

Department of the Environment
Supplementary Planning Guidance

Draft development brief



Consultation draft

St Martin's Primary School and Nursery
Field 327A, St Martin

February 2012

About supplementary planning guidance

The Minister for Planning and Environment may publish guidelines and policies (supplementary planning guidance) in respect of; development generally; any class of development; the development of any area of land; or the development of a specified site¹.

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. It can also be used to provide information about how the planning system operates.

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

Supplementary planning guidance is issued in a number of different forms including:

- **Advice notes**, which offer more detailed information and guidance about the ways in which Island Plan policies are likely to be operated, interpreted and applied in decision making;
- **Policy notes**, which can be issued by the Minister, following consultation with key stakeholders, in-between reviews of the Island Plan, to supplement and complement the existing planning policy framework;
- **Masterplans, development frameworks and planning briefs** provide more detailed information and guidance about the development of specific sites and areas of the Island; and
- **Practice notes**, which aim to provide information about how the planning system's protocols and procedures operate.

The current supplementary planning guidance is listed and can be viewed on the States of Jersey website at www.gov.je/planningguidance.

Hard copies of all supplementary planning guidance can be obtained from Planning and Building Services, Department of the Environment, South Hill, St Helier, JE2 4US, telephone: 01534 445 508 email: planning@gov.je

¹ Under Article 6 of the Planning and Building (Jersey) Law

Introduction

The purpose of this brief is to establish the general development principles for a new primary school in St Martin and sets out the guidelines to be adopted when preparing detailed proposals for the new school and addresses issues such as layout, design, vehicle access, pedestrian safety and landscaping.

Status of this guidance

This is currently draft guidance produced for consultation purposes.

This draft guidance will be reviewed and amended in response to the findings of the consultation. The Minister will then seek to adopt the new guidance which will provide the framework for the assessment and determination of any subsequent planning application.

Who is the guidance for?

This guidance is principally aimed at those involved in the planning and design of the new school, 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 an interest in the project – neighbours, parents, staff and other States departments – with guidance and advice about the issues that will be considered during the planning process.

Policy context

The facilities at St Martin's Primary School are well below the minimum modern education space standards, as set out by the Department for Education, Sport and Culture (see Appendix 1). The department has secured approval of the necessary funds for the construction of a new school from the States Capital Programme.

The requirement is for a new single form entry primary school to accommodate approximately 210 pupils, including a nursery catering for up to 30 children and external sport, play and habitat areas, the requirements for which are outlined in ESC's 'Statement of Requirements' (Appendix 1) and informed by the Department for Education (DfE) UK Building Bulletin 99.

There is no capacity for any further expansion on the existing site. To address this need the 2011 Island Plan, at Policy SCO1, makes provision for a new primary school and nursery unit to be developed on Field 327A, adjacent to the existing school buildings, which is currently partly used as the school playing field and is of sufficient size to accommodate the new school buildings, a junior football pitch and playground.

Development objectives

The overriding aims for the development of a new primary school on this site will be:

- to provide a well designed primary school and nursery environment that is conducive to teaching and learning by adopting best current practice.
- to create a development that is efficient in terms of space and energy consumption, making efficient use of the land available.
- to create a design that makes a positive contribution to the physical context of the area.
- to create a school that has the best level of accessibility, amenity and safety, in all its aspects.

Planning guidance

There are a number of planning policies, constraints and factors which will determine the successful procurement of the new primary school. The key planning issues are highlighted below.

Location, character and context

The Minister for Education, Sport and Culture made a representation to the 2011 Island Plan review explaining that the existing school was no longer fit for purpose and there was no space on site for expansion and requested that Field 327A be safeguarded for educational use.

The States approved the Island Plan in June 2011 and Field 327A was duly safeguarded in Policy SCO1. Although the Minister for ESC has made a compelling case for a new school, the Minister for Planning and Environment will require confirmation that the proposed school is in the most sustainable location in respect of its catchment area and expects that confirmation to come out of the consultation process.

Field 327A is approximately 3.3 acres (13,600 sq.m. or about 5.5 vergées) and is currently used as a playing field for the primary school. The site is on the western edge of the rural parish centre of St Martin's, bordered by La Rue de la Croix au Maitre to the south; the existing Parish primary school and an agricultural field to the east; the private park land garden of Croix au Maitre to the west, and an agricultural field to the north.

The site is located on relatively high ground on the edge of a rural settlement and any new structure is likely to be visible in the wider landscape from the north, south and east. The setting is a transitional area; on the east side is the formal municipal built-up area of the existing Victorian school and Parish administration buildings and on the other the site leads on to the open rural countryside.

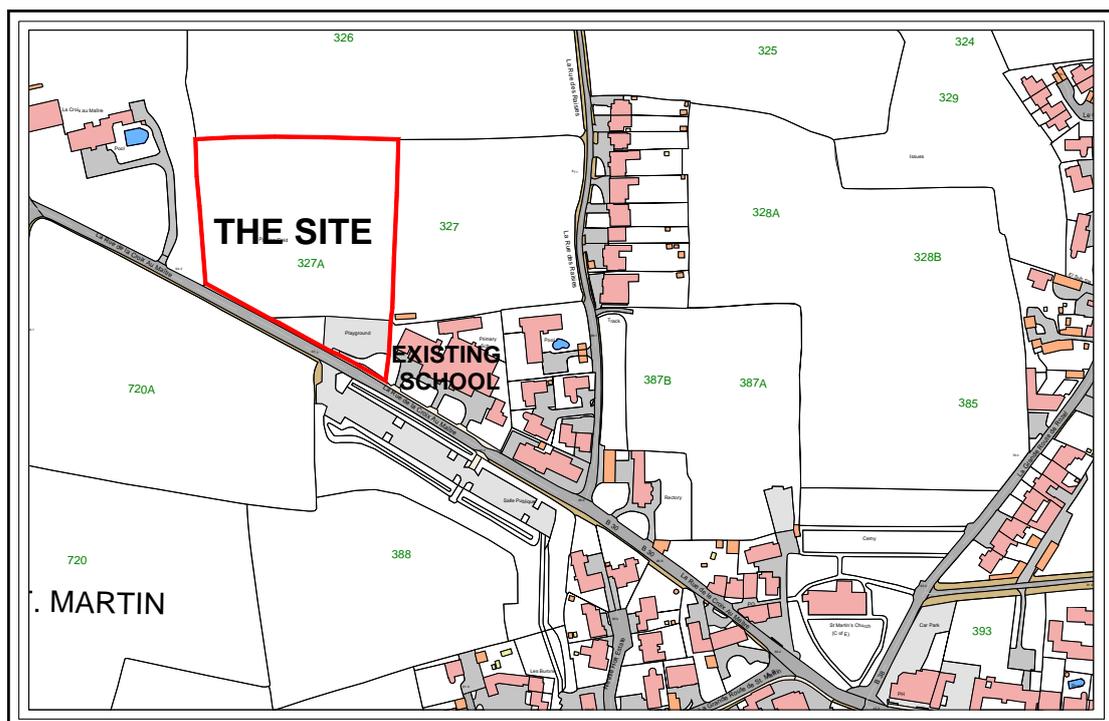


Figure 1. Location plan.

The pink granite roadside wall of the existing school provides a formal frontage and entrance to the listed school and school house, which have cream painted rendered walls, feature gables, parapets and verge details with natural slate roofs. The fenestration consists of well proportioned nine-pane sash windows, located in the two south facing gables.

The north, west and part of the eastern boundaries consists of natural hedgerow with mature indigenous trees.

The southern boundary also has a row of mature trees set 2 to 3 m in from the roadside security fencing. The fencing, although necessary for the existing playing field, is visually intrusive in the local landscape.

Policy SCO1: Educational facilities

The site is identified in the 2011 Island Plan as 'land safeguarded for educational use' under policy SCO1: Educational facilities. This policy supports proposals for the development of educational facilities on land safeguarded for that purpose: the extent of the safeguarded site is shown in figure 2.

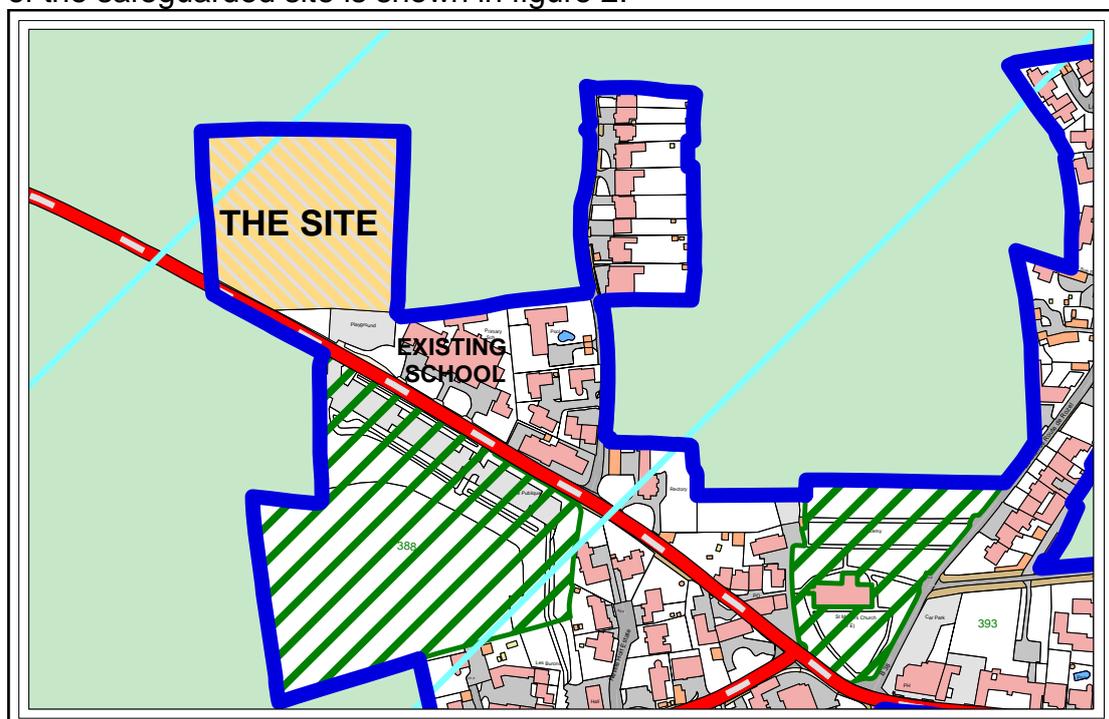


Figure 2. 2011 Island Plan – planning policy context.

Design criteria

The proposals should have regard to the Minister's design principles, as set out in the Jersey Design Guide. In particular, the new school and nursery should be designed having regard to its context and should be appropriate to its surroundings, from which it should draw references: the highest standard of design will be sought.

The site is located on the edge of the built-up area which leads onto open countryside and as such the visual impact of the new development on the open countryside will need to be carefully handled. The Countryside Character Appraisal identifies a potential threat to the character of the village if further linear development is allowed to encroach along the main roads leading out of the village. Accordingly, the visual impact of the new school will need to be minimised through careful siting, design and landscaping, and use of materials and colour. In particular, as part of the landscaping of the site, the Minister requires significant tree and hedge planting along the northern and eastern boundaries of the site, to bolster existing vegetation to provide a strong

green edge to the development to soften its impact upon open countryside and to ensure that it integrates into the landscape from distant views. Advice about the most appropriate species of hedgerow trees and plants should be sought from the Department of the Environment Natural Environment Team.

In addition, the site is on relatively high ground in relation to the village centre and to avoid it being prominent in the wider landscape, the new structure should be no higher than the adjacent school building.

The existing primary school has a well defined building line which characterises the area. This building line is set back from the roadside boundary by approximately 18m; see attached site plan and the new structure should not encroach beyond this line.

The on-site open space provision is a critical requirement and the site must accommodate a junior size soccer pitch, playground and nature trail; the preferred location for this is to the north and west parts of the site to form a soft visual green buffer to the open countryside.

Taking all of the factors identified above into consideration, the new school structure should be confined to the south east quadrant of the site, adjacent to the existing school building and built-up area.

The proposals must also take into account the requirements for safeguarding and enhancing the local biodiversity on the site, by retaining the existing trees and hedgerows and restoring and managing the boundaries of the site with the emphasis on maintaining the character of the rural landscape. Opportunities for the creation of new semi-natural habitat, in the grounds, and the opportunity for the creation of nesting sites in the building, should also be considered.

Materials and colours are very important and a palette should be created as part of the design statement to demonstrate how the building will integrate within its landscape setting and the character of St. Martin's Village.

The States of Jersey has shown its commitment to Percentage for Art in the Island Plan and it should seek to set an example through its own development projects. The development of a new public building, such as a school, presents the opportunity to include public art as an integral part of the design process, to be incorporated into the new facility. It also offers the potential for the engagement of pupils, either at St Martin's School under the supervision of an artist, or other students studying art at one of the Island's other schools or colleges, in this element of the design. Further advice, about the integration and procurement of public art into the design process, is set out in supplementary planning guidance Percentage for Art (June 2008)

The entrance to the new school should retain the character of the area and if roadside walls are introduced they should emulate the existing school's roadside wall features through careful use of materials and details.

The new school must create an environment that is conducive to teaching and learning by adopting best current practice. Attention should be given to natural lighting, ventilation, the creation of stimulating learning and working environment. In addition, the school must be to the highest sustainable standards and the design statement must explain how the development will embrace issues of sustainability, which should include renewable energy, heat recovery, passive solar gain, materials. Under the auspices of policies in the new Island Plan (at NR2: Water conservation and NR7: renewable energy) there is a requirement to address issues of water

conservation and the incorporation of low-carbon or renewable energy technologies, the latter to ensure the off-set of carbon emissions by 10%, as an integral part of the development

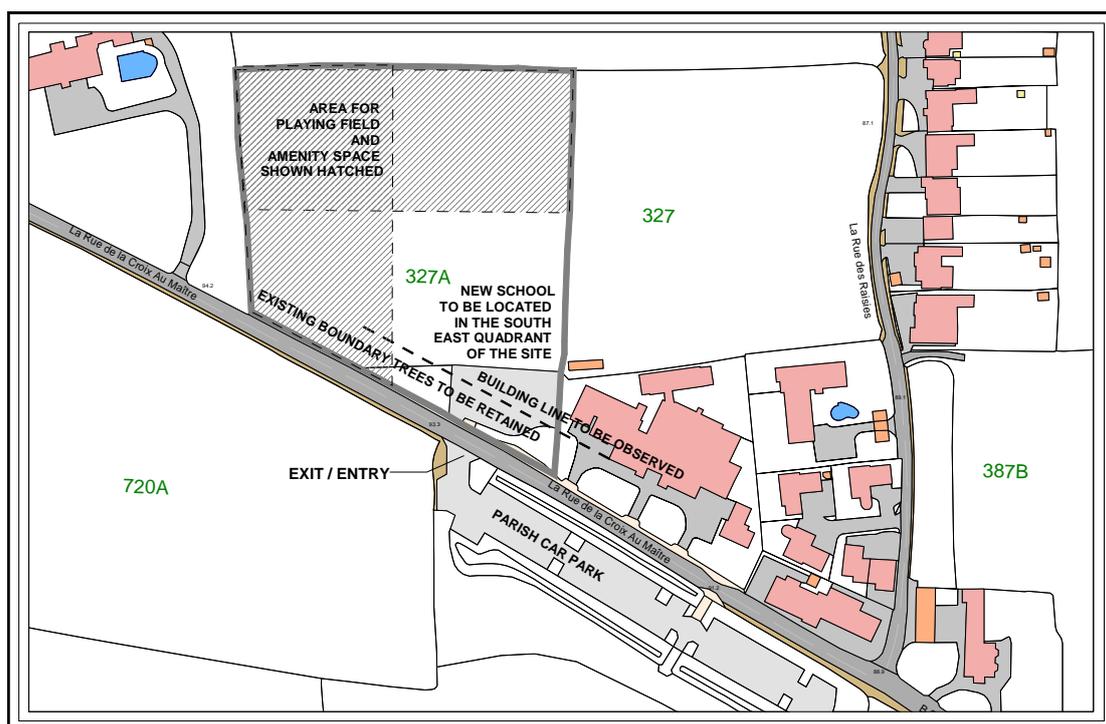


Figure 3: Constraints plan

Travel and transport

The potential for traffic congestion to occur at peak times of drop-off and pick-up times are well known and the construction of a new school provides the opportunity for this issue to be addressed as an integral part of the design and development process.

Consideration must be given to sustainable transport opportunities to be introduced and initiatives should be discussed with the Parish and TTS Highways at the inception of this project, and should also involve staff and parents.

Accordingly, consideration must be given to providing appropriate access for public transport and service vehicles, such as school transport, emergency, delivery, maintenance and refuse vehicles. In addition careful consideration must be given to understanding and providing for school drop-off and pick-up, ensuring overall that pedestrian safety is not compromised by agreeing and implementing appropriate traffic management

A safe route to school scheme was introduced some years ago and included certain traffic calming, pedestrian and environmental improvements. The initiatives of the 'Safer Routes to School' programme must be addressed in the planning and design stage. Alternative forms of transport other than the car (e.g. cycling, walking, buses), must be taken into account in the design stage, in discussion with the school, TTS School Transport Coordinator and the emergency services and the Island's public transport provider at an early stage.

The result of this work should be captured in a Travel Plan, which should consider all travel to and from the school for staff and students, and should include the development of objectives, measures and targets to promote and enable more sustainable travel choices by everyone using the new facility. The provision of a Travel Plan will be required under the auspices of Policy TT9 on the new Island Plan.

Crime reduction

Consideration must be given to appropriate crime reduction measures and early consultation should take place with the Crime Reduction Officer at Jersey Police.

Environmental and waste management plans

The applicant should consult with the Environment Department at an early stage in respect of a Construction Environmental Management Plan and Site Waste Management Plan.

Health protection

Consideration must be given to health protection issues that might arise in respect of noise, dust, smell, etc. emanating during the construction period from the site works and early consultation should take place with Health Protection.

Main services

The provision of mains service infrastructure, to include electricity, water, gas, foul and surface water sewers and telecommunications must be investigated and confirmed prior to the submission of a planning application. The developer is required to confirm the provision of mains services as part of the planning application details and to provide the necessary on and off site infrastructure necessary to support the development.

Planning obligations

The Minister for the Environment will ensure that a planning obligation agreement is entered into to secure the provision of any benefit or associated infrastructure, etc, arising as a direct result of the new development. Accordingly, the following may require a planning obligation agreement:

- any associated infrastructure provision or directly related costs to the provision of drainage, traffic and transport, pedestrian, health or environmental protection measures.
- the provision of a voluntary, percent for art, contribution.

Traffic Impact Assessment

Although the proposal seeks to replace like for like, the new school has the potential to generate significant traffic impacts and should be accompanied by a formal traffic impact assessment and early discussions should take place with the Highway Engineer, Transport and Technical services. As stated above, a Travel Plan will also need to be developed to ensure that opportunities for more sustainable modes of travel are identified and pursued through a clear set of objectives, measures and targets.

Planning application

A detailed planning application will be required to be submitted by the applicant in accordance with the advice contained in supplementary planning guidance – Information required for a planning application (August 2010). The applicant will also need to clearly demonstrate that the proposed scheme meets the requirements of this development brief as well as taking into account any physical or legal constraints that might emerge through the applicants own investigations and which might affect the development potential of the site.

It is strongly advised that an approach is made to the Department of the Environment prior to the submission of an application to determine, on an informal basis, whether the requirements of the development brief have been met by a specific set of proposals.

Applications for development permission will be dealt with in accordance with normal procedures and should be sufficiently detailed to demonstrate how the site can be satisfactorily developed, having regard to the existing published guidance contained in this brief.

A number of statements about specific aspects set out in this brief will be required to be submitted as part of the planning application. This will include a Design Statement, explaining how the design concept evolved and how it relates to the principles set out in this brief , but may also include a crime impact statement, waste management plan, percentage for art statement and a Travel Plan. A physical or a computer generated model will also be required to indicate the design, massing and landscaping of the new school. .

Other comments

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

Contacts

In formulating the scheme the applicant should consult with the following organisations and, subject to the approval of the Minister for the Environment, implement any recommendations accordingly.

- **Planning and Building Services:** Policy and Projects Team and Development Control Section
- **Environment:** Environmental Protection and Natural Environment Sections
- **TTS Highways**
- **Education Department**
- **Health Protection Service**
- **Connetable of St. Martin**
- **Jersey Electricity**
- **Jersey Gas**
- **Jersey Water**
- **Jersey Telecoms**
- **Crime Prevention Design Adviser:** States of Jersey Police

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 verifying 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.

Appendix

St. Martin's School

Department of Education, Sport and Culture Statement of Requirements

1. This document summarises advice previously given by the Education, Sport and Culture Department on the facilities that it would like to be provided at the new primary school on Field 327A, St. Martin.

REQUIREMENTS

2. The Education, Sport and Culture Department's requirements are for a new single form entry primary school and 30 place nursery, which is to be designed on the basis of the DfEE guidelines for schools, i.e. as set out in the second edition of Building Bulletin 99 – 'Briefing Framework for Primary School Projects' (copy attached). It is recognised that these do not have statutory effect, but nonetheless they provide a good standard that ESC would like to achieve, and which will hopefully be readily achievable when designing a new school building. If there are any aspects of the proposed design that would not meet the minimum standards as set out in BB99, ESC would like this to be discussed and agreed as part of the design process.
3. The standards for schools with approximately 210 pupils are set out in Appendix 2 of BB99 (in the column headed '210 pupils'), and in this case the project will include a nursery catering for up to 30 children. The standards are generally similar to those specified in Appendix A of the 'Feasibility Study: St. Martin's School' that was initially prepared in March 2007 and revised in December 2008, although there are some minor differences (presumably because the Building Bulletin has itself been revised since 2008), and ESC would therefore request that Appendix 2 of BB99 be taken as the point of reference when preparing detailed designs. It is also recognised that in many cases the minimum requirements in terms of floor areas have been significantly exceeded in other recently-constructed primary schools, to the advantage of the teachers and pupils, and ESC would ask that due account be given to this as part of the design process, with a view to incorporating similar additional space where appropriate.
4. Classroom sizes, storage areas, ancillary rooms etc, to be as specified in BB99.

Single or two-storey options:

5. ESC understands that in planning terms either a one-storey or two-storey option is likely to be acceptable, subject to design considerations and the building's position on the site. ESC is willing to explore both options (together with the option of having a building which is partly one-storey and partly two storey). If a two-storey option is favoured, then there is a preference for the older year groups (e.g. Years 5 & 6) to have their classrooms on the upper floor.
6. One advantage of a two-storey structure is that it would have a smaller footprint, thereby increasing the amount of external play space and learning areas potentially available to pupils.

External space:

7. Guidelines in respect of external areas are set out in Part D of BB99, and ESC requests that the following features be included as part of the design.

(a) Junior-sized playing field (grass surface): maximum size 80m x 50m/ minimum size 70m x 40 m, plus end margins of up to six metres (i.e. total margin for both ends), and side margins of up to 4.5 metres (i.e. total for both sides);

(b) Hard surfaced game court (e.g. netball) (tarmac surface) plus a cricket strip (hard core plus coir matting): minimum recommended size = 1,020 square metres.

(c) Informal and social areas (to include a variety of hard and soft areas): minimum recommended size = 1,220 square metres. It has been assumed that playground equipment will be installed as

part of the FF&E budget, although Property Holdings is asked to advise if this should not be the case;

(d) Habitat areas: a proportion of the grounds to be developed for a range of activities, e.g. nature trail, wildlife areas.

It is recognised that the minimum sizes for many of these facilities will be significantly exceeded as part of the school design, due to the overall site area, and this is supported by ESC as these will enhance the learning environment.

8. There are a number of other facilities that ESC would like to see incorporated in the design, although it is recognised these are subject to funding constraints and may not be affordable as part of the current project. The site design and layout, therefore, will need to allow for their possible incorporation at some point in the future -

- Nursery & Reception outside learning area: the school is looking for an outside learning area that would be of at least the same area as the floor area of the two classrooms for this age group;

- Ground floor classrooms: ideally all ground floor classrooms will have access to their own outdoor learning spaces, with access being provided directly from the classrooms. The area of these outdoor learning spaces would need to be the subject of further discussion with ESC and the school, although I would not envisage this being greater than the floor area of the classrooms they are serving;

- Vegetable patch - 16 metres x 6 metres (possibly on eastern side of Field 327A);

- Outdoor meeting space/ampitheatre: 12m x 12m (i.e. sufficient to provide seating for all 210 pupils at the school);

- Long jump pit;

- Storage shed for sports equipment

- Bicycle & scooter racks

9. Although the school would ideally like to see a cricket square being incorporated in the design, it is recognised this would be difficult to achieve on the site, i.e. because the harder surface could not be incorporated as part of the grass playing field. It is suggested that the Parish be invited to consider allowing a cricket square to be installed on part of the Village Green across the road. Subject to further discussion with the school, it may be considered appropriate to offer to pay for this out of the project budget, subject to other funding demands (i.e. as an item to be considered once the main phase of the project has been completed).

Traffic and Transport:

10. ESC supports measures that will maintain the flow of traffic in the vicinity of the new school, and recognises that particular attention needs to be given to the arrangements for dropping off and collection at the start and end of the school day. As an active partner in the 'Safer Routes to School' programme, ESC recognises that consideration needs to be given in the planning and design phase to forms of transport other than the car (e.g. cycling, walking, buses), and that this needs to be taken into account in the design stage.
11. ESC understands that TTS will be consulted shortly as part of the process in developing the planning brief, and that Rob Cabot will be the first point of contact for any consultation on transport, traffic, and road safety matters. The recently-appointed TTS School Transport Coordinator is also to be involved in the consultation process, as she has been tasked with developing transport plans for individual schools, and it makes sense for her to be involved at this early stage.

Parking:

12. The position in relation to the number of staff and visitor parking spaces required at the school needs to be clarified.
13. Access for emergency vehicles on to the main site, as well as delivery, maintenance and refuse vehicles will need to be provided. Disabled parking space(s) in the immediate vicinity of the school building will also need to be provided; the number of these spaces being determined after reference to Building Bulletin 99 and consultation with TTS.
14. ESC have considered two possible parking options –

(1) Field 327A: Under this option, the main parking area would be situated on the southern part of Field 327A, i.e. on the southern side of the main school building. This arrangement would have the drawback of bringing vehicles on to the main site, although it is understood the risks to pupils can be mitigated through the segregation of pedestrian and vehicular routes.

One major drawback of this arrangement is that it will result in a reduction in the area of outside learning and play areas available to pupils. If it should be decided to go ahead with Option (2) (see below), one could still allow for flexibility by retaining an open area on Field 327A (e.g. a grassed area) that could be converted to parking spaces in the future, and which could be used as an overflow for special events, e.g. school sports day.

(2) Parish Car Park: Under this option, the main parking area (including staff parking) would be the car park belonging to the Parish of St. Martin, with the potential for additional parking spaces in future by extending the car park along part of the northern edge of Field 720A, i.e. in the north-east corner of the field opposite Field 327A. This option would have the advantage of maximising the amount of play space and outside learning areas available to pupils.

With this option, it would be desirable for the status quo that currently exists between the school and the parish to be placed on a more secure footing. At the moment ESC does not pay anything towards the maintenance and upkeep of the parish car park, although the parish has stated for some time that it considers this situation to be unsatisfactory. One possible option would be to conclude a written agreement between ESC (or Property Holdings acting on behalf of ESC) and the Parish of St. Martin in which the parish would allow ESC to continue to use the car park in return for a contribution towards maintenance. There has been discussion in the past about the possible resurfacing of the car park, and this could be of a slab-type design rather than tarmac as it is understood this would provide better drainage. As discussed on 21st September, consideration could also be given to the provision of lighting as part of the parking arrangements.

15. Although it was stated by parents at the PTA meeting I attended on 29th September that the car park was 'full to overflowing' at collection and dropping off times, this may well refer to the western end of car park, as the eastern end has had plenty of spaces available whenever I have visited the school at these times. TTS will presumably investigate this as part of their traffic assessment, as well as the question of whether it would be desirable to introduce separate entrance and exit points to ease the flow of vehicles through the car park. It may also be desirable to relocate the pedestrian crossing so that it is further to the west, i.e. to reflect the new location of the school.

Sustainability of Design:

16. ESC is an active supporter of the Sustainable Schools initiative, and in this connection it would support measures to promote sustainability in the design of the new building and its surroundings, including cases where these can be shown to have some application in the curriculum or to have the potential for application in other schools.

Percentage for Art:

17. Both ESC and the school will be pleased to be involved in developing an appropriate contribution to the percentage for art scheme. Our initial thoughts are that the pupils at the school should be directly involved in the contribution, and this can be explored further as the project progresses.