

ENVIRONMENT DEPARTMENT PLANNING DIVISION

OPEN PLANNING MEETING AGENDA

An Open Planning Meeting will be held at the **Cambridge Room, Beau Sejour Centre**, on Tuesday 16/07/2013 at 8.45am for a 9.00am start.

The following application will be considered at the Open Planning Meeting:-

Agenda Item :-

APPLICATION NUMBER:	OP/2012/0143
APPLICATION ADDRESS:	Admiral Park Les Banques St. Peter Port Guernsey
DESCRIPTION OF WORK:	Erection of residential, office, retail, hotel and leisure facilities at various sites off Elizabeth Avenue. (Revised illustrative designs, traffic impact assessment and planning statement).
NAME OF APPLICANT:	Comprop (C.I.) Limited
NAME & ADDRESS OF AGENT:	Lovell Ozanne & Partners Ltd. P.O. Box 75 Island House, Grande Rue St Martin Guernsey

The agenda for the open planning meeting, along with the planning application report relating to each application to be considered, which follows below, is made available five working days before the date of the Open Planning Meeting on the Department's website and also in hard copy at the Department's offices. The planning application report/s below contain a summary of consultation responses and of any representations received on the application/s from third parties.

There will be provision for **public speaking** at the open planning meeting. The opportunity to speak is afforded only to persons who:

- a) have submitted a representation in writing within the period specified for publicity of the application under section 10 of the Land Planning and Development (General Provisions) Ordinance, 2007, along with the applicant and/or their agent for the application; and
- b) who have notified the Department in writing (by letter or by e-mail addressed to Planning@gov.gg) of their intention to speak which is received by the Department by 12.00 Noon on the working day immediately preceding the date of the Open Planning Meeting.

Application No: OP/2012/0143
Property Ref: A10469A000-P09
Valid date: 16/01/2012
Location: Admiral Park Les Banques St. Peter Port Guernsey
Proposal: Erection of residential, office, retail, hotel and leisure facilities at various sites off Elizabeth Avenue. (Revised illustrative designs, traffic impact assessment and planning statement).
Applicant: Comprop (C.I.) Limited

RECOMMENDATION - Grant: Outline Permission

CONDITIONS

1. No development shall commence on site until details of the siting, design and external appearance of the proposed building[s], and the landscaping of the site (hereinafter called 'the reserved matters') have been submitted to and approved in writing by the Environment Department and the development shall thereafter be carried out as approved.

Reason - To ensure, as an outline permission is being granted, that development may not begin until all the matters reserved for subsequent approval have been approved by the Environment Department.

2. Application for approval of the reserved matters shall be made to the Environment Department before the expiration of two years from the date of grant of this permission and the development hereby permitted shall be begun before the expiration of three years from the date of grant of this permission.

Reason - This condition reflects section 18(1) of the Land Planning and Development (Guernsey) Law, 2005 which states that planning permission ceases to have effect unless development is commenced within 3 years of the date of grant (or such shorter period as may be specified in the permission).

3. The development hereby permitted and all the operations which constitute or are incidental to that development must be carried out in compliance with all such requirements of the Building Regulations, 1992, as amended as are applicable to them, and no operation to which such a requirement applies may be commenced or continued unless (i) plans relating to that operation have been approved by the Environment Department and (ii) it is commenced or, as the case may be, continued, in accordance with that requirement and any further requirements imposed by the Environment Department when approving those plans, for the purpose of securing that the building regulations are complied with.

Reason - Any planning permission granted under the Law is subject to this condition as stated in section 17(2) of the Land Planning and Development (Guernsey) Law, 2005.

4. Unless otherwise agreed in writing with the Environment Department the plans required to be submitted by virtue of condition 1 above shall accord with the submitted parameter plans R25-9379-S1-, 102A, 103B, 104B, 105C, 106B, 108, other than in respect of the maximum height of the "Tall Building", Block A, the maximum height of which shall not exceed 29.9m AOD (Guernsey).

Reason - To ensure that the Development accords with the submitted Parameter Plans and in the interests of character and visual amenity of the area.

5. The plans required to be submitted by virtue of Condition 1 above shall be accompanied by the following details:

- a) public realm works including surfacing, planting, lighting, litter bins, seats, bollards, information panels;
- b) a landscape management plan;
- c) car park management plan including opening hours and operation of stacker system;
- d) all external lighting which shall be designed to minimise light spillage and upward light;
- e) the provision of a pedestrian route through the site from Elizabeth Avenue to Le Grand Bouet;
- f) storage/parking of bicycles;
- g) means of enclosure on the site boundaries and within the site;
- h) all highway works, shown on submitted drawing cg01-TIA Rev A/02 and proposals for traffic calming on the service road and any associated security measures.

Reason - To ensure that the application for reserved matters contains the required details

6. The plans required to be submitted by virtue of Condition 1 above shall include a detailed landscaping scheme, including the planting of trees and/or shrubs, the use of surface materials and boundary screen walls; such scheme shall specify materials, species, tree and plant sizes, numbers and planting densities, together with the timing of the implementation of the scheme; the landscaping shall thereafter be implemented in accordance with the approved scheme and in accordance with the agreed programme.

Reason - In the interests of the landscaping of the area

7. Notwithstanding the mix of uses hereby approved this permission shall not exceed the following Gross Internal Floorspace areas for each of the following uses and a total gross internal floorspace of 19,025 sq m:

- a. 13,800 sq m offices
- b. 2,800 sq m Leisure/Entertainment
- c) 2,350 sq m Community/ Medical/Creche
- d) 1,500 sq m Retail/Restaurants/Cafes
- e) 500 sq m Exhibition Space
- f) 480 sq m Residential
- g) 2,000 sq m Hotel

Reason - To ensure that the development delivers an appropriate mix of uses in accordance with the Local Planning Brief.

8. The highway mitigation measures set out in section 9 of the submitted Transport Impact Assessment Rev A dated 11 March 2013 and on submitted drawing no. cg01_TIA Rev A/02 shall be carried out to adoptable standard prior to the first occupation of any office building on the site approved under this permission.

Reason – In the interests of road safety and traffic management

9. Unless otherwise agreed, the development hereby approved shall make dedicated provision for 50 car parking spaces for the proposed cinema, and other leisure/entertainment uses, and 50 spaces for hotel use.

Reason - To ensure adequate car parking is provided for these uses

10. Unless otherwise agreed, no more than 6,800sq m of the office floorspace hereby permitted shall be beneficially occupied until a cinema of a minimum gross internal floorspace of 1200sq m has been provided and is in commercial operation in accordance with details which shall first have been submitted to and approved by the Environment Department in accordance with condition 1 of this permission.

Reason - To ensure that the development delivers an appropriate mix of uses in accordance with the Local Planning Brief.

11. Unless otherwise agreed no more than 6,800sq m of the office floorspace hereby permitted shall be beneficially occupied until restaurant/cafes of a minimum gross internal floorspace of 400sq m has/have been provided and is/are in commercial operation in accordance with details which shall first have been submitted to and approved by the Environment Department in accordance with condition 1 of this permission.

Reason - To ensure that the development delivers an appropriate mix of uses in accordance with the Local Planning Brief.

12. Unless otherwise agreed in writing with The Environment Department no development, including site works, shall commence on site until a Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Environment Department. The CEMP shall include:

- a. a complete assessment of the impact of the demolition/construction phases on adjacent commercial and residential units;
- b. details of how noise can be controlled and how insulation measures to mitigate against noise within affected buildings are to be implemented;
- c. proposed hours of demolition/construction work;
- d. a programme and methods to be used for monitoring noise/dust during demolition/construction work;
- e. location for static site plant, building materials, site construction compound and site hoardings including their height and appearance;
- f. temporary lighting and hours of operation of lighting during demolition/construction.

Reason - In the interests of neighbouring amenity.

13. No external plant or machinery shall be installed on any building within the site without the prior approval of the Environment Department.

Reason - In the interests of visual and residential amenity

14. Unless otherwise agreed in writing with the Environment Department no development, including site works, shall commence on the construction of any new building until a full survey of the site has taken place to determine the extent of contamination of the land and the results, together with any remedial works necessary have been agreed in writing by the Environment Department; the building (s) shall not be occupied until the approved remedial works have been implemented and a remediation statement submitted to the Environment Department detailing what contamination has been found and how it has been dealt with together with confirmation that the site is in such a condition as to be suitable for the proposed use.

Reason - To ensure the suitability of the site for the development proposed.

15. No development shall commence on the "Project Indigo" site until a travel plan, relating to that site, has been submitted to and approved by the Environment Department and no part of

the "Project Indigo" site shall be beneficially occupied prior to the implementation of the approved travel plan for that part of the site; those parts of the approved travel plan that are identified therein as being capable of implementation after occupation shall be implemented in accordance with the timetable contained therein and shall continue to be implemented as long as any part of the development is occupied and the records of implementation shall be made available to the Environment Department

Reason - In order to reduce or mitigate the impacts of the development upon the highway network by reducing reliance on the private car for journeys to and from the site.

16. Unless otherwise agreed in writing with the Environment Department no development, including site works, shall commence on the "Project Indigo" site until a phasing strategy for the construction of the "Project Indigo" site, and a commitment to deliver the scheme in accordance with this strategy, has first been agreed in writing by the Environment Department.

Reason – To ensure the comprehensive development of the site

17. The application site is located within an area of possible archaeological importance and appropriate and satisfactory provision for mitigation measures to avoid damage to any archaeological remains, and/or for archaeological investigation and recording, shall be made in accordance with a scheme that shall be submitted to and agreed by the Environment Department prior to commencement of development. The agreed mitigation and/or investigations shall thereafter be carried out in full accordance with the agreed scheme, unless the Environment Department gives written approval to any variation.

Reason – The site is within an area of possible archaeological importance

OFFICER'S REPORT

Background:

This outline planning application was originally submitted on 16th January 2012 and scheduled for consideration by the Environment Board at the Open Planning Meeting on 13th November 2012. It was however withdrawn from the agenda of that Meeting in order to give consideration to legal advice by the Law Officers in respect of the status of Le Bouet Mixed Use Redevelopment Area, Outline Planning Brief (OPB). The advice given by the Law Officers was that the OPB had expired since it was originally adopted on 30th July 1998 and under the Law had effect for 10 years only from its adoption.

The development of the Mixed Use Redevelopment Area (MURA) had already substantially progressed under the OPB, and it was therefore considered that the OPB was still relevant to the consideration of this application. A Projet de Loi to revive the Brief, now called a Local Planning Brief (LPB) for a period of three years was therefore approved by the States in February 2013 and became Law in April.

The proposal now therefore falls to be considered under the revived LPB, the relevant Planning Policies in the adopted Urban Area Plan, and other Material Considerations under the Law.

Since the submission of the original planning application in January 2012, a revised Planning Statement and Traffic Impact Assessment has been submitted by the applicants together with revised illustrative designs.

Site Description:

The site comprises three areas within the MURA and a further area, the "Roundabout Site" just outside the area on the north western side of the Elizabeth Avenue roundabout. The areas, apart from the "Roundabout Site," are within the former Guernsey Gas works site and comprise the remaining undeveloped areas within the MURA. The four areas are as follows:

- "Project Indigo" which comprises the major development site of 1.3 ha (8.4 verges) is located to the north of Elizabeth Avenue and is bordered to the west and north by the rear gardens of houses in Grand Bouet and the Clarkes Estate and to the east by the service road at the rear of Trafalgar Court. The boundary to Elizabeth Avenue is enclosed by hoardings and the south east corner of the site is occupied at present by the four storey Sidney Vane House (1,310 sq m) which was the former headquarters of the Gas Company. The building is now mostly vacant but contains a gym on the ground floor and charity offices above. The remainder of the site previously contained a British Rail (Channel Express) warehouse building, now demolished. This site is now used for trailer and car parking on a temporary basis.
- The "Gateway Site" is a vacant site at the western end of the MURA. The site comprises an area of 0.13 ha located at the rear of the car park deck serving the retail area of Admiral Park. It borders Elizabeth Avenue on the northern side and the Bouet on the western side and is enclosed by timber hoardings along these boundaries
- The "Roundabout site" comprises an area of 0.1 ha and is located on the northern side of Elizabeth Avenue to the west of "Project Indigo" and is occupied by a pair of semi-detached houses within the Clarkes Estate together with a strip of vacant land bordering the roundabout which is included within the MURA.
- The "Corner Site" comprises a small open area of 287 sq m immediately to the south of the Waitrose building and forms the roof of the electricity sub-station for the site.

Relevant History:

PREA/2011/3444	Letter issued 24/11/2011 providing EIA screening opinion confirming EIA not required for current proposed development.
OP/2009/3581	Outline permission for residential development granted 08/03/2010 on "Gateway" site – all matters reserved.
PAPP/2004/4420	Permission in Principle granted 29/11/2005 for erection of retail and leisure facilities and petrol filling station.

Existing Use(s):

"Project Indigo"	Parking (use class 33) Offices (use class 22) and gym (use class 29) (Sydney Vane House)
"Gateway Site"	Vacant land
"Corner Site"	Vacant site over electricity substation
"Roundabout site"	Residential (use class 1) and vacant land

Brief Description of Development:

The application is an outline one for the erection of offices, residential, retail, hotel and leisure facilities. The applicants have now agreed a reduced total gross floor area of 19,025 sq m with all matters, except for access, reserved for future consideration. The proposed maximum areas per use would now be as follows:

Use	Total Gross Internal Floorspace (sq.m)
Offices	13,800
Leisure/Entertainment	2,800
Community/Medical/Crèche	2,350
Retail/Restaurants/Cafes	1,500
Exhibition Space	500
Residential	480
Hotel	2,000
Total	19,025

The application makes clear that the sum of the floorspace of the individual uses exceeds the overall total floorspace in order to allow a degree of flexibility in the way in which reserved matters could come forward.

The planning application is supported by Parameter Plans, a Traffic Impact Assessment and a Site Investigation Report and, although not explicitly stated, the submitted Planning Statement acts as a co-ordinating document. There is also a set of concept designs submitted for illustrative purposes only. The development can be described as follows:

“Project Indigo”

The submitted parameter and illustrative plans show a u-shaped form of development with a semi-basement car park for 470 vehicles over most of the area, made up of 199 standard spaces, 15 disabled spaces and 128 stacker spaces incorporating mechanical parking systems. The proposed mass of development would be 2 storeys above deck level on the western side, 3 storeys above deck level on the northern side, 4 storeys above deck level on the eastern side and 6 storeys above deck level on the site of Sydney Vane House in the south eastern corner of the site. The illustrative plans show 6 office buildings, a separate cinema building in the south western corner and an attached gym. In the centre of the development would be a restaurant and a cafe.

“Gateway Site”

The illustrative plans for this site show a two storey building with basement car parking for 33 cars, 20 of which are tandem. Access would be at the southern end of the site from the Bouet. These drawings indicate that the proposal is for a medical centre of 1743 sq m gross area.

“Corner Site”

The illustrative plans indicate a two storey building providing a crèche of 450 sq m which it is understood is to serve shoppers at Admiral Park.

“Roundabout Site”

The parameter plans indicate the demolition of a pair of semi-detached houses in the Clarkes Estate and the construction of a curved building with a car park at lower level containing 19 spaces, 9 allocated for the residential units, and two floors of residential above containing 2, two bed and 4, one bed units.

Access

The proposed access into the Project Indigo site would be from the existing access into the site on the north side of Elizabeth Avenue. A new access would be formed onto the roundabout to the west to provide an exit route from the development. Elizabeth Avenue would be widened on the south side to enable the carriageway to be realigned and the left hand lane onto Les Banques to be extended. This would result in the loss of the cycle lane along Elizabeth Avenue, but an alternative route would be provided along Rue du Commerce and First Tower Lane into the rear of the site.

The traffic signals on Les Banques would be modified and a staggered pedestrian crossing provided to the north of the junction as well as the realignment of the traffic island on the south side to facilitate HGV right turns from Elizabeth Avenue. Pedestrian crossings and a new bus shelter would also be provided along Elizabeth Avenue.

Supporting Information Submitted with the Application:

Revised Planning Statement - summary:

- The outline planning application seeks to establish the principles of development including land use, quantum, scale, massing and access; all matters, except for access, are reserved for future consideration
- It is envisaged that the scheme will come forward as a mixed-use development incorporating a combination of land uses, including offices, leisure/entertainment, community/medical/crèche, retail/restaurants/cafes, exhibition space, residential and an hotel.
- A series of parameter plans establish the development parameters in terms of height, width, depth, footprint, public realm and associated structures; these together with a planning condition imposing control over the overall maximum total floorspace and a maximum floorspace per use will create the parameters against which reserved matters applications can be pursued for individual phases of the development
- The total floorspace proposed exceeds the overall total floorspace but this is in order to allow a degree of flexibility in the manner in which reserved matters come forward
- Development of this scale needs to come forward in phases over a period of time and within this time there will be a number of changes in economic conditions and occupier demand and the proposed floorspace approach aims to provide some flexibility in how reserved matters come forward whilst ensuring that the original intentions of the MURA are not undermined
- The MURA planning brief states that the total amount of office space provided within the MURA must be subsidiary to the primary uses of the site
- The approval of the retail development of Leales Yard has altered the way in which the retail needs of the island will be met and has required some reconsideration of the uses appropriate for the remainder of this area but we have sought to retain a balance of uses
- The intention is to provide modern but flexible office accommodation
- The applicant commits to making land available for the creation of a cinema although its construction will be dependent on identifying an operator and the indicative scheme provides an indication of how this could come forward.
- It is not intended to commit to providing facilities such as an hotel but an opportunity could exist in the future to bring a “budget hotel” to Guernsey
- It is also intended to bring to Admiral Park uses complementary to the office elements – cafes, bistros and restaurants as well as supporting retail such as dry cleaners and newsagents - this latter element will be limited in nature due to the comprehensive offering provided by Waitrose
- The introduction of a crèche and gym are also proposed

- A flexible approach to car parking will be required and it is intended that the car park will also operate during the evening and weekend
- In terms of housing the Brief estimates that the MURA should deliver at least 40 new homes of which 127 have been developed and it is not therefore necessary for further residential development to be provided
- The MURA was originally seen as an appropriate location for retail development, particularly for convenience shopping and bulky goods which has been met through Waitrose and B & Q; Leales Yard has received planning permission and the site is no longer appropriate for significant new retail floorspace
- A requirement of the MURA was for small scale workshops and industrial premises but it is not considered that these are now suitable for Admiral Park
- It is now proposed that within this last phase of development there would be 13,800 sq m of new office floorspace (48.4% of the total floor area) which is considered to satisfy the original objectives of the Brief.
- These proposals are consistent with the identified needs of the Urban Area Plan which identifies Le Bouet as one of only two areas where offices should be built
- The other proposed uses will enhance the mix and balance of uses in accordance with the Urban Area Plan and the Brief
- The parameters and illustrative scheme provide certainty and confidence that an acceptable scheme can come forward and appropriate conditions can be put in place to inform detailed design moving forward
- The application is accompanied by a Traffic Impact Assessment that has been updated to reflect the changes to the scheme namely a reduction in parking numbers
- The design team has considered the potential for the retention of part of the cycle way along Elizabeth Avenue but as set out in the Traffic Impact Assessment the loss of the cycle way is outweighed by gains in road width to enable the left and right hand turn lanes to be incorporated onto Les Banques
- Clearly there is a balance to be struck between highway safety and operation by maintaining traffic flow and the needs of pedestrians and cyclists
- An alternative cycle route connecting First Tower Lane and Rue de Commerce to Les Banques is now proposed
- Pedestrian access is of a good standard with footways provided on all routes and crossing facilities located on desire lines
- Bus stops are provided in the eastbound and westbound direction along Elizabeth Avenue with further stops along Le Bouet and Les Banques
- Car parking is provided within a basement for office uses and has been integrated within the development
- Within the basement a maximum of 470 parking spaces will be provided with the actual amount calculable at the reserved matters stage, a reduction of 165 spaces from that originally proposed
- A car parking management plan will be prepared in discussion with the operators/tenants
- The development is well served by public transport services and pedestrian infrastructure is of a good standard and following the introduction of highway mitigation works there will be an improvement on the current highway capacity
- A Geo Environmental Report was prepared in December 2006 and concluded that contamination was not considered to present a significant risk during development and associated groundworks although further consideration would be required concerning asbestos removal but it is suggested that a contamination watching brief is attached to the outline permission
- There will be a need to phase implementation; the first phase will be construction of the basement car parking and to fund this there is a requirement to bring forward land uses that will subsidise this

- It is proposed that following the basement construction up to 11,000sq m of office floorspace can be implemented
- In the second phase of development it is proposed that the leisure/entertainment uses are brought forward ahead of any further office floorspace
- The applicant accepts that this phasing can be controlled through planning condition/legal agreement

Site Investigation Report prepared in June 2005 – summary:

- Ground beneath the phase 4 area contains slight PAH, Zinc and Cyanide contamination as a result of the site's historic use
- Concentrations varied across the area and samples demonstrated that where present the contamination is confined to the upper 0-1.5m of made ground
- Elevated concentrations of contaminants are present within BH(borehole)406
- Contamination within the southern half of the site will be capped with hardstanding thereby breaking the human health pollutant linkage.
- The made ground and underlying natural ground in the northern half of the site will be excavated as part of the construction of an underground car park and the majority of this material, with the exception of the material in the vicinity of TP(trial pit)402 and BH(borehole)406 is considered acceptable for disposal at Longue Hougue
- The made ground in the vicinity of TP402 and BH406 should be segregated, stockpiled, tested and treated if necessary prior to disposal

Revised Traffic Impact Assessment - summary:

- 470 parking spaces on a single basement level, incorporating stacker spaces would be provided via a new circulation route around the site
- No dedicated parking is proposed at the day nursery as trips will be drop-off/collection and do not require additional facilities
- The development will generate 387 additional two way AM peak hour trips and 325 additional two way PM peak hour trips
- Traffic travelling to/from Project Indigo is therefore unlikely to have a significant impact on accessibility to the adjacent retail park
- It is proposed to extend the left-turn lane from Elizabeth Avenue and to remove the Les Banques crossing south of the junction and stagger the crossing north of the junction to result in a junction which performs significantly better
- Upgrade of the signal controllers at Elizabeth Avenue and Le Bouet will further improve capacity
- At the Le Bouet/La Vrangue/Pitronnerie Hill junction upgrade of the signals and pedestrian detectors is proposed
- The widening of Elizabeth Avenue allows the introduction of a short right turn lane for vehicles turning into Trafalgar Court
- Signage, road markings and lighting along Elizabeth Avenue will be upgraded and modifications made to traffic islands at Les Banques, Elizabeth Avenue to better facilitate HGV movements
- New pedestrian crossings are proposed on Elizabeth Avenue
- Replacement cycle crossings and routes are proposed following removal of a section of the Elizabeth Avenue cycleway
- A wide range of sustainable transport promotional measures have been identified for inclusion within any future travel plans developed by occupiers
- The development is well served by public transport services and pedestrian infrastructure is a good standard
- Following the introduction of highway mitigation works the local network performs well, if not better, than the 'do nothing' scenario
- The development can therefore be safely accessed by all modes of transport

Response to the TSU's comments on Traffic Impact assessment – summary:

- The Traffic Impact Assessment (TIA) has been prepared in accordance with the States requirements with reference to standard UK approaches defined in the UK Department for Transport's "Guidance for Transport Assessment"
- It has been agreed with the TSU that the impact of additional cinema seats on peak hour traffic capacity is negligible
- The list of proposed travel plan measures omits the pedestrian priority crossing in Elizabeth Avenue and parking restraint through provision of fewer parking spaces
- The TSU acknowledge that the revised parking is broadly in line with other developments in the area and welcome the travel plan initiatives
- The revised TIA demonstrates that the proposed parking has sufficient capacity to cater for all the proposed land uses based on robust assumptions and trip rates agreed by the TSU
- The original Bouet MURA plan was in 1997 and set the parameters for the highway based on traffic conditions at the time
- The works proposed by the applicants will significantly increase traffic capacity compared to that envisaged in the 1997 study and thus a higher quantum of development can be accommodated in the area
- In the urban environment traffic capacity is determined by junction rather than highway capacity and as acknowledged by the TSU highway capacity is not considered an issue
- As agreed with the TSU, the TIA models five junctions to quantify the impact of development; at Pitronnerie Hill where physical improvements cannot be made but where signal control equipment improvements are proposed; at Le Bouet/Elizabeth Ave junction, the Elizabeth Ave roundabout and the Trafalgar Court/Elizabeth Ave priority junction which are shown to have no capacity issues resulting from the development; and the Elizabeth Ave/ Les Banques junction where highway works and signal control improvements are proposed resulting in the junction performing significantly better.
- Only Pitronnerie Hill can be considered to perform worse following development and associated highway improvement works
- The analysis is deterministic and assumes that drivers will not change their mode, time or route of travel in response to changes in local highway conditions
- The analysis is presented for peak hours only and for the remaining 22 hours of the day the junctions will perform significantly better than the results summarised in the TIA and the changes to the signal controls should see a reduction in off-peak times
- The proposed signal improvements at Pitronnerie Hill would result in better performance than that presented in the TIA as the proposed signal equipment upgrades are proven to increase capacity by 5-10% and reduce delays by 10-30% sufficient to offset much of the impact of the development
- At the Elizabeth Ave junction the TSU note some drawbacks regarding the proposed works but the crossing on the southern side has been removed in order to change the signal operations to increase efficiency; the majority of walking trips are likely to be on the island side and therefore unaffected by the proposal and an alternative crossing is proposed for cyclists tying into the new cycle lane along First Tower Lane
- Modal shift onto cycling would be encouraged by measures such as secure, well lit parking facilities, showers and lockers not the removal of 150m of cycleway
- At the Red Lion Roundabout a technical note submitted to the TSU showed that the development would contribute 2% additional vehicles through the junction which is below the threshold for assessment and since the proposed development has little impact on this junction did not believe it appropriate for the developer to fund any improvements here
- A technical note submitted to the TSU concluded that there was negligible impact resulting from the development on retail access as the proposed office development

has different peak hours to retails, traffic entering or exiting the proposed development would not interfere with queues into the retail park and the retail park issues are largely due to the location of two pedestrian crossings across the entrance which are not within the control of the applicant

- We believe that the works proposed will result in an increase in traffic capacity in this area via physical works and signal upgrades, and following the implementation of these improvement works the impact of the development is acceptable in terms of highway capacity and can be safely accessed by all modes of travel.

Tall Building Design Statement – summary:

- The provision of a seven storey landmark building will provide the focal point for the completion of Admiral Park
- This landmark building will be subject to a detailed design appraisal as part of discharging the reserved matters of the outline planning application
- The proposed building will require an exemplary design and high quality of materials to justify its position and importance in the built landscape
- Any landmark building not only assumes prominence it must also assume a sense of pride, a reflection of the communities' aspirations and a celebration of its internal function. The Island has long lacked a building that proudly celebrates the success of the Island's finance industry, choosing instead to assimilate its built form with those traditional edifices constructed in different times for different purposes.

Relevant Policies of any Plan, Subject Plan or Local Planning Brief:

Urban Area Plan – Bouet Mixed Use Redevelopment Area

Le Bouet – Local Planning Brief

GEN2	Comprehensive development
GEN8	Safe and convenient access
DBE2	Developments with significant townscape impact
DBE9	Demolition of buildings and features
HO3	Mixed use development
EMP1	New office developments
SCR1	Community services
SCR6	Indoor leisure facilities

Representations:

1 letter of objection on behalf of an adjoining landowner raising the following concerns in respect of the proposal as revised:

- The increase in number of seats for the cinema by more than 400 seats is welcomed but concern remains that the insufficient car parking provision will deter any potential operator making an operator hard to come by
- To reduce traffic flow during peak times it is noted that the ARUP report suggests that the cinema should remain closed between 5pm and 6.45pm and during school holidays; there will be no additional car park spaces for the cinema, gym, restaurant or café other than the proposed 50 spaces for the gym, restaurant and café users, causing non-customers attempting to use the B & Q and Waitrose car park
- The Mallard cinema has 350 seats and 100 car parking spaces yet the underground spaces in the revised proposals have been reduced from 635 to 470 using stackers in a single basement
- Consider it strange for the number of cinema seats to be increased with less car park spaces

- It is asked that the revised proposals are compared to the extensive underground car parking provided in the St Helier leisure facility in Jersey to understand what should be required
- The B & Q/ Waitrose car park is private and closed after store hours and Terre a l'Amende notices will be issued to users of the adjacent facilities causing congestion and chaos
- No dedicated car parking spaces are provided for the proposed crèche
- It is wished to see a viable development since a well thought out development would attract further footfall and customers but there are serious traffic and car park implications.

Consultations:

Constables of St Peter Port – comments on revised proposals:

“The main concern is, as in our previous correspondence in February 2012, the impact of considerable additional traffic both in Elizabeth Avenue and the junctions with the Bouet and Les Banques. Whilst this may be eased somewhat by some road widening, the Douzaine have concerns that the additional facilities and car parking will, at peak times, cause severe disruption. As we have recently seen with the adjacent road works at the main Bouet junction, it takes very little to transform a minor tail-back into full scale grid-lock.

The Douzaine are, again, of the opinion that Block A/B is too high being at least one level above the existing skyline dwarfing both the multi-storey car park and Trafalgar Court.

Concerns were also raised that the residents of Clark’s Estate will lose all privacy with offices being situated so that their back gardens are over-looked. It is not clear from the plans if any screening is to be incorporated into the design”.

Culture and Leisure Department – States Archaeologist: - comments:

“The proposed deep excavation for underground car-parking would completely destroy any archaeological deposits in this area. Other large-scale projects in the vicinity – notably the excavation of the waste water holding tank at Belle Greve – have incorporated an archaeological watching brief in the project design, and we would like to recommend that the developers be asked to incorporate a similar watching brief here. The results from the Belle Greve project were encouraging, revealing finds and organic material dated to the Neolithic and early Bronze Age. It is by no means unlikely that similar deposits will survive beneath the Admiral Park site.”

Traffic Services Unit – comments:

“The Traffic Services Unit (TSU) has previously submitted a number of detailed responses in relation to the proposed development of this site at Admiral Park, most recently on 2nd November 2012, where it outlined a number of traffic management and road safety concerns relating to the movement of vehicles, cyclist and pedestrians through this site and on the surrounding roads infrastructure. Whilst it is noted that the latest proposals make further attempts to address these concerns, the overall predicted levels of vehicle movements through Elizabeth Avenue remain considerably higher than was envisaged in the original Outline Planning Brief issued in 1997.

Latest Proposals & Amended Traffic Impact Assessment (TIA)

The most significant amendments detailed in the latest proposals relate to:

1. A reduction in the level of office floor space provision from 15,712 m² to 13,800m² (representing an overall reduction of approximately 12%);
2. A reduction in the proposed level of car parking within the Project Indigo site from 634 spaces to 470 spaces (representing a decrease of some 26% over the original submission) and the introduction of a proposed comprehensive “green” travel plan designed to reduce demand for parking and help alleviate some of the aforementioned traffic management and road safety concerns (see below);
3. An increase in the potential seating capacity of the proposed cinema from 232 seats to up to 650 seats, depending on the eventual operator selected to run the cinema.

The proposed travel plan would involve:-

- Upgrading pedestrian crossing facilities to adoptable standards;
- A new bus shelter in Elizabeth Avenue adjacent to the Project indigo site;
- Up to 10 spaces within the development being provided for car sharing;
- A total of 47 cycle parking spaces being provided across the development;
- Lockers and secure storage facilities being provided within the office developments;
- Adequate lighting being provided within the cycle parking areas and on pedestrian routes into the site;
- A travel plan co-ordinator being employed for 3 years post occupancy to try to drive sustainable travel planning with occupiers of the site;
- High speed broadband being provided to the site to enable video and tele-conferencing to reduce the need for business travel.

Car Parking

The TSU clearly welcomes all of the above travel planning initiatives which represent a clear intention on behalf of the developer to seek to mitigate the overall impact of the development on future traffic volumes in the area. However, it has to be recognised that the overall level of proposed onsite parking is now significantly less than what was originally envisaged (down by 164 spaces from 634 to 470 spaces) and that this will represent a very real challenge to the businesses that will occupy these new offices. Given the absence of any viable parking alternatives in the immediate area it will be important to ensure that parking restrictions in the area are strictly controlled. It is also worth noting that the nearby parking at the Waitrose and B&Q premises that are located in close proximity has recently been subjected to a Terre a L'Amende restriction.

Notwithstanding the above, the applicant has indicated that the level of parking indicated in the latest proposals would be 1 space per 29.4m² of office space and this is considered to be broadly in line with other office developments in the area. [The previous TIA for the site indicated parking provision for other offices in the area of 1 parking space per 25m² of office space.]

The TSU understands that the application is submitted on the basis that dedicated provision of parking spaces for each of the different uses of Project Indigo parking spaces is not required as, on the whole, the times for peak use should not conflict as they are split between work and leisure times. Whilst it is clear that access to the cinema can relatively easily be limited to times outside of normal office hours, it is unclear exactly how the developer intends to control access to the ‘shared’ parking for the restaurant, café and gym for non-office workers? For the purposes of the TIA these users have been recorded as being incidental (quoted in the Report as ‘not a net attractor’) but the reality is that there are likely to be people seeking to make use of these facilities during office hours.

Vehicle Movements

Whilst there has been a reduction in office space for the development, the (am) and (pm) peak additional traffic movements are not dissimilar to those considered in the 2011 TIA. The table below is useful for comparison purposes.

Trips to Proposed Development	AM Peak Hr (Arrivals)	PM Peak Hr (Departures)	PM Peak Hr (Arrivals)	PM Peak Hr (Departures)
2011/12 Proposals	365	66	66	254
2013 Proposals	326	61	81	244

The revised submission (as compared with the previous version) envisages a relatively modest reduction of some 47 additional vehicle movements in the (am) peak and a small increase of 5 vehicle movements in the (pm) peak. However, overall vehicle movements through the site will still be considerably higher than was originally envisaged when the site was first identified for development in 1997 (approximately 1,400 movements in the (am) peak as compared with 630 in the original projections).

Highway Capacity

Whilst the additional traffic flows to/from Admiral Park generated by this latest phase of works are significant in number, the highway (road) network itself is considered to be capable of accommodating the increase. However, the same cannot be said for all of the road junctions in the immediate vicinity of the site.

Junction Capacity

It is recognised within the TIA that the traffic junctions in the vicinity of the development will struggle to cope with the additional flows combined with the existing significant number of movements they are already required to meet. The exceptions to this are the roundabout in Elizabeth Avenue and the junction of Le Bouet/Elizabeth Avenue which are not predicted to be significantly adversely effected by the proposals as they are currently operating below practical capacity.

A signal junction is recognised to have reached its practical capacity at 90% saturation after which significant queuing is likely. The increased traffic flows associated with the development, along with the background flows are expected to result in the Le Bouet and Vrangue Hill arms of La Vrangue Hill junction operating well over capacity during the (am) peak with the current signal set up. Le Bouet arm of the junction is predicted to run at 100% saturation and La Vrangue Hill at 102% saturation. The mean maximum queues would be expected to be 14 vehicles on Le Bouet arm, 34 vehicles on La Vrangue Hill and also 12 vehicles on Le Grand Bouet arm which it is calculated would be running at 1% below practical capacity. During the PM peak Le Bouet and Vrangue Hill arms of the junction are predicted to be operating over practical capacity at 94% and 92% respectively with similar length queuing to the am peak.

In the case of the Les Banques South (ahead/right) and the Admiral Park arm of the Admiral Park/Les Banques signal junction, they are also predicted to be operating over practical capacity during the (am) peak at 96% and 93% respectively. The predicted mean queue lengths would be 39 vehicles along Les Banques and 12 vehicles in Elizabeth Avenue.

It is clear that the proposed development would exacerbate existing congestion at the above junctions during the peak hours and this is recognised by the applicant who has suggested remedial measures be put in place to limit the impact of the proposals and background flows.

In the case of Le Bouet/Vrangue Hill junction this would involve installation of additional signal equipment known as MOVA or UTC. MOVA is a proactive self-optimising control system for traffic signals that effectively learns how best to manage peak time traffic flows. UTC is a system that co-ordinates multiple sets of traffic signals to progress vehicles in a more

organised manner. The applicant has also suggested pedestrian detectors on the crossings to eliminate push buttons being pressed and activating the pedestrian phase but no one crossing. This option may be problematic because it has been observed that some pedestrians push the button and then move to a position where they can cross diagonally to avoid having cross twice. It is probable that the position that they wait would not be picked up on the detection.

It is unclear from the TIA what the capacity benefits of using the above technology would be as there is no modelling of the with development and junction improvements scenario.

In the case of the Elizabeth Avenue/Les Banques junction the developer has recognised the shortcomings in terms of capacity of the current signal set up and is proposing significant remedial measures. These involve:-

- Removal of the cycle lane on part of the southern side of Elizabeth Avenue to properly accommodate 3 lanes for traffic entering and exiting. Currently the left turning lane out of Admiral Park only extends a few car lengths back into the site;
- Removal of the light controlled crossing along Les Banques on the Town side of the junction;
- The light controlled junction on the northern side of the junction becoming staggered, i.e. pedestrians will not be able cross from the seaward side of the road to Admiral Park in one movement;
- Introduction of a possible new cycle route around the northern boundary of the site with an associated light controlled crossing point along Les Banques adjacent to Carey House. This is considered to help offset the loss of the cycle path within the development to accommodate the full left turning lane for drivers exiting Elizabeth Avenue;
- Introduction of MOVA or UTC (as detailed above);
- Reduction in the length of the traffic Island on the southern side of the junction to improve the ease of articulated lorry turning manoeuvres.

With the above measures in place it is calculated that that the Les Banques/Elizabeth Avenue signal junction would operate well within the 90% practical capacity recommended. In fact it would be more efficient than if the current signals are left in place and no additional development takes place at Admiral Park. On the face of it this is very attractive, however it should be borne in mind that the capacity benefits do come with some drawbacks including:

1. Loss of the crossing on the southern side of the junction meaning that pedestrians would have to wait 3 times to cross the road if heading for the southern side of Elizabeth Avenue from the seaward side of Les Banques;
2. Cyclists would be likely to ride in the road within Admiral Park if travelling to the MURA from the south because of the omission of the cycle path. [In mitigation, the developer has highlighted that vehicle movements account for about 95% of all movements to/from the development and therefore suggest that the disadvantages need to be put in context. Whilst this is accepted, it also needs to be borne in mind that part of the reasoning for the significant reduction in the level of parking proposed for the Project Indigo element of the development is that businesses operating from the site would be encouraged towards "green" travel planning. It is therefore counterintuitive to remove cycling and pedestrian facilities.]
3. No assessment has taken place regarding the impact of the potential new 'cycle' signal crossing to the north of the site and its impact on traffic flows along the seafront.

Other traffic management issues

In respect of the Red Lion roundabout, the developers have responded to concerns previously raised by the TSU that potential improvements would need to be made to this junction by stating that the impact of this development is below typical thresholds for assessment and no mitigation methods are therefore proposed.

It is noted that existing delays at the entrance to the existing retail park, particularly at weekends, could be further exacerbated by any increase in traffic movements to and from this development at corresponding times. There is also the potential for traffic congestion to occur at drop off and, in particular, pick up times for the cinema (especially if a larger capacity cinema is built) if the area around the proposed lay-by area just to the north-east of the Elizabeth Way roundabout is not actively policed.

It should also be borne in mind that fewer bus services now operate through Elizabeth Avenue following the recent review of routes by the new bus operator (this has changed since the TIA was researched). However, this is not considered to be significant as there are still regular bus routes passing near the site along Les Banques and Grand Bouet.

Summary of key concerns

- The TSU still holds the view that the proposed improvements at Le Grand Bouet/La Vrangue junction will not sufficiently mitigate for the extra traffic generated by the development. Whilst it is considered that there are no other practical improvements that can be made, the proposed development will inevitably result in significant traffic delays at Le Grand Bouet /La Vrangue junction and in the surrounding area.
- Whilst it is appreciated that the impact of the development, in terms of through traffic and turning movements, at the Red Lion junction will be relatively low the junction is already at or over practical capacity and, therefore, even low increases in traffic flows attributable to the proposed development may have a significant detrimental effect on the ability of the Red Lion junction to operate satisfactorily. Whilst it is not possible to predict, it is likely that should increased congestion result at Les Banques/Admiral Park junction then more motorists may choose to use Le Grand Bouet. Accordingly, the TSU recommends that the potential signalisation of the Red Lion Roundabout, and associated synchronisation of any such signals with the Admiral Park signals should still be investigated.
- The developer has proposed a number of measures to help mitigate the additional traffic flows that will result from this latest development and the creation of a full length left turn lane out of Elizabeth Avenue onto Les Banques and proposed changes to pedestrian facilities will do a lot to improve throughput at the Les Banques /Admiral Park junction, potentially to the extent that it will manage predicted flows better than it manages current flows. However, it is also clear that the developer's endeavours to improve traffic flows at Les Banques/Admiral Park would be to the detriment of existing pedestrian and cyclist facilities. The TSU is wary of any efficiencies to traffic flows being carried out to the detriment of the safety of vulnerable road users. It is ironic that such measures are being proposed when the planned level of parking spaces is being reduced in an effort to further encourage alternative means of travelling to work other than by car. Clearly any adjustments to the phasing of the signals to improve pedestrian access would be to the detriment of traffic management arrangements.
- The significantly reduced number of parking spaces planned for the final phase of the Admiral Park Development (as compared with the previous application) is understood to have been negotiated with the developer and it is noted that an ambitious travel plan is designed to help reduce the reliance on the motor car for attending the new offices in the proposed development. However, the lack of alternative nearby parking, especially for

any weekday daytime users of the restaurant, café and gym could lead to unnecessary traffic congestion in the area.

Conclusion

Policy GEN 7 of the Urban Area Plan states that in considering proposals for development the Committee [Environment Department] shall have regard to the adequacy of roads and public utilities to cope with the increased demand. As far as can be ascertained, the existing roads infrastructure, including the addition of Elizabeth Avenue, was designed to accommodate the requirements of the original Le Bouet MURA. Whilst the proposed widening of Elizabeth Avenue will bring the main access road back to the width originally suggested by the Department's traffic engineers as being the minimum requirement to manage traffic flows, the concern remains that it is the signal junction capacities that will not be able to cope.

From what the TSU has been able to ascertain from reviewing previous planning documents for this site, the overall density of development at Admiral Park will be almost three times that envisaged in the original Outline Planning Brief / Urban Area Plan. It is therefore no surprise that the predicted traffic movements are now more than double that initially envisaged back in 1997 and whilst the overall density of development is not a matter for the TSU, the consequential effects on traffic management and road safety are.

Other than the transport related measures currently being recommended by the developer and the observations of the TSU detailed in this submission, there is little more than can physically be done to mitigate the traffic management and road safety risks associated with this application. The efforts of the Traffic consultants appointed by the developer to minimise the overall impact of this development should be applauded as should the efforts of the developer to meet recommended visibility splays at all new junctions and site accesses and to improve the standard of pedestrian crossings, lighting and traffic calming measures currently located in Elizabeth Avenue. However, it is the overall density of the development (of which this is simply the final piece of the jigsaw) that has led to significantly higher than originally anticipated traffic flows which have and will continue to put increasing pressure on the surrounding road junction controls.

The TSU therefore considers that with the scale of the development proposed for this site and with the limitations on the available measures that can be implemented to help mitigate traffic management concerns, the implications are likely to be:

- a) Significant delays in traffic flows at Le Grand Bouet / La Vrangue junction and in the immediate surrounding area;
- b) Increased waiting times for pedestrians (and possibly cyclists) wishing to cross Les Banques at its junction with Admiral Park;
- c) Likely increased delays at the Red Lion Roundabout.

It is possible that the concerns detailed in both b) and c) above can be mitigated to a degree through the implementation of further traffic management measures but there is no solution to point a) if the development proceeds as planned. In respect of b), any reduction in pedestrian waiting times will likely have a consequential impact on junction capacities.

In conclusion, the Traffic Services Unit is of the opinion that there remain some road safety concerns (in terms of managing pedestrian and cyclist movements to and from the site and facilitating vehicular access and parking for non-site users of the restaurant, café and gym during office hours) and relatively significant traffic management concerns in terms of several junction capacities in relation to the current application”.

Commerce and Employment Department – comments:

- “The site to which this application relates is located in a Mixed Use Redevelopment Area (MURA) between St Peter Port and St Sampson’s.
- The majority of the site has already been redeveloped for office, residential and large scale retail uses, with associated car-parking.
- The present application proposes a mixture of office, residential, retail and leisure uses, and if implemented will substantially complete the redevelopment of the MURA.
- The provision of further high quality office accommodation that meets the latest specifications is essential in order for the financial services sector on Guernsey to prosper and for the Island to remain competitive in comparison with other competing financial centres elsewhere.
- In addition to meeting current needs, there is a requirement for an element of “headspace” or over-supply in order to ensure that there is sufficient flexibility in the property market to meet the evolving requirements of different businesses in the sector.
- An element of over-provision is also essential in order to ensure that there is sufficient competition in the property market to prevent rent inflation, which would reduce the competitiveness of the sector.
- Sufficient availability of suitable high quality office accommodation is also essential in order to encourage businesses new to the Island to choose Guernsey in preference to other jurisdictions.
- Overall, there could be on average a demand for additional high quality office accommodation in the Island of some 50,000 sq ft per year, although this figure may include some refurbishment and/or redevelopment of current office space.
- In addition to the advantages that would be derived by the Guernsey community from the proposed leisure activities on the site, such activities would also be important to neighbouring businesses by attracting additional customers to the area.

The Commerce and Employment Department is of the view that the provision of further office accommodation on the Admiral Park site would make an important contribution to the future provision of office accommodation in the Island, and such provision is an essential component both in sustaining the present financial services industry in the Island and in making provision for its future development. In addition, the provision of retail and leisure facilities will improve the attractiveness of the area for the benefit of the surrounding businesses.

The Department supports therefore the application by Comprop (CI) Ltd for the erection of residential, office, retail and leisure facilities at various sites off Elizabeth Avenue at Admiral Park, Les Banques, St Peter Port.”

Guernsey Water – comments:

“As the above site is situated outside the Water Catchment Area, Guernsey Water raises no objection to this application.”

Culture and Leisure – comments:

“The leisure element is an important one, the opportunity for the new developments in cinema, fitness, restaurants and cafes would be welcomed in this location”.

Environmental Health Officer - comments:

“I have reviewed the documentation regarding the outline planning permission for the erection of residential, office, retail and leisure facilities at various sites off Elizabeth Avenue. I can confirm that this department does not wish to raise any objections to the outline application.

Whilst it is not directly relevant at this stage of the proposal, in relation to the findings of the Environmental Impact Report, I take this opportunity to highlight that areas of contamination have been determined on the site and that the applicant should be aware that site activities must adhere to the provisions within The Environmental Pollution (Guernsey) Law, 2004 and The Environmental Pollution (Waste Control and Disposal) Ordinance, 2010 in respect of handling, treating, transporting or disposing of waste and / or contaminated material. Copies of these pieces of legislation can be provided by this department as necessary and I would suggest that the Waste Regulation Officer is contacted, at the above address, at the earliest juncture prior to commencing groundworks to discuss these matters. I understand that this application is only seeking outline permission therefore this is merely for the applicant’s information at this stage.”

Summary of Issues:

- Compliance with Local Planning Brief
- Impact on character and appearance of the area
- Impact on neighbouring property
- Traffic and parking

Assessment against:

- 1 - Purposes of the law.**
- 2 - Relevant policies of any Plan, Subject Plan or Local Planning Brief.**
- 3 - General material considerations set out in the General Provisions Ordinance.**
- 4 - Additional considerations (for protected trees, monuments, buildings and/or SSS’s).**

The application is an outline one with all matters reserved, except for access. The application therefore aims to establish the principles of the development within the submitted parameters and maximum floor areas.

The site is within a Mixed Use Redevelopment Area (MURA) where an Outline Planning Brief, now a Local Planning Brief, (LPB) was approved in 1998 and has now been revived. The Brief has guided the development of the MURA which is now substantially complete. The proposal also falls to be considered under policies in the Urban Area Plan and in particular Policy EMP1 which states that the MURAs at Gategny Esplanade and The Bouet will meet the requirements for offices in St Peter Port.

The Commerce and Employment Department supports the application stating that the provision and availability of further high quality office accommodation that meets the latest specifications is essential in order for the financial services sector on Guernsey to prosper

and for the Island to remain competitive in comparison with other competing financial centres elsewhere.

The proposed development would contain a mix of office, retail, residential and community/leisure uses and would be compliant with the defined objectives of the Local Planning Brief. The submitted information indicates that the current office use on the site is 46% of other uses and that with the addition of the new development the office content would be 48.4% of the total gross development floor space. The Brief requires that the total amount of office space provided should be subsidiary to the primary uses of the site (i.e. less than 50%) and the proposed office floor space now accords with this.

There is already significant retail development in the MURA and no imperative to provide more given that permission has been granted previously for a major retail development at Leales Yard. The proportion of retail to be accommodated within the MURA has therefore been reduced by the developer and would now represent 18.7% of gross floor space.

The developer explains that the proposed amount of floor space within the application exceeds the stated total. This is so as to maintain a "degree of flexibility" until the submission of Reserved Matters. Provided the proportions of use remain as proposed, this would not appear to present a problem.

In order to secure the viability of the scheme the developer wishes to construct a minimum amount of office floor space but in order to ensure that the objectives of the Brief are met has suggested a condition that no more than 5,800sq m of the office floorspace shall be occupied until a reserved matters approval for the cinema has been obtained and implemented and made available for commercial occupation within 30 months of commercial terms being agreed with a cinema operator, and that no more than 11,000 sq m of office floorspace shall be occupied before the cinema is open for business.

With regard to the scheme itself this is an outline application where the only plans to be considered are the parameter plans. The parameter plans satisfy the Department's concerns regarding boundaries, buffer areas to protect neighbouring residents, and building heights in general but the scale and massing of the 7 storey building in the south east corner of the site (Block A) is an issue.

A Tall Building Design Statement has been submitted in support of this building and the applicant has suggested that a condition could be imposed requiring any building more than six storeys to include a statement to demonstrate compliance with the principles set out in the Tall Building Design Statement. This statement however does not set out objective design principles that would apply to the building. For example whether it will contain public uses such as a café/restaurant, its ground floor design and interaction with the public and its roofscape form and silhouette to ensure an enhancement of the skyline. The Constables also raise concerns about this aspect of the proposal stating that Block A/B is too high being at least one level above the existing skyline dwarfing both the multi-storey car park and Trafalgar Court.

With regard to traffic impact, Elizabeth Avenue will be widened to allow a longer two lane approach to the junction. This will result in the loss of the cycle lane along Elizabeth Avenue, with an alternative route at the rear of the site via First Tower Lane. No modifications are proposed to the retail park entrance but a new access would be formed onto the roundabout to provide an exit route from the new development. Pedestrian crossings in Elizabeth Avenue will be relocated, traffic signals on Les Banques would be modified and the traffic island to the south of the junction would be realigned to facilitate HGV right turns from Elizabeth Avenue. At the Pitronnerie Hill/Vrangue junction, where no junction improvements are possible, improvements to the signals would be carried out.

The revised TIA reduces the provision for car parking and calculates that the number of spaces proposed equates to one space per 29.4 sq m which it states is broadly in line with other developments in the area. It also puts forward a raft of measures to facilitate other modes of travel, which could be included within a travel plan, such as car share facilities, enhanced cycle parking, and public transport ticketing assistance.

The TSU has commented that the predicted traffic movements are now more than double that initially envisaged in the OPB. It adds that with the limitations on the available measures that can be implemented to help mitigate traffic management concerns, there are likely to be significant delays in traffic flows at the Vrangue junction and in the immediate surrounding area, increased waiting times for pedestrians (and possibly cyclists) wishing to cross Les Banques at its junction with Admiral Park, and increased delays at the Red Lion Roundabout. The TSU adds that it is possible that the last two concerns could be mitigated through the implementation of further traffic management measures but there is no solution to overcapacity at the Vrangue junction if the development proceeds as planned.

The applicants have responded to this by stating that the proposed signal improvements at the Vrangue junction would result in better performance than that presented in the TIA as the proposed signal equipment upgrades are proven to increase capacity by 5%-10% and reduce delays by 10-30%, sufficient to offset much of the impact of the development and that it is only during peak hours that the junction would be overcapacity. They add that the works proposed overall would significantly increase traffic capacity compared to that envisaged in the 1997 study and thus a higher quantum of development can be accommodated in the area.

Conclusions

Compliance with the Outline Planning Brief:

The proposed mix of uses accords with the objectives of the Local Planning Brief. The overall quantum of office floorspace proposed is now less than 50% of the total gross development floorspace in accordance with the requirements of the Brief. It is important however that the proposed leisure uses, and in particular the cinema, are provided in a timely manner. The applicant has advised that in order for the scheme to be viable, and in view of the costs involved in the provision of the car park deck, the development of 5,800 sq m of office floorspace should be delivered before a reserved matters application is submitted for a cinema and suggests a condition to this effect. Such a condition would not however result in the delivery of a cinema and the applicant has suggested that the cinema would be delivered on completion of 11,000 sq m of office floorspace. Such a figure however would represent nearly 80% of the total office floorspace proposed. It is considered that a figure of 6,800 sq m, which is just less than 50% of total office floorspace, would be more appropriate and should be conditioned accordingly.

With regard to cinema size the illustrative designs as originally submitted indicated that the proposed cinema would have a floor area in the region of 1200 sq m. Indicative sketch plans have now been submitted showing 3 options for this floor area, a 624 seater 4 screen layout, a 714 seater 4 screen layout and a 638 seater, 3 screen layout. Such size cinemas have operated successfully in other centres in the UK.

It is important however that a meaningful amount of leisure space is provided within the scheme, in order to comply with the mixed use status of the site, and a cinema is seen as a welcome use within this area. It is therefore considered that any condition requiring the provision of a cinema should also provide a minimum floorspace figure of 1200 sq m for the cinema. Similarly with regard to the proposed café/restaurant uses these are again an

important part of the scheme bringing vitality into the area and a minimum provision of 400 sq m for these should also be conditioned.

Scale and massing and impact on neighbours:

The overall height and massing of the buildings as shown on the parameter plans is considered to be acceptable apart from the height of the tall building. This building is shown as "6 storeys above deck level." The existing tall building at Trafalgar Court, to the east of this, is a five storey building, with a height of 26.156 above datum. This building already appears as a prominent mass of building when viewed from Elizabeth Avenue and from Les Banques. It is considered therefore that any tall building on the site should be restricted to 5 storeys above deck level with a maximum building height of 29.9m above datum and conditioned accordingly.

Otherwise the massing of the buildings shown on the parameter plans is considered to be acceptable as are the buffer zones to protect neighbouring residential amenity. Although no private amenity space is shown for the proposed residential units, a large area of communal space is shown, and is considered to be acceptable.

Traffic Considerations:

The TSU remain concerned about the overall size of the proposal and in particular the impact of this on the road network and conclude that there remain some road safety concerns (in terms of managing pedestrian and cyclist movements to and from the site and facilitating vehicular access and parking for non-site users of the restaurant, café and gym during office hours) and relatively significant traffic management concerns in terms of several junction capacities in relation to the current application.

The applicants have been able to address some of the issues raised but there are limitations on improvements at the Vrangue junction and it is accepted that during peak periods there will be increased delays. The development of the site has however been accepted in the Local Planning Brief and the Urban Area Plan, and proposals for retail and leisure development and a filling station have been previously approved in principle. The proposal would equate overall to less than 20% of the total floorspace of the MURA.

The proposal will also bring forward long-awaited improvements to the Les Banques/Elizabeth Avenue junction which are welcomed by the TSU who state that with the improvements this junction would operate well within the 90% practical capacity recommended and would be more efficient than if the current signals remain and no development takes place.

It is concluded, on balance, that the highway impacts identified by the Traffic Services Unit, which can be mitigated to some degree, would not justify the refusal of outline planning permission for the development as proposed which would have considerable benefits for the island economy. It is important however that the highway mitigation measures put forward by the applicant are provided before occupation of the first office building and this should be conditioned.

Parking:

Parking has been reduced within the revised scheme to encourage other modes of travel and 470 parking spaces are now proposed, instead of 634 spaces, within the lower parking area. The parking guidelines in the Urban Area Plan do not provide any standards for office development outside the central area but within the central area indicate that 1 space per 100 sq m would be appropriate. Although the site is not within the central area it is well served by

bus routes and using the standard of 1 space per 70 sq m, as required for professional offices, in the region of 200 parking spaces would be required for the offices. Having regard to the indicative floor areas submitted, and using the guidelines in the Urban Area Plan, the cinema/gym uses would require 1 space per 30sq m that is 53 spaces, the café/restaurant would require 1 space per 8 sq m that is 63 spaces, retail would require 1 space per 20 sq m that is 55 spaces, and a 50 bed hotel some 50 spaces. This would total 421 spaces.

The total number of spaces proposed is still therefore above that required for a development of this size and will be subject to different peak times for the day time work users and the evening leisure users. The applicants have advised that the parking provision is designed so that leisure visitors (including the cinema) would not need to use the mechanical parking spaces. The TSU has raised the availability of parking as an issue however and it is suggested that the submission of a car park management plan should therefore be conditioned and that dedicated provision should be made for a minimum of 50 spaces for use by the proposed leisure/entertainment uses and 50 spaces for the hotel.

The applicants have also agreed to put in place a travel plan, which proposes developer measures and occupier measures aimed at facilitating other modes of travel. The developer measures would include car share parking spaces, cycle parking spaces, lockers and secure storage for cyclists and a travel plan coordinator for three years post occupation. Occupier measures could include car share schemes, a pool car, public transport ticketing assistance and avoiding scheduling film start times on weekdays between 1700 and 1845hrs. Requirements for a travel plan would need to be conditioned.

The objector's comments regarding the provision of parking spaces relate mainly to concerns that the users of the site, and in particular the cinema, would make use of the adjacent B & Q/Waitrose car park. This is however a management matter and cannot be considered as material to the planning application. The Traffic Impact Assessment does not suggest that the cinema should be closed between the peak times of 5pm and 6.45pm but suggests, within the occupier measures for managing car parking, that weekday programmes do not start during this time. The main use of the cinema would in any case be in the evening when the offices are closed and car parking would be available. With regard to parking for the crèche this is seen as a "drop-off" facility for which parking would not be required.

The proposal is an outline one which, subject to the submission of satisfactory reserved matters applications, would lead to the welcome completion of the development of the MURA in accordance with the Local Planning Brief and Urban Area Plan.

The recommendation is therefore to grant outline planning permission for the development subject to the conditions set out above.

Date: 08.07.2013