



# MEMORANDUM



**FROM:** CHIEF TOWN PLANNER

**TO:** Permanent Secretary (Defence and Security)  
Prime Minister's Office

**OUR REF.:** 0445/03/2015B

**DATE:** 2016-04-21

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**Subject:** Application # 0445/03/2015: Erection of Hotel  
at Bay Street, St. Michael

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1. **INTRODUCTION**

The subject application is referred to the Minister with responsibility for Town Planning in accordance with Section 18 (1) of the Town and Country Planning Act, Cap 240.

The applicant has been duly notified.

2. **THE PROPOSAL**

This proposal was submitted on March 30<sup>th</sup>, 2015, on behalf of Vision Developments Inc., by Floyd Sealy Architects Ltd (agent), for the erection of a Hotel, Events Facilities and ancillary buildings at Lower Bay Street, St. Michael.

The proposed development will include a fifteen (15) storey hotel at an approximate height of 172' 3" (52,500 m<sup>2</sup>), comprising one hundred and eighty-two (182) rooms, and nineteen (19) private residences, which are proposed on the seaward section of the development site. On this section it was also proposed to construct a pier, three (3) restaurants, bar, pool and spa. However by correspondence dated December 18, 2015, the agent informed the Chief Town Planner that the proposed offshore structures should be deleted from the present application, as it is their intention to re-apply for these structures at a later date.

On the landward side of the development site an events building and other ancillary buildings are proposed. These consist of a four (4) storey annex building, which include parking and conference services comprising two (2) ballrooms combine with three (3) smaller meeting rooms, with a courtyard and roof top terrace.

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From the plans submitted it is also proposed to link the development on the landward and seaward side by means of 21' 0" bridge to be constructed over Highway 7 at Lower Bay Street.

### **3. SITE CHARACTERISTICS**

The proposed development site is bounded by the Caribbean Sea to the west, and is dissected by a Class 1 Road, Highway 7. The seaward section of the development site was occupied by two buildings, which have recently been demolished. However, still standing along the frontage of the development site, is an historic guard wall, the only remaining feature of the previously demolished Old Harbour Police Building, which was listed. The land ward side of the development site houses a single storey building, which was previously used as a government office, but the use has since been abandoned.

It falls within Zone 5 of the Water Protection Area.

### **4. LITERATURE REVIEW**

There are a number of primary documents which were used to help inform the planning analysis and recommendation regarding this proposal. These include: the following:

#### **Physical Development Plan (PDP) Amended 2003**

The Physical Development Plan, (PDP), Amended 2003, seeks to guide growth and development across the island within the context of sustainable development, and to ensure that development, while meeting the needs of the present, does not compromise the ability of future generations to meet their own needs. This also includes the preservation and conservation of the island's cultural heritage, both built heritage and areas of archaeological importance. This is aimed at ensuring that future development within Historic Bridgetown and Its Garrison is undertaken in such a way so as to avoid any compromise to the integrity of the Property, and that it remains a reflection of the cultural heritage of the island.

The proposed development site falls within the Urban Corridor and Central Bridgetown generally, but more importantly, it falls within the UNESCO World Heritage Site of Historic Bridgetown and its Garrison, (HBG). The management and preservation of this site is critical, not only because Barbados is signatory to the UNESCO 1972 convention aimed at protection and preservation of all forms of culture, but because it provides the basis on which the island is seeking to diversify its tourism product through expanding the heritage tourism component.

## Management Plan for Historic Bridgetown and its Garrison

This plan is used as a planning tool to ensure effective protection of HBG in a manner in which development will be harmonious and sustainable, thus preserving the rich cultural heritage for future generations. In particular, the Planning Office is mandated as set out in Section Two – Management System Framework that in providing for the orderly and progressive development of land within the HBG boundary, it will ensure that future development sites do not have a negative impact on the Outstanding Universal Value of the Property.

The proposal will therefore be assessed against the policies set out in these documents.

### 4. CONSULTATIONS

#### Heritage Impact Assessment

Given the location of the proposed development, a Heritage Impact Assessment (HIA) was required. The HIA is an integral component of the planning process, and if prepared satisfactorily, should provide enough information to inform the understanding of the impacts of the proposal on the Outstanding Universal Value of HBG.

To assist in this process, inputs were sought from the Barbados National Trust, (BNT); the Barbados Museum & Historical Society, (BM&HS); the Natural Heritage Department, (NHD); Ministry of Transport and Works, (MTW); Coastal Zone Management Unit, (CZMU); Chief Fire Officer, (CFO); Building Standards Authority, (BBSA); Barbados Port Authority and the Division of Energy and Telecommunications and the comments and recommendations received are listed as follows:

#### Barbados National Trust (BNT)

*"The Sentinel Committee of the Barbados National Trust has assessed the proposal for the construction of a fifteen (15) storey hotel by the Hyatt Group on Lower Bay Street, Bridgetown, St. Michael.*

*The committee expresses grave concern about the negative impact a building of this size, height and design will have on the UNESCO Heritage site of Historic Bridgetown and its Garrison. There are concerns about the effect that such an intervention would have on our inscription and the sustainability of our status and accreditation.*

*Two issues stand out:*

*It is considered that the building is neither attractive nor appropriate for the site in that its scale overshadows all other buildings within the designated heritage area, and the design will appear as a huge square block from all*

approaches. The Committee is of the view that the design should be reconsidered and it is willing to engage in discussions and a review of the project.

There is also a concern that such a major intervention will have a serious visual impact on the skyline of the entire Heritage site. This is not therefore just a localized issue because it will dominate the length and breadth of the historic landscape which was the basis on which the World Heritage Status was awarded. Furthermore, the erection of such a building within the boundaries of the designated heritage site will create a precedent for the construction of other intrusive building types within the zone.

Having said this, the Sentinel Committee feels there is still room for compromise and adaption of the plans to create a more integrated architectural style and density if the decision is made to proceed with a hotel at the site because the design issue is critical."

#### **Barbados Museum & Historical Society (BM&HS)**

"Dear Sir

We have reviewed the above captioned application **0445/03/2015** for the **Erection of a Hotel** at Bay Street, St. Michael by Vision Development Inc. Our response specifically concerns the findings of the Heritage Impact Assessment (HIA) for the proposed Carlisle Bay Hyatt Hotel.

In the main we do not have an issue with the Heritage Impact Assessment (HIA) as it is suitably thorough in its analysis but wish to draw attention to some concerns as they relate to the visual impact of the building in relation to the Outstanding Universal Value (OUV) of Historic Bridgetown and Its Garrison as it falls within the precincts of this World Heritage Property.

1. Page 17 of the HIA states that the proposed building as it relates to criterion (iii) has no discernable impact on the "original footprint of the existing street layout". Whilst this statement is correct, it omits a consideration of a visual impact of the 15 storey hotel and 4 storey event facility in relation to the OUV of the site, specifically with regard to the architectural language evidenced in that streetscape. It is imperative that a Visual Impact assessment (VIA) be conducted and that the architectural language of both buildings are complementary to the streetscape and its language.
2. The HIA had made no mention of the Pier Bar/Restaurant. It is imperative that an Environmental Impact Assessment (EIA) and/or Heritage Impact Assessment (HIA) of that building be undertaken as well given that potential marine life and maritime heritage may be found extant during construction. As such, a watching brief for both terrestrial and maritime heritage resources is imperative for the site. If such a study has already

been undertaken, it would be beneficial if it is shared with the reviewing agencies to inform our review process.

3. At this time the Museum must voice its objection with regard to the construction of a bridge across the public roadway as depicted in the hotel's south-east elevation as detrimental to all 3 criteria under which the OUV for Historic Bridgetown and Its Garrison has been recognized and granted. Such construction must therefore be considered deleterious to the OUV as it significantly alters the streetscape, layout and visual impact of the historic property. It must therefore be stressed that this plan must be rethought in relation to the OUV of the World Heritage Property.

Perhaps given the proposal for underground vehicular parking, provision could also be made at that level for pedestrian traffic between buildings.

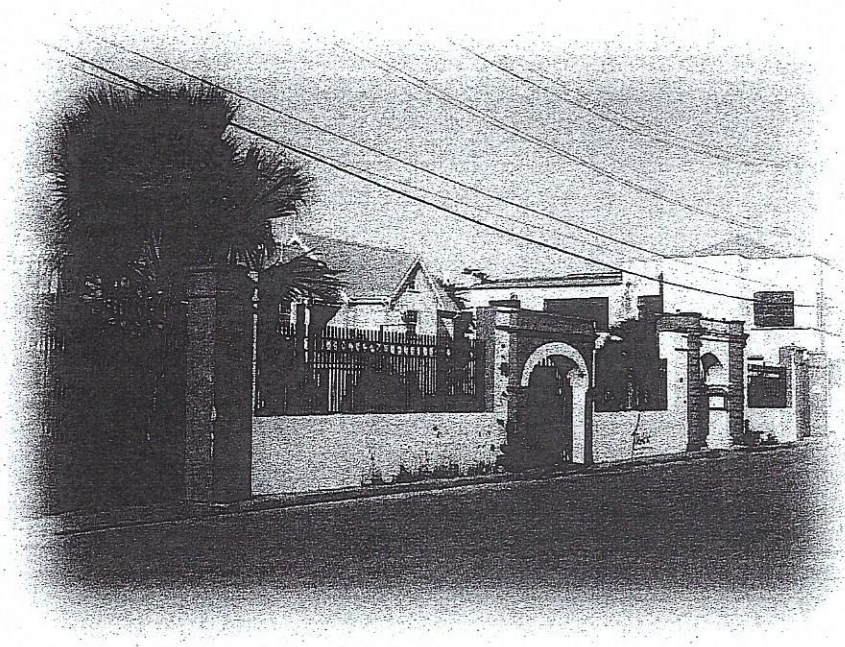
4. We also wish to signal our concern with the proposed removal of this historic wall as the only remnant of the original building on the beach side site. We would recommend that the architect really consider whether it could not be incorporated into the design. However, in any event, the BMHS considers that it would be imperative to:
  - a. Properly map, photograph and document this feature for archival and reference purposes.
  - b. Plan for the safe dismantling and reconstruction of the wall and
  - c. Identify and agree with the Town and Country Development Planning Office (TCDPO) on an appropriate location for this feature.
5. The Museum welcomes the continued development of our city but wishes these concerns to be noted and would endeavor to promote such development once it is sensitive of the OUV of the Property and seeks to complement our World Heritage Property."

Yours sincerely,  
Kevin Farmer  
Deputy Director"

#### **Ministry of Transport and Works (MTW)**

1. No objection in principle, applicant must ensure the road reserve is kept clear to enhance visibility.
2. All surface water runoff must be site contained.
3. Pedestrian bridge crossing Highway 7 must be a minimum height of 6m above the road way.
4. Proposed footpaths must be appropriately ramped to facilitate access by the physically challenged.

**HERITAGE IMPACT ASSESSMENT FOR THE PROPOSED CARLISLE  
BAY HYATT HOTEL DEVELOPMENT  
BAY STREET, BRIDGETOWN  
&  
WITHIN THE WORLD HERITAGE PROPERTY:  
HISTORIC BRIDGETOWN AND ITS GARRISON**



Report No: 2015-02-001

Status: PRELIMINARY (not for submission)

DATE: 15 February 2015

PREPARED FOR: P.E Development Limited

C/o Edghill Consultancy Inc.

Port St Charles, Heywoods

St Peter

PREPARED BY:

Andrea Richards, *Heritage Consultant*

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I, Andrea Richards, declare that I do not have any financial or personal interest in the proposed development, nor its developers or any of their subsidiaries, a part from the provision of this heritage impact study.



Andrea Richards, *Heritage Consultant*

February 2015

## EXECUTIVE SUMMARY

This document presents the Heritage Impact Study for the proposed *Carlisle Bay Hyatt* hotel development within the world heritage property *Historic Bridgetown and its Garrison*.

This study was commissioned in response to a proposal for a 182-room and 19 luxury condominiums hotel development and annex building for parking and conference services in the Lower Bay Street area, Bridgetown, St Michael (the study area).

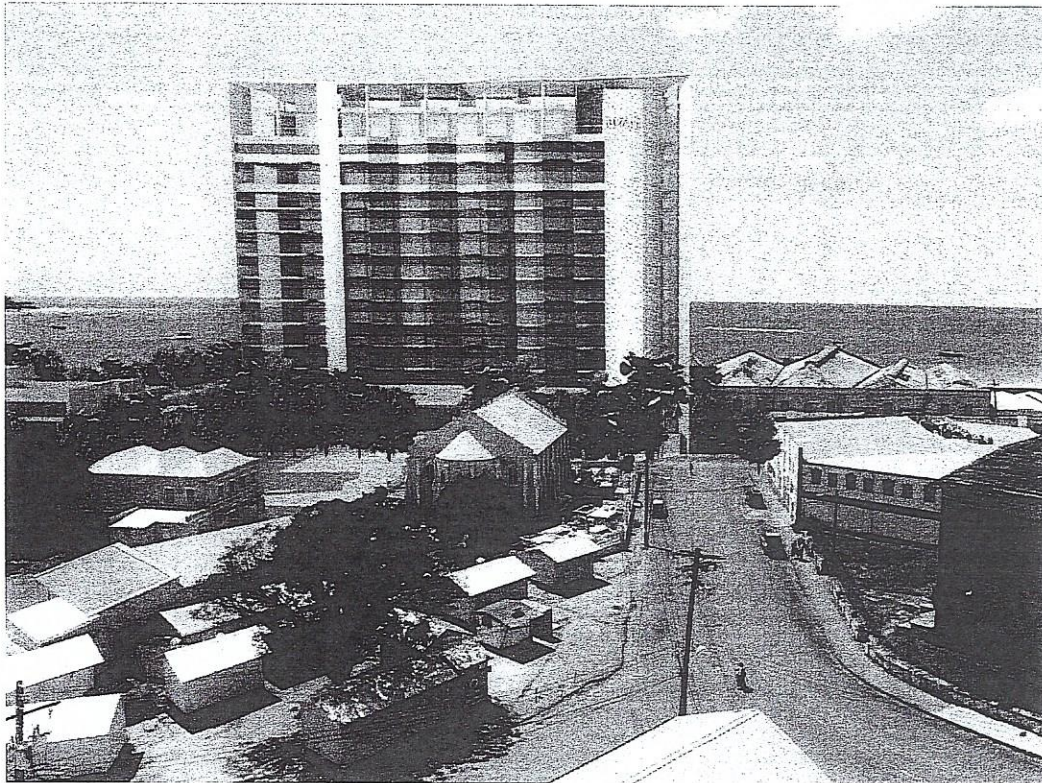


Figure 1. Proposed development in context

It was undertaken with the objective of assessing the likely impact of the proposed hotel development on Barbados' heritage resources located within the study area and its environs, and specifically the Outstanding Universal Value (OUV) of the world heritage property, as well as elaborating the necessary mitigation measures, should an assessment of impact prove negative.

A survey of the area, indicated that the historic wall of the formerly 'listed' Harbour Police Station, remains the only visible heritage resource to be directly impacted. However, should archaeological remnants be discovered during construction, the responsible authorities should be informed immediately and an appropriate plan of action defined (i.e. watching brief, rescue archaeology).



<i>PROPERTY DETAILS</i>	
Street	Bay Street
Town and Parish	Bridgetown, St Michael

<i>Development criteria in terms of Section 13 (1) of the Town and Country Planning Act (1985)   YES/NO</i>	
Carrying out of building, engineering, mining or other operations in, on, over or under any land, the making of any material change in the use of any building or other land or the sub-division of land	YES

<i>DEVELOPMENT</i>	
Description	Development of a hotel complex
Project name	Carlisle Bay Hyatt

<i>IMPACT: DIRECT/INDIRECT</i>	
Heritage resources	Direct impact on the historic wall of the Harbour Police
Social and cultural	No change
Visual	Minor direct impact

## 1. INTRODUCTION

The proposed development comprises a 182 room and 19 private residences hotel on Bay Street, Bridgetown, and specifically within the world heritage property of *Historic Bridgetown and its Garrison* (property inscribed in 2011, and will include the following facilities:

- Accommodation (182 rooms and 19 private residences)
- 3 restaurants
- Bar
- Pool
- Spa (6 treatment rooms)

In addition, a 4 storey (1 storey below ground) annex building is to be located across the street (next to the Bethel Methodist Church property), and will include facilities for parking and conference services (2 ballrooms and meeting rooms). Total land space for development will be 80,000sq ft.



Figure 2. Aerial view of the area with study area indicated

Due to the proposed study area being within the inscribed world heritage property, and as per Barbados' commitment to the 1972 World Heritage Convention, a heritage assessment is required by the Town and Country Planning Department prior to the granting of development approval, in order to determine if the criteria that defines and establishes OUV for the inscription of the site, as well as any other archaeological resources will be impacted by the proposed development.

## 2. TERMS OF REFERENCE

Scope of work:

1. Provide an informed heritage-related opinion about the proposed development;
2. Identify heritage resources and existing data and assess their significance;
3. Identify the possible and likely impact of the proposed development on the Outstanding Universal Value (OUV) of the inscribed site – *Historic Bridgetown and its Garrison*, considering its criteria for inscription;

4. Evaluate the potential impacts of construction, operation and maintenance of the proposed development on archaeological, cultural and historical resources within the proposed development area specifically, and the inscribed world heritage property as a whole;
5. Recommend mitigation measures to ameliorate any negative impacts
6. Produce a final technical report to include:
  - A description of the proposed site and development
  - Background research on the site
  - A statement of significance as it relates to the cultural heritage resources
  - A summary of the conditions present at the site and its immediate environs
  - Impact of proposed development
  - Details on how alternatives to changes are being considered (Mitigation strategies)
  - Summary and or conclusions, to include how to manage the presence or absence of heritage resources within the context of the proposed development

### 3. METHODOLOGY

This survey and impact assessment covers the specified study area on Lower Bay Street.

#### *Methodology*

Various literature on the history of the *study area* was reviewed in order to establish the historical context of the area to determine likelihood of archaeological resources.

The nomination document for the inscription of *Historic Bridgetown and its Garrison* was also reviewed to assess significance as outlined by Barbadian authorities and approved by the World Heritage Convention. The Inventory of Listed Buildings, in addition to area maps and aerial photographs were also reviewed.

The area to be investigated was identified by the developers by map and site visits. The consultant also conducted several surveys (physical walk-through) of the study area.

Impact was assessed based on that which was visible or might be present at the study area, as well as assessed based on criteria established for the outstanding universal value of the world heritage property, as outlined in its nomination document.