# Department of the Environment



# Draft development brief Supplementary Planning Guidance

**Consultation draft** 

# Summerland and Ambulance HQ sites Rouge Bouillon, St. Helier

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 site<sup>1</sup>.

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 <u>www.gov.je/planningguidance</u>.

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: <u>planning@gov.je</u>

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

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# Introduction

The purpose of this brief is to establish the general planning principles for the development of the Summerland and Ambulance HQ sites, and sets out the guidelines to be adopted when preparing detailed proposals for their redevelopment.

It is recognised that both of these sites are presently in operational use but that they have been identified as being potentially surplus to requirements, relative to their current functions, during the Island Plan period, as a result of a series of proposals involving the provision of new facilities for some of the Island's emergency services.

## 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(s).

# Who is the guidance for?

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 an interest in the project – neighbours, local residents, States departments and any other interested parties – with guidance and advice about the issues that will be considered during the planning process.

# **Policy context**

The Ambulance Station HQ is identified in Policy H1 of the Island Plan as a Category A housing site that will contribute to the provision of affordable homes. This policy also relates to other States-owned sites which may become surplus to requirements, such as the Summerland site, during the Plan period.

There is potential for these sites to become surplus to the requirements of the current users of them on the basis of proposals to relocate the States of Jersey Police from both the Summerland site and parts of its current operation at Rouge Bouillon, to a site at Green Street Car Park, Route du Fort; and for the Ambulance Station to be relocated to a new facility at Rouge Bouillon. These proposals are presently being actively pursued.

# Planning guidance

The purpose of this brief is to establish the general development principles for the Summerland and Ambulance HQ sites should they become available for alternative uses during the Plan period.

The two sites are adjacent and are occupied by a modern office block currently used by the States of Jersey Police and a vacant single storey light industrial building, on the Summerland site, and a purpose built ambulance station, with associated car parking, that is presently in use by the States of Jersey Ambulance Service and which provides the Island's blue light and patient transport services.

## Location, context and character

The entire site is situated on the west side of the town ring road (see location plan at appendix 1), has a gross site area of approximately 2 ¼ acres and is located in a predominantly residential area which formed part of the 19<sup>th</sup> century expansion of the town.

The redevelopment of this area offers a significant opportunity to repair the townscape and remove a non-conforming 'noisy neighbour' use and to create affordable housing within walking distance to schools and the town centre.

The character of the surrounding area is assessed in the St Helier Urban Character Appraisal<sup>2</sup> and the North of Town Masterplan<sup>3</sup>.

## Aims of development

Should the Summerland and Ambulance Station sites become available for development, the overriding aims for the development of these sites are:

- to assist with and contribute to the provision of affordable homes, in accordance with Policy H1 of the Island Plan;
- to provide a well designed affordable, residential development;
- to create a development which is efficient in terms of space and energy consumption, making best use of the area of land available;
- to create a design that makes a positive contribution and improvement to the physical context of the neighbourhood;
- to retain the existing trees as an integral part of the landscaping of the development;

<sup>&</sup>lt;sup>2</sup> St Helier urban character appraisal http://www.gov.je/PlanningBuilding/LawsRegs/IslandPlan/Background/Pages/UrbanCharacter

<sup>&</sup>lt;u>Appraisal.aspx</u>

<sup>&</sup>lt;sup>3</sup> Revised North of Town Masterplan - June 2011:

http://www.gov.je/Government/Pages/StatesReports.aspx?ReportID=661

 to provide the people who will live there with the best level of amenity, in all its aspects, given the sites' location on the town ring road.

# Use and tenure requirements

Any new development on this site should provide affordable housing,

To accord with the 2011 Island Plan Policy H1 "Category A Housing Sites", States owned sites are expected to deliver at least 150 affordable homes and the Minister for Planning and Environment believes that this site is ideally suited for this purpose. It is considered to be appropriate for the development of social rented accommodation or intermediate housing for purchase, and could include accommodation for both families and elderly people.

Should any other form of residential tenure, other than social rented accommodation or intermediate housing for purchase, be proposed for this site the Minister will require appropriate evidence of the need for the provision of alternative residential accommodation.

#### Alternative use

It is possible that a mixed use development – involving the retention of employment land and/or the existing public facilities with residential development - could be acceptable here. Consideration would only be given to such a scenario where the relocation of any of the existing users is not achievable.

In the event that the Summerland site is developed for residential use and the existing Ambulance Station remains, the noise impact on any new development would be a key development constraint that would require management and mitigation.

### Protection of employment land

Whilst the new Island Plan presumes in favour of the protection of existing employment land (under Policy E1) it is considered that the redevelopment of the existing vacant light industrial building on the Summerland site is a justifiable exception which accords with the provisions of the policy:

The Minister for Planning and Environment considers that there is an overriding community benefit, supported by compelling evidence of need, for the provision of social rented homes on this site, and it is on this basis that this brief has been prepared.

# Constraints/ factors affecting the development

There are a number of constraints and factors which will determine the successful development of these sites. The resolution of these particular matters is considered to be essential to ensuring that the overall aim of this development is secured.

#### Vehicular access

Vehicular access to/from these sites should be secured directly to/from the Ring Road.

Currently, the privately owned access road serving the Sacre Coeur site, divides the Summerland and Ambulance HQ sites The approximate existing site boundary is shown in appendix 2, however the precise legal basis of access should be addressed through consultation with Jersey Property Holdings (see useful contacts)

There may also be an opportunity to improve pavement widths in the immediate area of the site, especially adjacent to the pelican crossing. The applicant should discuss the potential for improvements at an early stage with the Transport and Technical Services Department.

#### Noise and contamination

The St Helier Ring Road is a key part of the Island's Primary Route Network and is subject to heavy traffic flows throughout the day, but particularly in the morning and evening rush hours, with consequent implications for local noise and air quality. Due consideration should, therefore, be given to the constraint imposed by the proximity of the ring road, and the volume and frequency of traffic that uses it, to ensure that the prospective occupants of new homes on the site enjoy a level of residential amenity that they should reasonably expect.

That part of the site occupied by the existing factory has a greater potential to be contaminated as a result of historic use. Accordingly, the potential for land contamination should be investigated at an early stage and the applicant should refer to supplementary planning guidance<sup>4</sup>, which sets out the approach to development on potentially contaminated sites required under Policy GD 6.

#### **Protected trees**

There are a number of Protected trees on these sites, as well as there being trees that are also on the List of Protected trees on the Sacre Coeur site, immediately to the north (see Plan at appendix 3).

Whilst not all of the trees on these sites are protected, those that are have been so designated because of the important contribution that they make to the townscape, and in particular, the 'green corridor' that exists along parts of Rouge Bouillon. Others are important for distant views into the site serving to break up the mass of buildings and also screening adjacent

<sup>&</sup>lt;sup>4</sup> Development of potentially contaminated land (2005):

http://www.gov.je/PlanningBuilding/LawsRegs/SPG/AdviceNotes/Pages/DevelopmentPotentia IlyContaminatedLand.aspx

residential development from some of the non-residential uses on these sites.

There is a requirement to ensure that Protected trees are retained, as far as possible, in the redevelopment of the site and that opportunities to provide additional tree planting that can make a positive contribution to local amenity and the streetscape, are created.

The implications of any proposed development, and the suitability of proposed new landscaping, should be the subject of consideration with the Arboricultural Officer at Transport and Technical Services.

#### Waste minimisation

In considering proposals for new development and in accordance with the principles of sustainable development, the Minister for Planning and Environment will encourage the minimisation of waste generated as part of demolition and construction activity and an increase in the recycling, re-use and recovery of resources, in compliance with Island Plan policy WM1 Waste minimisation and new development. This will require the preparation, submission and implementation of a site waste management plan.

#### Safeguarding amenity

Any development on the site should be sited and designed to avoid undue prejudice to the amenities currently enjoyed by the neighbouring properties that may be created by virtue of loss of light, overbearing impact and loss of privacy. Likewise, similar consideration will need to be given to the design of new homes to secure an appropriate level of residential amenity for prospective occupants.

### Other key principles of development

The following plans, issues and principles should be considered in the development of any scheme. The issues raised here are not, however, designed to be prescriptive and thus, a degree of flexibility may be applied in their interpretation and application.

### Urban character and context

The designer of the scheme should have regard to the North of Town Masterplan, which was approved by the States in June 2011<sup>5</sup>, and which provides supplementary planning guidance for development that might take place in the northern part of the town. The architectural approach set out in the masterplan is particularly relevant.

<sup>&</sup>lt;sup>5 5</sup> Revised North of Town Masterplan - June 2011:

http://www.gov.je/Government/Pages/StatesReports.aspx?ReportID=661

This part of St Helier was subject to rapid expansion during the first quarter of the 19<sup>th</sup> century and a number of grand set piece terraces of contiguous houses were developed, which are evident in and around Rouge Bouillon, near to the development site.

The masterplan recognises that these formal terraces are an appropriate precedent to follow, if the character of the town is to be protected, and provide an architectural language that can work up to five storeys, drawing from the Georgian system of proportion.

The application of this architectural approach permits variation in treatment of façades and enables variety to include some with raised ground floors and half-in half-out basements and others with ground floors flush with the pavement. Others have more decorative balconies and others are more restrained. The language of this architecture also includes other features such as; formal groupings of windows which 'line through'; rendered walls to give a more formal appearance; and 'light' decorative elements that can be added for balconies, canopies, door surrounds, etc.

It is considered that the Summerland and Ambulance HQ site is ideally suited to the application of this approach and that there is a great opportunity to repair the streetscape and enhance the local character and appearance of the area through the redevelopment of these sites in a sympathetic architectural manner.

# Listed buildings and their settings

The former convent site at Sacré Coeur, comprising an early nineteenth century house with an orphanage building added in the early 1900s and a chapel in the 1920s, lies immediately to the north of the Summerland site and is a potential Listed building. There is an opportunity afforded by the redevelopment of the Summerland site, to improve the setting of this building and also the possibility to open up more public views to the frontage of this significant heritage building.

# **Development potential and density**

The density of the new development must be the highest consistent with maintaining reasonable standards of design, space about buildings and privacy, appropriate to the type of accommodation provided and the general surroundings. The Minister is reluctant to specify a particular density in this instance, but considers that an appropriate density should properly emerge from the design process that seeks to best accommodate the constraints, other factors and key principles of development set out here.

To assist consideration of the development potential of this site some preliminary work has been undertaken, involving the production of sketch block plans, to examine the form of development that might be achievable, having regard to the constraints and issues outlined below. The sketch block plan attached at appendix 3 is purely illustrative and by no means prescriptive but it does serve to illustrate one potential means by which the site could be developed. The preliminary block plans have indicated that a development providing up to 150 no. x 2 bedroom units of accommodation may be achievable on the site. This equates to a density of approximately 260 habitable rooms to the acre (hr/a).

# **Design considerations**

On the basis of the above, and having regard to other design factors, the overall design and layout of the scheme should:

- enhance the public realm through the contribution of the entire development, including buildings, spaces and landscaping elements, to the local townscape. This should be related and justified in relation to the design guidance provided in the North of Town masterplan;
- enhance the legibility of the area by ensuring that the new design respects the site context;
- provide a safe and secure environment, where the 'public' spaces, including access routes, and the activities in them can be overseen by residents to promote a feeling of security. A crime impact assessment is likely to be required, in accord with Policy GD1;
- comprise appropriately proportioned buildings and spaces using features, materials and colours which enhance the character of the locality;

A design statement will be required to be submitted as part of any proposal to explain the rationale of the scheme layout and the design's relationship to the context, including the street frontage, urban character, Protected trees and Listed buildings in particular.

# Percent for art

The States of Jersey has already shown its commitment by endorsing Percentage for Art in the Island Plan and there will, therefore, be an expectation that it will wish to set an example. Accordingly, the Minister for Planning and Environment will seek to secure a percent for art contribution as part of publicly sponsored development projects. The Minister will, however, have regard to the public benefit inherent in public schemes and will seek to encourage, through agreement, the sponsoring Minister or other public agency to include an appropriate and commensurate public art contribution in the development of public projects.

# **Development specification**

In designing individual buildings, consideration should be given to those other factors which are relevant to achieving 'sustainability'. Such considerations might point to the necessity to achieve higher quality than the minimum standards currently set by the Building Byelaws.

## Sustainable homes

The specification of dwellings shall comply with the minimum standards outlined in Minimum standards for new housing developments (Feb 1994, as amended)<sup>6</sup> subject to any overriding planning and technical criteria, either set out in this brief, or agreed during the design process.

Whilst recognising that this guidance is in need of review, it still provides a useful benchmark against which to ensure that reasonable minimum standards are maintained.

Robust, quality designs 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 of users.

Consideration should be given to matters such as:

- the thermal efficiency of walls, to provide comfort conditions with the lowest energy consumption in use;
- the sound insulation quality of walls, to facilitate freedom and privacy, in spite of high density and a potentially noisy external environment;
- the orientation of development and the design and distribution of windows to maximise natural light and solar heat gain;
- the employment of designs which can be serviced by an efficient heating system whilst still achieving required comfort conditions;
- the employment of designs which allow for a low-energy approach to water supply and which might, for example, seek to:
  - o minimise the use of white (i.e. mains) water;
  - o collect and use storm water/rainwater;
  - o recycle effluent after treatment;
  - the use of construction materials with low embodied energy and those produced using renewable resources and environmentally benign processes.

Under the terms of Policy NR7: Renewable energy, new development on the site will need to incorporate a reduction in 10% of predicted carbon emissions, either through the provision of renewable energy generation on site, or through carbon offset as part of the design.

# Travel and parking

This is considered to be a good location for residential accommodation, where its location near to amenities and facilities in town will afford residents greater travel options. To encourage more sustainable

<sup>&</sup>lt;sup>6</sup> Minimum standards for new housing developments (Feb 1994, as amended): http://www.gov.je/PlanningBuilding/LawsRegs/SPG/PolicyNotes/Pages/HousingDevelopment s.aspx

modes of transportation adequate cycle storage should be accommodated within the scheme.

It is considered that parking provision on these sites could be best met through the provision of on-site semi-basement parking .The Minister's current published guidelines are set out in Parking guidelines (Sept 1988)<sup>7</sup> as a starting point. It is, however, acknowledged that these standards do not accord with the policy direction of either the Sustainable Transport Policy (2010) or the new Island Plan, and require review. The Minister will, therefore, consider innovative parking solutions and may offer flexibility in the level of provision to be provided, treating each proposal on its individual merits and having due regard to the potential choice of other sustainable transport options, including walking, cycling and public transport.

Under the terms of Policy TT8: Access to public transport, there is a requirement to ensure that there is a bus stop within 400m of the site and a reasonable frequency of service. In the event that this is not available, there will be a requirement to secure enhancement to public transport provision in the locality. Under the terms of Policy TT9, there will also be a requirement to develop a Travel Plan for the development and subsequent use of the site, in order to promote, facilitate and enable more sustainable patterns from the development of the site.

Within the development of the site, footpaths should be adequately lit to suit the expected intensity of use and to promote safety.

All pedestrian routes should be designed to provide for the needs of the elderly, disabled and mothers with pushchairs, so that they are able to move freely throughout the area.

Consideration should be given to seeking to avoid the provision of steps and to the provision of unobstructed path widths of not less than 900mm. It may also be desirable to investigate the provision of a dedicated pedestrian access to/ from the front entrance of the development to the street pavement.

### **Open space and landscaping**

The development shall make provision for amenity space within the boundaries of the site. Landscaping, including the use of hard and soft materials, should be an integral element of the design, where appropriate.

The amenity space created must form an integral element of the overall design and layout of the development, and should be well related to both the existing and proposed buildings to serve a useful purpose to people living there, to ensure that it is convenient and safe to use and also provides visual amenity.

This area is urban in character and form; however as mentioned earlier, there are a number of mature trees on the site, which are

<sup>&</sup>lt;sup>7</sup> Parking guidelines (Sept 1988):

http://www.gov.je/PlanningBuilding/LawsRegs/SPG/PolicyNotes/Pages/ParkingGuidelines.as px

Protected trees, and the landscape design should introduce additional appropriate soft planting, particularly trees of an appropriate species, which will contribute not only to the site but also the area. This may also serve to screen and buffer the development, to a limited extent from the adjacent busy road and contribute to the general townscape amenity. The site also sits within the Green Backdrop Zone for the town.

### Services

Information concerning the principal services to the site is briefly outlined; however the designer should contact the relevant service provider at an early stage, contacts for which are listed at Appendix 4.

**Foul sewerage** – there are foul combined sewers in both Rouge Bouillon and Roussel Street which will be able to accept flows from this proposed development.

**Surface water sewerage** – soakaways should be investigated at an early stage as discharge for surface water to the adjacent combined sewers will only be permitted as a last resort. If soakaways to serve the whole site will not work then there is a surface water sewer in Roussel Street which can be utilised for disposal of surface water. However, a topographical survey of the site will most likely be required to determine how much of the site can gravitate in this direction. If draining the whole site to this sewer is not feasible, then the option of using soakaways for the remaining area should be re-investigated. If soakaways will still not work for the reduced area then surface water discharge to the combined sewer in Rouge Bouillon for this area will be necessary.

**Mains water** – the existing mains water supply infrastructure is capable of providing water for the proposed development.

**Mains electricity** – a new substation may be required and applicants should contact the relevant authority at an early stage to discuss the proposals.

# **Planning obligations**

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

The Minister for Planning and Environment will seek to ensure that planning obligation agreements are entered into, as appropriate; to regulate and uphold in perpetuity the following:

 in accordance with the Island Plan 2011 Policy H1 "Category A Housing Sites", States owned sites will deliver at least 150 affordable homes and shall be allocated by the Minister for Housing for intermediate housing or rental to persons meeting the required qualifications;

- the developer will be expected to sell the social rented homes to a social rented landlord at a price based on the traditional 'Debt Redemption Model' produced by the Minister for Housing;
- any associated infrastructure provision or directly related costs to the provision of drainage, traffic, pedestrian, health or environmental protection measures;
- the developer will be required to make arrangements for 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 or facilitating the setting up of a properly constituted housing or residents' association.

# **Property issues**

Information concerning legal issues pertaining to the site has been sought from States of Jersey Property Holdings and the access road to the Sacre Coeur site is a possible constraint on the development which will need to be investigated. As it currently stands the access to Sacre Coeur is in private ownership and divides the Summerland and Sacre Coeur sites. Negotiations are underway to purchase the right of way, however, are yet to be concluded.

The situation should be reviewed, prior to an application being prepared, to determine whether this represents the most efficient use of land. The approximate existing and proposed site location boundaries are shown in appendix 2.

Precise details relating to these issues should be sought from the Jersey Property Holdings, a contact for which is listed at Appendix 4.

# **Planning applications**

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)

In preparing proposals for submission, it is strongly recommended that the owner or developer appoints an architect capable of developing imaginative and well thought out proposals. Developers and their architects are strongly advised to contact the Department of the Environment 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;
- 3-dimensional information (e.g. model, sketch perspectives at a scale of at least 1: 500), which 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 'design statement' explaining how the design concept evolved and how it relates to the principles set out in this brief;
- any other further supporting information that is likely to be required, such as, for example, a site waste management plan (Policy WM1); a Travel Plan (Policy TT9); and a crime impact assessment (Policy GD1).

## Other comments

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

When determining the application the Minister for Planning and Environment may impose conditions to ensure that the new homes continue to be used for the purposes for which they were constructed. In addition, the Minister will consider

# 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 himself 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 Environment from amending nor varying such information contained in the brief, before a planning application is determined.







Appendix 2: Existing and possible site boundaries

Existing States ownership (note site are divided by private access to Sacre Coeur)



Possible States ownership (note access road to Sacre Coeur extinguished and relocated to north of site, off Roussel Street)



APPENDIX 3: Indicative sketch block plan

#### APPENDIX 4 : Useful contacts

**Planning and Building Services** Tony Gottard, Principal Planner

t.448426; e. t.gottard@gov.je

#### Jersey Property Holdings

Mark Grant, Assistant Director

t.41507; m.grant@gov.je

### Transport and Technical Services Department (Drainage)

Steve Fisher

t.448265; e. s.fisher@gov.je

#### **Transport and Technical Services Department (Highway Engineers)**

Rob Cabot

t.448366 ;r.cabot@gov.je

### Transport and Technical Services Department (Parks and Gardens)

Nick Armstrong, Arboricultural Officer

t. 448650; e. <u>n.armstrong@gov.je</u>

#### **Health Protection**

Alan Irving, Team Leader

t.445811; e. <u>a.irving@gov.je</u>

#### **Housing Department**

Carl Mavity, Assistant Director

t.449004 ; e. c.mavity@gov.je

### Parish Constable

Connetable of St. Helier

t.811821; e. constable@posh.gov.je

### Jersey Electricity Company Ltd.

Mains Department t.505460

#### Jersey Gas Co. Ltd.

Mains Department t. 755555

#### Jersey Water

Mains Department t. 707300