DEVELOPMENT BRIEF

for the

FORMER CLUB MED SITE,
ST. GEORGE’S

Prepared by the Department of Planning

March 2002
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1.0 INTRODUCTION

1.1 This Development Brief has been prepared to provide planning guidance and advice on the future development of the former Club Med site in St. George’s.

1.2 The site objectives and development guidelines build on the objectives and provisions set out in the following:-
- the Bermuda Plan 1992 Planning Statement;
- the Development and Planning Act 1974 (the Act);
- the Historic Town of St. George and Related Fortification Management Plan 2000; and
- the National Transportation Management Report 2002.

2.0 BACKGROUND

2.1 The site is owned by the Government of Bermuda. The former hotel was constructed in 1970 and opened in July 1971, with the Holiday Inn being granted a 125-year lease. In 1983, the property became Loews Inn and in April 1985, Club Med took over its operation. The hotel closed in 1989 and remained vacant, under the control of Club Med, until it was handed back to the Government of Bermuda in November 1997.

2.2 The site and its buildings have been vacant for over ten years. The Government of Bermuda is keen to attract a top quality tourism development to revive this important site and to provide a boost to the economy of St. George’s.

2.3 The Government of Bermuda is seeking to establish a partnership with a developer and to lease the site for a period of 125 years. This lease will be subject to renewal. The ground rent will be negotiable and subject to review every 10 to 15 years.

Figure 1: Aerial photo of the Town of St. George in the south and the former Club Med site to the north
3.0 SITE LOCATION AND EXISTING SITE CONDITIONS

3.1 The site is located at the northern most part of the Island in the Parish of St. George’s just north of the Town of St. George and within the jurisdiction of the Corporation of St. George.

![Figure 2: The location of the Former Club Med Site](image)

3.2 The site extends approximately 30 acres (12 hectares) and comprises the following buildings and facilities:-
- the former hotel which is approximately 9/10 storeys at its highest level with an estimated site coverage of approximately 50,000 sq.ft. (4,645 sq.m.);
- the former staff quarters in three separate buildings (two storeys each) with a total site coverage of approximately 26,000 sq.ft. (2,415 sq.m.);
- two swimming pools with amenities and nine tennis courts; and
- St. Catherine’s beach, jetty and beach deck.

3.3 The site is served by several high voltage transformers with consumer voltage at 208Y/120V/3 phase. The site also has one water catchment with a catchment area of approximately 12,228 sq.ft. (1,136 sq.m.) and underground water storage tanks with a capacity of approximately half a million gallons of water.

3.4 The site includes two forts, Fort Albert and Fort Victoria, as shown in Figure 3. Fort Albert was developed in the late 1830s and altered in the 1870s. It was partially restored and renovated by Club Med in 1985 and forms part of the former hotel complex. The fort has a moated Keep and flanking galleries in the main ditch. This fort was originally known as the ‘Eastern Redoubt’. Fort Victoria was built in the late 1820s as the citadel of St. George's. Until its partial degradation in the 1960s, it was Bermuda’s finest early nineteenth-century fort. Maintained into the 1940s, it was the site of two US Army 6’ guns, these emplacements being destroyed in the mid 1980s. The fort includes a pool, a club and storage rooms.
Figure 3: Existing Site Conditions

Figure 4: View of Woodland Reserve from south-east of the site along Barry Road
3.5 The woodland areas on the site form a 115 ft (35 m) to 262 ft (80 m) wide belt of mature trees and other vegetation which encircle the site to the north, east and south. Trees within these areas include Allspice, Mexican Pepper, Chinese Fan Palm, Casuarina, Fiddlewood and Surinam Cherry.

3.6 As shown in Figure 5, the site is served by a number of access and service roads. The main access route to the former hotel is via Government Hill Road and the main service access is provided by Old Military Road. The popular tourist route of Barry Road runs through the eastern portion of the site. The site is within a 600m walk of the Town of St. George which has a regular bus service to the City of Hamilton.

Figure 5: Existing Roads

3.7 The site rises in topography from the beach level in the north to its highest point of 114 ft (44 m/46 m) above sea level where the former hotel is located in the central part of the site. The site is prominently visible to approaching air and sea traffic.

3.8 The site is strategically located to enjoy ocean views to the north, west and east, and partial views of the Town of St. George to the south. In the immediate vicinity, the site is bounded by golf course and woodland and to the north-east includes some 2,030 ft (620 m) length of beach and coastline. The coastline of the site abuts a significant marine area with turtle grass beds which serve as a turtle breeding ground.

3.9 The popular visitor attraction, Fort St. Catherine, lies immediately adjacent St. Catherine's beach in the north. In addition, other nearby attractions include the 18 hole St. George's golf course operated by the Government of Bermuda, and Tobacco Bay which provides high quality snorkelling and swimming opportunities.
Figure 6: View from the former hotel building looking north-east over Fort St. Catherine

Figure 7: View from the former hotel building looking north-west over Coot Pond
4.0 STATUTORY PROVISIONS

4.1 The statutory provisions covering the site include:
   • the development and conservation (and historic protection area) zoning designations of the Bermuda Plan 1992 Planning Statement; and
   • the Listed Building designation afforded to buildings under the Development and Planning Act 1974.

4.2 In addition to the statutory provisions covering this site, there are two other current plans in place which need to be considered when assessing the redevelopment options for this site. They are:
   • the Historic Town of St. George and Related Fortifications Management Plan 2000; and
   • the National Transportation Management Report 2002.

The Bermuda Plan 1992 Planning Statement

4.3 The site comprises a total of just under 30 acres of land and is the subject of two Development Zones, a number of Conservation Zone areas and two Protection Areas, as designated under the 1992 Planning Statement.

4.4 The 1992 Planning Statement designates approximately 17.7 acres (60%) of the site as Tourism. The provisions for the Tourism development zoning on the site are outlined in Section 10.TOU of the 1992 Planning Statement.

4.5 Within the 17.7 acre Tourism development zoning, 2.75 acres is designated as two Historic Protection Areas, Fort Albert and Fort Victoria. These Historic Protection Areas are
Development Zonings and Historic Protection Areas

Conservation Zonings and Historic Protection Areas
designated pursuant to section 31 of the Development and Planning Act 1974. Development will only be permitted within Historic Protection Areas if it does not cause detriment to the historic character and views of the area, as outlined in Section 12.HIS of the 1992 Planning Statement.

4.6 The remaining 11.6 acres (40%) of the site is zoned Open Space as designated under Section 11.OSP of the Bermuda Plan 1992 Planning Statement.

4.7 Within this Open Space zoning, there are some 3.75 acres of the site zoned Woodland Reserve and some 2.6 acres zoned Woodland. Both woodland areas are afforded protection by Heads of Protection A: Woodland Protection as set out in the Fourth Schedule, section 28 of the Act. As stated in Section 11. WDL of the 1992 Planning Statement, areas of Woodland Reserve are protected for their ecological and/or amenity value and all forms of development are prohibited within these areas. The 1992 Planning Statement states that development is prohibited within Woodland areas if it can be accommodated beyond the boundaries of the Woodland.

4.8 Some 1.76 acres of the site comprises Recreational Space and currently forms the practice hole for the St. George’s golf course. As stated in Section 11.REC of the 1992 Planning Statement, permitted uses within recreational areas include recreational forms of development, commercial development associated with the main recreational use and institutional uses.

4.9 Most of the 3.5 acres of Green Space on the site is coastal green space, as designated pursuant to section 28 of the Act and afforded protection for its special environmental value by Heads of Protection C,D,E and F, Beach, Cave, Habitat and Other Natural Features Protection as set out in the Fourth Schedule of the Act. As Section 11.GSP of the Planning Statement refers, the main intent of this zoning is to preserve and protect the natural and

Figure 11: View of beach and coastline looking north-west from Barry Road toward Fort St. Catherine
scenic qualities of the coastline and beach. Under the provisions of the 1992 Planning Statement, development within this area will be expected to be minimal and limited to ancillary development only.

4.10 Much of the site falls within the St. George’s Lens Ground Water Protection Area as designated under Section 12.WAT of the Bermuda Plan 1992 Planning Statement. As such, careful consideration must be given to the proposal in terms of the siting and density of development, the method and design of sewage disposal works and any other matter relating to the development or disposal of effluent and waste.

4.11 The 1992 Planning Statement indicates that when a site is subject to both Development and Conservation Area zoning designations, the Conservation Area provisions outlined in Section 11 shall take priority (paragraph 2.5 of the 1992 Planning Statement refers). All development should be confined to the Development Area outside the boundaries of the Conservation Area unless specifically permitted under the provisions of Section 11.

4.12 As Table 1 shows, according to the provisions set out in the 1992 Planning Statement, the amount of developable land (i.e. land located within the tourism development zone but with no conservation area zoning) is approximately 15 acres. This is a comparable size to the neighbouring St. George’s Club resort.

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<th>1992 Planning Statement Zoning Type</th>
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<tr>
<td>Development Zone</td>
<td>Tourism</td>
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<td>Green Space</td>
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<td>Tourism minus historic</td>
<td>14.95</td>
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<td></td>
<td>protection areas</td>
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Table 1: The Bermuda Plan 1992 Planning Statement Zonings

4.13 It should be noted that the Development Applications Board is unable to approve any development proposal that is considered contrary to the provisions of the 1992 Planning Statement, the Act or any other statutory provision.

4.14 In exceptional circumstances, proposals that do not comply with the statutory provisions may be considered by the Minister of the Environment by means of a Special Development Order (as specified in section 15 of the Act). In order to gain approval for a Special Development Order, the applicant would be expected to submit an exceptionally high quality development
scheme that is considered to be of national benefit. If it appears that a development proposal is not likely to comply with the statutory provisions, it is recommended that the developer confer with the Department of Planning at the earliest stages of the design proposal to establish a consultative process for productive and timely negotiations.

**Listed Building designation**

4.14 Fort Albert and Fort Victoria were listed in April 1999 as Historic Monuments as designated pursuant to section 30 of the Development and Planning Act 1974. These forts are of vital historic importance and integral to both the Island’s history and its cultural tourism.

![Figure 12: View of Fort Victoria](image)

**The Historic Town of St. George and Related Fortifications Management Plan 2000**

4.16 In December 2000, UNESCO designated the historic Town of St. George and its related fortifications a World Heritage Site (WHS). Fort Albert and Fort Victoria fall within the World Heritage Site. The rest of the site falls within the buffer zone of the WHS which also shares its boundary with the Corporation of St. George. The Town and related fortifications were awarded World Heritage Site status because they qualify as: “an outstanding example of a type of building or architectural or technological ensemble or landscape which illustrates a significant stage(s) in human history” (World Heritage cultural criteria IV).
The National Transportation Management Report 2002

4.17 The National Transportation Management Report sets out recommendations for improving the transportation services of the Island. It outlines specific objectives for the East End of the Island including the Parish of St. George’s. The transportation proposals for the Town of St. George and its environs are also included in the Management Plan for the World Heritage Site. The main objective regarding transport and traffic issues in this area is to retain the pedestrian scale of the Town of St. George by minimising the impact of vehicular traffic travelling through the Town.
5.0 SITE DEVELOPMENT OBJECTIVES

5.1 This is a key site in a prominent location and clearly visible from many parts of the Island. In addition, it is a significant historic site that accommodates two forts and lies just north of Bermuda’s World Heritage Site of the Town of St. George. In promoting the development of the site, the Government of Bermuda has a number of objectives and any proposed development will be expected to fulfil these objectives to the satisfaction of the Government. The objectives are as follows:-

(a) To achieve a high quality tourism development which is consistent with the ‘Bermuda Image’ and is designed to complement the historic significance of the site and its location within the buffer zone of the World Heritage Site of the Town of St. George and its related fortifications;

(b) To ensure that all development respects and preserves the qualities of the forts located within the site that have been designated as part of Bermuda’s World Heritage Site;

(c) To support a mix of uses which is compatible with neighbouring uses and which complements the activities and services provided in the Town of St. George;

(d) To create better integration between the development site and the Town of St. George whilst not detracting from the character of the Town; and

(e) To ensure that the scale, massing and appearance of the development harmonizes with the overall character of the area and integrates well with the natural topography, features and landscape of the site.
6.0 DEVELOPMENT GUIDELINES

6.1 In addition to the statutory provisions set out in the 1992 Planning Statement and the Development and Planning Act 1974, the following development guidelines are provided to aid the developer in making an application for the redevelopment of this site.

Use and activities

6.2 Any proposed development will be expected to have tourism as its principal use. Other uses that may be permitted on the site include residential and uses which are accessory to and compatible with the principal tourism use, including commercial, recreational and cultural.

Siting and Layout

6.3 Development will be permitted anywhere within the area defined in paragraph 4.12 of this Brief as the `developable area' (the tourism zoning with no conservation zoning).

6.4 Development will not be permitted within the Woodland Reserve areas, along the coastline (within the Green Space zoning) or within 30 feet (9 m) of the Historic Protection Areas.

6.5 There may be some potential for development within the less valued areas of Woodland and within the portion of the site that is zoned Recreation. However, proposals which include the siting of development within these protected areas will be expected to include a significant public benefit for the site or area. Proposals may, for example, include the restoration and reuse of the Gunpowder Tavern/Fort William, the restoration and maintenance of Fort Albert and Fort Victoria, or some other contribution to the World Heritage Site.

6.6 All buildings and accessory structures should be sited to blend in with the contours of the land and to avoid excessive excavation, fill and use of retaining walls, in accordance with paragraph 6.2 of the 1992 Planning Statement.

6.7 The siting and orientation of development and building form should also consider energy design options that maximise the capture and use of renewable energy sources.

6.8 The layout of the development and ancillary infrastructure should consider better integration between the site and the Town of St. George. This may be achieved through the realignment of roads and the main entrance to the site, and the establishment of better pedestrian links to the Town including the creation of more sidewalks.

Design, scale and massing

6.9 The architectural design of the development will be expected to be of high quality and to reflect a massing and scale of development which is compatible with the `Bermuda Image', in accordance with paragraphs 3.2, 3.3, 6.1 and TOU.1(b) of the 1992 Planning Statement. This may take the form of a contemporary design evolved from traditional Bermuda elements or it may be a direct use of typical 18th century features. Whatever design approach taken, the final development must be sympathetic to and sit comfortably with the setting of the historic Town of St. George.

6.10 The scale, proportion and massing of any development should be reflective of the scale of the Town and be compatible with the topography of the site. Since this is an historic site in a prominent location and at a high elevation, a development proposal comprising a few very large buildings or blocks will not be supported. Instead, a cluster style development comprising low lying buildings which are stepped into the natural contours of the land and have minimal visual impact will be encouraged.
6.11 The former hotel building is considered to be contrary to these design principles and for this reason, demolition of the former hotel building is required in the redevelopment of this site. In addition, demolition of the three buildings formerly used as staff quarters will also be required.

6.12 The character and appearance of the development should integrate well into the neighbouring areas and be compatible with its location within the buffer zone of the World Heritage Site. To ensure this, all development proposals for this site will be referred to the Corporation of St. George’s, the Historic Buildings Advisory Committee and the World Heritage Management and Monitoring Executive for their review.

6.13 Whilst alterations to Fort Albert and Fort Victoria would not normally be permitted, there may be some scope for the integration of these forts into the use of the site. In proposing any reuse of these forts, the applicant will need to indicate the following:

- that the special historical character of the forts is to be retained and preserved;
- where a new use is proposed, that it requires minimal change to the forts’ distinctive materials, features, spaces, and spatial relationships;
- any new work is compatible with the historic materials, features, size, scale, proportion and massing to protect the integrity of the structures and their environments;
- the development scheme will ensure that the forts are maintained and secured; and
- easy access is provided to the forts for the public.

6.14 Air conditioning equipment and other plant machinery needed by the development should be considered early in the design process and should be concealed from public view.

**Height and Setbacks**

6.15 The proposal should incorporate a range of building heights but no building will be permitted to exceed four storeys.

6.16 In order to provide a development which is in harmony with its surroundings and has minimal visual impact, the height of development will be expected to reflect the varying contours of the land. For example, taller buildings should be located within the lower lying areas currently occupied by the former staff quarters.

6.17 In order to protect the character and setting of the forts, a minimum setback of 30 feet (9 m) from the Historic Protection Areas will be required. Elsewhere, development will be expected to be sited at an appropriate distance that is sensitive to protecting the adjacent conservation areas.

**Density**

6.18 There is scope for a range of densities of development on the site. The density of development will generally be expected to be compatible with and sensitive to the physical characteristics of the site and must ensure that the character of the Town of St. George is preserved.

6.19 Any residential development proposed on the site will generally be expected to comply with the density provisions of neighbouring residential areas. An area of low density residential (Residential 2) abuts the site but there are also a number of high density residential areas (Residential 1) in proximity to the development site. It is considered that a lower density form of development such as detached houses could be accommodated in the more prominent, elevated parts of the site whilst a higher density form of development such as residential apartment buildings could be accommodated in the lower lying areas.
St. George’s Golf Course

6.20 The Government of Bermuda could make the golf course available for inclusion in the development site for a developer proposing to upgrade the course and facilities.

St. Catherine’s Beach

6.21 The proposal will be expected to provide public access to St. Catherine’s Beach.

6.22 The St. Catherine’s beach facility is currently being leased. However, Government is able to terminate this lease at any time should a proposal for the site include the use of this facility.

Landscaping and open space provision

6.23 The landscaping of this site will be a significant element of the development proposal and will be expected to be of the highest quality. The applicant will be required to submit a landscaping scheme in accordance with paragraphs 6.11, 6.12 and 6.13 of the 1992 Planning Statement.

6.24 Where residential development is proposed, adequate provision for private outdoor living space and communal open space will also be required in accordance with paragraphs 5.3 and 5.4 of the 1992 Planning Statement.

Woodland Management Plan (WMP)

6.25 As part of a comprehensive landscaping scheme for the site, the applicant will be required to submit a Woodland Management Plan, in accordance with paragraph WDL.1, Section 11. WDL of the 1992 Planning Statement. This WMP should establish a framework for managing and improving the quality and amenity value of the Woodland Reserve and Woodland areas, and the planting of native and endemic trees in new areas.

Accessibility, movement and parking

6.26 The applicant will have to carefully consider the traffic implications of the proposal and submit a traffic impact study (see Environmental Impact Statement requirements) indicating the following aspects of the proposal and associated mitigation measures:

- the volumes and types of traffic expected on the various access roads in and around the site both during the construction and operational phases of development;
- the impact on key junctions in the Town and surrounding area;
- the need to upgrade any existing roads, junctions, entrances or sightlines;
- the need to provide additional, new routes to the site;
- on-site parking and loading provision;
- pedestrian links from the site to the Town; and
- public transport links to the site (for example links to the St. George’s minibus service and Public Transportation Board bus service).

6.27 The Ministry of Works and Engineering should be consulted at an early stage to ensure that the proposed arrangements for access, internal circulation and egress are satisfactory.

6.28 All parking required for the development will need to be accommodated within the site. The level of parking provision required will depend on the type of development proposed but all other parking standards will be expected to comply with the parking standards set out in Section 9 of the 1992 Planning Statement.
Utilities

6.29 The site currently has a large water catchment and several, large underground water storage tanks and therefore may have the potential to be self-sufficient in its water supply. Within the Fort Victoria site, the Government has both water production and storage facilities. Any use of the Fort area must incorporate these existing facilities. Under the management of the Ministry of Works and Engineering, a top-up water supply is available. This supply is very limited particularly in the summer months and cannot be guaranteed. It is possible that a supply of 25,000 imperial gallons per day would be available to the development.

6.30 The site does not currently have any sewage treatment facility. A requirement of any new development on this site will therefore be to provide a secondary level of sewage treatment, or possibly higher, depending on the fate of the effluent. However, the applicant may also want to consider the option of building a joint sewage treatment plant with the Corporation of St. George and the St. George’s Club.

6.31 The Ministry of Works and Engineering should be consulted to ensure that adequate and suitable provisions are made for water, sewage and electricity on the site.

Environmental Impact Statement

6.32 The redevelopment proposal for this site will require the submission of an Environmental Impact Statement in accordance with the provisions set out in paragraphs 4.5 and 4.6 of the 1992 Planning Statement. This statement should address the following issues in particular:

- the demolition of the former hotel, former staff quarters and other buildings including plans for the safe removal of asbestos and waste materials;
- a traffic impact analysis and the parking arrangements;
- the potential impacts on conservation areas and the marine environment;
- the potential impacts on the ground water lens;
- the presence of and potential impact on any archaeological sites on the site;
- the potential impact on the cultural heritage of the World Heritage Site (the forts and Town of St. George); and
- the economic benefits to the Town of St. George’s.

7.0 SUMMARY NOTE

7.1 This prime development site has the benefit of a prominent, strategic and historic location in Bermuda as well as superb views of the ocean and the Town of St. George. For many years the former hotel has presented an eyesore on the landscape of this area. Redevelopment of this site offers a unique opportunity to transform this area and to provide a high quality development which will bring benefits to the Town of St. George and the Island as a whole.

7.2 This Development Brief is intended to be used as a guideline to the redevelopment of this site as well as a framework for discussion between applicants and the Department of Planning. It is recommended that a dialogue should be established at the earliest stages of the design proposal and continued throughout the planning stages to ensure productive and timely negotiations and the achievement of a top quality development for the Island.
USEFUL REFERENCE DOCUMENTS

- The Bermuda Plan 1992 Planning Statement
- The Development and Planning Act 1974
- The Historic Town of St. George and Related Fortifications Management Plan, July 2000
- The National Transportation Management Report, January 2002
- Draft Development Guidance Note on Listed Buildings
- Woodland Management Plan Scheme guidelines

FURTHER INFORMATION

If you require any further information, please contact:-

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