



# St Saviour's Hospital

Draft development brief

November 2023

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Cover image: Queen’s House, former St Saviour’s Hospital

## About supplementary planning guidance

The Minister for the Environment may publish supplementary planning guidance in the form of guidelines and policies in respect of: development generally; any class of development; the development of any area of land; or the development of a specified site<sup>1</sup>. Supplementary planning guidance is designed to operate under the Island Plan and is complementary but subordinate to it.

Supplementary planning guidance may cover a range of issues, both thematic and site specific, and provides further detail about either policies and proposals in the Island Plan, or other issues relevant to the planning process.

Where relevant, supplementary planning guidance will be taken into account as a material consideration when making planning decisions.

The current supplementary planning guidance is listed and can be viewed [online](#).

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<sup>1</sup> Article 6 of the Planning and Building (Jersey) Law

## 1. Introduction

The purpose of this brief is to establish the general planning principles and to provide design guidance for the development and future use of the former St. Saviour's Hospital; its grounds; and other land and property in public ownership to the south of La Route de la Hougue Bie. St. Saviour.

In particular, it sets out guidelines to assist the preparation of development proposals to enable the successful refurbishment and redevelopment of the former hospital site. This includes Queen's House; the former nurses' home; Maison du Lac; Orchard House; Valerie Band House and associated buildings as well as the residential accommodation at Marina Court, Marina Cottages and Valley Close (see figure 2).

The scope of this brief excludes the health facilities to the north of La Route de la Hougue Bie, comprising Clinique Pinel and Rosewood House; together with other land that is also in public ownership, including field G37 to the south of the former hospital complex (shown by a dotted boundary in figure 1), The informal gardens, located in fields G912, S598 and S600 are within the scope of the brief, but not part of the developable site.

This guidance is principally aimed at those involved in the planning and design of any new development, to ensure that those planning issues that are relevant to it are taken into account in the design process. It is also designed to provide those with a wider interest in the site with guidance and advice about the issues that will be considered during the planning process. This will include neighbours, local residents, the Parish of St. Saviour, government departments and any other interested parties, including the general public.

This is currently draft guidance produced for consultation purposes, which will be reviewed by the Minister and, if necessary, amended in response to the findings of the consultation. The Minister will then adopt new guidance which will provide the framework for the assessment and determination of any subsequent planning application(s). Any planning application for development at the site should generally be in accordance with this guidance once it is adopted.



Figure 1: site plan



Figure 2: site (aerial image of land subject to this brief)

## 2. Background

The facilities offered by the former hospital, and associated buildings, are deemed to no longer meet the island's strategic and health needs and it is proposed that the site be redeveloped to provide new uses for the land and buildings on the site.

The health services currently provided at Orchard House are to be relocated as part of the New Health Facilities project.<sup>2</sup>

The keyworker accommodation that is currently provided at Marina Court, Marina Cottages and Valley Close has the potential to be provided elsewhere as part of the wider Government of Jersey priority key role property policy.<sup>3</sup>

The relocation of these existing uses on the site offers the potential for the whole site to be released for comprehensive planning and redevelopment. It is of critical importance for the successful regeneration and re-use of the land and buildings here that this is undertaken in a comprehensive and integrated manner, and that the site is not disaggregated into constituent parts and developed separately.

## 3. Planning and policy context

In considering the future use of the site, the planning history of the site; and the planning policy context provided by the bridging Island Plan<sup>4</sup> are key considerations in framing future land uses and development potential.

The site is also the subject of a restrictive covenant, in favour of the Crown, related to its use. This is not a planning issue and is a matter that will need to be managed by the Minister for Infrastructure through Infrastructure and Environment (Jersey Property Holdings).

### 3.1 Planning history

The site has a long-established health/ hospital use derived from being the nineteenth century asylum hospital for the island. The planning history of the site relates to the development of ancillary buildings and staff accommodation associated with an institutional health use at this site.

As the health-related use of the site has diminished, consideration has been previously given of alternative uses for parts of the site. In 2008, planning permission was granted for a change of use of the east wing of Queen's House from health use to office use, together with some limited internal and external changes (P/2008/1652). This consent has not been implemented.

On the basis that the land and buildings on the site can no longer fulfil or are required for health needs, it is appropriate that further consideration is given to new uses to support the reuse of the Listed buildings on site and to deliver new homes.

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<sup>2</sup> Confirmation of the cessation of current Health uses on the site agreed by the [Corporate Property Management Board](#) in by December 2023.

<sup>3</sup> [Priority Key Role Policy](#)

<sup>4</sup> [Bridging Island Plan](#) adopted March 2022

## **3.2 Planning policy**

The planning policy context for the redevelopment and future use of land and buildings on the St Saviour's Hospital site is provided by the bridging Island Plan approved by the States Assembly in March 2022.

Whilst new development at this site will invoke many bridging Island Plan policy considerations, there are three key policy issues that set the direction for new development at the former St Saviour's Hospital site.

### **3.2.1 Location: spatial strategy**

The site of the former St. Saviour's Hospital that is the subject of this development brief is defined in the bridging Island Plan as being in the smaller settlement category in the settlement hierarchy of the plan, as set out in Policy SP2: Spatial strategy. The bridging Island Plan sets the development expectations in smaller settlements through the Spatial strategy where, because of their relatively remote locations and an absence of services and facilities, opportunities for new development are generally likely to be limited.

At a strategic level, the location of this built-up area is relatively remote from other urban centres with limited proximity and access to local services and facilities (see figure 3: Strategic policy context). The developable area of the site is defined by the built-up area boundary established for this smaller settlement in the plan (as shown in figure 4: Detailed policy context).

Policy PL4: Smaller settlements, also states that development opportunities here will be supported where they contribute to the creation of a more sustainable community. Proposals for residential development will be supported where they comprise redevelopment of existing sites, residential infill, or alterations or extensions to existing dwellings. The development of appropriate and proportionate local services and facilities will also be supported where this helps to create more sustainable centres.



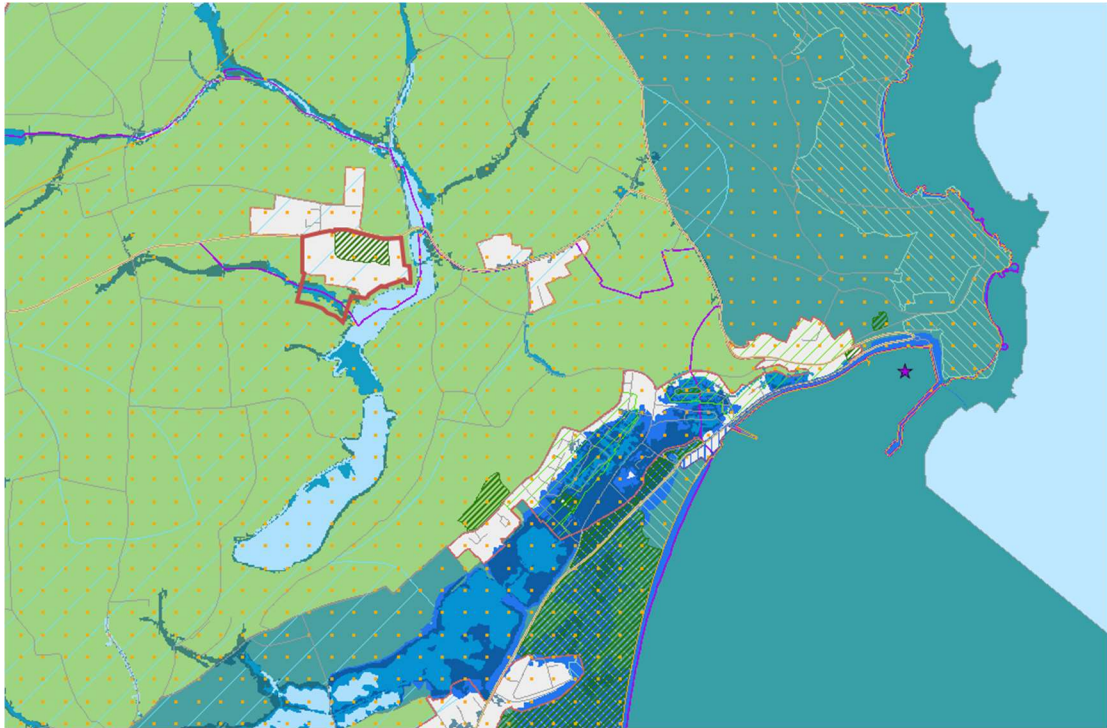


Figure 3: Strategic policy context (extract of bridging Island Plan proposals map<sup>5</sup>)



Figure 4: Detailed policy context (extract of bridging Island Plan proposals map)

<sup>5</sup> [Bridging Island Plan – interactive web map](#)

### 3.2.2 Protecting listed buildings and places, and their settings

The former St. Saviour's Hospital is a high-quality example of Victorian hospital (asylum) buildings, dating to 1868, with later additions: the only such example in Jersey. The location and layout of the site and design of the buildings is illustrative of nineteenth century asylum architecture and reflects the social and scientific attitudes towards people with mental health ailments at that time. As a result, the site has been designated as a Grade 1 Listed building. The extent of the 'listing' which includes buildings and land is set out in figure 5. This includes the former hospital building and a series of walled 'airing' courts attached to the rear (to the south); the formal front lawn; and the former hospital farm buildings to the west.



Figure 5: Extent of listing

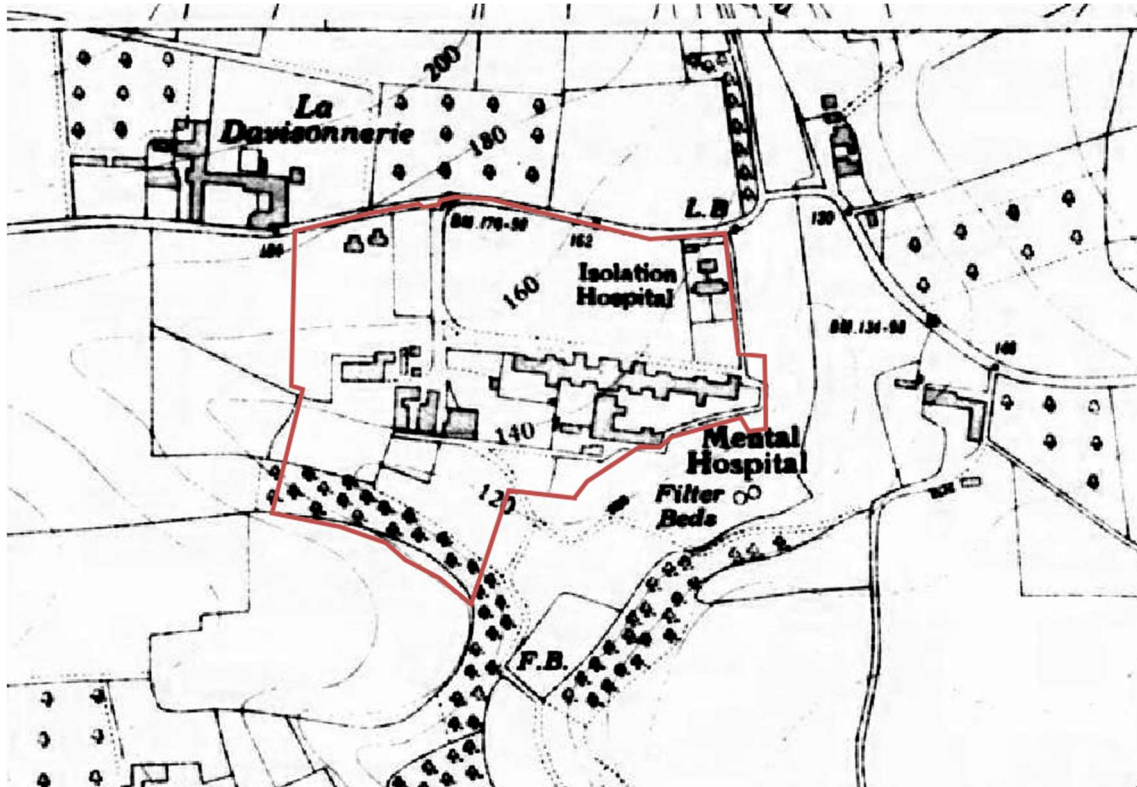


Figure 6: Extract 1935 base map

The Minister for the Environment has an obligation, under the terms of international conventions, to protect buildings and places of architectural and historic value and for this reason, the bridging Island Plan sets out a strong presumption against the loss of the historic character, integrity and settings of listed buildings. Furthermore, the States of Jersey should lead by example in securing new uses to enable the appropriate refurbishment of heritage assets within its ownership.

Policy HE1 of the bridging Island Plan requires the protection of the special interest of listed buildings and places and their settings. Under this policy, proposals should seek to improve the significance of these heritage assets.

Heritage can be perceived by some as a barrier to regeneration. Listed buildings are sometimes seen as too complicated and difficult to work with and owners and developers can be nervous about protracted discussions on restoration and perceived future high maintenance costs. Yet heritage is valued by local communities as important to our island identity. Historic buildings can contribute to a sense of place and be an anchor for creating liveable neighbourhoods and bringing community together.

There is also a strong economic case for regenerating historic buildings. The inclusion of heritage assets in regeneration schemes provides a focus and catalyst for sustainable change. Evidence suggests that historic buildings command higher prices in residential use than new build. Furthermore, prices of modern apartments and houses can be enhanced by being set in the context of historic buildings.<sup>6</sup>

<sup>6</sup> See: Andrew Wadsworth, Waterhouse (developers) in Heritage Works: the use of historic buildings in regeneration <http://www.helm.org.uk/server/show/category.19591>

Policy HE1 of the bridging Island Plan also states that proposals for the re-use of listed buildings and places with compatible uses, which secure the long-term protection of their special interest, including the protection of their setting, will be supported.

The lawn of the former hospital is an integral part of the design and layout of the listed buildings on the site. It is also identified as a protected open space and is further protected from development under the Policy CI7: Protected open space.

### **3.2.3 Housing-led regeneration**

The use of government-owned land to help meet the need for affordable homes is identified as a clear policy objective in both the bridging Island Plan and the Island Public Estates Strategy<sup>7</sup>. This is consistent with, and helps support, this Government's focus on housing and easing the current affordable housing shortage issues faced by the island.

Bridging Island Plan Policy H5: Provision of affordable homes requires that where States-owned sites are released, that they are considered firstly for the development of affordable homes. Policy H5 allows the provision of open market homes on Government owned sites where such ensures the viability of the scheme as a whole, alongside the delivery of public benefits, as part of a comprehensive development proposal. This can include public realm and community infrastructure delivery in line with the approved Government Plan.

This development brief has been prepared to guide the residential regeneration of this site but does not preclude other uses, where they are justifiable and appropriate to the comprehensive re-use and redevelopment, and where they accord with Policy H5 and other policies of the bridging Island Plan.

## **4. Aims of development**

On the basis of the existing policy context the principal aims for the regeneration and development of the former St. Saviour's Hospital site should be to:

1. secure viable alternative uses and appropriate refurbishment of the listed buildings on the site, and their settings, which maintains their historic integrity, character and appearance. This should be focused on the delivery of homes but might also include community uses (area 1, as set out in figure 7);
2. provide the optimum level of affordable housing through new residential development which respects and is sympathetic to the historic integrity, character, appearance and setting of the former St Saviour's Hospital listed buildings and settings, and which is also appropriate to the existing countryside character and context of the site (area 2, as set out in figure 7); and
3. to ensure that important protected open space is retained (area 3, as set out in figure 7).

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<sup>7</sup> [Island Public Estate Strategy 2021 to 2035](#), approved March 2021

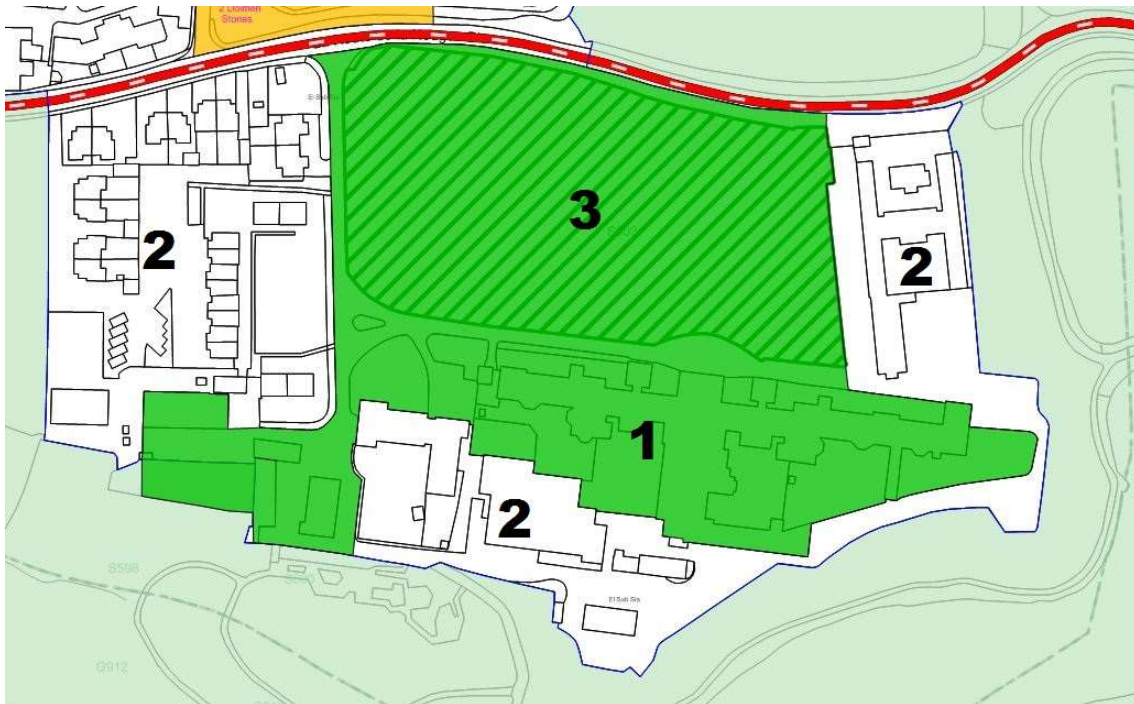


Figure 7: Potential development areas and aims

In addition, the following aims should be considered when bringing forward proposals for new development. The scheme should seek to:

- ensure the long-term legacy for those who will live there, new development will contribute to their health, wellbeing, deliver inclusivity and a sense of place.
- create a development which is efficient in terms of space, making best use of the area of land available, relative to the constraints on it;
- design high quality public space and aim to achieve environmental enhancement measures to conserve the rural character of the area;
- provide the most sustainable and innovative approach to design, layout, materials and energy use;
- provide the people who will live there with the best level of amenity, in all its aspects;
- ensure that the new development is accessible to all modes of transport; with particular emphasis on providing choice for residents to travel by foot, bike or bus and is integrated with existing facilities and amenities, including the adjacent Queen's Valley reservoir; and
- ensure that the impact of the development upon local infrastructure and environment is mitigated and managed appropriately.

## 5. Planning guidance

There are a number of key constraints and factors which will need to be managed to achieve a successful development of this site and meet the overall aims for this development.

These are set out in the detailed planning guidance which follows.

### 5.1 Potential development areas

Whilst the development and re-use of land and buildings on this site needs to be considered as a comprehensive package, it is considered helpful to offer specific guidance relative to distinct parts of the site and the aims of development, as set out in section 4 above, and shown on figure 7.

As set out below, areas 1 and 2 are the principal focus for new development. There is a policy presumption for the protection of the integrity of area 3, comprising the protected landscape setting of the listing building and this public open space.

The public land ownership also extends to some four hectares of agricultural fields including Field G37 to the south, and gardens within Fields G912, S698 and S600 to the south of the former hospital complex. This area lies outside the built-up area (i.e. it is in the green zone), as defined in the bridging Island Plan, and is not, therefore, considered appropriate for development. However, the informal gardens within Fields G912, S698 and S600 offer an opportunity for informal community green space with enhancement of the gardens and the possibility of food growing by the new local community to be delivered as part of the new development.

### 5.2 Climate change

Responding to the challenge of climate change necessitates a step change in how we construct and deliver new development, particularly if the island is to achieve its objectives related to carbon neutrality<sup>8</sup>.

The bridging Island Plan supports the re-use of existing buildings in the interests of minimising waste, reducing building obsolescence, increasing their longevity, and making best use of their embodied carbon. Area 1 includes listed buildings where conversion to secure a viable use for these buildings will be required.

There are a range of other buildings on the site, principally in area 2. Bridging Island Plan Policy GD5 – Demolition and replacement of buildings sets a presumption in favour of the retention and re-use of these structures; and any design concept for the redevelopment of the site will need to establish their condition and should explore the potential for re-use. Any proposal to demolish all or some of them will require an evidenced justification. A reasoned and balanced argument must be made as to whether the wider benefits of a proposal involving demolition, in terms of utilising land in the most efficient and appropriate way, location, overall carbon impact

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<sup>8</sup> [Carbon Neutral Roadmap](#)

and wider environmental gains, may outweigh any adverse effects. These include impacts on waste streams, economic viability and on the island's carbon footprint.

Green infrastructure assets are valued for their multi-functional benefits. These are wide ranging and include adaptation to climate change, improved resilience to extreme weather events, enhanced biodiversity and ecosystem services, improved visual amenity and landscape quality, sustainable travel opportunities and improved public health and wellbeing. These assets are often more capable of meeting social, environmental and economic objectives than 'grey infrastructure' and should be considered as an essential part of the infrastructure of the site. Design statements will need to include a statement of sustainability which will confirm the nature and origin of construction materials, and the lifetime energy requirements of the development. Development should also demonstrate how it encourages a reduction in private vehicle use and associated transport emissions by promoting and enabling active travel and the use of public transport and low emission vehicles.

### **5.3 Heritage: viable alternatives uses, restoration and viability**

Securing a viable alternative use and the appropriate restoration and refurbishment of the historic buildings is key to a successful regeneration project. This is most likely to be achieved by the sensitive re-use of the former Queen's House building for residential use.

The former St. Saviour's Hospital site has significant special heritage interest and is of high quality with elements of survival which are rare: full details of its special heritage interests are set out in the listing schedule at appendix 1. It is important that any proposed change to the former hospital complex respects the integrity and character of the buildings, as well as its special features. Proposed changes should not detract from the essence of why it was listed in the first place.

The protection of the building's historic and architectural interest applies to the entire structure of Queen's House and whilst any re-use of the building needs to be viable, care is required to ensure that its essential character and the integrity of its fabric and its internal and external spaces is retained. Internal interest of the building has been reduced in part by later adaptations to more humane hospital uses. In parts, however, the plan form is intact. Of particular note is a pair of 1868 staircases; a vaulted roof in the former chapel; and round-edge detailing to all openings and corners throughout the interior. Conversion should be sympathetic to the original layout of the building's interior which will require imaginative and non-standard approaches.

Given the rarity of the survival of their airing courts, their boundary walls and associated original structures an innovative approach to restore and incorporate them into the re-use and refurbishment of the building will be required. These are an integral part of the building's history, function, and character.

There is considered to be greater scope for change to the associated converted farm buildings: the integrity of these buildings has already been compromised to some extent through the incorporation of modern additions and extensions. There is opportunity to restore and repair

them through careful design and re-use. It remains important to retain their essential character and integrity as part of the original hospital complex.

A pragmatic approach is required when dealing with the conversion of historic buildings for alternative uses. Consideration will need to be given to embodied energy and resources already contained within historic structures. Flexibility and innovation can secure the best environmental performance of these older structures balanced against retention of historic character and integrity. This may suggest a fabric first approach to energy efficiency calculations.

In bringing forwards a scheme of restoration, renovation and conversion of the listed buildings the developer will also be expected to enter into a management agreement for the future maintenance and repair of the listed buildings to retain the historic value, architectural value and high status within the development and ensure their future care.

### **5.3.1 Viability**

It is essential that all those involved in the regeneration of this site understand the viability issues surrounding heritage-based regeneration and see the 'bigger picture' provided by the development opportunities of the whole site. As a heritage-led regeneration project it is expected that the viability will be assessed across the development of areas 1, 2 and 3, as defined in the brief.

The assessment of any future planning application for development will be judged by weighing any negative impact of change on the integrity of the listed buildings against the need to secure their long-term future and the wider regenerative benefits of any proposed scheme. To achieve the optimum outcome, all parties will need to be flexible and to think imaginatively about solutions for the buildings and the development site.

The developer of the site will be expected to liaise closely with the Historic Environment team to secure a successful outcome.

## **5.4 Housing tenure**

### **5.4.1 Affordable housing**

Policy H5 of the bridging Island Plan requires affordable homes are provided on States-owned sites. The site offers the potential for a mixed-tenure development of affordable rent and purchase.

The accommodation will need to respond to the social housing suppliers identified need in general and in the Parish.

Access to all affordable homes will be controlled and managed through the Government of Jersey Affordable Housing Gateway, where no more than 50% of the allocation of affordable homes for purchase on any given site should be to people who are prioritised due as being able to demonstrate links to the Parish in which the homes are located. This restriction will not apply to people aged 55 or over. All social rent affordable homes are to be managed by a Government of Jersey approved affordable housing provider.



### **5.4.2 Open market housing**

The principle of developing open market housing on States-owned sites to support the viability of development and the delivery of public benefit is established in Policy H5 of the bridging Island Plan. It is recognised that this is a complex site to redevelop which must include the delivery of new uses for listed buildings. Proposals for the development of any open market homes on the site will require appropriate justification and a clear assessment of viability considerations.

The heritage-led regeneration of Queen's House (area 1) offers the opportunity to provide a unique open market housing offer, as does the redevelopment of the former farm complex to the west of the site (part of area 2), however, any such provision would require justification on the basis of overall viability.

### **5.4.3 Supported housing**

The supply of supported housing can be accommodated in the island's built-up areas. Homes that support independent living for those with disabilities, additional needs, proposals for the development of supported homes, or specifically designed and adapted homes, including age restricted homes (for people over-55), residential care homes and extra-care homes, can be supported in the island's built-up areas.

There is, therefore, the possibility that some forms of supported housing could be provided on this site. Any such provision would require justification on the basis of need to provide accommodation of this type. It would also require justification relative to the overall viability of the scheme.

### **5.4.4 Key-worker housing**

There are currently 30 key worker homes on the site within Marina Court and Valley Close, including 26 three bed homes.

The Government ensures that 'agreed priority key roles' are filled across its services. There is a need, at times, to look outside Jersey for these skills and support those people relocating (before they make the transition into the private housing market in Jersey). It may also be that a service requires temporary off island cover, which results in unlicensed agency workers requiring accommodation for the duration of their deployment. The Minister for the Environment is aware that a comprehensive assessment is being undertaken to review the provision of; access to; and management of key worker accommodation.

Any proposals that do not re-provision key worker homes on this site will need to be justified with reference to and evidence of the adequate provision of such accommodation elsewhere.

## **5.5 Travel and transport**

The site's relatively remote location and limited bus service poses particular challenges in delivering a sustainable transport response to the development of this site. To help deal with this challenge investment in bus services, bus infrastructure, cycling facilities and the minimisation of single car use should lie at the heart of travel planning for the development of the site.

### **5.5.1 Integrated safe and inclusive travel**

Policy TT1 requires that development proposals should demonstrate how safe and suitable access to the site can be achieved for all users, and all modes. This includes securing adequate visibility at connections to the road network and considering any significant impacts from the development on the transport network, individually or cumulatively, in terms of capacity, congestion and highway safety. Consideration should be given to, and provision made for the travel needs of children, older people, people with sensory or mobility impairments and other forms of disability. There will be a priority to promote walking and cycling in the design and use of the proposed development.

### **5.5.2 Active travel**

In order to make walking and cycling more attractive, especially for travelling to school and commuting, development proposals must demonstrate that provision for walking and cycling has been prioritised in the design of proposals under Policy TT2.

The site is directly connected to the public footpath network along Route de la Hougue Bie. Footpath provision should be enhanced by enabling pedestrian permeability through the site as a development objective, providing connection to existing public routes around Queen's Valley reservoir and re-establishing pedestrian access/egress along the north-east corner of the site boundary.

The site sits within the Eastern cycle route corridor, and will deliver or contribute to the development of the cycle network in this part of the island. The possibility of contributing towards the development of the emergent active travel network directly, or the provision of a financial contribution through a planning obligation agreement should be the subject of early discussion with Infrastructure and Environment (Operations and transport).

Facilities on site will need to provide safe, segregated and accessible walking and cycling routes with connection, where possible, to wider networks.

Cycle parking provision should accord with the Minister's residential parking standards.

### **5.5.3 Public transport**

The site is served by the Route 13 bus service, which is currently limited to around a two hourly service with no service on a Sunday. There are bus stops at the main entrance: Marina Cottage bus stop and shelter (westbound) and Clinique Pinel bus stop (eastbound).

In view of the increase in the number of people likely to be living at the site, there will be a requirement to secure enhancement to public transport provision through a planning obligation agreement. This is likely to include a contribution to improved bus services and the provision of direct and safe accessible routes to the bus stops, and the provision of a bus shelter to serve the eastbound service. The improved access to public transport may be used to off-set the parking provision on this sensitive site. Such offsets will need early engagement with Infrastructure and Environment (Transport and operations).

#### **5.5.4 Access**

The principal vehicular access to/from the site onto La Route de la Hougue Bie is an important public feature of the current site and should be retained.

If this were to serve as the sole vehicular access, the further intensification of development on the site would require changes to be made to this access point, such that it would need to be lit and widened to 5.5m and for an enhanced visibility splay to be provided (43 metre visibility splay 2.4 metres back from the carriageway edge) to meet current highway requirements for this 30mph section of road. Simple compliance with this standard would require the loss/relocation of the existing entrance piers and loss of part or all of the associated granite walls, along with some of the mature trees which form part of the site's heritage and landscape setting and designed heritage .

As a result, an alternative access arrangement using the existing western access to Marina Court/ Valley Close should be explored; as should the potential of further reduction of speed limits (to 20 mph) along the site frontage in view of the proposed development of this site; as well as the proposed further health-related development to the north of La Route de la Hougue Bie.

An early engagement with the Infrastructure and Environment (Transport and operations) will be needed to explore the potential of reducing road speed limits and/or using alternative access points in order to mitigate the impacts of development on the existing site frontage and site entrance, which is an important public feature of the site.

#### **5.5.5 Parking**

Given the site's rural location car parking provision will be an important aspect of the development. This site is located within sustainable transport zone 6 in the Minister's residential parking standards (2023). As such the minimum parking provision for 1- and 2- bedroom homes is set at 1 space per unit and at 2 spaces for 3- bed homes. Where car parking space is required to be provided, at least one space should always be capable of being accessible to people with disabilities; and at least ten per cent of residential car parking spaces should be allocated for use by people with disabilities. Visitor provision will be 0.2 car parking space per dwelling and motorcycle parking at 0.1 space per dwelling.

On the basis that the development yield will exceed 50 homes a greater degree of flexibility for car parking provision could be adopted. The aim of a more flexible approach to parking is to encourage developers to provide alternative transport options, such as residents' access to a shared transport scheme, which may enable reduced overall levels of car parking provision at the site.

All car parking spaces on site should have a passive electric vehicle charge-point provision, involving the provision of cabling linked to an appropriate power supply, so that at a future date a charge-point can be installed, if required.

The conversion of the listed building will require that there are very limited allocated parking spaces carefully designed into development layouts. Given the visual sensitivity of the principal

frontage of Queen's House and its setting given by the front lawn, it is not envisaged that any parking provision will be accommodated within this space.

### **5.5.6 Transport assessment and travel plan**

To manage the transport issues arising there will need to be a transport assessment which will require modelling at existing pressured junctions. The assessment will include the expected trip generation for cars, levels of car parking demand mitigating measures and set out the access to public transport and other modes of transport.

The development of the site will require the preparation and adoption of a Travel Plan to demonstrate how the development of St Saviour's Hospital, in its design and long-term use, has responded to the sustainable transport principles and how it will promote and encourage more sustainable travel. The travel plan will be a long-term management strategy and educational tool for the occupiers of a development that seeks to deliver sustainable transport objectives through positive action and future proactive monitoring.

The management of transport and travel requirements will form part of a planning obligation agreement to ensure the planning objectives for the site are met, with the calculations of the likely levels of contribution set out in Supplementary Planning Guidance: Planning Obligation Agreements.<sup>9</sup>

## **5.6 Drainage and flooding**

The site is adjacent to a major drinking water source reservoir as such it is in a water pollution safeguard area. Development will require connection to the public foul sewer alongside high quality environmental design to minimise and manage surface water runoff.

### **5.6.1 Foul sewerage**

The site could be connected to the existing foul sewers on La Route de la Hougue Bie. The site is currently served by a pumped sewer system with a pumping station on site to the west and a gravity fed sewer to the east. Given the location there may be a requirement for new development to deal with onsite storage and attenuation for emergency storage ensuring no contamination of Queen's Valley Reservoir. This should be the subject of detailed modelling and discussion with Infrastructure and Environment (Drainage).

### **5.6.2 Surface water**

Soakaways would be the preferred option for disposal of surface water. On site attenuation will be required to restrict the surface water discharge rate and measures put in place to ensure no contaminants enter the reservoir.

There is a requirement to adopt and apply sustainable drainage (SuDS) principles to help ensure the site does not flood locally or have water run off during times of high rainfall. Using the green infrastructure of the site to allow for swales or rain gardens will also help attenuate surface water management as set out in Policy WER6 – Surface water drainage.

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<sup>9</sup> [Supplementary Planning Guidance: Planning Obligation Agreements](#)

### **5.6.3 Mains water**

Policy U13 requires connection to the mains, alongside all practicable water conservation and management measures to reduce water consumption. A water conservation statement will be required as part of the design statement, including a statement of sustainability and will be subject to planning conditions to ensure the implementation of water conservation and management measures prior to the first occupation and use of the development.

The existing mains water supply infrastructure is thought to be capable of providing water for the proposed development. Policy U12 – Supply and use of water requires a water conservation statement to demonstrate minimisation of water consumption with grey and storm water recycling. Applicants should contact that service provider at an early stage to discuss their proposals. There is no known flood risk at the site.

## **5.7 Community infrastructure**

Bridging Island Plan Policy C14 – Community facilities and community support infrastructure enables the development of new community facilities within the built-up area. As already stated above, the conversion of listed buildings on the site offers the potential for some form of community provision to be made where this might serve existing or future community needs. Policy C18 – Space for children and play requires this site to make communal space for play on-site. This will contribute to children's have access to safe spaces for imaginative play, spend time in nature incorporated into the design stages of the site contributing to placemaking.

Consultation with local residents and the Parish of St Saviour gives the opportunity to explore the existing community needs that may exist and to identify potential future requirements.

### **5.7.1 Schools**

The site is in the catchment area for Grouville Primary School and Le Rocquier Secondary School. Le Rocquier has capacity to accommodate new intake. Grouville Primary School has a greater limit on capacity but this can be managed within existing provision. As this site is on the edge of the primary school's catchment area this may have a bearing of future intake where children living in this development may not be offered priority in all cases.

## **5.8 Phasing of development**

It will be expected that in bringing forward development proposals the phasing will ensure that the completion of the restoration of Queen's House and other listed buildings on site will be assured as part of the comprehensive development package.

Restoration of the listed buildings will be expected to be at an early stage of the development programme.

Planning obligation agreements may be required to be entered into to secure the delivery of public benefit in the form of the refurbishment of listed buildings and the timing of their occupation and use relative to other parts of the development scheme.

## 6. Design guidance

The overarching design aim for this new development will be to provide a healthy and pleasant living environment which incorporates space in and around buildings, with light and airy spaces with good quality privacy and amenity space utilising the site's characteristics to deliver attractive surroundings. In designing a new development, the aim is to facilitate a new neighbourhood.

The site has the added opportunity of the strong heritage interest as well as rural and landscape setting. In bringing forward new development the visual impact on the rural setting and the setting of the Listed buildings will need to be carefully assessed. Being a good neighbour for existing and future communities means that development will not unreasonably harm the amenities of occupants and neighbouring uses, including those of nearby residents. Further specific design guidance for areas 1 and 2 in figure 7 above forms appendix 2.

### 6.1 Design quality

Policy GD6 of the bridging Island Plan requires a high quality of design that respects, conserves and contributes positively to the diversity and distinctiveness of the landscape and the built context. This is particularly relevant given the site's immediate rural landscape context and the imposing architectural presence of the Listed buildings. Density needs to reflect the quality, type and mix of homes being created and the contribution to the creation of sustainable communities. This will require research into the site's historic development, its character and wider context. Contemporary design should draw upon Jersey's historic vernacular with an understanding of the locality and flexibility in design.

### 6.2 Percent for art

Percent for art requires an allocation of up to 1% of the total construction costs of any new building, or refurbishment, towards the provision of art in the public domain under Policy GD10. The scheme aims to benefit the Island by integrating art and craft of the highest quality into our built environment and it is intended that it will develop a legacy of public art and artistic expression.

Developers are encouraged to fund, commission and deliver their own percent for art project for this site in order to enrich the scheme or its immediate surroundings public art should be delivered as an integral element of any development.

### 6.3 Context

The landscape character in the area is *ad hoc* sporadic twentieth century development alongside more traditional and vernacular rural farm buildings, set in open countryside and bounded by rural lanes. The Integrated Landscape and Seascape Character Assessment<sup>10</sup> provides specific guidance on the landscape and the potential impacts of development in the sensitive escarpment and valley edge location. The site lies adjacent to Character Area E4 – southern plateau and ridges farmland and within D1 southern valleys/ enclosed valleys. Queen's

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<sup>10</sup> [Jersey Integrated Landscape and Seascape Character Assessment](#)

Valley, containing Queen's Valley Reservoir, forms an enclosed valley located immediately to the south-west of the site.

The site sits atop a plateau which slopes to the south, affording views from the upper storeys of the former hospital building to the countryside to the north and south. Important views extend beyond to the fields to the north which are now partly blocked by a modern hospital block and those views to the west are tempered by modern housing.

The use of a new landscape framework for the site should mitigate the visual impact of new development. Visual impacts on key views in and out of the site can be assessed and suitable modelling of mass and scale can alleviate impacts.

There is scope to supplement the intimate pattern of small fields, enclosed by hedgerows and boundary walls by reviewing landscape treatments, biodiversity improvements and use of the adjacent Fields G912, G598 and S600 to the south. This would support and enhance their function as habitat links, connecting woodland and grassland sites. Integration of any proposals to the existing landscape with additional landscape improvements would be required to integrate the edges of the site into the rural context.

## **6.4 Density**

The density and design should respond to the site context and the character of the surrounding area. It should also respond to the type and mix of homes to be provided, whether flats or houses, and the number of bedrooms in each. Added to this are the constraints on the availability of services, space for parking requirements and the presumption in favour of re-use of existing buildings.

The development yield and density to be derived for the conversion of Queen's House and other listed buildings on the site, will be very much dependent on the detailed analysis and design of proposals for their re-use.

Bridging Island Plan Policy H2 sets out the density requirements for new residential development and the need to ensure optimum efficiency in the use of land balanced with the quality of design in context and character. Proposals for development should take account of the Minister's published density standards (July 2023). The minimum density guidance for development in smaller settlements is set out in Standard 6.1 at 30 dwellings per hectare (dph).

## **6.5 Managing health and wellbeing impacts**

All new development inevitably leads to some form of impact upon how people perceive, interact with, and respond to, the environment that surrounds them. Impacts can be positive, to use land and buildings in a way that better meets the needs of individuals, the economy and society. However, there is also a need to ensure that development does not adversely affect people's health and wellbeing or have wider amenity effects that erode community wellbeing. That will mean the design will manage impacts such as mass and scale, privacy and sunlight and daylight to adjacent buildings and land.

The development should not adversely affect the health, safety and environment of users of buildings from emissions to air, land, buildings and water including light, noise, vibration, dust, odour, fumes, electro-magnetic fields, effluent or other emissions. In all the development should avoid or mitigate, the impact of the development on the needs of people with disabilities. This is set out in Policy GD1.

## **7. Planning obligations**

Powers to secure development through planning obligation agreements (POA) and to enable acquisition by compulsory purchase are available to the Minister under Article 25 of the Planning and Building (Jersey) Law 2002.

Under the terms of Policy GD3 POA's are required where, as a direct consequence of the proposed development additional infrastructure or amenities are required.

The requirement for a POA will be guided by Supplementary Planning Guidance: Advice Note Planning Obligation Agreements July 2017 and emerging work under Proposal 9 of the bridging Island Plan.

Obligations will be set at a rate that is reasonable and proportionate to the proposal, reflecting what is necessary to make the development acceptable in planning terms.

In full, under Appendix 1 of the SPG, the triggers to consider are:

- Landscape improvements and tree planting to conserve ecology and landscape setting.
- Restoration and future management of the Listed Buildings on site.
- Future control to ensure tenure allocation remains as agreed in the planning assessment.
- The management of protected Open Space.
- Compensatory works for loss or disruption to the footpath and cycle network, including provision of public routes into the future.
- Transport related pedestrian safety measures, active travel proposals and cycle improvements.
- Improvement to public transport facilities and to meet the requirements of the submitted Travel Plan.
- Managing and meeting air quality standards
- To meet the requirements of future foul sewerage connections and sustainable drainage.
- Water conservation measures, beyond Building Byelaw standards.
- Site Waste Management Plans (2013): where site waste management measures in the Site Waste Management Plan cannot be controlled by condition to a Decision Notice.

Further to the specific POA requirements set out above the future form of the POA is likely to include the following measures:

- affordable homes to be provided on the site remain affordable in perpetuity and allocated by the Minister for Housing Category through the Housing Gateway.
- the provision of any associated infrastructure or funding to deliver the requisite;
  - foul and/or surface drainage;



- Eastern cycle route network and
- the enhancement of bus services and other travel and transport-related infrastructure, including bus shelters.
- potential landscape buffers to the site and the long-term management and maintenance of the planting, paved areas, access roads, parking, footpaths and open space, within the development site, by transferring the ownership to the Parish of St. Saviour or facilitating the setting up of a properly constituted housing or residents' association.
- agreed restoration and refurbishment of the Listed Buildings on site, above and beyond the measures required to facilitate conversion, linked to a Building Conservation Appraisal and Conservation Plan and a phasing proposal for development of the site.
- reduction in carbon emissions, energy use and compliance with Target Energy Rates above Building Byelaw Standards.

This Draft Development Brief will be subject to public consultation which may raise other areas where a planning obligation agreement may be required. The developer should be aware of the possibility that additional elements may be required as part of any future planning obligation agreement through pre application assessment of a development proposal or arising from the formal planning application process.

## **8. Planning application**

### **8.1 Information required**

A detailed planning application will be required to be submitted by the applicant in accordance with the advice contained in guidance (Information required for a planning application (May 2012))<sup>11</sup>.

In preparing proposals for submission, it is strongly recommended that the developer appoints a design team capable of developing imaginative and well thought out proposals. Developers and their architects are strongly advised to contact the Infrastructure and Environment's Regulation team prior to the submission of an application, to discuss their proposals and to generally maintain close contact with the department throughout the design process.

Any application should be sufficiently detailed to demonstrate how the site can be satisfactorily developed, having regard to the guidelines and constraints of the Brief. In this instance, in addition to a completed application form and the relevant fee, applicants will be expected to submit:

- a location plan (scale 1:2500);
- a site plan (scale 1:200), showing the layout of proposed buildings and spaces, the position of buildings on adjoining property, proposed landscaping and the means of vehicular and pedestrian access within the site;
- sections through the site, showing changing levels and the relationship with surrounding properties;

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<sup>11</sup> [Information you need for your planning application \(gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/201201/Information_you_need_for_your_planning_application.pdf)

- 3-dimensional information which will be expected to be inserted into the State’s digital model.<sup>12</sup> This serves to show how the shapes and forms of buildings and spaces are arranged and how the proposed development integrates with the surrounding area, including existing and proposed buildings on adjacent sites;
- elevations of the proposed building(s) at a scale of at least 1:100;
- floor plans at a scale of at least 1:100;
- street elevation sketches showing relationship of elevations proposed with adjacent properties;
- a sustainability statement;
- any other further supporting information that is likely to be required, such as, for example, an Active Travel Plan and a crime impact assessment; and
- further supporting information as set out below.

## **8.2 Community participation statement**

As part of community engagement required for larger developments the design team will need to consult the local community prior to any planning application under Policy GD2. This will require a community participation statement providing evidence of the engagement and consultation that was undertaken, including who was consulted, on what, when and how the consultation was carried out; and how any feedback received was taken into account in the formulation of proposals.

## **8.3 Design statement**

A design statement will be required to be submitted as part of any proposal for the development of this site confirming how the design has evolved, confirming design standards, management of community health and wellbeing, housing mix and form and how the scheme has responded to the development brief, context and connectivity requirements.

The management and delivery of a high-quality landscape plan alongside management of green and blue infrastructure to complement the built form and context. It will also need to set out the approach to the treatment of the historic integrity and fabric of the Listed building and its setting.

The design statement will define the pre application community engagement and show how that has influenced the final design.

The statement will also set out how the proposals have responded to climate change and the policy requirements to ensure future energy management within the sustainability statement.

## **8.4 Heritage impact statement**

A Heritage Impact Statement<sup>13</sup> will need to be submitted as part of the application setting out the significance of the Listed Building and its setting, assessing the capacity for change and assessing the impacts of the proposed changes required to convert the building into a new use.

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<sup>12</sup> [Practice Note – guidance on 3D Model](#)

<sup>13</sup> [Guidance Note – Heritage Impact Statement](#)

The Statement will offer mitigation options and measures to deal with arising impacts of this change.

### **8.5 Crime impact statement**

A Crime Impact Statement will need to be submitted as part of the application<sup>14</sup> setting out how the proposals have responded to the need to ensure crime has been designed out and community safety has been fully considered and 'designed in'.

### **8.6 Biodiversity impact statement**

A Biodiversity Impact Statement will need to be submitted as part of the application setting out the significance.<sup>15</sup> This will set out how the proposals have considered the quality of the natural environment and has considered develop strategies and action plans for the conservation of species and habitats and the creation of new niche environments to aid biodiversity and richness.

### **8.7 Site waste management plan**

In considering proposals for new development and in accordance with the principles of sustainable development, the minimisation of waste generated as part of demolition and construction activity will be sought. This is likely to be through an increase in the recycling, re-use and recovery of resources, in compliance with bridging Island Plan Policy WER1 Waste minimisation and new development.

It is envisaged that the development of this site will involve the demolition of modern buildings outside the Extent of Listing. As a consequence, this will require the preparation, submission and implementation of a Site Waste Management Plan<sup>16</sup>.

### **8.8 Other Information**

Any development proposals will, of course, be subject to other normal planning and technical requirements, as necessary.

## **9. Disclaimer**

It is important to note that this document is not binding in itself. Any information supplied in this brief does not in any way absolve an applicant from satisfying themselves that all necessary information on the requirements of the various authorities and organisations is correct at the time. Neither does it restrict the Minister for the Environment from amending or varying such information contained in the brief, before a planning application is determined.

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<sup>14</sup> [Guidance Note – Crime Impact Assessment](#)

<sup>15</sup> [Guidance Note – Biodiversity Impact Statement](#)

<sup>16</sup> [Guidance Note – Waste Management](#)

## Appendix 1: Listed Building Schedule

PLANNING AND BUILDING (JERSEY) LAW 2002

### LISTED BUILDINGS and/or PLACES

Les bâtisses et endraits historique



## SCHEDULE

St. Saviours Hospital, La Route de la Hougue Bie, St. Saviour.

In amplification of the requirement of;

- i) Article 51 Paragraph 3(a) to show in relation to each site included on the List which one or more of the special interests set out in Article 51 Paragraph (2) attaches to the site;
- ii) Article 51 Paragraph 3(b) to describe the site with sufficient particularity to enable it to be easily identified and;
- iii) Article 51 Paragraph 3(d) to specify any activity, referred to in Article 55 Paragraph (1), which may be undertaken on the site without permission;

the following supports the view that the site known as **St. Saviours Hospital, La Route de la Hougue Bie in the Parish of St. Saviour** is of special interest.

- i) **HER Reference** SA0050
- ii) **Special interest** ArchitecturalHistorical
- iii) **Statement of Significance**

High quality example of Victorian hospital (asylum) buildings, 1868 with later additions, set within rare Victorian asylum therapeutic grounds whose design follows the advice of the UK Commissioners in Lunacy published originally in 1856.

The typically sweeping open front lawn survives largely intact to form the essential setting enclosed by a notable line of holm oak to the north and mixed oak and sweet chestnut alongside the drive, but the eastern end of the lawn is damaged by the nurses' home.

The airing courts to the rear, which define the site as an asylum, are a rare survival as an ensemble, particularly those to the east which retain many rare original features, including the walls, privies, lean-to shelter and paths. This is an unusual use of walls to enclose airing courts, as in most asylums of this

period in the UK walls were usually avoided and ha-has used instead. In the few asylums in the UK that survive the airing court boundaries of whatever type usually no longer survive. Although alterations and additions have occurred in the courts these are not irreversible and could be removed to reinstate the courts as therapeutic garden enclosures.

Of the trees, the northern boundary line of holm oak and the avenue of large sweet chestnut and deciduous oak to the west provide strong definition to the layout. The rural setting and views are of particular significance but have in places been damaged by intrusive C20 hospital-related development, particularly to the west and north-west.

The site is of high significance in Jersey as a complex institutional grounds that survives relatively intact, and would be of national significance in England.

iv) **Description**

The layout of the site and design of the buildings - both externally and internally - is illustrative of 19th century asylum architecture and reflects the social and scientific attitudes towards the mentally ill at that time. The location fitted with the aim to build asylums in a rural setting with scenic outlooks and near to a good supply of fresh water. The different elements of the site reflect the intention to provide patients with moral therapy and therapeutic employment as well as a secure environment.

There are extensive mid-C19 asylum grounds with an open lawn to the front (north) of the main linear building, and a series of walled airing courts attached to the rear (south). The originally entirely rural site is bounded by a bank against the road which is sunk in a deep cutting to the north, with a belt of largely holm oak above.

To the west of the site is a development of modern hospital houses on former hospital farmland, to the south-west the farm hospital, to the south modern buildings and lawns beyond leading to the recent reservoir, and to the east an informal boundary with the wooded environs of the reservoir. A modern nurses' home lies north-east of the main building on the former east end of the lawn.

The site occupies a plateau which slopes to the south beyond the main building, affording views from the upper storeys of the building to the countryside to the north and south.

The site is entered at the north-west corner of the site via a gateway flanked by muscular C19 granite piers. From here a straight drive runs south alongside the lawn flanked by an avenue of mature oak and sweet chestnuts. The drive turns east to run along the north front of the building to a central porte cochere and the main entrance.

The doorway overlooks the large, open playing field/lawn which is enclosed by the avenue to the west and the northern holm oak belt above the road. Important views extend beyond to the fields to the north, now partly blocked

by a modern hospital block to the north-west, and formerly to the west, now the site of the hospital housing.

The main building range is a large 2-storey complex. The walls of the building are of shale rubble with granite quoins, strings, window dressing and plinths. The quoins and other stone dressings are rock faced with flat margins. The roofs are of Welsh slate. The overall arrangement is symmetrical although the east wing is longer, and terminates in an east facing building, which has a segmented bay window and is 3-storey due to the fall in levels at this point. The whole composition is tied together by a projecting moulded eaves cornice that runs along the whole frontage and a continuous render band directly beneath the eaves. The linear form to the layout was popular as it allowed light in and provided cross ventilation.

The principal elevation is to the north. The main building is divided into two identical halves to west and east, originally for male and female patients respectively, flanking a dominant central administration and service block incorporating a chapel, dining hall and kitchens. The entrance building has a projecting granite porte-cochere, above which is the former chapel with semi-circular headed windows, and above that a triangular gable pediment with bull's eye window.

This building extends to the rear and incorporates the dining hall and kitchens. Wings spread out to the east and west, articulated by projecting pedimented sections of 2 bays, with 2-storey flat roofed ablution blocks sitting in front of the main façade. The east wing originally housed female residents and the west wing male residents. The windows in the entrance block including the arched windows to the former chapel and dining hall are either large pane or standard pane timber sashes. The majority of other windows are small pane timber sashes with the upper section pivoted and lower section fixed. These windows may be later replacements but their design is illustrative of the need for security and safety of the patients.

The quality of the architectural composition of the hospital range continues to the rear elevation. Dominant features are the projecting 2-storey day rooms, each of which has two segmented bay windows - one facing over the walled garden and the other looking south. There are also interesting 2-storied projections treated in the form of a Dutch gable with corbelled chimneys - the open base of each has now been enclosed.

Projecting back from the centre of the building is the dining hall with large round-headed windows and bulls-eye glazing, and the kitchen with the former laundry / workshop. Some of the rear walls have been rendered. The post-1945 structures - such as the 1970s lift shafts and hospital fittings - are not of interest.

To the rear (south) of the building a line of 6 airing courts gives access for patients from doorways in the ground and first floors, from ward-specific airing courts, for therapeutic recreation and exercise. The courts are partly enclosed by the building and by granite rubble walls of c.2.5-3m high.

At the southern corners of the eastern row of courts are two privy blocks, each of which straddles the boundary line in order to serve two courts, with doors on the west and east elevations. It is likely that two more served the western courts but these have been lost to the modern buildings of Orchard House unit. The granite rubble privies are unusually large structures, with dressed granite doorways, flanked by terracotta tile-louvred ventilation openings in arrow loop style. The hipped slate roofs originally had louvred cupolas (one of which survives) and retain fretwork pelmets below the gutters. An open-sided slate mono-pitch roofed shelter runs along the eastern wall of the central court (eastern half), partly enclosed in the C20, but retaining an open section supported by chamfered timber posts with an original low timber bench. The walls of the court at the east end of the building are reduced to 1m height.

Within the courts lawns are enclosed by paths, probably relating to the original layout. The courts contain various later structures and enclosures which are not significant and damage the open nature and ornamental character. A range of low service buildings bounds the south side of part of the eastern courts, now estate workshops and probably originating as workshops for the male patients. At the west end of the main building a small detached block, in similar ornamental style to the privies, is apparently the former mortuary. It has a glazed lantern above the hipped roof, and iron gutters with lion masks in similar pattern to the main building. It is entered from the main drive to the north.

To the south-west is the asylum farmstead, including a 19th century cow stable and shed - rubble granite with brick dressing and slate roofs - around a yard (modern house not of interest); and a larger 1930s stable - of rubble granite with ashlar granite quoins and dressings to openings - to the north-west.

The interior largely retains its original layout and utilitarian character with simple detailing and fittings. Accommodation was primarily in the form of single rooms or 'side rooms' on the north side of the building with a few open plan dormitories (sub-divided with stud walls in the 1990s), and day rooms at the end of each corridor. Of note is the pair of 1868 staircases (a separate staircase for men and women), the vaulted roof in the former chapel, and the rounded-edge applied to all openings and corners.

High Victorian public lunatic asylum, built 1865-68 (St Saviour's Hospital - originally known as Jersey Lunatic Asylum). Designed by local architect Thomas Gallichan (also responsible for the General Hospital, Royal Court House, Le Sueur Obelisk and Masonic Temple). The foundation stone was laid 29 July 1865, and the hospital opened 11 July 1868. Separate mortuary building and laundry added 1882. The wings were extended in 1891 and the east wing further extended, and ablution blocks added to the north side, circa 1903 - all in a style that matches the original building.

Typical extensive therapeutic grounds for such an asylum. 1869 annual report: superintendent recommends digging trenches around airing courts

to prevent escapes. Croquet lawn constructed for the amusement of patients which pleased and interested them v much. During the day many are employed some as helpers in the wards, kitchen, and laundry, and others are employed on the land.

Report for 1870: walls too low to stop escapes, stone steps in airing courts on each side are dangerous for epileptics, need alteration and handrail. Suggests a post mortem room required which could be sited facing a lodge at the entrance of the avenue.

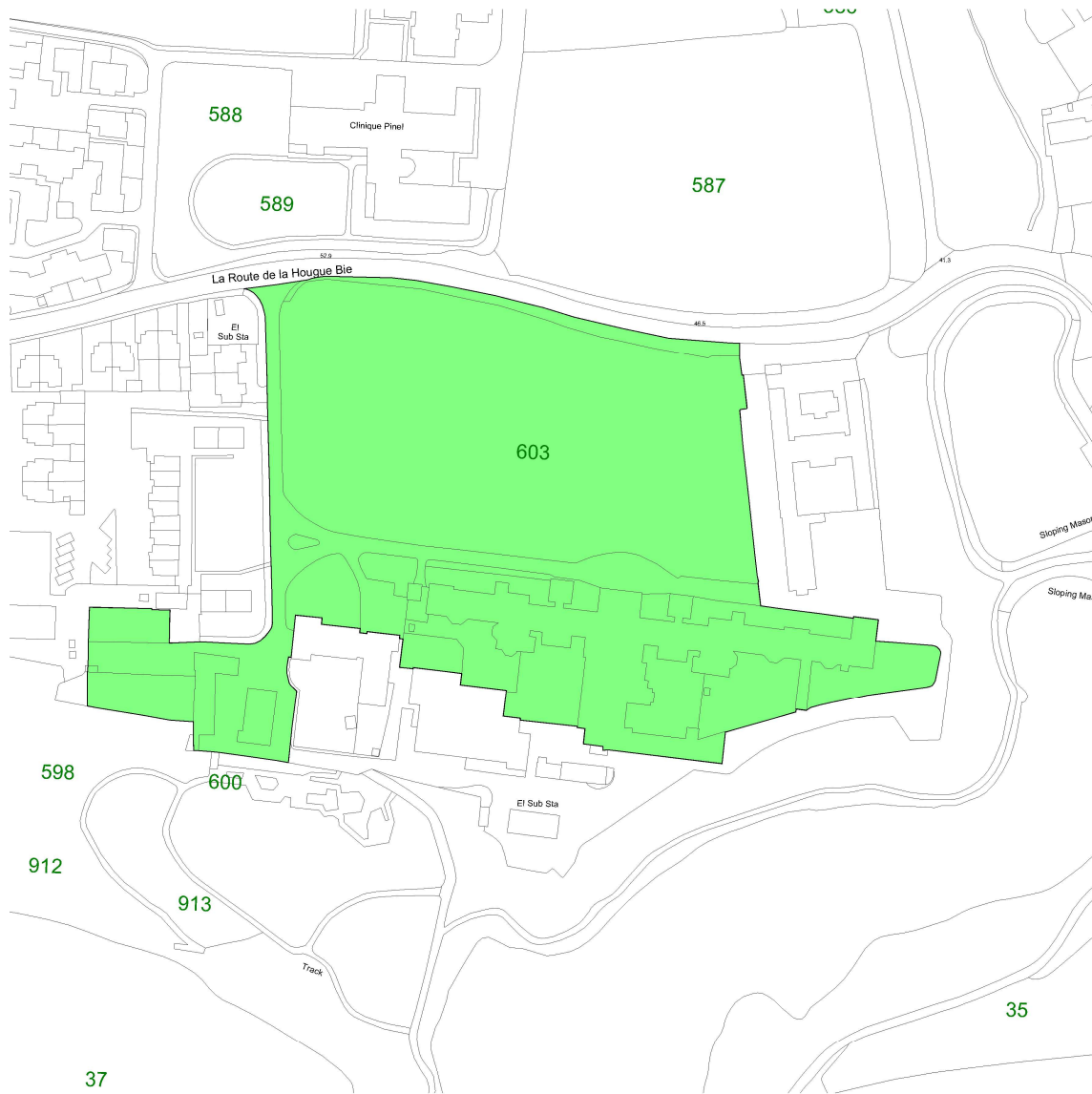
1871 report mentions patients amused with cricket and croquet in summer. 11 males and 21 females average employed.

- v) **Location** Plan attached
- vi) **Restricted activities** The carrying on, of any of the following activities –
- (a) to carry on an activity which might injure or deface the site or part of a site
- require express consent.
- Informative: Unless otherwise stated in the Description above, interior interest applies to the major, surviving elements of the historic interior. These could include:-
- historic joinery fittings such as staircases, fireplace surrounds, doors, moulded architraves, wall panelling and internal window shutters,
  - historic structural timber features such as ceiling beams and joists, original timber roof frames and early wide floorboards,
  - historic decorative plasterwork ceiling mouldings, cornices and central roses,
  - historic ironwork such as fireplace grates, fire surrounds
  - integral original stonework features such as fireplaces, niches and stairs and
  - a distinctive or innovative plan form dating from before 1850.
- This is not an exhaustive list. Nor are all these elements assumed to be present in this property. None the less it is assumed that the property is of an age and survives in a condition to suggest these features could be present and as such any activities which affect these features of special interest, where they are present, will require express consent.
- vii) **Listed Status and Non-statutory Grade** Listed Building Grade 1



# Plan and Photograph(s) of St. Saviours Hospital, La Route de la Hougue Bie, St. Saviour

## Plan



Photograph(s)



## **Appendix 2: Further design guidance**

Section 4 of this guidance identifies and defines areas 1 and 2 of the site (see figure 7) as having the greatest development potential. In bringing forward proposals for new development. On these parts of the site the following further design guidance should be considered.

The re-use and conversion of listed buildings on the site is outlined in the foregoing text as is the requirement to consider the re-use of other buildings on the site.

### **Landmark**

Queen's House is a strong local landmark, set in an imposing setting from northern views and in a rural context from longer southern and eastern views. The former hospital sits atop a defined plateau in a mature treed landscape. This provides an opportunity for key views to be managed and the development of the parcels of land to the west, east and south to contribute to the setting of the listed building in local and more distant views using and supplementing the existing mature landscaping.

The designer of any new buildings on the site should have regard to the dominance of Queen's House and its commanding presence on the site, its relationship with open spaces and trees. New buildings should not prejudice the listed building's setting but should develop a comfortable relationship with it and the landscape features and topography of the site.

### **Scale**

The presence of the principal listed building, its setting and protected open space define the main areas for redevelopment to the west, south and east of the site. Redevelopment to the west and south is in the proximity of the Listed former hospital farm buildings. In general development should not exceed three domestic storeys but may be higher at points to deliver careful landmark emphasis in a polite manner.

The scale will need to be effectively managed to help integrate new development at the edges of the setting of the principal listed building of Queen's House, as set out above. In designing the scale across the site use of three-dimensional models will help identify those areas where added height may be accommodated without damage to the rural context or the listed building's setting.

### **Principal open space**

The integrity of the formal lawn that provides the setting to Queen's House as a protected open space should not be compromised by redevelopment. There is, however, an opportunity to provide a new built form edge at an appropriate, polite scale to ensure that the visual integrity of the space is retained. With suitable design and scale this could frame the space to the east and west, with Queen's House remaining visually dominant. The repair and enhancement of the landscape setting of the formal lawn along its boundaries as part of an integrated landscape scheme would also enhance the setting of the key public frontage to the site.

The development should include the renovation of the existing hospital gardens to the south, located in fields G912, S598 and S600. This will contribute to the open space requirement under

Policy Cl6. Their future maintenance will be tied to a maintenance agreement to safeguard the unique environment and rural context of the development.

The open space and gardens will be expected to remain available for the use of future residents and the southern gardens and footpath network accessible to the public, allowing them to be functionally robust. It is likely these matters will form part of a planning obligation agreement as set out in section 08.

The vehicular entrance should be designed to offer access to a clear legible hierarchy of routes to reach all areas of the site. The use of the existing historic entrance and drive for pedestrian, cycle and safe access to the bus routes will help retain the historic significance and value of the walls, gate piers and mature trees.

### **Landscape and rural setting**

The trees along the formal driveway into the site are a key part of the arrival experience and should be retained and supplemented. The treed boundary to La Route de la Hougue Bie, predominantly made up of Holm oaks, should also be retained. There are a number of other trees throughout the site and the presumption is that these will be retained unless there is a sound justification for their removal. The mature tree landscape belts forming the boundary outside the developable site will also need to be retained and managed in the future to enhance the setting of the new development and principal listed building.

A comprehensive landscaping assessment of the existing green infrastructure will inform a new landscape scheme and planting plan for the redevelopment of the site. This will show how the impact on both the rural context and biodiversity can be managed. The landscape design should assess the existing quality of the natural environment and develop proposals for the conservation of species and habitats. In developing the new landscape framework creation of new niche environments to aid biodiversity and richness would be expected.

Semi-private spaces in and around dwellings should be carefully integrated into the landscape scheme. Private gardens and areas should be robustly defined but any defensible space managed to minimise blank and intimidating edges to the public domain.

There will be a requirement to deliver well designed play spaces within the public landscape areas to meet the needs of the new community. These should be designed to allow safe, natural surveillance in socially acceptable locations.

### **Edges**

Give the immediate relationship of the site to open countryside, close attention will need to be given to how the development sits in the landscape, in close and long distant views. The management of the western edge of the development is particularly important. Development will need to be designed with planting or a shelter belt on the edge of site.

The existing granite wall to the north of the site should be maintained and retained as a low wall affording views across the lawn to Queen's House.

### **Permeability**

The site is connected to the local footpath network to the south, to Queen's Valley Reservoir path. Further supplementary footpath connections to the site and the southern gardens should be explored. Further connection to the public footpath network on and off La Route de la Hougue Bie, should also be delivered. The existing connection to La Route de la Hougue Bie on the northeast corner of the site could be improved to facilitate access through the site. Public access through the site should be enabled along defined public pathways facilitating a permeable site.

### **Road network**

The site should be accessed from a formal main drive for active travel modes, giving a clear gateway and gravitas to the new neighbourhood. The vehicular access may be provided to the west of the formal entrance from which the internal road hierarchy will need to disperse across the site (without eroding the integrity of the formal lawn) using legible safe routes for all, and not allowing motorised forms of transport to dominate. New access routes will need to soften to a distinctive neighbourhood style with access to bike and car parking courts marked with a change in materials and shared spaces.

### **Defining space and amenity**

The site has existing neighbouring houses which are traditionally largely orientated southwards. The modern development of Roxbury guards its relationship to the south with a new granite wall. More open aspects to the north of the site are given by the open fields and the set back of the modern health facilities at Clinique Pinel where it is envisaged further health facilities will be developed. Managing these existing relationships to avoid undue prejudice to the existing residential amenity will be needed to mitigate any impacts from changes of scale and density of the proposed homes.

Orientation will need to be carefully managed such that single aspect flats have good quality through ventilation to avoid overheating or cooling to minimise energy use.

### **Architectural styles**

The site offers the opportunity for a vernacular response or contemporary architectural language. In either case the built form should allow clusters of buildings in defined neighbourhoods to help set a characterful development. Materials should reflect a simple pallet in neutral and harmonious colours. The use of a limited number of natural materials will offer the most appropriate response to the context and locality, allowing the development to settle into its environment. The use of white render should be minimised and not used on the edges of the site. The careful use of colour will help harmonise the new development and define neighbourhoods.

Buildings should be fragmented in elevational streetscapes to ensure there is not a monotony of terrace form. The fragmentation will need to respond to clear architectural design principles. In this regard the use of vernacular scale, forms and bays may assist in ensuring a Jersey vernacular response or delivered in a contemporary architectural language.

Robust and active edges will be delivered through front doors addressing the street rather than being located to the sides of buildings. The use of paths and routes through the development

will provide spaces and places for the new community to meet and will link to the surrounding countryside and existing protected open spaces. The footpath routes will enjoy natural surveillance through overlooking and will be integrated into the new and existing structural landscape.

### **Sustainable homes**

The specification of new dwellings will need to meet the Minister's residential space standards SPG (2023)<sup>17</sup>. There may be planning and technical criteria that challenge the standards when applied to the refurbishment and conversion of the historic buildings on site. However, robust design responses are sought which enable dwellings to fulfil the requirements of a range of different lifestyles and the design and layout of which is flexible enough to cater for the needs of the present and future generations.

Consideration should be given to reducing the carbon impact of the development. Fabric first would require an assessment of the thermal efficiency of walls, their soundproofing, the use of passive solar gain, efficiency in sustainable heating systems and minimisation of water use and waste. The scope to introduce new micro generation systems would help in reducing future carbon emissions. The use of construction materials with low embodied energy and those produced using renewable resources and environmentally benign processes are strongly encouraged.

Under the terms of Policy ME1 a 20% reduction in target energy rate for new development using the existing Jersey Standard Assessment Procedure (JSAP) calculator, or Simplified Building Energy Model (SBEM) tool will be required. This would be above current 2016 Building Byelaw standards until such time these standards are upgraded.

### **Parking**

The careful planning of car parking areas will ensure there is a clear relationship to residential neighbourhoods, with courts provided to the rear of buildings in general. These should be designed with good natural surveillance and high quality boundaries and permeable pedestrian access. Blank gable facades facing parking courts or spaces should be avoided. Provision of cycle parking should be designed into the scheme at an early stage to ensure the spaces are well distributed, easily accessed and enjoy natural surveillance from well used pedestrian paths.

Access to the parking and bike parking areas should follow clear and legible hierarchy of routes. The use of materials and shared surfaces will assist in delivering better quality and more community orientated spaces. The option to provide local community recycling points within these public areas should be explored.

### **Conversion of listed buildings**

A full heritage impact assessment will be needed. This will identify the significance and character of the listed buildings on the site and the adjacent spaces and places. A full assessment of the state of conservation and disrepair will further inform the proposed re-use.

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<sup>17</sup> [C Draft SPG residential space standards.pdf \(gov.je\)](#)

Queen's House has a strong internal layout that responds to the health demands of mental health facilities in the 19<sup>th</sup> century. As a largely unchanged building the challenge will be to deal with the smaller cellular rooms and corridors alongside the larger communal areas such as the dining halls to develop new homes within the structure. This will require an imaginative approach. As such, there will be many non-standard, some may say quirky, flats. A standardised approach will not be successful here.

Offering external amenity space will likely lead to more communal gardens to the south of the building, utilising the existing airing courts. How these can be retained but still offer valuable open space with prospects south will be a challenge to overcome.

Retaining as much historic fabric as possible will help settle any new use quickly into its environment. Overly fussy specification and excessive use of modern materials will undermine the assertive and dominant architecture and character of Queen's House.

It is envisaged that there will be no further extension and that any external storage, bin stores and bike stores will be designed into the context carefully and from the earliest stages. These could reuse existing ancillary buildings for instance. Care will be needed in how the current openings/ windows/ doors and external facades are treated to ensure the imposition of modern devices, such as Juliette balconies, are avoided.

The intensity and number of units may be lower than in a standard conversion allowing generously sized flats to be created taking full advantage of the high internal ceiling levels and remaining historic features. This will need a designer with a sensitivity to managing changes in historic buildings, a good knowledge of how to exploit the character of the buildings whilst retaining their significance and protecting the reasons the buildings were listed in the first place.