to development. This is particularly important for issues such as flood risk, access, connections, and servicing which need to be addressed comprehensively and not solved separately as part of smaller development parcels. These considerations support a 'master developer' approach on the Main Development Site (refer section 7.2).



Image 7.1: Principle 2 - Making good connections

#### Principle 2: Making good connections

**The extension of Bridge Avenue as a key walking and cycling route and a focus on improved connections across the site, supporting active travel opportunities and healthy lifestyles.**

Leale's Yard Regeneration Area allows the opportunity to provide key links that will benefit the site as well as local people. The connection from Bridge Avenue to Lowlands Road is also the location of existing drainage infrastructure and cannot be built over so it is sensible to use this as a key walking and cycling route. It will provide a safer alternative for those walking along the narrow Nocq Road to the shops. Other key connections through the site will benefit the wider area as well as provide access to the site itself for all modes of transport.

There is a strong benefit in getting these connections right from the start. By providing safe, attractive, and convenient walking and cycling routes, people are more likely to use them, reducing the amount of cars on the road and supporting both physical and mental health. Once these connections are established in the right places, other development can be arranged around the routes.

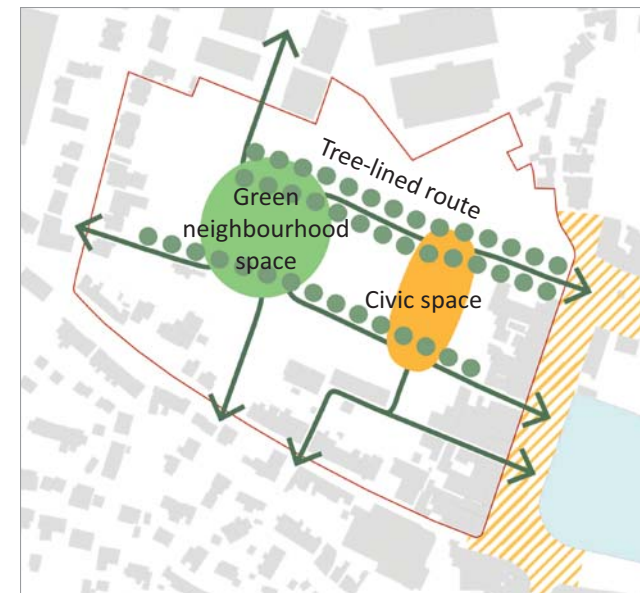


Image 7.2: Principle 3 - Public open space and public realm

#### Principle 3: Public open space and public realm at the heart of the new development

**A need for new multi-functional public open spaces and an overall high quality place that responds to local character.**

A new public open space should be located where it can be well used by existing and future residents. It should be designed well and at the right size to actually be useable for play and recreation, despite being smaller than a typical local park. There is also a need for a more urban space, in the form of a piazza or square that can be the focus of mixed and active uses and other activities within the site. It can provide businesses with a prominent 'front door' and be used for community events, e.g. regular markets and performances. Both types of spaces should incorporate seating, suitable landscape and water features to support the opportunity for biodiversity and provide attenuation potential.

The other key consideration is about creating good quality streets, with trees where possible, to provide amenity and shade, and a good level of enclosure so that they feel like pleasant places to walk along and to live around. A focus on good streets will make a big difference in terms of what can be delivered in a place such as this.

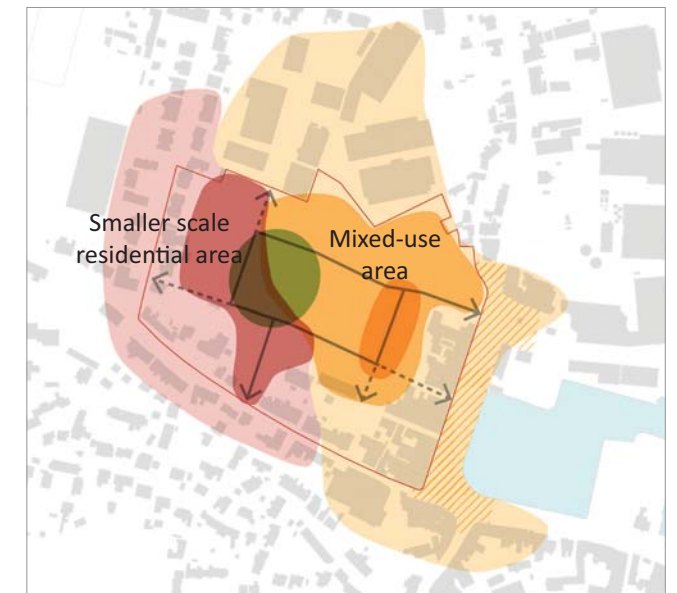


Image 7.3: Principle 4 - A mix of uses, community activities and housing types

#### Principle 4: A mix of uses, community activities and housing types

**A range of uses and activities that support The Bridge Main Centre and the local community as well as enabling viable development proposals on the site.**

The proposal for a mix of uses on the site is widely supported however this comes with a strong need for a viable solution to best ensure that development will actually happen. The range of uses are likely to be residential-led due to its strength within the market, but also includes a requirement for much needed community space, small scale retail, workspace opportunities, and potentially other uses such as a hotel or leisure uses. A mix of houses and apartments should be included.

One of the challenges in delivering a main centre site such as this, is with balancing car parking requirements from the various uses in a well-located and walkable environment, where parking does not dominate the public realm. This balance requires careful consideration within the Main Development Site, as well as along the Bridge Frontage, and should consider how The Bridge Main Centre can be supported as a whole.



## 7.2. Delivery strategy

One of the key concerns locally is why the Main Development Site has not come forward for development over the last 20 years, even with a previous Outline Planning Brief and three planning permissions in place.

Some of the key reasons for this are summarised below and need to be carefully considered in future approaches to development. They include:

- changing trends in shopping patterns and retailer requirements over the past decade (the first permission was retail-led);
- the relatively small size of the residential market on Guernsey compared to the number of homes proposed (the more recent permissions were largely residential with a high number of apartments);
- the complexity of some of the approved schemes (specifically in terms of basement and semi-basement car parking). Financing development of this type with significant off-plan sales being required means that there is significant risk in terms of actual and potential holding costs and the rate at which the market can absorb new stock is limited;
- the cost of protection and mitigating for flooding may have been high without a comprehensive solution;
- providing car parking to a satisfactory level to meet requirements is expensive below-ground or in multi-level structures; and,
- there are other upfront costs such as access, site preparation, utilities and drainage which also need to be addressed on the site.

Critically the upfront 'capital lock-up' and the likelihood that timescales for returns from the developments to occur over a relatively long period of time mean that the site presents a challenge. Future development therefore requires both coordination and an element of 'patient capital' which will mean that early investment is made with a view of making returns over the medium- to longer-term.

### WHAT IS A MASTER DEVELOPER APPROACH?

This is where one lead or "master" developer coordinates the design and delivery of a large or complex site but doesn't build it all themselves. Typically they would prepare a coordinating masterplan and design codes and then deliver the main site access, streets and infrastructure to provide serviced parcels of land (or plots). These can be bought or licensed by others ("parcel developers") to build on. Each plot would come with clear design guidance and restrictions on how they can use and develop the land. In order to work well a robust overall strategy and agreed limits on development are needed (floorspace, sustainability targets, land use and design etc.) as well as the continued involvement of the master developer. The main benefits are that the master developer does not have to fund the whole scheme, just the up-front infrastructure costs, delivery can be phased, and it is easier to include smaller developers as well.

In order to avoid the same thing happening in the future it would be sensible to allow the Main Development Site to come forward in a way that:

- could easily be phased;
- is not reliant on one main developer delivering the majority of the scheme; and
- includes a range and mix of uses, some of which could be flexible over time to meet the changing needs of the market.

The master developer approach is identified in Vision Principle 1 (see brief description above) as having potential benefits principally for the Main Development Site, as it would allow a number of these concerns to be overcome. However, other approaches may also be possible and the Development & Planning Authority will remain open to how the scheme is delivered as long as it meets the Key Delivery Requirements (refer section 8.1) and overall place and quality principles set out in this Development Framework.

In order to support a master developer approach, the Development & Planning Authority will need to be satisfied that any proposals that come forward set out sufficient clarity on what is proposed and how a scheme delivered by a range of developers and end users (potentially a number of detailed planning applications) will result in a comprehensive development which will make a positive place of sufficient quality. A robust masterplan will be needed for the Main Development Site as a whole setting out the key

elements to be delivered by the master developer, such as access and circulation networks, key infrastructure including utilities, and public spaces, as well as identifying development plots.

This would also require an overarching Design Code and/or design guidance for the whole site which sets out the overall placemaking objectives, clear design principles, such as plot access and building heights, a clear approach to acceptable building uses and materials, and, a commitment to require developers to conform with the Code. A reasonable level of flexibility should be allowed for, and an understanding how different parcels relate to each other will also be important. Further details are set out in Section 8.2: Comprehensive development.

A list of minimum topics that would need to be covered by the masterplan and Design Code will need to be discussed and agreed with the Development & Planning Authority very early in discussions about a future proposal.

There are a number of international and UK examples where the master developer approach has worked well to deliver high-quality housing and other uses (see images 7.4 and 7.5).

With regard to delivering improvements to the Bridge public realm and harbour frontage, and a comprehensive and integrated flood defence solution, these will need to be considered and co-ordinated as part of other workstreams being undertaken by the States, such as the Harbour Action Area Strategy.

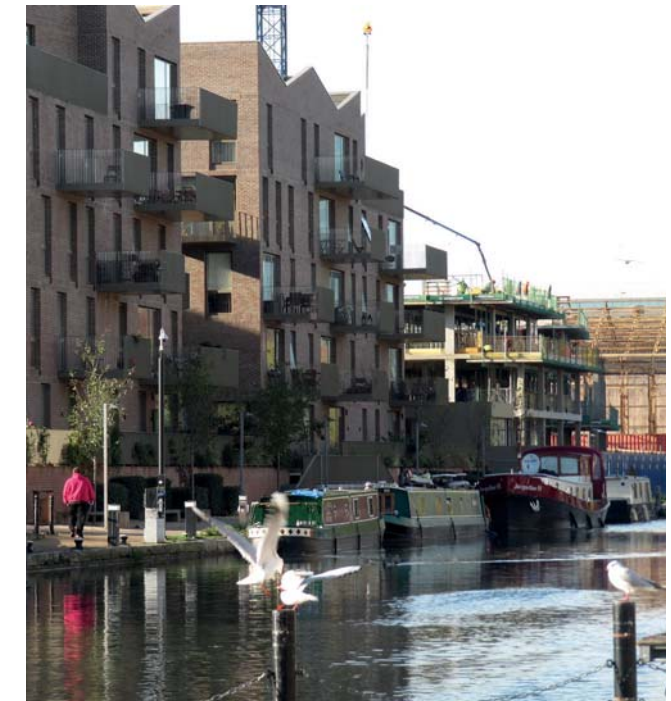


Image 7.4: Example of successful master developer delivery approach - Brentford Lock West, London

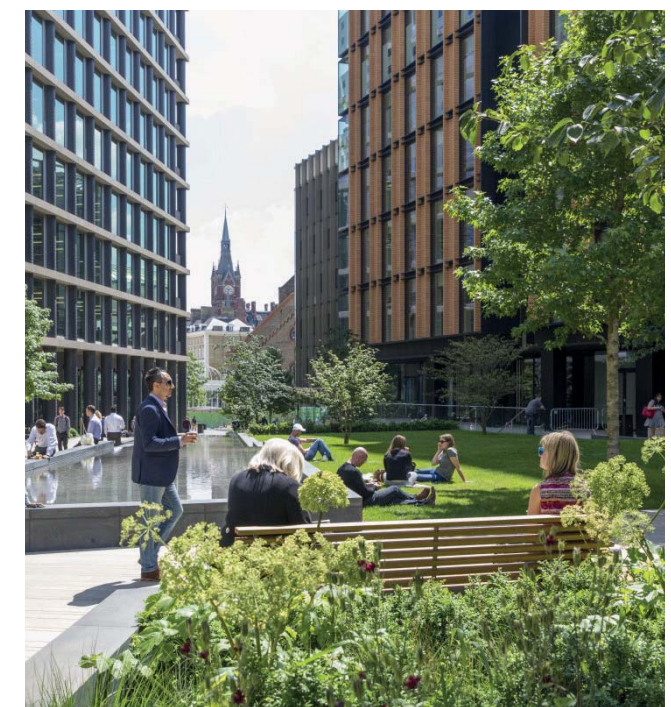


Image 7.5: Example of successful master developer delivery approach - King's Cross, London (image: kingscross.co.uk)



## 8. Development Guidelines

### 8.1. Key delivery requirements

The following list sets out the minimum deliverables that this Development Framework requires from proposals for the Leale's Yard Regeneration Area. These have been taken into consideration when testing the viability as part of the production of the Development Framework (refer section 9.1) and by setting them out in this way clearly indicates to all concerned what elements of the Development Guidelines are fixed and what aspects offer a degree of flexibility.

**Development proposals must:**

1. **Set out a comprehensive approach to development which ensures a high quality of place and the co-ordinated and carefully phased delivery of key infrastructure (including open spaces and access) and development.**
2. **Carefully consider density, scale and layout to integrate with and enhance the area, ensuring there is limited detrimental effect on adjacent existing properties**
3. **Propose a good mix and range of uses that support The Bridge Main Centre as a whole**
4. **Include development heights between 2 and 5 residential storeys, as appropriate to its location and context, with no development at all taller than 6 residential storeys**
5. **Include new public open space –**
  - a. **1500 sq. m minimum of green open space at the heart of the Regeneration Area**
  - b. **500 sq. m minimum of car-free urban or 'civic' square close to The Bridge Frontage**
6. **Provide site access –**
  - a. **A principal multi-user link between Bridge Avenue and Lowlands Road focussed on pedestrians and cycling**
  - b. **At least two vehicle accesses with the primary access from the Bridge and the secondary access from Nocq Rd, with access from the Lowlands Industrial Estate encouraged where possible**
  - c. **A network of streets and paths that allow easy and safe movement for pedestrians, cycling and vehicles to and through the site**
7. **Deliver community uses – 500 sq. m minimum of community uses**
8. **Provide car and cycle parking to support The Bridge Main Centre – a minimum of twenty public car parking spaces provided within the Main Development Site located conveniently to The Bridge Frontage as well as to the Bridge Avenue multi-user link**
9. **Contribute towards a comprehensive flood defence strategy as part of a wider solution to protect the Bridge area**
10. **Deliver sustainable development and set out how proposals can act as an exemplar in this regard**
11. **Provide Affordable Housing in accordance with policy GP11 of the IDP**
12. **Include a Traffic Impact Assessment to include consideration of cumulative impacts of development in the surrounding area**
13. **Provide a comprehensive landscaping scheme for the whole of the Regeneration Area including the provision of street trees along primary and secondary routes**

**NB.** Based on earlier planning applications for the site, it is likely that an Environmental Impact Assessment will be required in relation to proposals for the Main Development Site. This will be determined through the EIA screening process in accordance with The Land Planning and Development (Environmental Impact Assessment) Ordinance 2007.

This list does not cover all of the matters that will need to be considered, nor list the supporting studies, evidence or data that should be gathered and assessed in order to support the proposals, nor does it set out the detailed requirements of any masterplan or Design Code for the Regeneration Area.

### 8.2. The need for comprehensively planned development and EIA

In accordance with Policy GP10 and Key Delivery Requirements, proposals for development in the Leale's Yard Regeneration Area must be planned comprehensively, and successfully delivered in order to meet the requirement for effective and efficient use of the land and to enable wider benefits for The Bridge Main Centre.

Comprehensively planned development is needed to ensure that there is a well-considered and consistent overall approach to access and connectivity, public realm, land uses and activities, and overall appearance. Policy GP10 states that division or piecemeal development will not be supported, although a phased approach to delivery in accordance with an overall masterplan would be acceptable given the size of the site and the provision of infrastructure necessary to facilitate it.

The challenge for the Main Development Site is therefore how to facilitate comprehensive and well-planned development as a whole, but also to allow it to come forward in phases and potentially delivered by a range of different parties. These challenges have the potential to be resolved through a "master developer" approach (refer section 7.2: Delivery strategy).

Delivering this approach through planning would typically use an Outline Planning Application route that allows key roads and infrastructure to be secured in detail, and the proposals for the parcels in outline via a masterplan and Design Code. However, the General Provisions Ordinance in Guernsey currently prevents the use of Outline Planning Applications for proposals that require Environmental Impact Assessment, which would be expected for development of this scale and type. However, there are a number of possible solutions to this that are under consideration by the Development & Planning Authority.

Another consideration is the range of issues that must be set out comprehensively for the Main Development Site. This list should include:

- site access arrangements for all relevant modes (vehicular, pedestrian, cycle, and the less physically-able, e.g. wheelchair users);
- acceptable land uses for each part of the site, including the identification of and minimum areas for public open green space and public urban space;
- the definition of key streets and routes, including the use of street trees, on street parking and lighting;
- siting and scale of buildings, including building line;
- provision of Affordable Housing in accordance with IDP Policy GP11
- car and cycle parking strategy and location whether on-plot, on-street or shared parking
- character and appearance, including local materials and detailing strategies, and related detailed design issues;
- landscape and public realm design strategy;
- sustainable design approaches and energy reduction proposals e.g. targets toward zero carbon development;
- comprehensive drainage, remediation and servicing strategies;
- comprehensive environmental strategy including flooding and biodiversity; and
- phasing and delivery plan.

The full detailed list of issues to be covered will depend on the route agreed through planning and will be discussed and agreed with officers as part of pre-application discussions.

It is accepted that other delivery options may be appropriate for the Regeneration Area or Main Development Site as long as they support the overarching objectives around comprehensiveness, sustainability, accessibility, mix and quality.

Other smaller development sites within the Regeneration Area must also accord to the objectives of the development framework wherever possible.



## 8.3. Sustainable development opportunities and requirements

All proposals for the site will need to support the States of Guernsey's recognition of the climate emergency by demonstrating how they have considered and adopted the States' strategies and policies that directly and indirectly contribute towards mitigating and adapting to climate change. These include the renewable energy programme, integrated transport strategy, waste strategy and biodiversity strategy, and the energy policy and climate change policy/action plan as well as the requirements of the relevant policies of the IDP.

In addition to this, and because of the relatively large size of the Leale's Yard Regeneration Area, proposals must consider their ability to act as an exemplar project in terms of sustainable development. This should consider all aspects of sustainability, i.e. minimising waste and energy during both design and construction stages, providing a net gain in biodiversity, surface water management, water use, accessibility, adaptability, materials, and health and wellbeing. Objectives such as achieving zero carbon and whole-life cost considerations should also be set out.

At a more detailed level, the design process and choice of materials should also demonstrate how development can help to minimise its negative impact on the environment. This should include consideration of:

- site layout and orientation to ensure optimisation of direct and natural light, as well as energy efficiency and thermal comfort;
- flexible design layouts to create flexibility in how residents can use their homes at different stages in their lives and to reflect changing needs;
- low embodied energy materials and energy efficient buildings;
- supporting infrastructure for renewable

energy e.g. car and bike charging points;

- use of recycled materials, e.g. materials recovered from demolition of any existing buildings or structures;
- increasing biodiversity potential and achieving a net gain where possible;
- surface water management in the form of SUDS (Sustainable Urban Drainage Systems); and,
- the potential for off-site construction/modern methods of construction.

All proposals for the site should set out how they will support and grow the existing community in a way that provides uses and activities needed by all. This should include a range of social infrastructure requirements for all ages, and particularly those that might be currently lacking in the local area and that encourage inclusion.

## 8.4. Access and movement (image 8.4)

Any proposals for the Regeneration Area must pursue and create a network of streets and paths that allow easy and safe movement for pedestrians, cyclists and vehicles to and through the Main Development Site in line with IDP policy GP9. Priority must be given to making safe, accessible and attractive routes for all users. Further guidance on street types is included in section 8.5.

### Multi-use route - Bridge Avenue link

In line with the vision for the Regeneration Area, a principal multi-user route is set out on the Access and Movement Framework Plan (image 8.4) which extends from Lowlands Road to Bridge Avenue, and onto The Bridge Frontage. This will establish a clear and legible route that will give good walking and cycling access (and in places localised vehicular access) to the Main Centre for an increased number of nearby residents, and in the longer term also for residents of the Saltpans site. This Bridge Avenue link should ideally also extend over The Bridge Frontage, in the form of

a zebra or raised pedestrian crossing, to better connect pedestrians and cyclists to the harbour itself.

### Pedestrian and cycle access

Good quality pedestrian and cycle connections with the Regeneration Area should be made in as many locations as possible. These should be well planned, carefully integrated and make legible connections into the surrounding streets to help promote active travel and support physical and mental health.

Locations for the minimum number of access points are set out on the Access and Movement Framework Plan (image 8.4) and include:

- from the Main Development Site access point to The Bridge Frontage at the junction with North Quay and Vale Avenue (for all users);
- along Nocq Road (for all users);
- onto Lowlands Road (for pedestrian and cyclists only due to its restricted width);
- Commercial Road (via a pedestrian link across part of the site);
- Bridge Avenue (which is expected to be pedestrian and cycle only at the connection with The Bridge Frontage, with access only for adjacent properties); and
- with the Lowlands Road Industrial Estate for all users if possible. At a minimum, this access would provide safer pedestrian and cycle access to existing residents living to the north of the site.

These links will help to connect those living in the Regeneration Area in the future and those living in the wider area more safely and conveniently to The Bridge Main Centre and to the associated public transport facilities and create a positive and valuable alternative to the private car.

All pedestrian routes must be continuous and at accessible gradients, with appropriate lighting to ensure their safety. Cycle parking facilities for residents, workers and visitors must also be provided to support cycling as a convenient mode of transport.



Image 8.1: The Hawthorns development includes high insulation specifications and air source heat pumps.



Image 8.2: Well designed provision for pedestrians and cyclists makes a big difference to how well used these routes will be and how many people feel happy to leave the car at home.



Image 8.3: Good streets need to work for people as well as vehicles. People need space, shade, interest and direct routes that are easy to navigate.



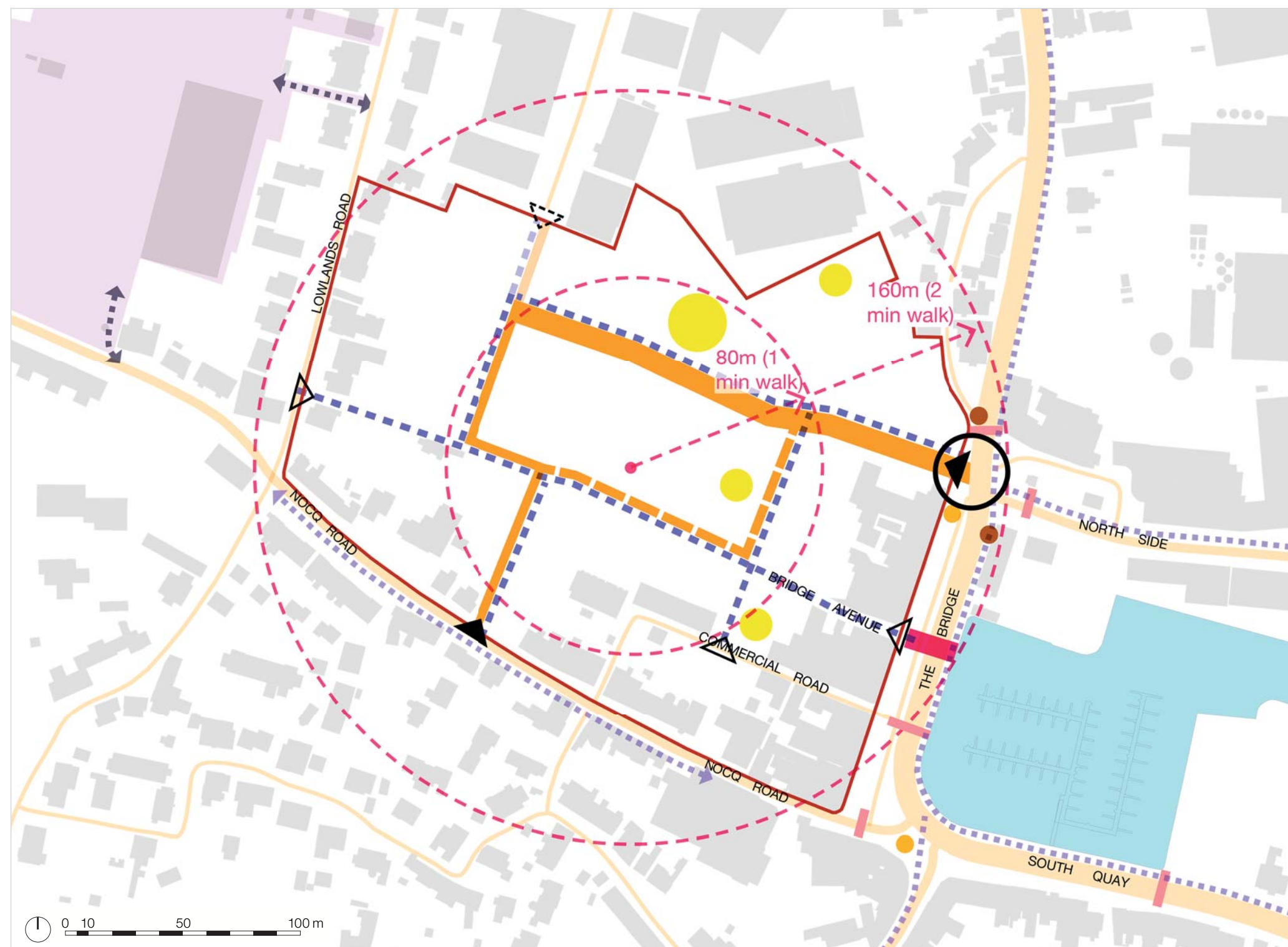
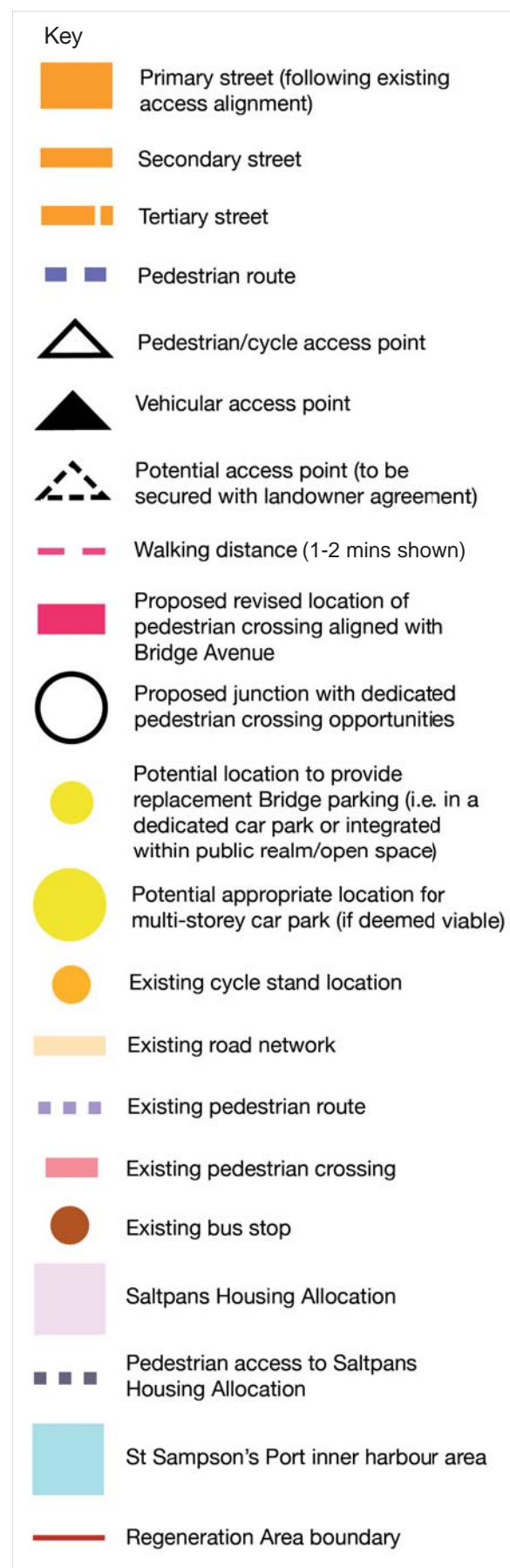


Image 8.4: Access and Movement Framework Plan



## Vehicular access

The Leale's Yard Regeneration Area should be served by at least two vehicular access points, and also consider access for emergency vehicles. The access points identified on the Access and Movement Framework Plan (image 8.4) are:

- a primary access point off The Bridge (where a signalised junction formed part of the previous transport proposal);
- a secondary access point off Nocq Road, but which may have some restrictions due to visibility concerns; and
- an additional vehicular connection may also be possible into the Lowlands Road Industrial Estate.

There is a clear preference for a signal controlled access point on the Bridge to serve the Main Development Site. This is based on quantitative and qualitative analysis where the current roundabout infrastructure is non-standard with poor pedestrian amenity and function. Recent traffic modelling undertaken for the Saltpans development has also identified future capacity issues with the existing roundabout junction concluding that a signalised junction would better resolve future capacity and operational issues. The delivery of a signalised junction would also integrate more easily with any future public realm works along The Bridge Frontage and with objectives to improve pedestrian amenity and access to bus stops.

## Transport Assessments

Proposals must demonstrate compatibility with Policy IP9: Highway Safety, Accessibility and Capacity, where the road network must be able to cope with the increased demand resulting from the new development. All accesses (vehicle, pedestrian and cycle) must be designed to meet the minimum Traffic Engineering Guidelines for Guernsey and Part P of the Guernsey Technical Standards, with new pedestrian routes provided

at above-minimum widths. In particular, vehicular access must be designed to enable vehicles to enter and egress safely, including for servicing and deliveries as well as for emergency and refuse collection vehicles. Conflict with pedestrian routes must be avoided.

The cumulative impact of proposals around the Regeneration Area on traffic in the area as a whole must be carefully considered as part of any future development proposals.

Any access and movement strategy must demonstrate a clear effort to make non-car modes of transport a realistic and attractive alternative for new and existing residents in order to promote sustainable transport and active travel in line with the Island's Integrated Transport Strategy, and to support making the Bridge a healthy and sustainable place to live to align with States' policies on health, including the Partnership of Purpose and the Children and Young People's plan.

Proposals on the Main Development Site (and any other site areas proposing above minimum floorspace in accordance with the Parking Standards and Traffic Impact Assessment SPG) must be supported by a Transport Impact Assessment in accordance with the IDP and relevant guidance.

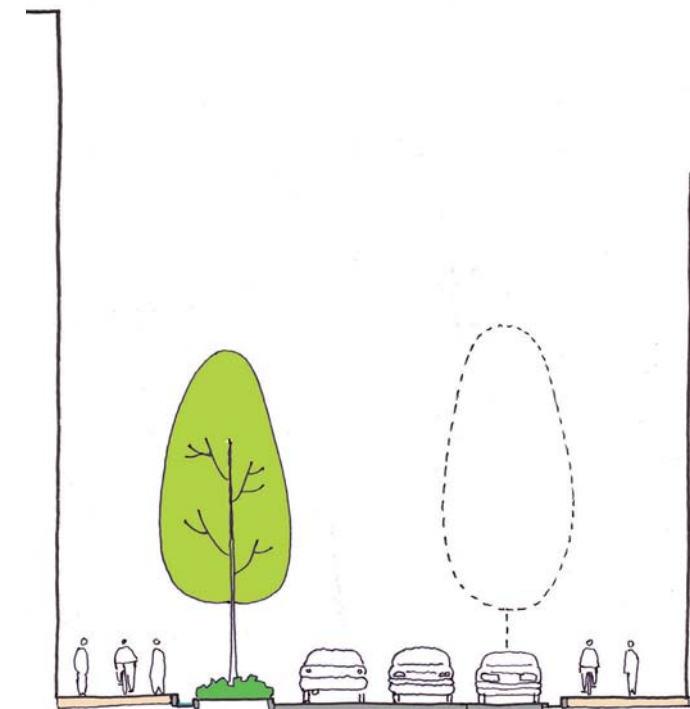


Image 8.5: Indicative primary street section (suggested overall 18m width)

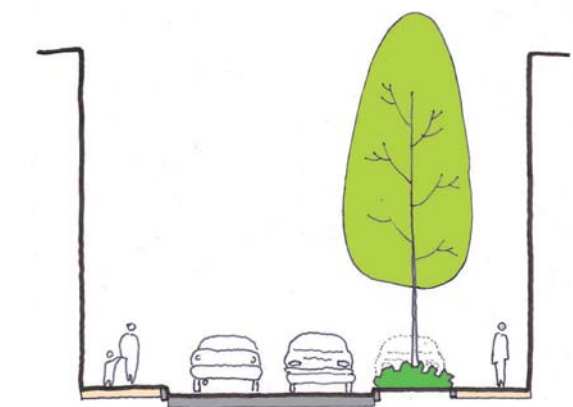


Image 8.6: Indicative secondary street section (suggested overall 12m width)

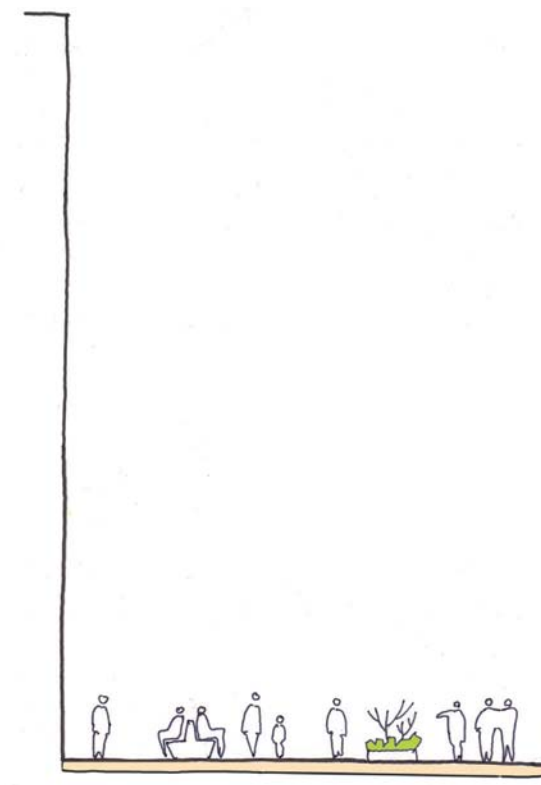


Image 8.7: Indicative pedestrian-priority shared space, which would still allow essential vehicles to travel through (suggested overall 8m width)

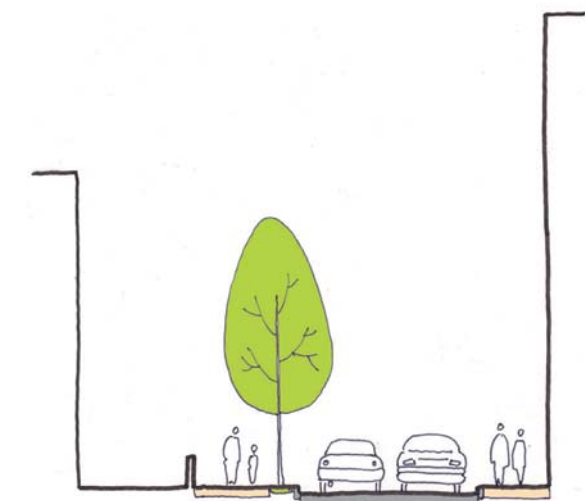


Image 8.8: Indicative tertiary street section (suggested overall 12m width)



## 8.5. Public realm - open space and streets (image 8.17)

### Public open space

Two key areas of public open space are required within the Regeneration Area, as shown on the Public Open Space and Street Types Framework Plan (image 8.17) and detailed in the Key Delivery Requirements (section 8.1). The inclusion of these spaces is supported by consultation feedback and will need to serve the needs of residents in the wider area, and help address existing deficiencies in the existing amount and type of open space available.

New public open space should include:

- a hard landscaped multi-functional civic square located in close proximity to The Bridge Frontage and providing a place to sit out, meet, and for a range of community activities and events e.g. markets, outdoor festivals, etc. This should have a minimum useable area of 500sqm without cars so that it is sufficient to accommodate a range of activities and contribute meaningful civic space to The Bridge Main Centre (see image 8.13);
- a green open space or 'pocket park' of minimum 1500sqm well-located at the heart of the Regeneration Area with trees and high quality landscape. This space should be softer and more naturalistic, and include

a useable recreation and play area which is designed to provide a high quality park to meet a range of local needs, as well as support flood attenuation and biodiversity (see image 8.14).

The spaces should be well-overlooked by buildings and public routes to provide natural surveillance and deter anti-social behaviour.

The spaces should both consider the potential of integrated sustainable urban drainage systems (SUDS), as promoted by Guernsey Water, to support drainage and flood alleviation in the Regeneration Area. Depending on the required attenuation volumes, the public green space could be designed to perform in its entirety as an attenuation basin in an extreme flooding event. The civic square will be a primarily hard landscaped environment and may be more appropriate for douits/rills within it.

Both spaces should include trees and other planting to provide visual amenity, shading and opportunities for biodiversity and wildlife (see section 8.6), and include provision of covered areas to provide shelter in extreme weather.

The idea of community-based activity tracks, including 'bike playgrounds' (currently being delivered in other locations in Guernsey by the Health Improvement Commission) could also be considered as a valuable amenity for residents.

There is an opportunity to work with existing topography to include steps, or terraces, which

could provide seating and/or informal play opportunities. (See image 8.13).

### Streets (images 7.14 to 8.17)

The overall street network within the Leale's Yard Regeneration Area should have a clear hierarchy in line with that set out on the Public Open Space and Street Types Framework Plan (image 8.17). Indicative sections of key streets are also provided at images 8.5-8.8. These indicative street types are intended to help ensure that streets have a strong character, reminiscent of other high quality main centre streets in Guernsey. Good levels of continuity and enclosure achieved from consistent and well designed building frontages will contribute to creating a high quality environment where people want to spend time.

All street proposals must demonstrate how they will deliver:

- safe, legible and clear movement for pedestrians and other users on clearly demarcated pavements (and where appropriate cycle paths), including street crossings;
- street trees, good quality street furniture (including benches and places to rest), street lighting and signage;
- integrated on-street car parking (where appropriate) and locations for deliveries and drop off;

- good levels of activity onto the streetscene from adjacent development, including regular front doors/entrances, windows from principal rooms overlooking the street, and avoiding long lengths of blank facade at street level on any principal streets (A to D);
- an accessible street environment that works for a broad range of users and abilities e.g. is dementia-friendly, and considers the independent mobility of young people; and
- a palette of locally appropriate hard materials and planting that will help to create a distinctive identity that responds to local character and heritage. Materials sourced within the Island, or reused from the site will help to reduce the carbon footprint of the proposed development.

The Access and Movement and Public Open Space and Street Types Framework Plans (images 8.4 and 8.17) both indicate a proposed street hierarchy with different widths and street elements which marry up with the hierarchy of street function and potential street activity. Images 8.5-8.8, 8.17 indicate what the differences of the street types may be, i.e. road carriageway width, street trees on both or one side, inclusion of on-street parking in-between trees/rain gardens, footpath width, etc.

For example, as the primary vehicular route (image 8.5) into the site, the primary street section should be similar to a tree-lined avenue



Image 8.9: Open space with play area



Image 8.10: Lively promenade with seating and ability to enjoy views



Image 8.11: Rill integrated within public realm



Image 8.12: Water and hardscape features create opportunities for play within a civic space



with pedestrian paths on both sides. It should include provision for cyclists at key junctions and on-street parking. Douits (or rills) and rain gardens could provide integrated SUDS as part of the Main Development Site's overall flood mitigation strategy.

The difference between secondary and tertiary streets may be the provision of on-street parking. However all streets must:

- provide above-minimum footpath widths;
- provide suitable road carriageway width;
- include trees and/or planting, and should consider integration of SUDS features, e.g. rain gardens or douits (rills); and,
- consider the overall proportion of the street with the surrounding buildings to provide a comfortable degree of enclosure.

Shared space streets are appropriate in locations where a low level of vehicle thoroughfare is anticipated, i.e. resident-only or for servicing and emergency vehicles. They can provide pleasant public open spaces to socialise or sit out, particularly where located in front of retail, cafés or restaurants, or in quiet residential areas.

## Public art

The scale of the Regeneration Area provides an opportunity to incorporate and enhance the overall environment with public art. The Main Development Site will be expected to include public art proposals of a scale that is proportionate to the site and should be considered as part of the masterplan/Design Code (refer section 7.2) to ensure an integrated approach. Early consideration of the Guernsey Arts Commissioning Guidelines is encouraged in order to secure high quality public art that is an integral part of the overall design of a development.

The public art strategy would be a opportunity to communicate the heritage of the site, and particularly the history of the Braye du Valle and its reclamation.

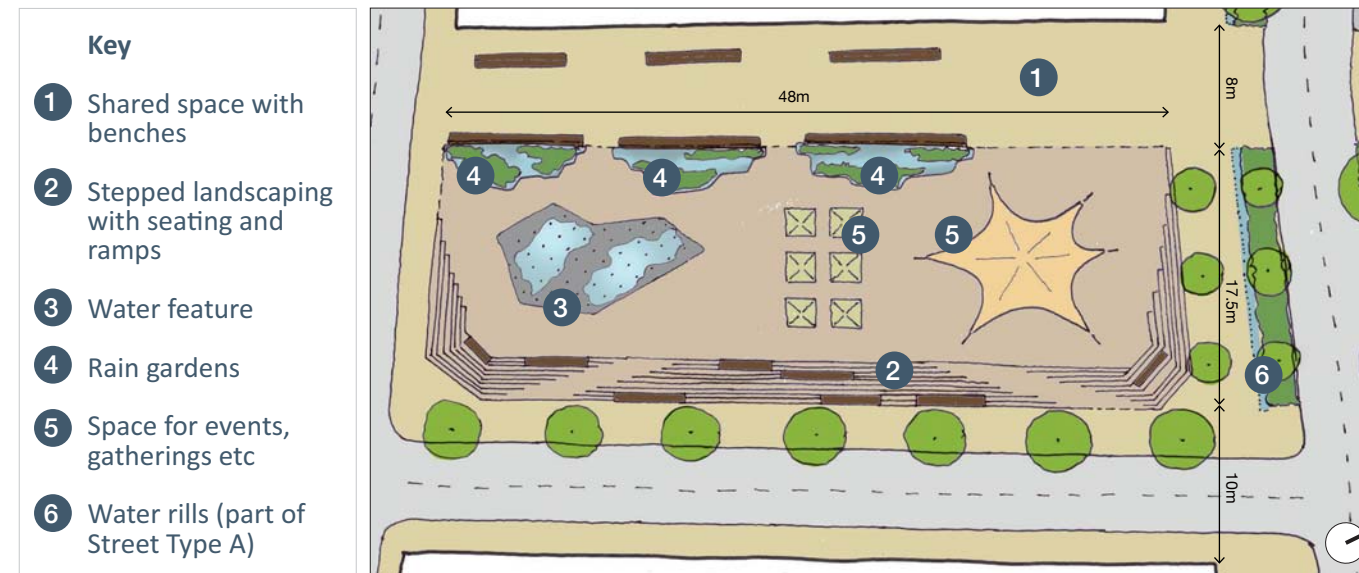


Image 8.13: Indicative concept plan for the public civic square



Image 8.14: Indicative concept plan for the public green space

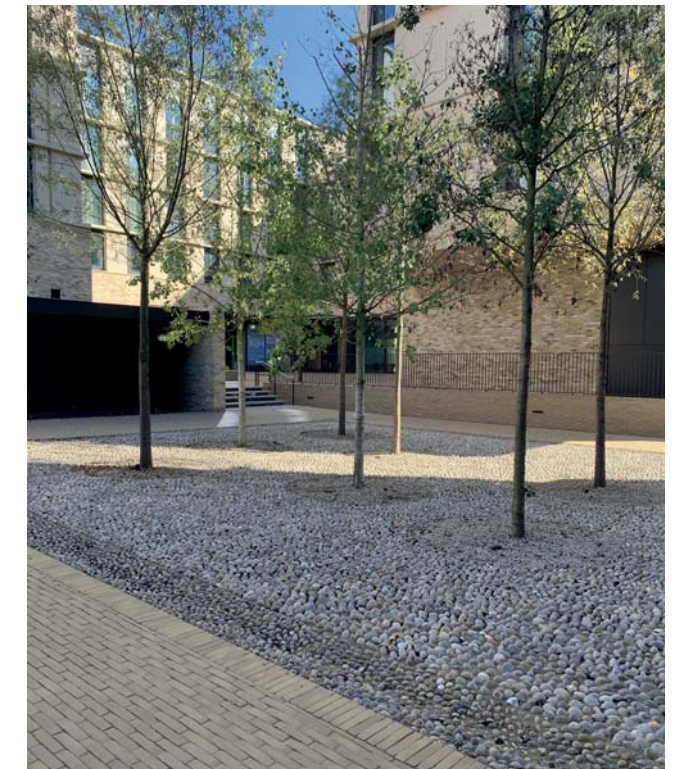


Image 8.15: High quality materials and planting



Image 8.16: High quality, useable green and play space provides a focus for a new neighbourhood



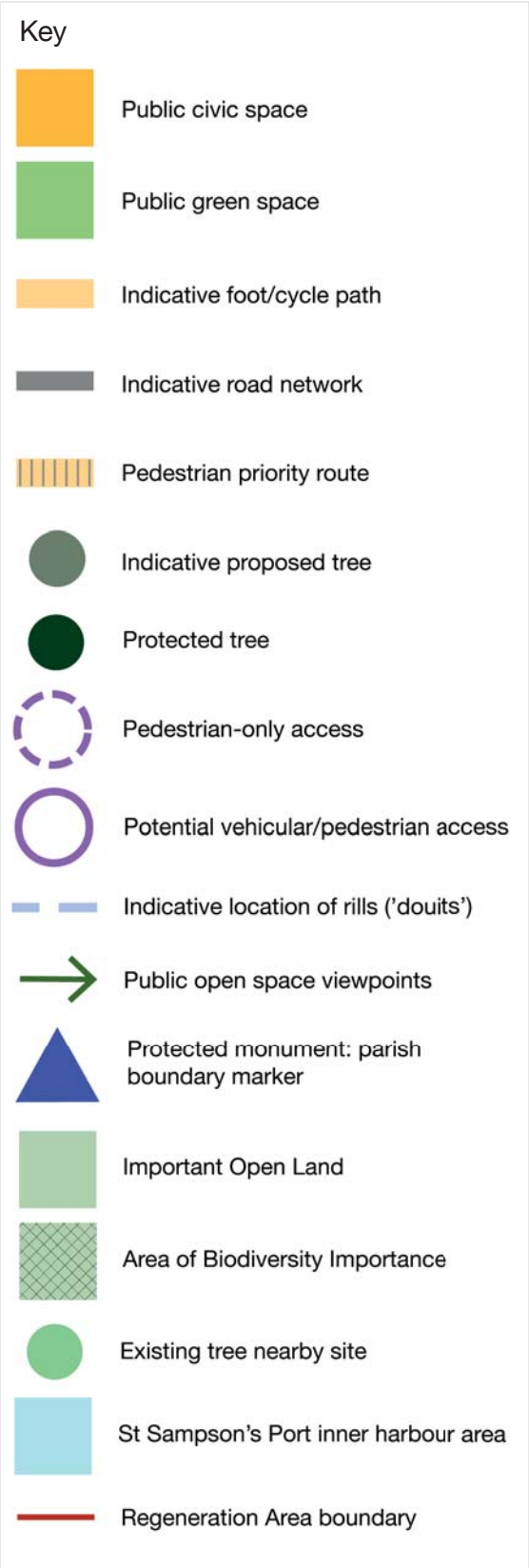


Image 8.17: Public Open Space and Street Types Framework Plan



## 8.6. Landscape and biodiversity

A comprehensive landscape scheme must be developed for the whole Regeneration Area. This should respect the local character, site conditions and materials, mitigate against the impact of development, and consider opportunities to increase and improve biodiversity on the site. It will incorporate detailed proposals for the public open spaces and streets (refer section 8.5), and set out which elements will be delivered by a master developer, and which will be expected from parcel developers, or other landowners.

Due to the years of the land being disused, the Main Development Site has become overgrown by a variety of plants including invasive species such as Pampas Grass and Japanese Knotweed which will need to be comprehensively addressed, managed and treated (or removed where possible) according to established guidance. Any disturbance of land containing Japanese Knotweed in particular will require careful consideration, and a qualified specialist should be employed to develop and oversee a management plan ahead of any redevelopment.

It is possible that areas of biodiversity or ecological value may have become established on the Main Development Site over the years that it has been vacant and therefore a baseline study of the existing ecology and biodiversity should be prepared including a survey of existing trees and areas of vegetation. If any valuable trees or habitat is discovered, proposals should explore ways for this biodiversity to be retained and integrated into the landscape and, where possible, enhanced on site. Examples of how the loss of habitats can be compensated are for example, the provision of bat and bird boxes installed in and on buildings and other suitable structures to encourage bats to roost and birds such as Swifts, House Martins, House Sparrows and more common species to nest or brown roofs, open water bodies and log piles. The applicant or agent is encouraged to contact La Societe Guernesiaisie early in the design process in this regard.

An Ecological Management Plan would also need to be prepared by a suitably qualified ecologist to ensure the ecology measures are adequately maintained in the long term.

Additional recommendations to support the local wildlife are:

- the inclusion of a high percentage of Guernsey native trees, shrubs and perennials with documented wildlife benefit that can provide wildlife support throughout the whole year;
- bat-friendly lighting throughout the site and on buildings; and,
- gaps in fences and garden walls to allow free movement of animal species.

The percentage of native and wildlife beneficial species should be agreed as part of the Ecological Management Plan.

The proposals should target a net gain in the biodiversity and ecological richness of the Main Development Site from the baseline conditions currently. The overarching approach to support the vision for the Regeneration Area through the pursuit of 'Biodiversity Net Gain' is a widely implemented approach for new developments within the UK and represents good practice. This can be achieved through implementation of basic principles, and emerging guidance from the States' Biodiversity Strategy, which are based on retaining existing ecological features as much as practicable. Proposals should also create a measurable increase in the site's biodiversity as part of implementing maintenance and management measures to ensure gain can be kept in the long-term.

Due to the high flood risk of the site, tree and plant species that are tolerant of occasional salt water conditions will be appropriate. Ground investigations carried out on the Regeneration Area previously suggest that the groundwater is brackish in a large extent of the area and plants will have to be tolerant to such conditions too. Street trees must also be appropriately selected, particularly with regard to canopy height and spread.



Image 8.18: Elevated routes over attenuation basins safeguard from flooding events



Image 8.19: 'Look out' points on the edge of attenuation features provide interaction

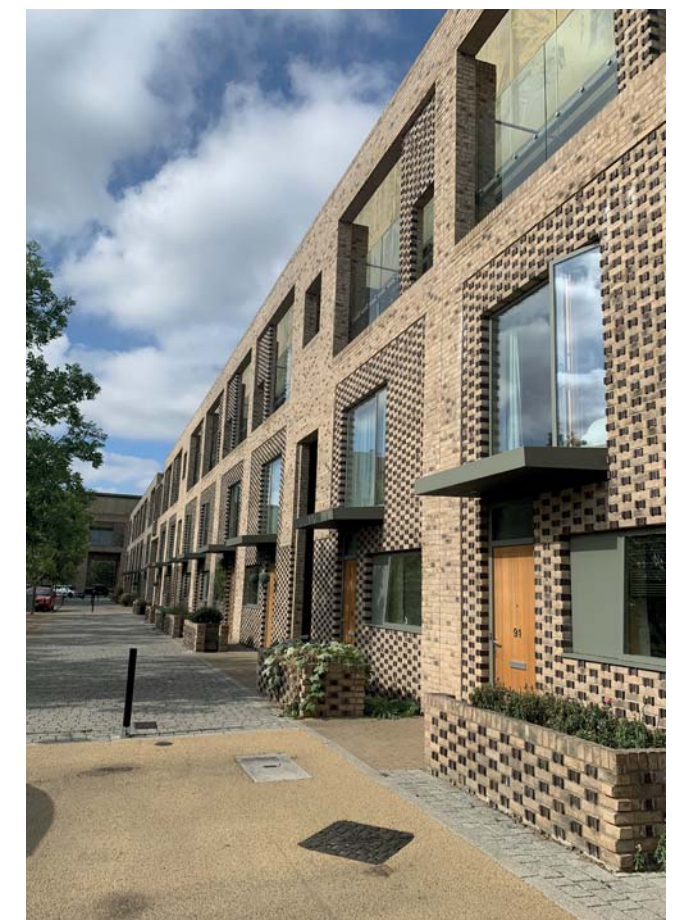


Image 8.20: Ground and first floor maisonettes with apartments above so that no ground floor bedroom accommodation is included in order to avoid key flood risk for residents



## 8.7. Site levels, flood risk, and services and utilities

### Low site levels and flood risk

The Main Development Site area's historic role as part of the Braye du Valle waterway means that much of the land is lower than the surrounding roads by around 1-2m. The higher points are at The Bridge Frontage and to the north-east along La Hougue du Valle. In some places, existing site levels are lower than high tide levels and once climate change is taken into account this has considerable implications for flood risk. Background information identified that the lower part of the site is subject to flood risk from high groundwater levels, which is also tidally influenced due to the proximity of the harbour, potentially affecting the frequency and severity of groundwater flooding. This combination of factors, including coastal flood risk itself, creates a complex set of flood risk issues for the Regeneration Area which must be carefully considered and mitigated as part of any development proposals, in addition to an agreed comprehensive solution that also works across the wider area at risk.

Feasibility work undertaken as part of this Development Framework indicates that it is unlikely to be financially viable or practical to raise site levels out of the risk of flooding and that flood protection will be necessary. A list of potential flood risk mitigation measures for the Regeneration Area are set out below. These must be reviewed and agreed with relevant authorities and regulators, and include:

- comprehensive flood prevention measures that protect the wider area as well as the Main Development Site (refer indicative options in section 9.3);
- connecting all new development in the Regeneration Area to the Guernsey flood warning system;
- carefully considering the impact of new ground floor sleeping accommodation within the flood zone and the potential loss of life in a severe flood event. This might mean ensuring no bedrooms are provided

below residual flood levels associated with a breach or overtopping of the coastal flood defences at or below 5.8m AOD (correct at Q12020). This could be achieved through non-residential uses or parking at ground floor, and/or the use of maisonettes (2 storey flats) at ground and first floor with other flatted accommodation above (see image 8.20), or raised ground levels within affected buildings. This is best practice interpretation by the Environment Agency in the UK, of the National Planning Policy Framework and National Planning Policy Guidance;

- providing a safe egress route to dry ground or higher levels in buildings for all occupants, including a safe access route for emergency services in time of floods; and
- flood resilient design of the buildings subject to potential flooding to allow water to drain easily and to minimise damage to property from tidal flooding.

Risk of groundwater flooding will also need to be considered in the structural design of below-ground structures, basements, in-ground drainage elements and potentially open water features.

### Surface water drainage

A Surface Water Management Plan will be required for the Main Development Site detailing the treatment, attenuation and discharge measures proposed for surface water.

Sustainable Urban Drainage Systems (SuDS) are encouraged by Guernsey Water to ensure that surface water run-off from the site is properly controlled (in accordance with Policy GP9) and is integrated into the design, enhancing landscape and bio-diversity.

SuDS opportunities to be explored include:

- The use of green or brown roofs, permeable paving in pedestrian areas and estate roads, and soft landscape in line with Guernsey Water's best practice guidelines and recommendations;
- Open surface water attenuation within the main public open space(s) including swales, ponds, basins, infiltration trenches etc;

- Linear open drainage features and SUDS along key streets or routes; and
- Effective control of pollution to the water environment (groundwater and the harbour) in line with best practice set out in the CIRIA C758 SUDS manual.

Surface water drainage must either be dealt with on site by infiltration into the ground or discharged to sea.

The feasibility of infiltration drainage will need to be established as part of any proposals, considering ground infiltration rates, groundwater levels and potential ground contamination.

Alternatively, surface water should be discharged to the harbour either using any available spare capacity in the Guernsey Water outfall, or through a new dedicated outfall. Appropriate permission must be obtained from The Office of Environmental Health and Pollution Regulation and Guernsey Harbours for discharge to the harbour.

Consideration must be given to the design of any drainage system that discharges to sea specifically as to whether a pumped system is needed (to avoid being tide locked) or whether storage on site will be used.

Given the challenges of accommodating significant storage volumes on the site a low-lift energy efficient pumping solution is likely to be preferred. Resilience and robustness will be key considerations associated with any pumped drainage system. This will include provision of duty/stand by pumps, back-up power and emergency storage to prevent flooding of buildings and key facilities from flooding in the event of a pump failure. Any pumped solution should be designed with a gravity by-pass to allow gravity discharge to the harbour when tide permits and minimise energy use and carbon emissions associated with pumping.

Surface water proposals must include drawing(s) showing how water will be managed on site (e.g. collectors of water, permeable surfaces, attenuation areas, soakaways, indicative drainage

runs). The applicant/agent is encouraged to contact Guernsey Water early in the design process.

Surface water management proposals must also include consideration of extreme 1 in 100 year events, considering the effects of climate change to ensure buildings and facilities are protected from flooding and flood risk is not increased to adjacent properties.

It will be necessary to survey and potentially renew the existing surface water culvert running across the site. This would be the responsibility of the landowner and developer. This system takes continuous flows and is a critical part of the surface water infrastructure for the area and therefore Guernsey Water must be consulted and approve of any proposed changes.

### Services and utilities

Adequate services and utilities must be provided to serve the Regeneration Area, including power and water supplies, foul water drainage services and telecommunications.

Consultation should be undertaken with the relevant utility providers early in the development process. A statement must be provided with any proposals for within the Regeneration Area that sets out what consultation has been undertaken with providers and how this has informed the design and confirmation that there is adequate capacity in the local utilities infrastructure to service the site.

Two Guernsey Water foul water pumping mains run across the site. Consideration will need to be given as to how these assets will be protected both during and after construction.

All foul water flows from the site must discharge into the Guernsey Water foul sewer system along The Bridge Frontage. Any proposed foul drainage system will have to be approved by Guernsey Water and should be adaptable to increased flows as the site is further developed.



The main potable water connection to the existing mains infrastructure will need to be made from The Bridge. There is sufficient capacity within the network and any developer should allow for a water system designed for pressure of around 7 bar (71 metre head). Fire sprinkler systems must be independent of the domestic water supply system for all units and Guernsey Water recommends that break tanks are installed.

## 8.8. Land uses and other activities appropriate for the site

The development of the Regeneration Area is important to the future vitality and viability of The Bridge Main Centre. The site presents a significant opportunity to transform the area into a real destination which gives local residents a place to call their own, enhances its distinctive local character, as well as attracting visitors.

By ensuring that the proposals include a mix of uses, including essential services and facilities, it has the potential to reduce the need for residents in the north of the Island to travel into Town. This would have the positive knock-on effect of reducing traffic as well as increasing the amount of local activity and socio-economic benefit to The Bridge Main Centre making it more sustainable into the long term.

This Development Framework recommends that “active” uses, such as shops, services, community uses, bars, restaurants and cafés, are located towards the east of the Regeneration Area and close to The Bridge Frontage to help integrate the Core Retail Area with activity within the Main Development Site. Residential uses, particularly houses, are more suitable for the west and south of the site, where they would back onto existing residential properties and create a buffer to existing back gardens.

This document does not prescribe the location of specific uses on the site, but requires that all development proposals demonstrate that they have carefully considered the location of different uses and activities across the site in relation to those in the immediate surroundings and in particular, sensitive boundaries shared with existing homes (refer image 8.32).

Further considerations in relation to land uses are as follows:

- a mix of uses must be provided within the Regeneration Area and the Main Development Site as a Key Delivery Requirement (refer section 8.1). This will include community, retail/cafe/restaurant, housing, and workplace uses;
- a minimum of 500sqm of genuine community uses should be provided within the Main Development Site in a location overlooking the civic square, and available to all residents as a multi user hub. Additional community uses may also be included for existing groups or organisations;
- community uses and activities could include a community hall for performances, cinema screenings, or other group gatherings; flexible spaces available for hire; a library; religious space; facilities for drop-in medical/health services; café; a crèche; and/or a dedicated space for youth. Some of the uses may suit being grouped together in a single multi-purpose building (or buildings), or some community uses could be situated at the ground floor of mixed-use buildings;
- community uses would work well with retail, bar and cafe/restaurant uses, particularly in locations with good visibility and presence such as around the civic square;
- retail, cafe, restaurant and leisure uses, including a hotel or family-oriented activities such as ten-pin bowling or a trampoline park, would be encouraged within the Regeneration Area as long as they are part of a wider mix and are not of a scale to compete with Town or generate large traffic volumes;
- some retail, cafe and restaurant uses must be included at ground floor within the Main Development Site. This includes all buildings along The Bridge Frontage, and in some buildings around the civic square;
- office/workspace uses to cater for a particular sector may be included as well as general business start-up or move-on space, such as for creative industries (i.e. combined gallery/retail with studios), marine industries, tech, or for a satellite university campus use. These should not compete with finance-related workplace uses in town; and
- flexibility is encouraged to accommodate non-traditional mixed uses such as the GO Communicate premises (currently operating within the Regeneration Area) which includes training/retail/light industry, and community/education. This flexibility may help to overcome issues currently affecting the traditional retail environment.



Image 8.21: Bermondsey Square development, Central London, includes a cinema, commercial workspace, residential apartments, hotel (in building opposite), and retail on the ground floor



Image 8.22: Doorstep play and seating benches integrated within the public realm



Image 8.23: Community centre and local grocer, with apartments above, around a civic space



## 8.9. Housing, residential amenity and affordable housing

Housing is expected to be one of the main uses proposed on the site because of the consistent market for housing on Guernsey and the flexible range of types and sizes that could be delivered on this significant site.

Public feedback from initial consultation suggested that many recently built houses on the Island were not seen as being of good enough quality, and do not have sufficient private open space for children to play outside, or sufficient space to entertain family and friends.

The 2016 planning permission for the main development area proposed just over 400 homes on site with a high proportion of apartments which is seen as the upper end of what is achievable.

High-level viability and capacity testing undertaken in preparation of the Development Framework (refer section 9.1) suggests that higher density homes (e.g. apartments) may be challenging to deliver on this site because of higher building costs and the cost and space requirements needed to accommodate car parking. Initial indications suggest that including a larger proportion of houses (rather than flats) may better support the viability of the development overall.

### Housing numbers

New homes are an appropriate use for the site to help increase the number of residents in the area to support the ongoing vitality of The Bridge Main Centre. Housing should include a mix of home sizes, types and tenures including both houses and apartments, and including family housing. Housing for older people may also be appropriate because the site is easily walkable to The Bridge Frontage, and will be in close proximity to new mixed uses provided on site.

Depending on the quantum and range of other uses on the Main Development Site, and the

form of development it is considered that it can accommodate between 50 and 350 homes. For example, a higher proportion of commercial development will mean fewer homes towards the lower end of this range. More houses will also mean a lower overall number. A key constraint with any high density residential scheme will be accommodating acceptable levels of car parking in a cost effective way.

### Housing types and residential amenity

A range of housing types and sizes will be expected on the site to serve a range of local needs. The range of acceptable accommodation may be impacted by flood risk considerations and the need to consider risk to life associated with ground floor bedrooms in the flood zone in the event of a major flood event. This may impact on the ability to provide certain aspects of Lifetime Homes standards in this location or may require alternative housing types to be considered.

Consideration must be given to the housing requirements set by the States Strategic Housing Indicator (SSHI).

All new homes proposed should be of high quality with well designed homes and blocks that demonstrate consideration for quality of life, community and amenity issues. All development should pay careful regard to the needs of residents in accordance with Annex 1 Amenities of the IDP (and the Guernsey Technical Standards G7) and as follows:

- good space standards and well considered flexible layouts, including sufficient storage space and generous floor-to-ceiling heights;
- good levels of daylighting and amenity, including the majority of homes being dual aspect (target 85% as a minimum);
- all homes should have access to useable external open space in the form of a balcony, terrace or garden;
- communal amenity space that is well-overlooked and shared between residents, with a particular focus on the needs of children, young people and older residents;
- well-located, highly visible and easy to use entrances and front doors, with space for getting to know neighbours;
- good outlook and aspect with at least one of the elevations having access to longer views;
- carefully planning the location and layout of windows and balconies across streets and courtyards such that the privacy of each home is well-considered; and
- all homes will need to plan for a reasonable proportion of accessible units, and where appropriate those suited to specific user groups such as housing for older people, or supported accommodation.

In developing the residential uses for the site, the applicant/developer is encouraged to liaise early on with States' Housing, in particular concerning provision of Affordable Housing (see below). They can be contacted by email at [housing@gov.gg](mailto:housing@gov.gg) or by telephoning on 01481 732500.

### Affordable Housing

The requirement for Affordable Housing on sites providing more than 30 dwellings is set out in Policy GP11 and further explained in the Affordable Housing Supplementary Planning Guidance adopted in 2016. Due to the strategic nature of the Regeneration Area, a comprehensive plan for affordable housing is a Key Delivery Requirement (refer section 8.1) and will be required as part of any proposals on the Main Development Site, and must be in line with relevant policy and guidance.

Affordable housing may be delivered in a number of ways, including:

- the preferred route is to identify 30% of the housing areas of the site for affordable housing as, one or more, reasonable land parcels; and/or
- if this is not achievable or appropriate, alternatively it may be possible to identify the delivery of 30% of the homes to be transferred as completed affordable housing.



Image 8.24: Mixed tenure residential units within the same apartment building complex



Image 8.25: Well-respected extra care housing scheme 'La Nouvelle Maritaine', Rue Maritaine, Vale, Guernsey

The mix, tenure and the design of all affordable homes is subject to agreement. Early discussions on the preferred mix and type of affordable housing will be needed with the States' Housing so that this can inform the emerging design strategy for the site.

For example, if a site is identified for extra care accommodation, this may be able to fulfil the relevant proportion of the affordable housing requirement for the Main Development Site.

In any event the phasing proposals for the Main Development Site will need to identify affordable housing land (or units) as plots and clearly set out how this will be provided alongside any market housing to which it is related such that affordable homes are not left until the end of the scheme or as the last phases of development.



## 8.10. Density, scale and building types (image 8.32)

This Development Framework does not prescribe a target quantum or density of development in order to allow the flexibility for proposals to respond to market demand. However a Key Delivery Requirement (see section 8.1) is included to ensure the density, scale and layout of development is designed to integrate well and enhance the overall character of the surroundings.

The edges of the Regeneration Area are defined by a consistent scale of 2-3 storey buildings, including the distinctive Bridge Frontage, and therefore any new development will need to be sensitive to this context (refer image 8.41). However, within the site there is potential to increase both scale and density, particularly along new routes, in key landmark locations and to terminate key views. In particular the central and northern areas of the site are most appropriate for increased density and scale because these are also the lowest areas of the site and not adjacent to existing residential uses. An exception to this is the interface between the Regeneration Area and adjacent properties along La Hougue du Valle, which should be considered a sensitive relationship (refer image 8.32).

High density development has to pay particular attention to a range of issues including relationships with adjoining residential property boundaries, and to limit the risk of overlooking and overshadowing. All planning applications will require plans and sections to illustrate that a reasonable distance has been achieved between dwellings, and that strategies for the detailed design of elevations include a good level of privacy for both existing and new occupants.

A key issue for the overall scale of development on the site is related to views from the harbour and other important locations (refer section 8.11). Whilst it may be acceptable in some circumstances for development to be visible

above The Bridge Frontage from the harbour this will need to be carefully designed and assessed.

A Key Delivery Requirement (refer section 8.1) outlines that building heights across the Regeneration Area are generally between 2 and 5 residential storeys (equivalent to around 2.8-3.0m per storey), appropriate to its location and context, with no development taller than 6 residential storeys. Development at 6 residential storeys should be reserved for key landmark elements in appropriate locations in the centre/north of the site. Building heights around the southern, western and eastern edges should remain generally around 2-3 storeys (also refer image 8.32: Density and Scale Framework Plan).

High density development will also be limited through a balance of the car parking numbers that can be reasonably accommodated on the site and for each block, the need for open space and good public realm to be delivered, as well as fire safety requirements and regulations for access and services. Balancing these various requirements will need to ensure effective and efficient use of land.

### Appropriate building types

Building types will vary based on demand for different uses. Some building types are more likely to be appropriate for this relatively large mixed-use regeneration site. These include:

- for residential development, there should be a mix of houses and apartments to cater for a range of people and lifestyles, reflecting current SSHI requirements. Homes may take the form of:
  - › terraced or grouped town houses of 2-4 storeys around the edges of the site,
  - › carefully designed single aspect terraces of mews houses with roof terraces or balconies (2 storeys) may be appropriate along the western edge of the site, or
  - › in larger apartment or mixed use blocks between 3 and 5 storeys, (up to 6 in key locations), either with car parking integrated within the ground floor of

the block, maisonettes at ground and first floor with apartments above, or integrating other mixed uses with homes above.

- employment uses are likely to be in mixed-use or dedicated blocks with careful consideration given to how they contribute to activity at street level as well as considerations such as servicing and deliveries. Small scale or multi-user employment uses for example for start up or creative industries may also be appropriate;
- retail and commercial uses are most appropriate at ground floor level as part of mixed use development, although some may also extend to upper floors. These uses need to give careful consideration to servicing (ideally from the street for all but the largest uses), creating street level activity, and the quality of the pedestrian environment;
- community uses may either be in dedicated buildings or as part of the ground and/or first floor of mixed-use buildings. Community use buildings need to be easy to access and use, visible from the street, and to relate well to the public realm and street environment and therefore would work well in key locations, e.g. related to the civic square;
- car parking may be incorporated into the proposals as a dedicated building type if it is clear that there is an economic case for it to be provided in this way and it can be of sufficient design quality. In other locations car parking may be located in the partial ground floor of some mixed-use or residential blocks, paying particular attention to the need for active frontages and the quality of the street edges. Below ground level car parking is not expected to be financially viable but is not precluded; and,
- other building types will be considered on merit and how well they meet the other considerations set out in this Development Framework and relevant policy and guidance.

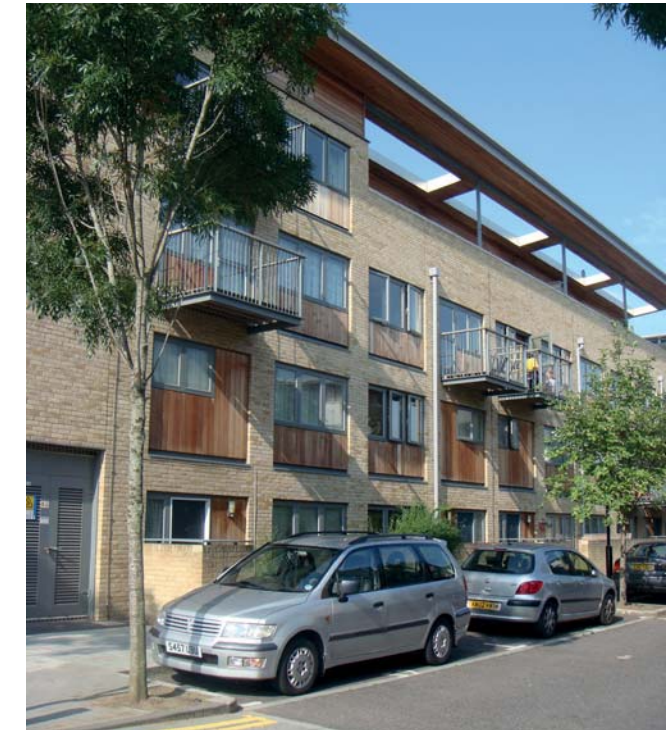


Image 8.26: Maisonettes on ground floor with apartments above resolve the issue with ground floor bedrooms and the regular front doors enliven the street scene



Image 8.27: Mixed use buildings with workplace, retail and cafe uses at ground floor. Near the harbour in Falmouth.





Image 8.28: A multi use community building (the Mulberry Centre in Bath) that includes a meeting hall, cafe, medical rooms, flexible community spaces and office space for local small businesses.



Image 8.30: Well designed terrace housing can form useable streets and respond positively to traditional Guernsey character.



Image 8.29: Mews houses can provide a flexible housing type that can be accommodated in narrow depth sites. Integral roof terraces, car parking and narrow depth plots help ensure good daylighting and amenity for residents.



Image 8.31: Housing with car parking at ground floor needs careful design and regular entrances and street activity in order to be successful. This housing in Worcester has to cope with similar flood events.

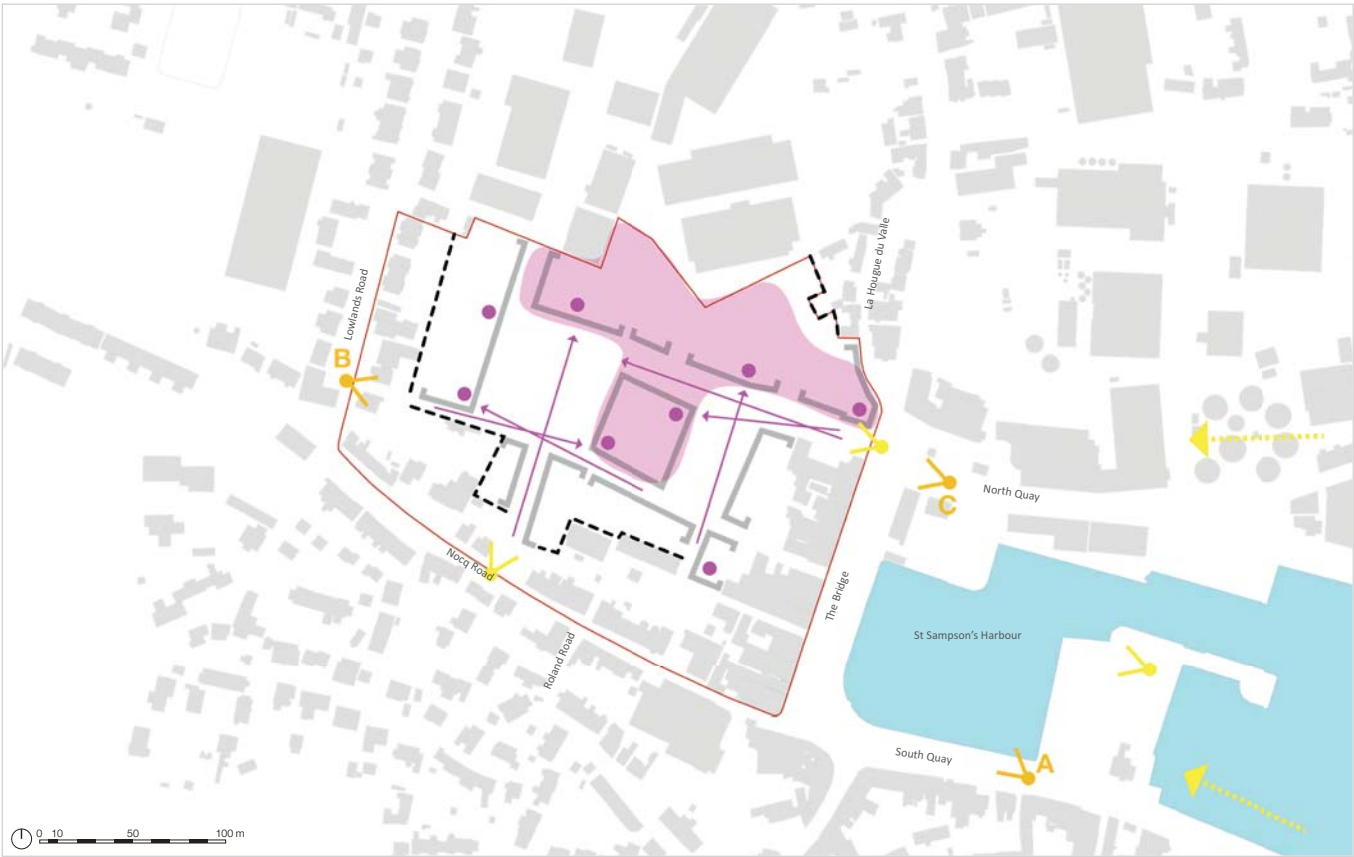


Image 8.32: Density and Scale Framework Plan showing the area for the tallest development in the centre and north of the Regeneration Area





## 8.11. Key views and relationship with The Bridge Frontage (images 8.35-8.37)

The Bridge Main Centre has historic significance for being the focus for St Sampson and Vale as the centre of development during the height of industrial activity around the harbour. The Bridge Frontage is positively characterised by its relative uniformity in respect to its height, building line, materials and roof form. Proposed development must enhance the setting of The Bridge Frontage in key views and respond positively to the Conservation Area, which is largely located to the South East of the Regeneration Area.

A key issue will be where taller buildings within the Main Development Site sit behind The Bridge Frontage and are visible over the top of the existing roof line (refer image 8.35). Where this is the case very careful design will be necessary to ensure that the appearance of any taller elements that are visible deliver exceptional quality design.

Another key issue will be how to deliver appropriately urban development, reflective of The Bridge Main Centre, at the key entrance points to the Main Development Site such that views are contained and directed rather than being open and intermittent (refer images 8.36 and 8.37). Pinch points that minimise the width of entrances and direct views into the site and along key views will support and enhance the character and appearance of the existing urban environment. Clear sight-lines should be provided into the site as well as giving careful consideration of how new elevations will work as a group in their own right and with existing buildings (also refer Image 8.41: Urban Design Framework Plan).

Any upgrades to The Bridge Frontages public realm will need to be designed as a coherent overall approach with the public realm proposals for the site area.

Policy GP18 and paragraph 19.19.6 of the IDP require that consideration is given to the relationship between the development and the public realm and sets out an expectation for proposals to enhance the character and functionality of the locality for the benefit of the public, including through improving accessibility to and enhancement of the public realm immediately adjoining the development site.

Proposals must demonstrate that key views have been tested to minimise detrimental impact on the character and setting of The Bridge Frontage and Main Centre. The key views that must be tested and illustrated, as a minimum, are as follows (refer image 8.32):

- on The Bridge Frontage at the main access with the Main Development Site;
- at the Nocq Road access to the Main Development Site;
- at the pedestrian access point into the site on Lowlands Road;
- on the approach to the Bridge from New Road;
- from North and South Quay, and generally around the harbour looking towards The Bridge Frontage; and
- long views from Vale Castle and Mont Crevelt.

Proposals for development that can be seen in these key views must include photo-montages showing the proposed development in these key views. A Visual Impact Assessment must be undertaken for the comprehensive development on the Main Development Site.



Image 8.33: View from South Quay towards The Bridge Frontage



Image 8.34: View from Vale Castle towards The Bridge Frontage



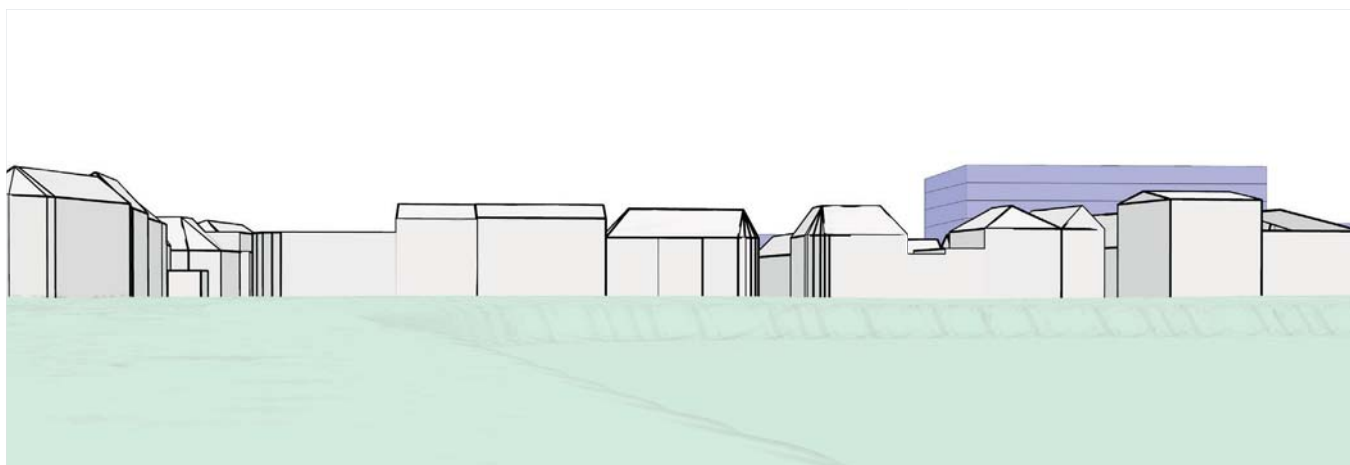


Image 8.35: View A - Block model view from South Quay of 6 storey development tested within the Regeneration Area and demonstrating that a full 6 storeys is unlikely to be acceptable due to its excessive bulk and massing when seen above The Bridge Frontage.

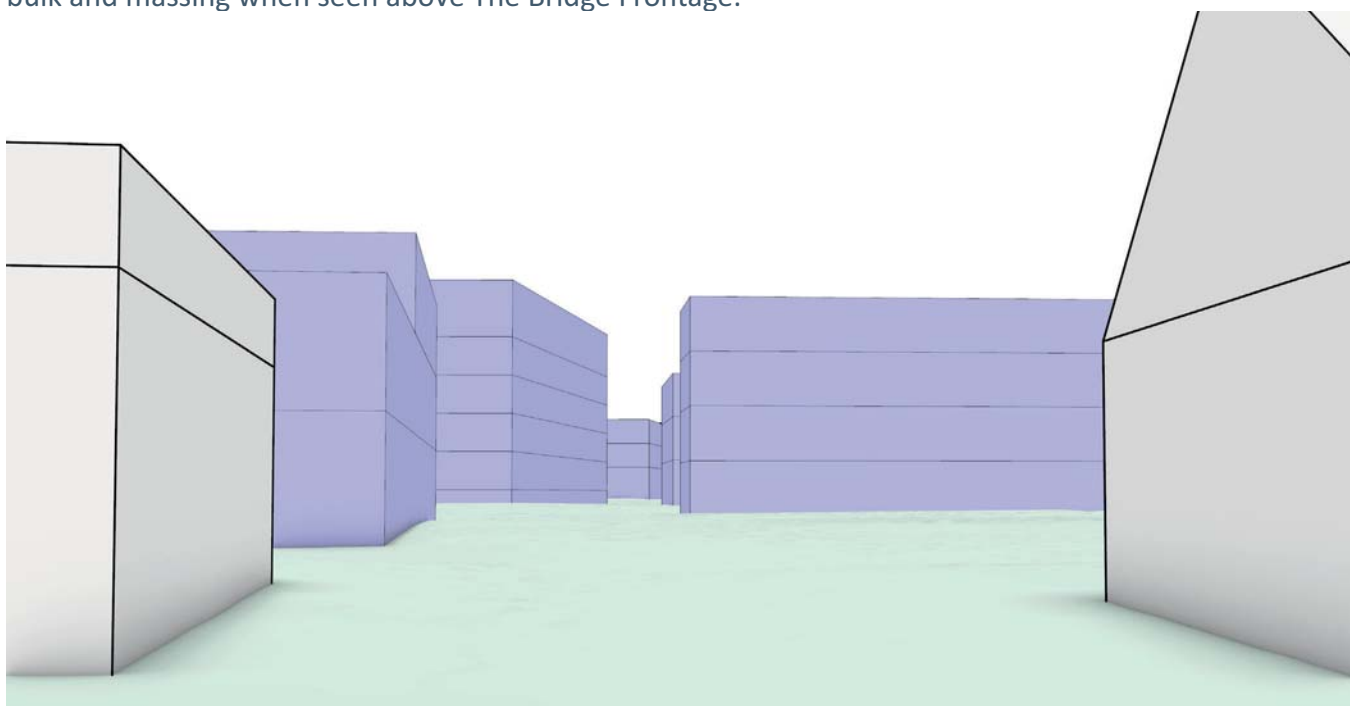


Image 8.36: View B - Block model view from Lowlands Road into the sites showing 2-6 storey development. This demonstrates that increasing heights from the edges to the centre best supports a positive relationship with existing development.



Image 8.37: View C - Block model view from The Bridge/North Quay testing 4 to 6 storey development on the view into the site and along a new street. The relationship between existing buildings on The Bridge Frontage and new buildings in this location will need extra careful consideration.

## 8.12. Urban design approach to design, layout and character (image 8.41)

In accordance with the Vision and principles, it is essential that any new development within the Regeneration Area must create a high quality urban environment comprising well planned streets and spaces that contribute positively to and extend the opportunities for The Bridge Main Centre. This includes good quality public realm and public open spaces located in easily accessible and well-overlooked locations, and streets and places where people feel safe and comfortable to spend time.

The Urban Design Framework Plan (image 8.41) sets out a connected network of streets and spaces that are integrated into their surroundings. This diagram sets out the relationship between the streets and other elements of the urban environment rather than prescribing specific locations. It includes:

- the location of key open spaces as important elements within the urban environment;
- principal entrances or 'gateways' into the site that are formed from strong edges and well-designed corner buildings;
- a main boulevard street at the entrance to the site and that will be important for the sense of arrival into the new development;
- a range of frontages that create a clear hierarchy of routes within the site. The frontages define building lines and should be well-defined and consistent;
- adjacent properties to the Main Development Site which require a sensitive approach to designing the interface between to prevent loss of privacy or access to light;
- landmark locations for the most important elements of the design. These are important locations at the end of key views and vistas and need special design consideration; and
- landmark views, along key streets and vistas.

In more detail, the Urban Design Framework Plan (image 8.41) illustrates different types of frontages for more or less important streets. Elevations along all of these routes need to be designed together and should form a main part of any future Design Code.

The urban design frontage hierarchy includes:

- **key frontages:** along the principal streets at the entrance to the site and around the civic square. These are the most important frontages within the site and need to maximise the sense of continuity and enclosure along the street and around the civic space. Many of these frontages are intended to be mixed use at ground floor and should provide activity from commercial, retail, and community uses, and front doors and generous openings for residential uses and apartment blocks. Buildings should sit directly at the back of the pavement;
- **frontages onto the public green space:** These frontages enclose and contain the main area of public open space to the west and are intended to provide a well-planned and coordinated edge to this area. These frontages should work together to give a strong sense of enclosure and consistent built edge. Short front gardens and a varied roof line will create a strong but softer edge;
- **street frontages:** which are locations where the building edges need to focus on their role in providing well defined linear streets and consistent building lines with regular accesses and activity; and
- **other frontages:** these are where a strong edge needs to be created but location is secondary and may vary from the location shown depending on the size of the development blocks.



The composition of all elevations should be well planned and laid out, reflecting local character, and with a clear and consistent rhythm across buildings. Some variation will be appropriate in locations identified as landmarks or gateway moments and in order to break up the scale of development. The resultant design using the principles set out in the various Framework Plans, and in the Development Guidelines generally, should reinforce and strengthen the existing character and identity of The Bridge Main Centre, and help to create a strong independent identity for the Main Development Site and the Regeneration Area.

The character of the proposals will be enhanced by integrating strong local design elements into the proposals in an appropriate way, for example the use of traditional stone built walls on boundaries and in sections of ground floor frontage, and in the way that roof form and skyline is broken up into smaller repeated elements that reduce the overall sense of scale and mass at upper levels.

Where appropriate to do so, building form and design should respect the general proportions of the surrounding area within The Bridge Main Centre. For proposed buildings taller than the typical 2.5 storey height of the surroundings, elevations and built form proposals should demonstrate how they overcome any risk of appearing bulky and out of scale and should demonstrate best practice design quality (also refer section 8.11: Key views).

Any proposals on the Main Development Site must include full elevations for all key frontages, and three dimensional illustrative views of the indicated gateway moments. Other illustrative views should show key public open spaces and site entrance points.



Image 8.38: A corner building is accentuated by additional height and articulated facade features



Image 8.39: A change of materials are used on corner buildings to indicate a key gateway moment within the development



Roofline/skyline generally consistent and broken up by chimneys and other elements



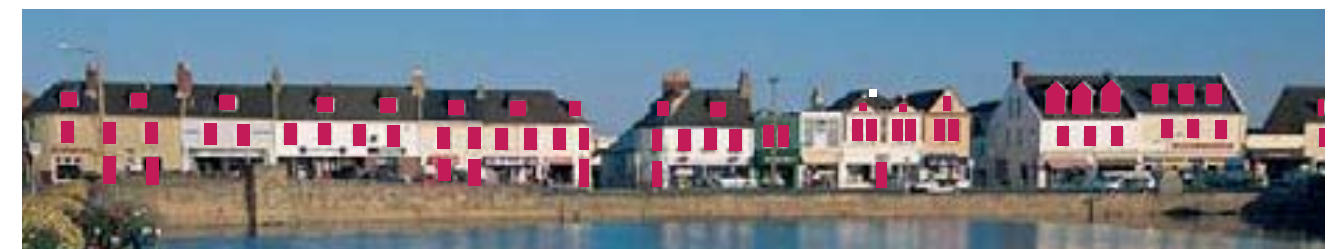
Vertical emphasis - regular repeated short vertical elements between grouped buildings



Horizontal emphasis - consistent and follows through all of main frontage with minor variation



Roof level openings/articulation breaks up scale



Regular pattern of openings within generally symmetrical grouped frontages



Image 8.40: Analysis of The Bridge Frontage and surrounding streets demonstrating defined and consistent building/horizontal lines, as well as a strong sense of rhythm created by openings and vertical elements



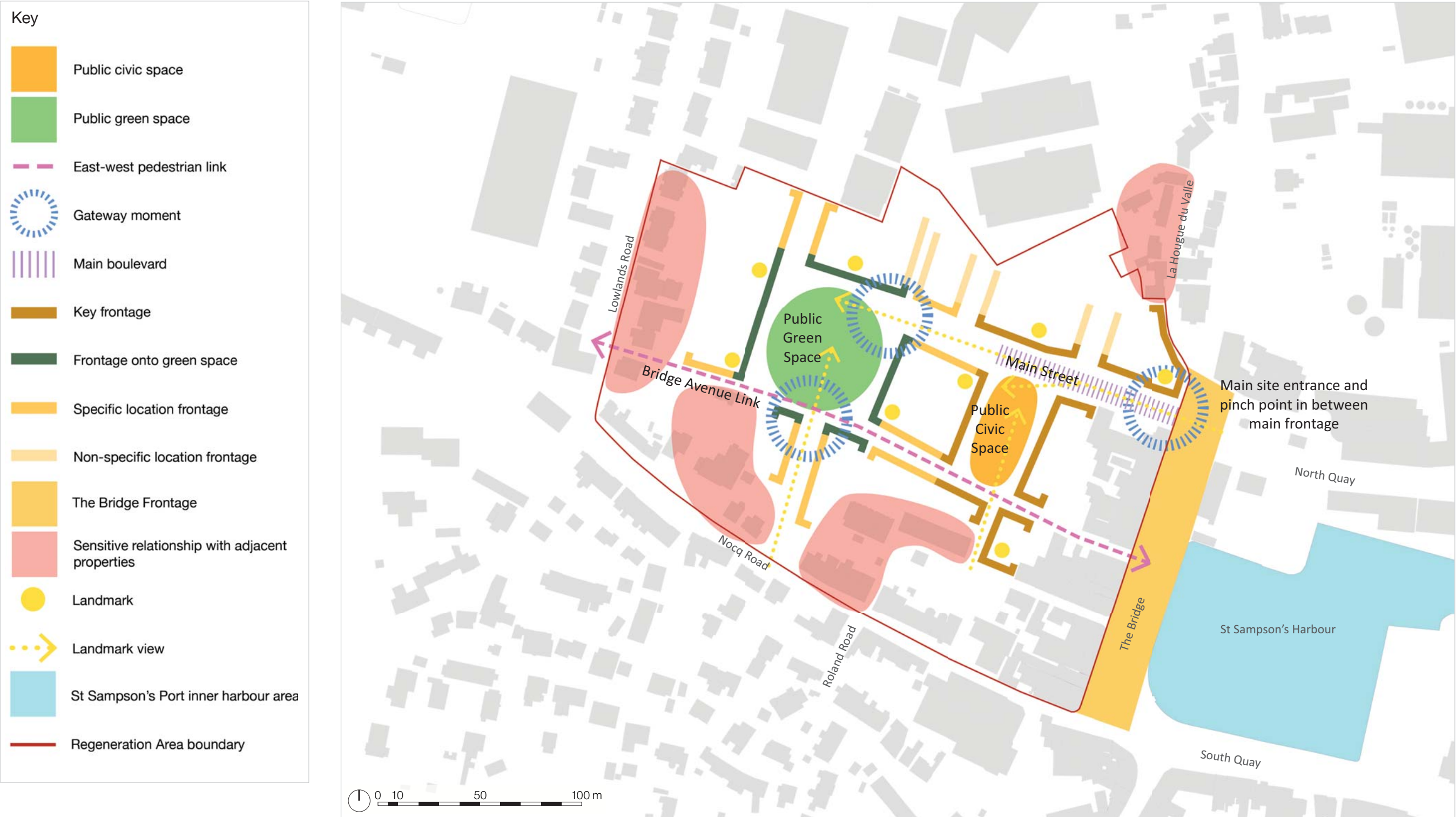


Image 8.41: Urban Design Framework Plan



## 8.13. Car parking requirements and approaches

### Car parking and visitor parking

Although the Regeneration area is well located close to good bus services, car parking presents one of the most significant challenges for the development of the Regeneration Area as:

- new uses are likely to demand significant amounts of car parking to be provided which take up a lot of space on site; and
- basement car parking or expensive parking structures are unlikely to be viable, may require service charges and ongoing management, and may be difficult to insure in areas of flood risk.

The proposals for the Main Development Site will need to carefully balance the need for dedicated parking for some uses such as housing and workplace uses, with shared or visitor parking spaces within the public realm that can serve a range of other uses and support the uses on The Bridge Frontage. Shared or communal parking provision is more space-efficient as it can be used by a range of users and accommodate fluctuating demand.

Parking strategies must be considered very early in the design process so that it is comprehensive (refer section 8.2) and built into the design proposals in a way that minimises the visual impact and dominance of car parking in key views, on the street scene, and around principal public open spaces. Trees and landscaping will be important where there are significant areas of parking and a need to minimise its visual impact.

The Parking Standards and Traffic Impact Assessment SPG (Dec 2016) sets out the required levels of parking for new development, including:

- standards for the provision of parking for disabled people, motorcycles and cycles;

- general parking requirements for non-residential uses are largely to be 'assessed on merits' based on the site being located within The Bridge Main Centre Inner Area;
- maximum parking standards for residential uses is based on the number of habitable rooms (i.e. bedrooms, living rooms, and dining rooms);
- there is no specific requirement for providing car parking for visitors, however given the location adjacent to The Bridge Main Centre this, together with the benefits of shared parking for non-residential uses, must be considered when ensuring a sufficient level of parking for the development as a whole; and
- notwithstanding the above a minimum of 20 public car parking spaces must be provided within the Main Development Site in a convenient location to serve The Bridge Frontage uses and to be well located for the new Bridge Avenue link.

Car parking strategies for different uses on the site should be as follows:

- the wider masterplan strategy will need to incorporate a proportion of on street and visitor parking that is available for a range of users (including that required to serve the Bridge). This will need to be designed comprehensively and will be taken into account in considering the detailed on plot parking provision and the detailed proposals for each plot.
- on-street and parking in the front of plots should be parallel to the street rather than perpendicular as this has less visual impact on the street scene and is less disruptive of safe and continuous pedestrian routes;
- for homes or small scale apartment blocks parking should primarily be located within the plot (in between or adjacent to homes, or in integral garages or small parking courts), or sensitively integrated into the street frontage;



Image 8.42: Trees located in-between parking



Image 8.43: Parking integrated within landscaping



Image 8.44: Well-overlooked public cycle stands



Image 8.45: Flat-over-garage (FOG)



Image 8.46: Current parking arrangement along the Bridge



Image 8.47: Informal parking along Commercial Road



- for larger scale apartment or mixed use buildings including residential uses an element of ground level parking within the structure or the plot may be necessary to provide an expected sufficient level of car parking;
- for workplace or retail uses, shared parking is considered to be the most efficient use of space. Dedicated parking may be acceptable for staff if it is sensitively tucked away and not visible from the main public realm. For workspace-led schemes multi-storey car parking may be proposed. Work place travel Plans in accordance with the principles of the Integrated Transport Strategy are expected to reduce required parking provision; and
- community, health or other civic uses should, wherever possible, make use of shared parking arrangements to which they may contribute land or communal parking to be shared between a range of uses within the development. Ideally this would be located within the public realm. Where these uses have dedicated parking, this should be sensitively located so as not to dominate the street scene and be easy to access for those using it.

Cycle parking

In line with the sustainable movement focus of the Integrated Transport Strategy, cycle parking must be integrated within any new development proposals on any part of the Regeneration Area. Public cycle parking should be well-located close to areas of activity near the building entrances and public space and must be well-overlooked by surrounding buildings. Chapter 5 of the Parking Standards document sets out the requirements for cycle parking, including for employees, residents and visitors, and should be adhered to across the Regeneration Area. Private secure cycle parking should also be in safe and convenient locations for all uses.

8.14. Public parking strategy (image 8.49)

There is currently a high demand for short and medium term car parking for The Bridge Main Centre. This is both for short-term/drop-in parking along The Bridge Frontage, as well as for business owners, employees, and residents. There are currently around 50 public car parking spaces along The Bridge Frontage and others in the streets to the north and south with a range of time limits. Policy IP8 supports the relocation of existing car parking within the Main Centre where it would decrease the negative impact of the car on the quality of the urban environment. This is supported by feedback from the stakeholder and public consultation undertaken for the draft Development Framework (refer section 6).

Section 9.3 of this document sets out some initial ideas for the rearrangement of car parking on The Bridge Frontage that also take into account potential flood mitigation approaches and public realm improvements, which require further studies and public consultation. Parking for blue badge holders and other vulnerable users would need to be retained.

Relocating some public parking from The Bridge Frontage to a short walk away, would provide more space for pedestrians, potentially improve traffic flow and air quality as a result, and create a better public realm environment for residents and visitors to the Main Centre. The area presents opportunity for co-ordinated action by the States alongside the development of this Regeneration Area.

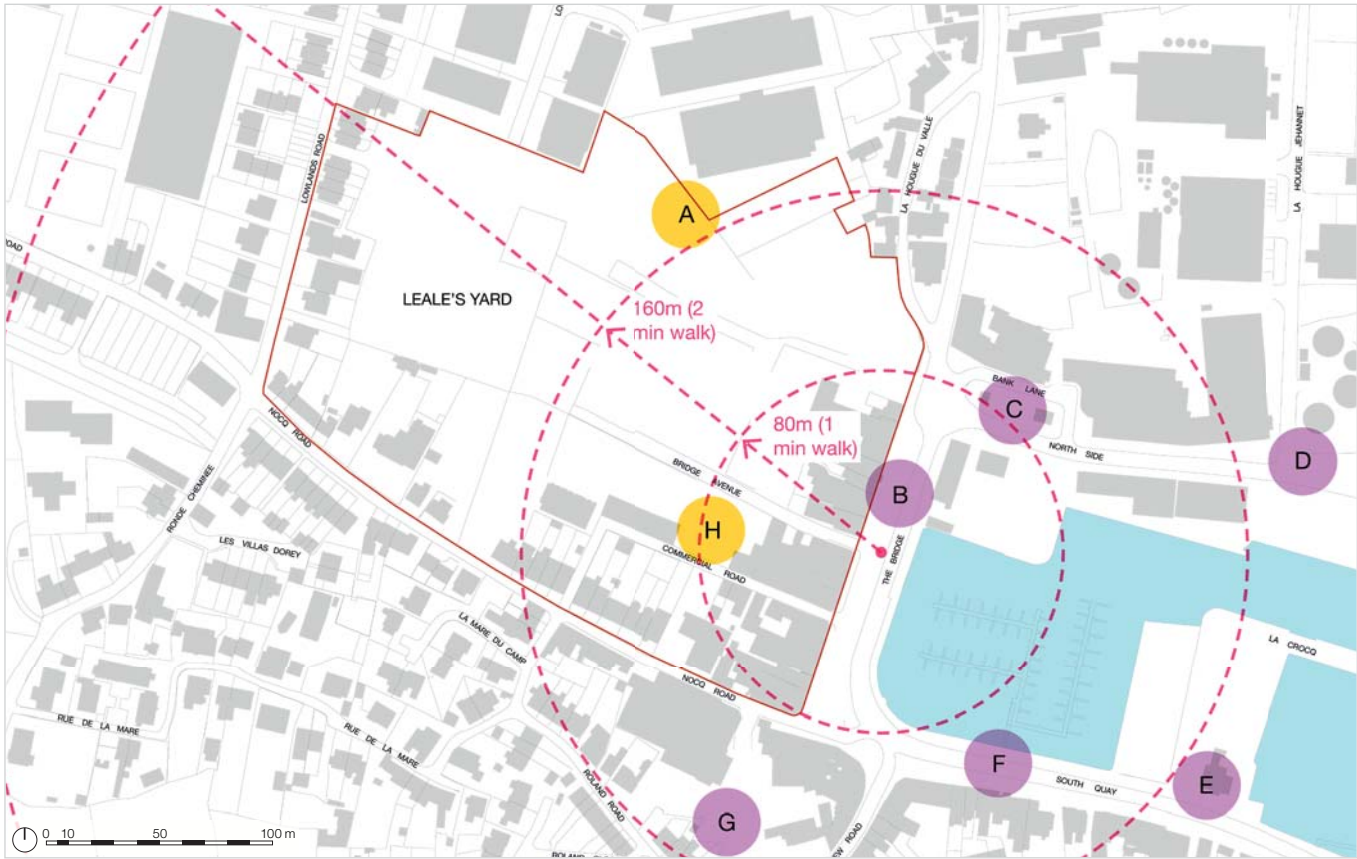


Image 8.49: Car parking numbers for The Bridge Main Centre showing existing parking locations and numbers in purple, and possible locations for the required new shared parking areas within the Main Development Site in yellow.

Key			
A	Regeneration Area north Potential spaces: approx. 55	G	Co-op Spaces: approx. 71
B	The Bridge Spaces: approx. 50	H	Commercial Road/ Regeneration Area Potential spaces: approx. 20
C	Bank Lane Spaces: approx. 14	Walking distance	
D	North Side/ La Hougue Jehannet Spaces: approx. 30	St Sampson's Port inner harbcur area	
E	La Crocq/ South Quay Spaces: approx. 35	Regeneration Area boundary	
F	South Quay Spaces: approx. 26		



## 8.15. Phasing and delivery approach (image 8.49)

The primary phasing consideration for the Regeneration Area is that any proposals come forward in a comprehensive and co-ordinated manner (refer section 8.1 Key Delivery Requirements).

The initial consideration is how the planning process will be phased and whether a master developer approach is appropriate for the Main Development Site (refer section 7.2). If so, then careful consideration will need to be given to the extent of control or management that the master developer is able to have in terms of phasing of individual plots or parcels and in relation to the delivery of the main access and circulation routes and infrastructure.

As part of the planning process, a comprehensive and co-ordinated phasing plan will need to be agreed for the whole Regeneration Area.

The intended order of delivery in terms of phasing the Main Development Site under a master developer approach is by employing an co-ordinated infrastructure delivery strategy, as follows:

1. Phasing strategy, parameters and design code for all plots and parcels agreed through an appropriate planning process. The phasing and delivery strategy will set out which elements of the proposals are to be delivered by the master developer and which by parcel developers, or others;
2. On- and off-site infrastructure to be provided first, including main site access point(s), services and infrastructure;
3. Key streets, landscape, public open spaces and public realm should be delivered; and
4. Development plots can then be delivered in a coordinated way in accordance with the agreed parameters, Design Code and phasing plan. Note: affordable housing must

be delivered alongside and proportionate to market housing in accordance with Policy GP11.

Key issues include:

- the location and management of construction access and compounds, particularly given the potential for multiple developers on site at any one time;
- the ongoing disruption to The Bridge Frontage caused by the delivery of a new access as well as construction more generally as it is likely that this is the principal point of access for construction vehicles. Wherever possible, delivery proposals should seek to minimise impact on the function and activity along The Bridge Frontage and should seek to put completed proposals in place around this area as early as possible. Detailed construction access proposals will need to be set out in the Construction Environmental Management Plan (CEMP) as set out in section 10;
- bringing forward development so that there are not empty sites between delivered parts of the scheme for any prolonged period of time
- encouraging a 'meanwhile uses' strategy to identify short-term uses or activities which could bring parts of the main development site into use early, as well as to fill short term gaps in phasing, and to test the market for less obvious active uses or temporary structures;
- considering whether there are phasing strategies that can best support The Bridge Main Centre and reduce ongoing impact on its attractiveness and function;
- considering existing and new residents in how development will come together in a way that minimises disruption, creates useable and safe pedestrian routes and supports the community needs as a whole, and,



Image 8.49: Four options based on the indicative layout plan (refer image 9.1) to demonstrate how the site could be split into a number of different parcels.

- considering how parking for initial phases of the Main Development Site could be provided on plots of land identified for future phases, prior to the full site being developed with shared public and unallocated parking areas.

Section 9 sets out one way the Development Framework could be realised in an indicative site layout proposal. It indicates a number of parcels, however the Main Development Site could easily be subdivided in a number of different ways, with more or less parcels (see image 8.49).

## 8.16. Other technical requirements

A watching brief will be required by to ensure archaeological remains are identified, investigated and recorded before and during development.



## 9. Demonstrating the Development Framework

### 9.1. Creating and testing scenarios

A key aspect of the brief for creating the Leale's Yard Regeneration Area Development Framework was to ensure that it supports viable and deliverable proposals at the site. To inform the Development Framework possible development scenarios have been considered to enable these to be tested, including in terms of viability. Each scenario was based on a broad range of baseline information including a review of the site and its context, feedback from initial consultation, property market advice, a review of planning policy and history, conversations with landowners, and a range of available technical documents.

The scenarios were developed to represent different ways that development could come forward on the main development site within the Regeneration Area. This high-level exercise tested site capacity, made a broad assessment of car parking provision, tested an appropriate range of uses and activities, and followed an early stage urban design strategy for the site. Rather than lead to a single acceptable proposal these scenarios were intended to test the relative viability of a range of potential densities, scales of development and principal land uses on the site in a way that is compatible with planning policy. The need for a flexible Development Framework is acknowledged as development will happen over time and in changing market circumstances. The testing was intended to demonstrate whether some uses, scales, densities and combinations of uses were more likely to be viable than others and to ensure that the Development Framework was able to accommodate this variation.

The three scenarios tested the vision principles for the site (refer section 7), included varying amounts of homes (including affordable housing), workplace, community, retail/cafe/restaurant uses and open space provision with the potential for other uses depending on capacity. They were focussed on an high quality approach in accordance with the emerging requirements of the Development Framework. They tested the following differing ways that a scheme on the main development site "could" come forward, as follows:

- Higher density residential-led mixed uses including mostly apartments;
- Medium density residential-led mixed uses, including more houses and some apartments; and
- Employment- or workplace-led mixed uses focussed around a technology or learning campus.

Each of the above were selected as being distinct and as such to enable the testing process to indicate the effects of taking different approaches.

#### Appraisal inputs

The three scenarios were financially appraised with assumptions being made in respect of

- Potential phasing of the development (the scale of likely development lots sizes was also considered).
- The likely values that could be achieved from the types of developments being envisaged.
- Construction costs which were informed by the RICS Building Cost Information Service and local benchmarking.
- Allowances for developer's costs including professional fees, finance, marketing, disposal and profit.

#### Viability testing

The three scenarios were tested on a residual land value basis. The viability testing demonstrated that the medium density housing and mixed-use scenario without the need for car parking structures was more likely to be viable but that a range of outcomes was possible.

The findings of this work have informed the indicative layout plan described in section 9.2 (image 9.1) and is considered one way in which development on the site could potentially take shape. The process of developing and testing these scenarios informed and shaped the draft Development Framework for consultation, and consequently the final version. The scenario testing process had a direct impact on Sections 7: Vision and principles and 8: Development Guidelines, and provided evidence of the reasonableness of including the Key Delivery Requirements (refer section 8.1) as part of a viable option.

### 9.2. Indicative layout plan and sections (images 9.1-9.3)

The indicative layout plan (image 9.1) sets out one way that the Development Framework could be interpreted to achieve the Vision for the Regeneration Area. As indicated within the plan, all parcels are arranged as plots that can be served directly from the new street network to facilitate a master developer approach (refer section 7.2).

Table 9.1 accompanies the plan to set out in detail the development quantum tested, however does not form a requirement for future development. This indicative layout plan is based on a medium density scheme with no blocks exceeding 4 residential storeys in height with the majority of blocks being 2-3 storeys.

It includes a good proportion of mixed uses including workspace, and new retail located close to the Bridge, as well as a community and wellness hub. The mix of townhouses and apartments balances the needs of the housing market and requires less intensive and expensive car parking structures. As such the indicative layout plan does not include any below-ground parking or multi-storey parking.

Car parking is provided generally within the development plots with allocated residential parking. The indicative layout plan also includes a public green open space and a civic square in accordance with section 8.5, and the Key Delivery Requirements (refer section 8.1).

Two indicative site sections (images 9.2 and 9.3) running north-south and west-east are included to illustrate scale and density of development on the Main Development Site that forms part of this illustrative proposal and how it has addressed the various scale considerations required by the Development Framework.

The inclusion of the indicative layout plan and sections in this Development Framework does not in any way suggest that this will be the only development configuration that will be accepted by the Development & Planning Authority.

Any development proposal will be required to accord with this Development Framework as a whole, and this illustrative material is only one demonstration of how this can be achieved.



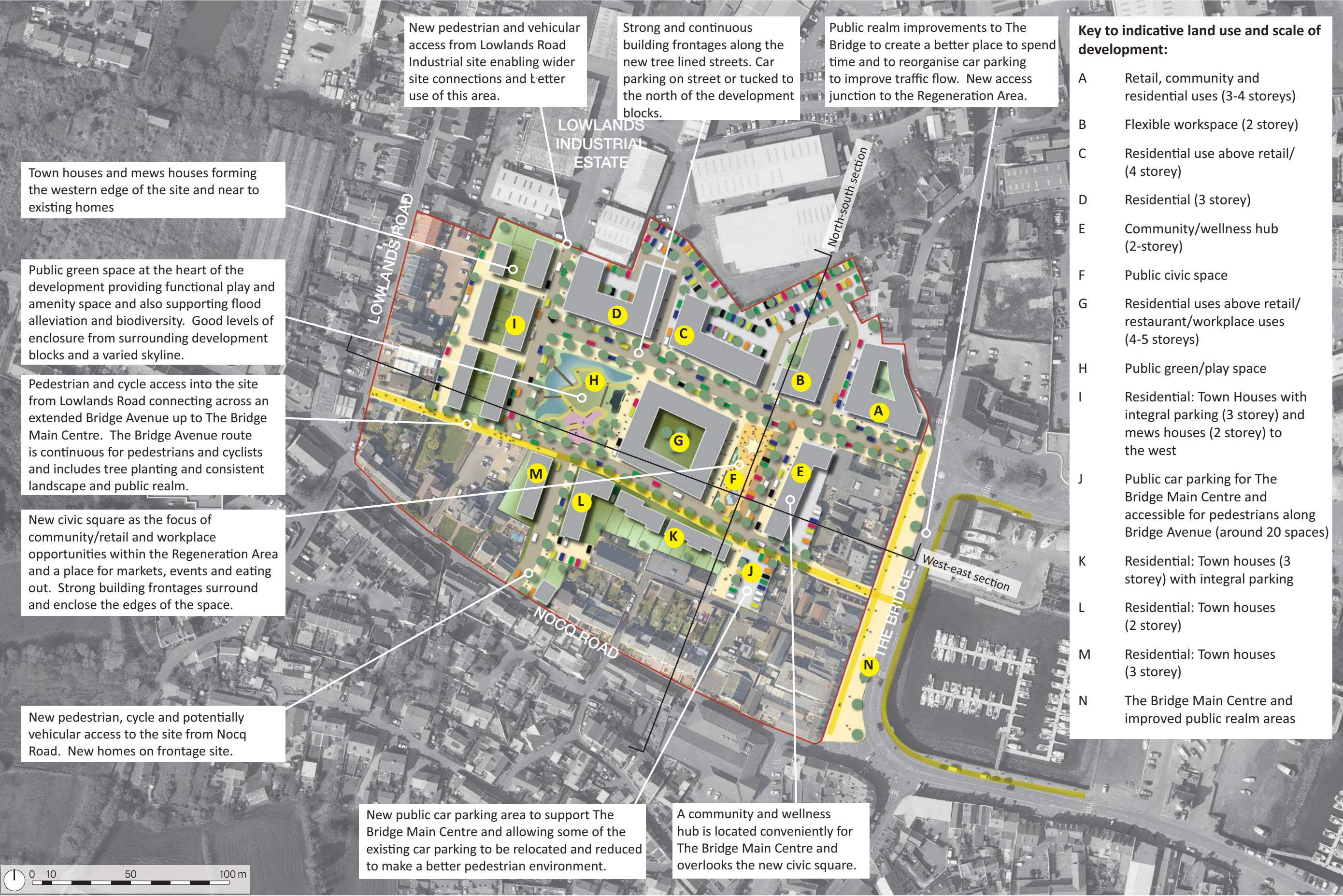


Image 9.1: Indicative layout plan for the Leale's Yard Regeneration Area demonstrating one way that the development could be arranged on the site in accordance with the Development Framework



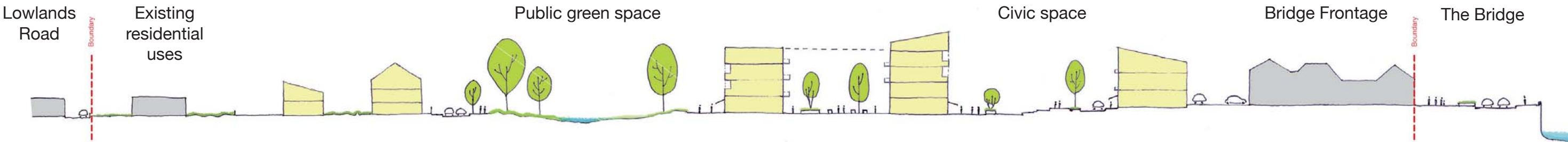


Image 9.2: Indicative west-east section across the site (note: maximum building heights shown)

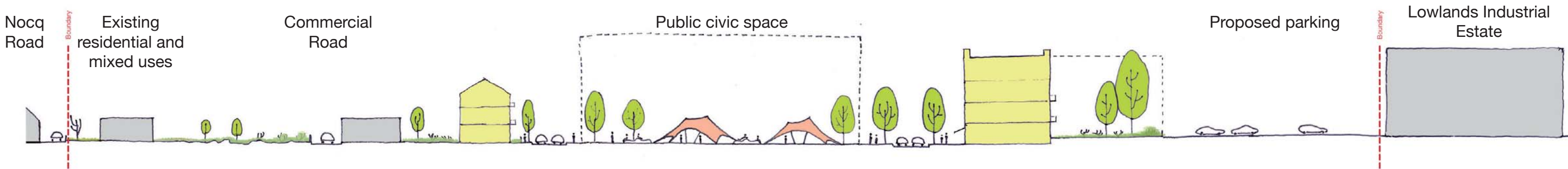


Image 9.3: Indicative north-south section across the site (note: maximum building heights shown)

Parcel	Proposed use	GEA by use (m²)	NIA by use (m²)	No. of residential units
A	Retail	1170	702	24
	Residential	2020	1616	
B	Retail	360	252	-
	Workspace	1100	1063	
C	Retail	650	455	24
	Residential	1950	1560	
D	Residential	2610	2001	31
E	Community	1740	1740	-
G	Retail	470	329	69
	Residential	5750	4676	
I	Residential	1770	672	25
		840	1462	
K	Residential	1150	895	8
L	Residential	570	506	5
M	Residential	510	418	4
Sub-total		22660	18347	

Parcel	Proposed use	GEA by use (m²)	NIA by use (m²)	No. of residential units
Streets		8900		-
H	Green space	1500		-
I	Civic space	840		-
TOTAL		33900	18347	190

*Indicative residential unit breakdown*  
Apartments: 124; maisonettes: 24; town houses: 32; mews houses: 10

Table 9.1: Indicative areas schedule for the indicative layout illustrated in image 9.1



## 9.3. Opportunities to improve The Bridge Main Centre (images 9.6-9.10)

Related to the development of the Leale's Yard Regeneration Area there is an important opportunity to consider public realm improvements at The Bridge Main Centre with a particular focus on the area along The Bridge Frontage and around the junction with Nocq Road, and up to New Road and La Hougue Du Valle in either direction.

Although it is outside of the Development Framework boundary this opportunity is closely related to the Development Framework and the Main Development Site because the frontage buildings are within it and any application for development on the Main Development Site will need to make changes to this area in order to resolve site access arrangements. There is also the need for comprehensive flood defence within this area, and because concerns about congestion in this area were raised by many as part of the consultation. This area also overlaps with the Harbour Action Area.

Due to the complexities of these issues, this Development Framework sets out three key principles that must be considered to ensure that the outcome of future improvements to the Bridge meets the technical requirements, as well as produces a high quality space for The Bridge Main Centre. They are:

**The Bridge Principle 1: To create a better environment, less dominated by vehicles, in which to enjoy the Harbour views and spend time.**

This means over time increasing the amount of space given over to pedestrians, providing opportunities for restaurants and eating out with a view of the harbour, and making The Bridge Main Centre a nicer place to visit, spend time and meet friends.

**The Bridge Principle 2: To respond to local concerns about the need to reconfigure The Bridge Frontage's parking area to enable The Bridge to work better for all users.**

This means reviewing how the short-stay parking works now and more generally how the area works as a whole, for everyone involved. To improve the overall environment, parking may need to be reduced along The Bridge Frontage and relocated in other nearby locations (including within the Main Development Site) a 2-4 minute walk away. This time spent walking would replace the time sat in cars waiting to park or in traffic. Parking for disabled users and parent-and-child parking could be the focus of the retained spaces along The Bridge Frontage.

**The Bridge Principle 3: To integrate a comprehensive approach to flood defence that benefits both existing properties as well as new development in the Regeneration Area.**

For historical reasons the site is on low lying land and subject to flood risk, as is much of the developed areas around it. Rather than just resolve flood risk for new residents, a comprehensive solution would also protect existing residents and businesses.

Three initial high-level options (images 9.6-9.10) that follow these principles have been put together and are included within the Development Framework to demonstrate how medium-term flood prevention could be integrated with improvements to the main areas of public realm along the Bridge Main Frontage. They include initial proposals for reconfiguring parking to alleviate traffic flow issues created by the bottleneck at the entrance of the parking slipway (also see section 8.13).

Feedback received during the formal consultation period on the options was mixed (refer Section 6). Many locals raised concerns over too much parking being removed and the negative impact this could have on Bridge shop owners, while others supported the idea of improving the overall amenity provided along The Bridge Frontage and harbourfront. While it is reasonable to believe that the current parking arrangement is a fundamental part of The Bridge Frontage shops' success, long-term research undertaken by Transport for London's Economic Unit have concluded that schemes that improve connectivity by walking and cycling also improves economic viability. Their conclusions show that people who walk and cycle visit shops more frequently and spend more (+40%) over the course of a month compared with drivers. In addition to this, the research paper 'Pedestrian Pound 2018' published by UK charity Living Streets, highlighted that footfall increases with the delivery of successful public realm schemes by between 7 and 90%.

Nevertheless, the Bridge principles and options included within this section, as well as consultation feedback, will inform further detailed work to be undertaken separately as part of the implementing the States' Coastal Defence Strategy, the Integrated Transport Strategy and the Harbour Action Area. The overlaps in this area present an opportunity for co-ordinated action by the States to develop and comprehensively consider flood defence, access and movement, public realm improvements, and other issues affecting The Bridge Frontage. Feedback from consultation suggested that a phased approach to changes along the Bridge would be favourable, as well as testing options through temporary interventions to measure impacts and gain public feedback from real-time exposure to changes.



Image 9.4: View looking east towards the marina and La Crocq from the Bridge



Image 9.5: View north along the harbourside of the Bridge with power station's chimneys.

An integrated flood defence scheme will need to be developed and agreed with co-operation with the States, prior to enabling development within the Leale's Yard Regeneration Area. As a key infrastructure requirement, the States will be assessing the extent of their involvement in its delivery as part of a separate workstream.



INDICATIVE OPTIONS FOR CO-ORDINATED FLOOD DEFENCE AND PUBLIC REALM PROPOSALS AT THE BRIDGE FRONTAGE

Flood defence options include the potential to improve coastal flood protection to approximately 1 in 60 years.



Image 9.6: Diagram showing the three potential flood defence options considered as part of the review of the public realm in the Bridge Main Area

**Indicative option 1**

This summarises the potential flood defence proposal developed by AECOM for States of Guernsey.

- New parapet wall along central reservation area. Crest level 5.8mLD. Max. height 0.6m
- sliding pedestrian and vehicular flood gates
- Flood wall ties into higher levels on New Road

**Indicative option 2**

- Extend existing parapet along sea front. Crest level 5.8mLD.
- Junction levels raised by up to 0.6m and associated highway and pavement ramps. Ties into high level on New Road maintaining existing pedestrian crossing. Common to Options 2 and 3.

**Indicative option 3**

- Extend existing parapet along sea front. Crest level 5.8mLD.
- Junction levels raised by up to 0.5m.
- Modifications will be required to existing shiplift and slipway

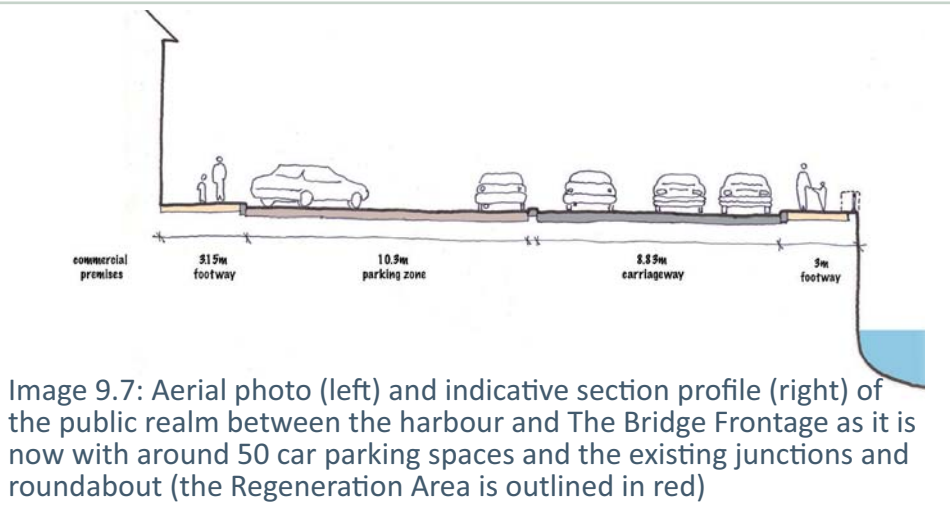


Image 9.7: Aerial photo (left) and indicative section profile (right) of the public realm between the harbour and The Bridge Frontage as it is now with around 50 car parking spaces and the existing junctions and roundabout (the Regeneration Area is outlined in red)

**Indicative option 1a** (based on the Aecom studies for a low flood defence wall running to the middle of The Bridge)

**Indicative option 1b**

Image 9.8: Options for the public realm using a low wall across between the road and the parking area. Both Option 1a and 1b retain an element of the existing parking layout whether it is the angled or parallel parking spaces. By retaining one or the other, space is made available to improve the public realm for pedestrians, providing areas for landscaping and seating. Option 1a includes around 32 car parking spaces, and option 1b includes around 13 spaces.



Key (for all options)

- road
- pedestrian area
- planting
- vehicular access
- parking area
- flood defence wall
- flood defence gate
- southbound bus stop
- northbound bus stop
- southbound bus stop alternative
- northbound bus stop alternative

Indicative option 2 (extending the existing harbour wall in combination with raised tables for flood defence)

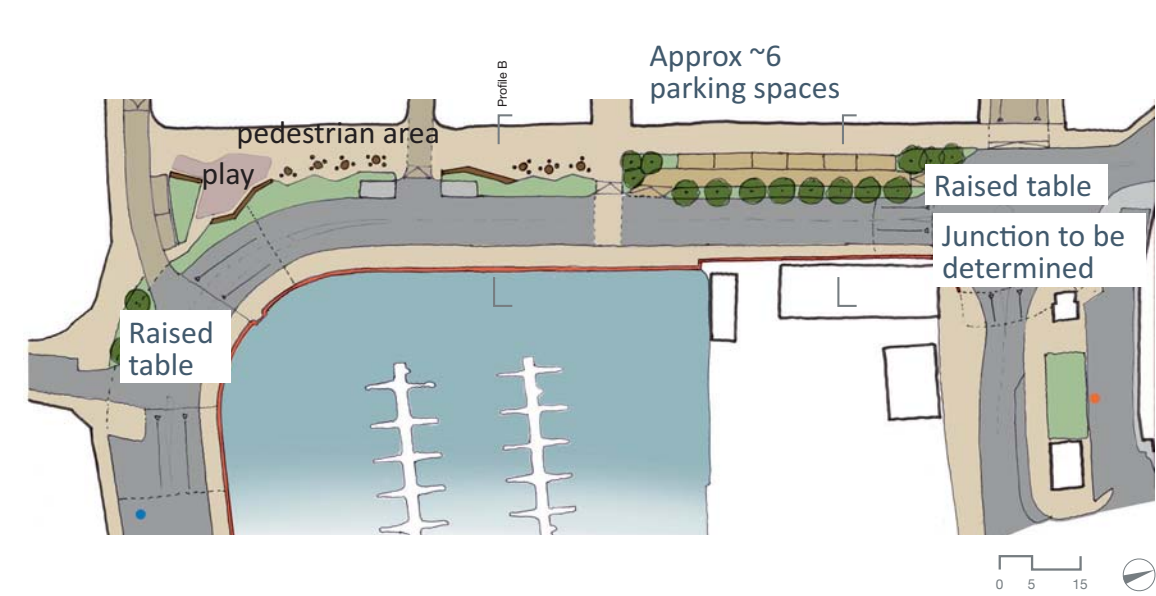
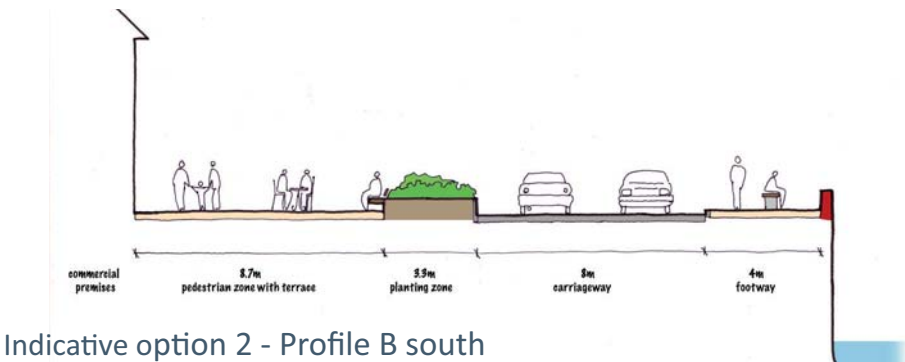
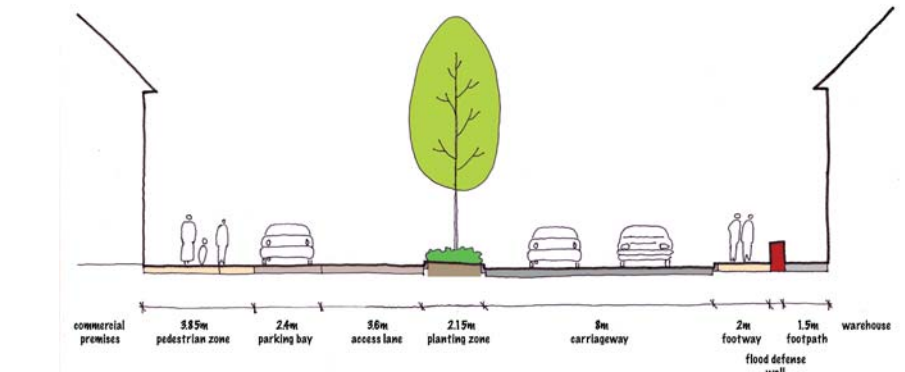


Image 9.9: Options for the public realm based on the extension of the existing harbour wall. Option 2 retains some essential parking along the Bridge for blue badge and parent/child parking (at least 6 spaces). By moving the flood defence to the harbour wall and parking into the redevelopment site, it creates a large area available for public realm amenity including seating, landscaping and potentially for play.



Indicative option 2 - Profile B south



Indicative option 2 - Profile A north

Option 3 (based on a new wall built on the quay edges and connected with the existing walls on The Bridge for flood defense)

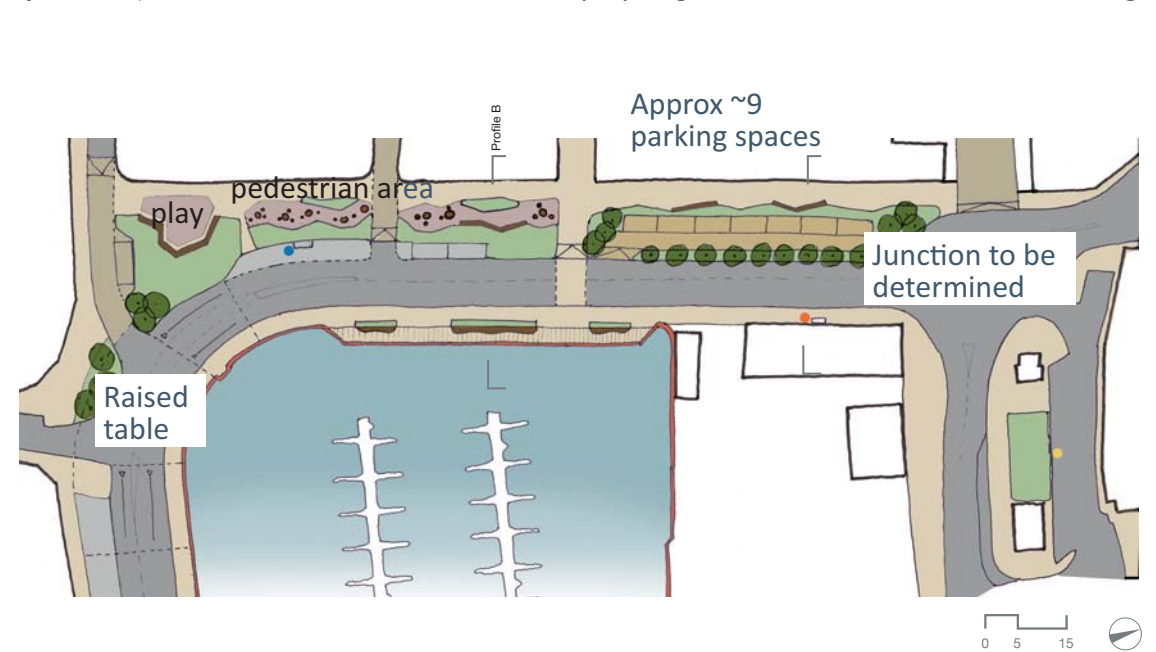
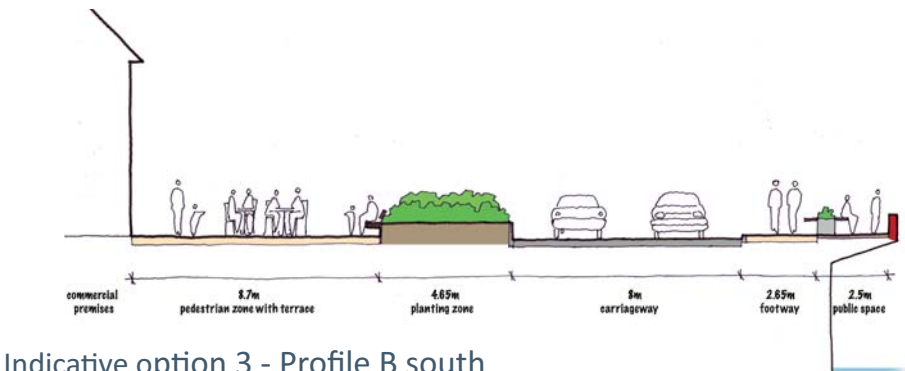
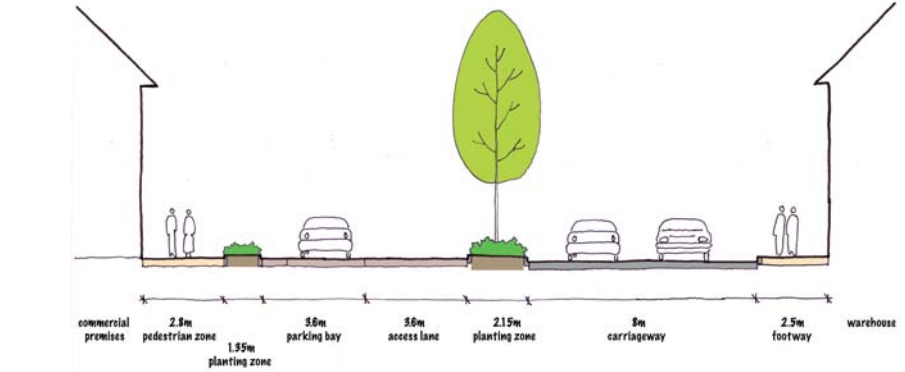


Image 9.10: Options for the public realm based on the extension of the existing harbour wall on an inner alignment but with a new harbourside walkway included. Option 3 retains some essential parking along the Bridge for blue badge and parent/child parking (at least 9 spaces). It proposes a more extensive public realm improvement than Option 2 due to additional space provided by the comprehensive harbour wall flood defence strategy.



Indicative option 3 - Profile B south



Indicative option 3 - Profile A north



## 9.4. Longer-term opportunities (images 9.14)

Around the Regeneration Area are a number of other development opportunities that may come forward and that could further enhance St Sampson's Harbour and The Bridge Main Centre. These reflect what is included within the separate Vision document (published in 2013) and will be considered as part of the Harbour Action Area in due course. It includes redevelopment of key sites that are currently empty or underused, as well as where sites may change over time.

These opportunities are identified here in order for the Development Framework to be related to other changes that may take place in the wider area and may also have an impact on how these ideas work together in the longer term. There is no expectation that the developer who delivers the Main Development Site within the Regeneration Area will deliver these longer-term opportunities.

**Longer-term opportunity 1:** In addition to restaurant and café opportunities within the Regeneration Area to identify additional restaurant and family dining opportunities overlooking the harbour, further enhancing the area as a place people want to visit and spend time

The harbour is a really important resource for the area but at the moment there are very few opportunities on The Bridge Frontage to sit and enjoy it either outside or inside. Very many of the people who attended the public drop-in suggested that one of the activities that is really missing from the area at the moment is places to eat, particularly outside in summer but also covered or inside in the winter.

In order to achieve this it would be useful to identify some sites around the harbour that could be developed for this use over time and to test the market. Key sites could include those current marine industry related activities directly on the harbour edge around the north and which over

time could decide to relocate to less prominent locations with better waterfront access. These sites do not have the constraint of always being separated from the water by a busy road.

**Longer-term opportunity 2:** Use the opportunities that come with longer term changes to activities within the harbour

In the longer term, in accordance with the 2013 Vision document, it is expected that some of the more industrial and heavy marine related activity may move further out into the harbour or elsewhere. This would allow some of the sites closer to The Bridge Main Centre to be used for more complimentary uses that support the residential, community and town centre focus. Whilst many people enjoy sitting and watching harbour related activity a focus on those things that work well with visitors and others would further improve the attractiveness of the harbour.

Another key consideration around the future of the area is the power station and related industrial uses concentrated on the northern edge along North Quay/Castle Road, and further out to the south east off Bulwer Avenue/Mont Crevelt. Some of these uses do not sit happily with a largely residential and Main Centre activity and the need to support The Bridge Main Centre as a place to spend time because of their environmental impacts in terms of pollution, dust and noise.

**Longer-term opportunity 3:** Adjacent and nearby development sites, e.g. Lowlands Road Industrial Estate, Saltpans site, and North Quay/Quayside

Closer to the Regeneration Area are a number of development opportunities that are more closely related to the range of uses likely to support The Bridge Main Centre. These include:

- the Lowlands Road Industrial Estate which is used for a range of employment and out of town retail uses. Over time this may be redeveloped for uses that further

support the town centre once there is a better connection between the two. These plots may work well for workspace uses, additional community use or other complimentary activities;

- the Saltpans Housing Allocation site to the west of the site is proposed to come forward for largely residential uses and many of these new residents will benefit from good pedestrian and cycle access to The Bridge Frontage through the site. Key connection points are along Lowlands Road and support the need for the Bridge Avenue link set out above;
- the Quayside site was formerly large scale retail use and whilst this may not be how it is used in the future and if the quality of the environment around the site can be resolved then it has the potential to support a range of harbour frontage uses including bars and restaurants, mixed uses and other activities may be appropriate. This site is within the identified Outer and Middle Zones of the Major Hazards Public Safety Zone;
- the existing Co-op supermarket site on Nocq Road may be something that could change over time as retail needs change and stores need updating. This medium format store could be relocated within the Regeneration Area and the Nocq Road site could then provide opportunities for mixed use residential development with some active frontage to further support The Bridge Main Centre; and
- a number of other sites remain empty or underused along Vale Avenue including the former Creaseys site (now vacant) and various empty sites further north. Any adjacency with the Key Industrial Area will need to be taken into account for any future development, however appropriate opportunities should be explored to enhance Vale Avenue and its general environment.



Image 9.11: View of the shipyard from North Quay



Image 9.12: Lowlands Industrial Estate



Image 9.13: Sites along Vale Avenue (car park to right of image)



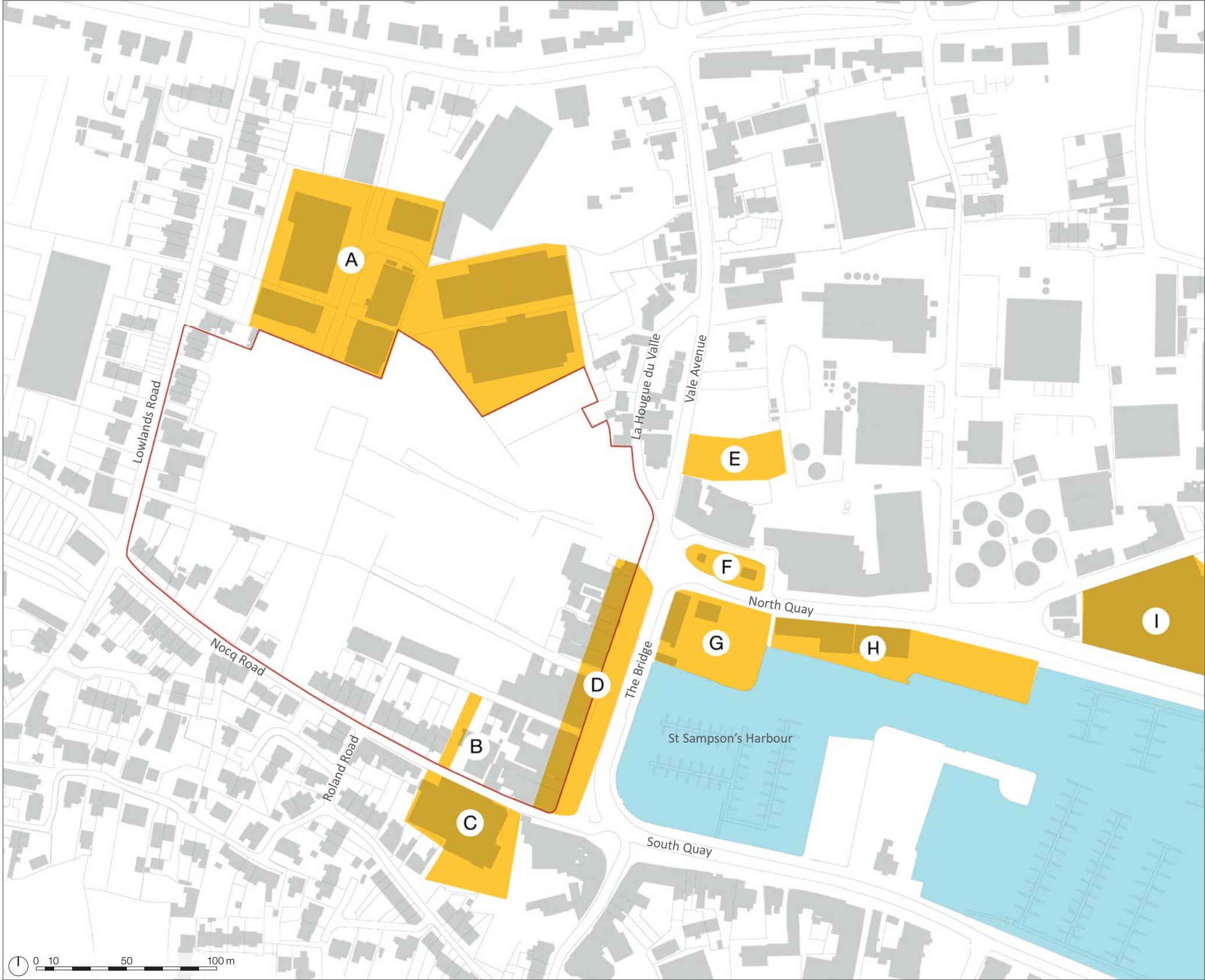


Image 9.14: The location of possible longer term opportunities that may come forward as part of the Harbour Action Area or in accordance with policy.



## 10. Waste and environment

A key objective for development within the Leale's Yard Regeneration Area is that it should be sustainable and carefully consider its impact on the environment. This applies in terms of both energy performance and related sustainability measures but also in terms of how the construction process is managed, waste is minimised and disposed of, and how the entire construction process is operated. In addition it is likely that any development on the Main Development Site will need to consider its environmental impact through an Environmental Impact Assessment in the form of an Environmental Statement to support a future masterplan proposals in a form to be agreed.

### Contamination and Remediation

The former industrial use of the Main Development Site could give rise to potential contaminated land, particularly due to the types of industrial and metal working activities that are understood to have taken place within it. This will need to be investigated, with an assessment of ground and groundwater contamination supported by sample testing as part of the ground investigations.

The site is known to contain contamination hotspots and there is historic evidence of contaminants entering St Sampson's Harbour via surface water drainage. A full site investigation to identify the location and extent of hotspots will be required. With limited disposal routes available for contaminated spoil, consideration should be given to on-site/in-situ remediation measures, and potential on-site containment within the development.

Contaminated land guidance can be found on this link: [www.gov.gg/planning\\_building\\_permissions](http://www.gov.gg/planning_building_permissions)

### Site Waste Management Framework

Development Frameworks are required to include an outline Site Waste Management Plan specific to the site. A detailed Site Waste Management Plan is required at planning application stage for all developments that meet the relevant criteria. The Site Waste Management Plans Planning Advice Note can be found here: [www.gov.gg/planning\\_building\\_permissions](http://www.gov.gg/planning_building_permissions).

Site Waste Management Plans (SWMP) apply to all aspects of a project, with the majority of opportunities for waste minimisation existing at the design phase. Information should be provided with a planning application on the amount and type of waste that will be produced during the course of a project and how waste will be reduced, reused, recycled, recovered or disposed of. This should be a living document, drafted from the conception of a project and being added to and evaluated until the completion of the development and submitted again to the Development & Planning Authority prior to occupation or use of any part of the site.

All materials from the demolition of the existing buildings will need to be carefully sorted, separated, and distributed accordingly through the appropriate routes for recycling, recovery or disposal, in order to minimise the waste produced. Stone, concrete, bricks, and other inert materials arising from removal of existing hardstanding surfaces, below ground infrastructure, and building demolition will be processed on site to meet appropriate standards for recycled aggregates for use as structural fill material required for the development.

A particular sensitivity in this location is related to the high ground water table and existing

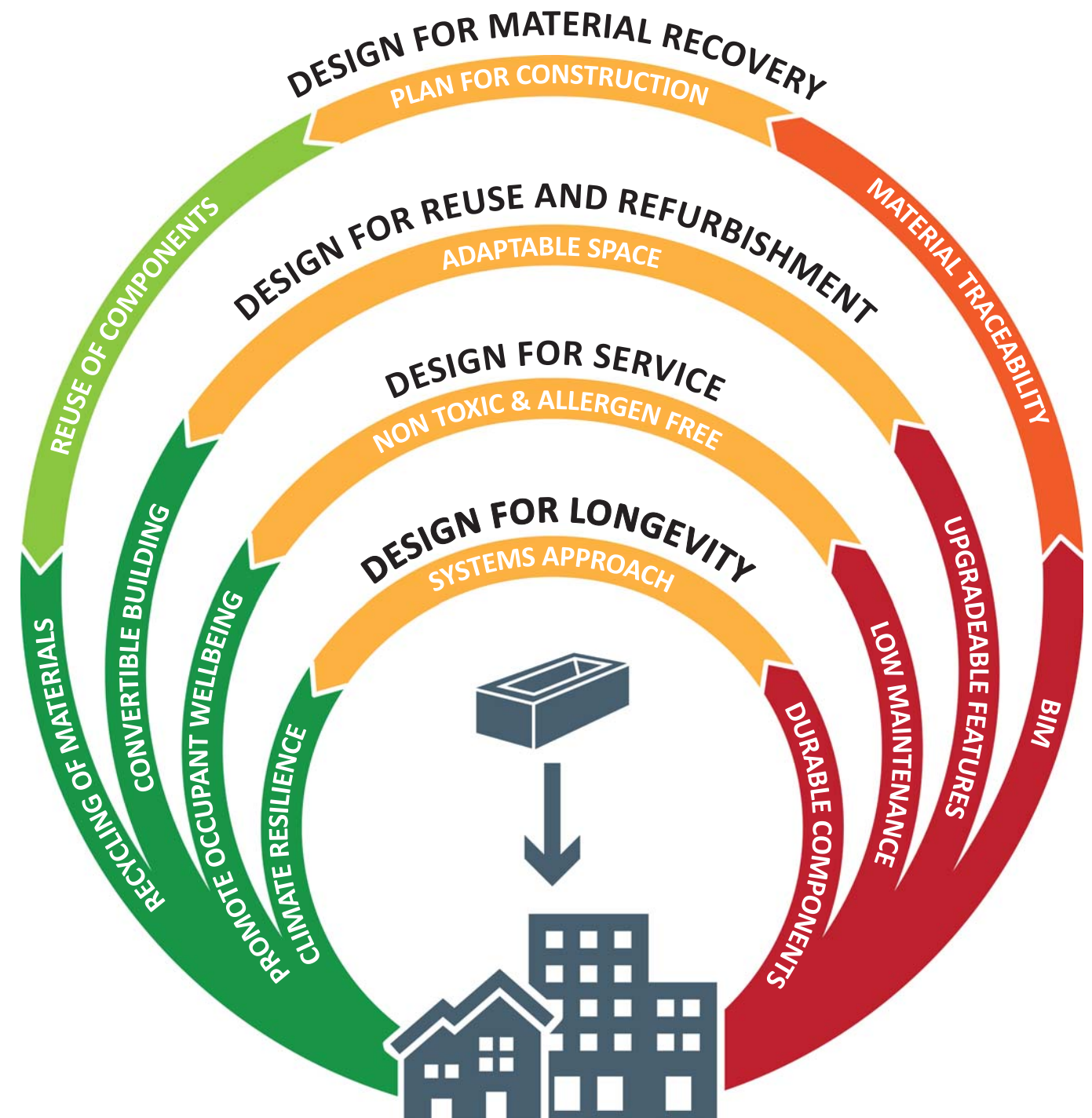


Image 10.1: Diagram demonstrating a circular economy for the built environment



drainage running through the site. Guernsey Water and the environment regulator within the States of Guernsey should be consulted prior to works starting to ensure suitable protection measures are in place to prevent contamination of the groundwater, indirect contamination of the harbour or adverse impacts on the existing drainage infrastructure.

The Site Waste Management Plan should be founded on circular economy principles (see image 10.1) considering the whole life of the development, including construction, operation and end of life demolition. This will include specifying low impact materials, designing out construction wastes, off-site fabrication, design for ease of repair and maintenance without generating wastes and design for end of life de-assembly and deconstruction so that materials can be reused.

How the SWMP will be managed through a potential master developer approach will need careful consideration but the 2 stage process set out in the Site Waste Management Plans Advice note (2018) means that part 1 could be submitted by the master developer and part 2 by the parcel developers or master developer for those elements of the proposals they have delivered. The exact nature of this process should be agreed early in any pre-application discussions.

The final design proposals for any part of the Development Framework area must incorporate dedicated waste and recycling storage provision on the site suitable to the density of the development approved and in accordance with relevant best practice, policy and guidance.

## Construction Environmental Management Plan

A Construction Environmental Management Plan (CEMP) is a document which sets out proposals and aims for managing the impacts of the construction phase of a development. Due to the potential scale of the Main Development Site and the need for a co-ordinated and comprehensive approach. A CEMP is expected to be required and may also be necessary on other development parcels.

Planning Advice note 8 published in 2018 sets out the required contents of a CEMP and can be found at this link: [www.gov.gg/planning\\_building\\_permissions](http://www.gov.gg/planning_building_permissions).

## Environmental Impact Assessment (EIA)

In accordance with legal requirements under The Land Planning and Development (Environmental Impact Assessment) Ordinance, 2007, Schedule 2 (a), due to the size of the Main Development Site (it exceeds 1 hectare) a screening opinion will be required as to whether or not an Environmental Impact Assessment (EIA) is required. This should be carried out at pre-application or at an early stage in the application process and should consider the entire Main Development Site.

It is likely that any EIA for the Main Development Site will need to consider a number of environmental matters including air quality, noise, biodiversity, contamination and construction.

Further information can be found at this link: [www.gov.gg/planning\\_building\\_permissions](http://www.gov.gg/planning_building_permissions)



Image 10.2: The Guernsey Electricity building hosts the Island's largest PV solar unit on their roof.





# Appendices

Appendix 1: IDP Policy context table



## Appendix 1: IDP Policy context table

IDP Policy	Policy Reference
Principal Aim of the Island Development Plan	To ensure land planning policies are in place that are consistent with the Strategic Land Use Plan and which help maintain and create a socially inclusive, healthy and economically strong Island, while balancing these objectives with the protection and enhancement of Guernsey's built and natural environment and the need to use land wisely.
The Island Development Plan Objectives (in no particular order) are to:	<ul style="list-style-type: none"> <li>• Make the most effective and efficient use of land and natural resources;</li> <li>• Manage the built and natural environment;</li> <li>• Support a thriving economy;</li> <li>• Support a healthy and inclusive society;</li> <li>• Ensure access to housing for all;</li> <li>• Meet infrastructure requirements.</li> </ul>
<b>S1: Spatial Policy</b>	The spatial policy in the IDP sets out that the Main Centres and Main Centre Outer Areas have the role as the focal point for development in the Island and seeks to maintain and enhance the vitality of these areas.
<b>S2: Main Centres and Main Centre Outer Areas</b>	The Main Centres provide the core focus for development within the Island and proposals for development in these areas will generally be supported. Proposals for development within the Main Centre Outer Areas will also generally be supported where this would not detract from the objective of ensuring the Main Centres remain the core focus for economic and social growth. In both cases proposals must meet the requirements of the relevant specific policies of the Island Development Plan.
<b>MC2 : Housing in Main Centres and Main Centre Outer Areas</b>	This policy supports the principle of residential development on this site and seeks a variety of size and type of dwellings that are reflective of the demographic profile of households requiring housing. To ensure larger schemes such as for this site are well planned from the outset and the most effective and efficient use of land is made, a Development Framework is required which, once approved, will be taken into account when considering proposals for the site.
<b>MC3: Social and Community Facilities in Main Centres and Main Centre Outer Areas</b>	<p>This policy supports the principle of development of new social and community facilities provided that an existing site or premise within or around the Main Centre is not available and suited to accommodate the proposal, including dual use of premises.</p> <p>Proposals for the extension, alteration or redevelopment of existing social and community facilities will generally be supported provided they accord with all other relevant IDP policies.</p> <p>The change of use of existing social and community facilities will be supported where adequate replacement can be demonstrated and that there will be no significant detrimental impact on the vitality of the Main Centre.</p>
<b>MC4(A): Office Development in Main Centres</b>	Policy supports the principle of new office development or refurbishment, redevelopment or extension of existing office stock within Main Centres and development of office accommodation above ground floor level within Core Retail Areas. Proposals to change use or redevelop office accommodation to other uses will only be supported where existing premises are of an unsatisfactory standard and can be proven to have been marketed unsuccessfully for 12 consecutive months or the floorspace is less than 250sqm.

IDP Policy	Policy Reference
<b>MC5(B): Industry, Storage and Distribution uses in Main Centres and Main Centre Outer Areas – outside of the Key Industrial Areas and Key Industrial Expansion Areas</b>	<p>This policy supports new industrial or storage and distribution uses outside Key Industrial Areas and Key Industrial Expansion Areas only where new storage and distribution uses involve the conversion of a redundant building.</p> <p>Proposals to redevelop, alter or extend existing industrial or storage and distribution uses will be supported where they would not have an unacceptable adverse impact on the amenities of surrounding uses.</p>
<b>MC5(C): Industry, Storage and Distribution Uses in Main Centres and Main Centre Outer Areas – Change of Use</b>	<p>This policy supports proposals for change of use from storage and distribution or industrial uses and vice versa where they would not have an unacceptable adverse impact on surrounding uses and accord with IDP policies.</p> <p>Change of use away from industrial or storage and distribution uses to other uses, or redevelopment for alternative uses, are generally supported where this contributes positively to the vitality and viability of the Main Centre and where they can demonstrate they are no longer required.</p>
<b>MC6: Retail in Main Centres</b>	Policy supports new convenience and comparison retail in main centres as well as proposals to extend, alter or redevelop existing retail providing they accord with all other IDP policies. Change of use away from retail at ground floor level in this Core Retail Area will only be acceptable where the proposed new use will maintain and enhance the vitality and viability of the Core Retail Area. Change of use away from retail outside of main centres is generally supported.
<b>MC8: Visitor Accommodation in Main Centres and Main Centre Outer Areas</b>	This policy supports proposals for new visitor accommodation in Main Centres provided they are in accordance with IDP policies.
<b>MC9(A): Leisure and Recreation in Main Centres and Main Centre Outer Areas –New and Extension, Alteration or Redevelopment of Existing Uses</b>	The IDP policies aim to concentrate leisure and recreation facilities in the Main Centres so that they contribute to a vibrant mix of uses and support the viability of the day and night time economies of the Centres. In line with this new leisure or recreation developments in Main Centres will generally be supported provided they are in accordance with IDP policies.
<b>MC10: Harbour Action Areas</b>	The St. Sampson Harbour Action Area overlaps with part of the Leale's Yard Regeneration Area. Policy supports development or redevelopment within St Sampson Harbour Action Area in accordance with a prepared Local Planning Brief for the area. Prior to an adopted LPB, proposed development will be supported if it is of a minor nature or would not prejudice the outcomes of the LPB process or inhibit the implementation of the LPB.
<b>MC11: Regeneration Areas</b>	Policy requires that development within a Regeneration Area must accord with IDP policies and establishes that where a Development Framework has been approved, this will be taken into account when assessing development proposals.



IDP Policy	Policy Reference
<b>GP1: Landscape Character and Open Land</b>	This policy sets out that development will be supported where it respects the relevant landscape character type within which it is set, where development does not result in the unacceptable loss of any specific distinctive features that contribute to the wider landscape character and local distinctiveness of the area, and takes advantage where practicable of opportunities to improve visual and physical access to open and undeveloped land. A landscaping scheme will be required for this scale of development.
<b>GP4: Conservation Areas</b>	This policy sets out that development will be supported where it conserves and, where possible, enhances the special character, architectural, or historic interest and appearance of the Conservation Area. Any proposals to demolish a building, structure or feature that contributes to the character of a Conservation Area will require a replacement that makes an equal or enhanced contribution. Proposals should take into account the Conservation Appraisals set out in Annex VII.
<b>GP5: Protected Buildings</b>	This policy sets out that proposals to extend or alter a protected building will be supported where the development does not have an adverse effect on its special interest, or its setting, or where the economic, social or other benefits of the development and, its contribution to enhancing the vitality of a Main Centre outweigh concerns related to the loss.
<b>GP6: Protected Monuments</b>	<p>This policy supports proposals that directly affect a protected monument, or the site on which it is located, where it is required for a purpose connected with enabling or facilitating access to, or enhancing appreciation of, the monument and where there is no adverse effect on the monument's special interest.</p> <p>The policy includes a presumption against demolition, whole or partial, unless the monument is structurally unsound and technically incapable of repair, representing a danger to the public.</p> <p>Proposals which affect the setting of a monument will be supported if they don't adversely affect the monument.</p>
<b>GP7: Archaeological Remains</b>	<p>Proposals that would be likely to adversely affect sites or areas of archaeological importance will be supported when in accordance with an appropriate and proportionate scheme of investigation and recording prior to development commencing or if provision is made for a watching brief and recording during construction and for mitigation measures to avoid damage to remains and to preserve them in-situ.</p> <p>Where it is not proposed to preserve the remains in-situ, proposals must demonstrate that the benefits of the development outweigh the importance of preserving the remains in-situ and provide proportionate mitigation carried out in accordance with an approved scheme.</p>

IDP Policy	Policy Reference
<b>GP8: Design</b>	<p>Development, including the design of necessary infrastructure and facilities, is expected to achieve a high standard of design which respects, and where appropriate, enhances the character of the environment. Two or more storey buildings constitute a more efficient use of land than single storey buildings and therefore development proposals should consider a multi-storey design from the outset, unless there are overriding reasons why this design approach would be unacceptable. Proportionate residential amenity space must be provided that is appropriate to the housing type and location.</p> <p>Development must respect the character of the local built environment and provide soft and hard landscaping to reinforce local character and/or mitigate the impacts of development including contributing to more sustainable construction. The amenity of occupiers and neighbours is also important- see IDP Annex I for further information.</p> <p>Residential accommodation is required to be accessible for all and to be flexible and adaptable. Proposals will need to demonstrate that they have been designed to provide flexible living space which can be adapted to meet the changing needs of the homeowner and allows people to live in their own homes, comfortably and safely, for as long as possible.</p> <p>Development should also provide adequate areas for storage of refuse and recyclable materials</p>
<b>GP9: Sustainable Development</b>	<p>This policy is wide ranging and includes requirements for sustainable design and construction with reference to the design, layout and orientation of buildings and surface water drainage, renewable energy and use of materials. Hard landscaping should include the use of permeable paving and other Sustainable Urban Drainage Systems (SUDS). The design of soft landscaping can also help in accordance with this policy.</p> <p>Development of 5 or more dwellings will require a Site Waste Management Plan. The Site Waste Management Plans Planning Advice note can be found here- <a href="http://www.gov.gg/planning_building_permissions">www.gov.gg/planning_building_permissions</a></p>
<b>GP10: Comprehensive Development</b>	Individual proposals must conform to a comprehensive scheme for the whole site or area in order to make the most effective and efficient use of land.
<b>GP11: Affordable Housing</b>	<p>Developments which result in a net increase of 20 or more dwellings are required to provide a proportion of the developable land for affordable housing. This site as a whole will be within the affordable housing requirement band relating to sites providing 30 dwellings or more, with an expectation for 30% of the developable part of the site to be for affordable housing. The exact percentage area of land for affordable housing will be determined at the point of decision on any planning application relating to this site and will be subject to feasibility and viability.</p> <p>The most up-to-date Housing Needs Survey or Housing Market Survey, as well as the Housing Waiting Lists (available from States of Guernsey Housing) will be used to determine the type and tenure of affordable units required.</p>



IDP Policy	Policy Reference
<b>GP12: Protection of Housing Stock</b>	This policy supports proposals to upgrade and improve substandard housing. The loss of existing housing will be supported where it can be demonstrated it is substandard, that an alternative essential social or community need exists or the displacement of housing will facilitate substantial overriding economic and/or social benefits and where the replacement housing is of an appropriate type and suitably located.
<b>GP18: Public Realm and Public Art</b>	Any proposal should consider the relationship between the development and the public realm and it is expected to enhance where possible taking into account the accessibility needs of all ages and abilities.  Further, section 19.9 states that Public Art “will be expected to be proposed as part of comprehensive proposals for the site or area” and should be considered early on in the project so that it can be developed as an integral part of the scheme.
<b>IP1: Renewable Energy Production</b>	Proposals for renewable energy installations (and ancillary and associated development) will be supported, where they can be satisfactorily incorporated into the built form of the proposed development.
<b>IP6: Transport Infrastructure and Support Facilities</b>	Development proposals that encourage a range of travel options to and within the Main Centres will be supported, where they are compatible with other relevant policies of the IDP. The Authority will require development to be well integrated with its surroundings. Pedestrian and bicycle access within the site must be incorporated to take opportunities to increase connectivity and create links and public walkways where appropriate.
<b>IP7: Private and Communal Car Parking</b>	The parking standards for the IDP are set out in the Supplementary Planning Guidance: Parking Standards and Traffic Impact Assessment. For residential development in the Main Centre Areas the car parking standards are in section 6. The standards are maximums and the development would be expected to be within these standards. Policy is clear that these standards are flexible if a better overall development can be delivered.  Provision will need to be made for secure covered bicycle parking for residents and visitors.
<b>IP8: Public Car Parking</b>	The relocation of existing car parking within the Main Centres will be supported in principle where this would decrease the negative impact of the motor car on the quality of the urban environment. The provision of new public car parks that results in additional spaces is supported as part of a comprehensive scheme under a Development Framework for a regeneration area or as part of rationalisation/relocation of existing public car parking.
<b>IP9: Highway Safety, Accessibility and Capacity</b>	The public road network’s ability to cope with increased demand, physical alterations required to the highway, and the access requirements of all people will be considered.



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