

Development Brief

De La Mare Nurseries

La Rue a Don, Grouville

September 2015

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

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Introduction

The purpose of this brief is to establish the general planning principles for the development of the De La Mare Nurseries site, La Rue a Don, Grouville, following its rezoning for affordable housing in the Revised 2011 Island Plan which was approved by the States in July 2014 (P.37/2014). It sets out the guidelines to be adopted when preparing detailed development proposals.

Status of this guidance

This is currently draft guidance produced for consultation purposes, which will be reviewed by the Minister and if necessary amended in response to the findings of the consultation.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 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, the Parish of Grouville and States departments, and any other interested parties – with guidance and advice about the issues that will be considered during the planning process.

Finally it provides planning guidance which will assist the Planning Applications Panel (and its successor body) in the determination of any planning application.

Policy context

The De La Mare Nurseries site is identified in Policy H1 of the Island Plan as a housing site that will contribute to the provision of affordable homes. The policy states:

Sites, currently in private ownership, listed below and shown on the Island Proposals Map, comprising a total of approximately 12.5 acres (28 vergées) of land, are zoned for the purpose of delivering 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase on each site. Planning permission for other forms of development will not be approved.

Where necessary, the sites will be acquired by the States on behalf of the public, if needs be by compulsory purchase, and transferred to a States of Jersey approved affordable housing provider, such as Andium Homes Limited, in order to ensure that they are brought forward for the development of affordable homes.

4. De La Mare Nurseries, La Rue a Don, Grouville (2.5 acres/6 vergées)

5. Samares Nursery, La Grande Route de St. Clement, St. Clement, (10 acres/22 vergées);
The development of Category A social rent affordable housing and Category A affordable housing for purchase on each site will be regulated through the award of planning permission and planning obligation agreements.

The potential number and type of homes that could be provided on these sites will be considered in development briefs to be issued, as supplementary planning guidance, by the Minister for Planning and Environment.

Access to all Category A affordable homes shall be controlled and managed through the States of Jersey Affordable Housing Gateway and all social rent affordable homes are to be managed by a States of Jersey approved affordable housing provider.

Planning guidance

Location, context and character

The site of the former De La Mare Nurseries and associated florist sits on low-lying land within the Grouville Coastal Plain² abutting the built-up area of Ville-es-Renauds. It forms the edge of the built-up area of Ville-es-Renauds on La Rue a Don, forming part of the entrance to the suburban coastal strip leading to Gorey, and is prominent in long views from La Rue a Don to the coastal plain escarpment and Mont Orgueil.

Agricultural land lies to the south west of the site with Grouville Marsh, an important wetland habitat, to the north.

The site was developed as a nursery and associated florist in the late 1980s, but is now redundant as an employment operation. Part of the site occupied by the former commercial florist shop has now been developed to provide a new local supermarket.

The site has reasonable access to local facilities and amenities, including the Grouville Primary School; local shopping facilities immediately adjacent to the site; and is in close proximity to public open space on Grouville Common and the Royal Bay of Grouville. It also has good access to public transport Routes 1 and 2a and benefits from local cycle and footpath connections to Gorey Village. The residential density of the adjacent area is in the order of 65 to 70 habitable rooms per acre and the form of the development is typically post-war suburban housing consisting of two storey semi-detached dwellings with front and rear gardens.

Aims of development

The overriding aims for the development of the De La Mare Nurseries site are:

- ***to contribute to the provision of affordable homes in accordance with Policy H1 of the Island Plan;***
- ***to provide a well-designed affordable, residential development, that repairs and enhances the visual amenity of the site and successfully integrates new development into the landscape context of the area;***
- ***to create a development which is efficient in terms of space and energy consumption, making best use of the area of land available and providing homes that are sustainable;***
- ***to ensure that the new development is accessible to all modes of transport and is integrated with existing facilities and amenities, with particular emphasis on providing choice for residents to travel by foot, bike or bus; and***
- ***to ensure that the impact of the development upon local infrastructure and environment is mitigated and managed appropriately and that the ecological interest of Grouville Marsh is safeguarded.***

² Character Area B1: Grouville Coastal Plain in *Countryside Character Appraisal* (1999)

Use and tenure requirements

The redevelopment of this site should provide affordable housing, to accord with the revised 2011 Island Plan Policy H1:Category A Housing Sites. This will require the delivery of 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase on the site, access to which shall be controlled and managed through the States of Jersey Affordable Housing Gateway.

The objective of this tenure split, as set out and approved in the Revised 2011 Island Plan, is to ensure that new homes meet the Island's specific housing needs: other forms of Category A tenure will not, normally be considered, except in exceptional circumstances and then only where endorsed by the Minister for Housing.

The affordability requirements are contained in Appendix B of the Revised 2011 Island Plan. The developer should also contact the Strategic Housing Unit at an early stage to discuss these requirements in more detail.

Constraints/ factors affecting the development

There are a number of key constraints and factors which will determine the successful development of this site. The resolution of these particular matters is considered to be essential in delivering the overall aims for this development.

Contamination

The historic use of this presents a risk of contamination and a contaminated land assessment, with appropriate mitigation will, therefore, be required to ensure that the site is safe for other forms of land use.

Flooding and drainage

The site is low lying and investigation into the potential risk of flooding of the site and adjacent land will be required. The potential management of surface water run-off for the adjacent wetland habitat of Grouville Marsh (see ecological impact below) will be a critical consideration as will the capacity of local drainage infrastructure (see Services on page 11)

Ecological impact

Grouville Marsh is an area of wetland and associated meadows with a diverse habitat structure which also support species which have significant conservation value: it is considered to be the second most important wetland area in the Island. New development adjacent to the marsh may pose significant risks to the wetland system through excessive and polluted surface run-off and the introduction of foreign species into the wetland community. These matters will need to be carefully considered as part of the development process and will require mitigation to eliminate any risks to the marsh and its special

character. These detailed matters would be best considered within an EIA.

Cycling and walking infrastructure

The development of this site will be required to contribute, in some way, to the development of the Eastern Cycle Route and/or a safe route to school, in relation to Grouville Primary School and its immediate catchment. This may take the form of the provision of land and/or the development of part of the cycle/footpath network, or the provision of funds to help deliver this.

Character and context

The site sits in a prominent and sensitive location and its redevelopment will define the new edge of the built-up area of Ville-es-Renauds. The development of the site provides an opportunity to remove the redundant glass, reservoir and plastic tunnels immediately adjoining the site and ensure that this helps to repair the landscape. This is a key objective of the brief. This needs to be done in a manner that allows for the land to be returned to agricultural use. In this respect, the design statement for the scheme needs to set out how any resultant scheme responds to the local character of the area, in terms of the design and layout of the homes to be provided; the materials to be used; and the treatment of the edges of the site, and the public realm within it.

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 through loss of light, overbearing impact and loss of privacy: the site abuts existing homes at Paddock End. 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 issues and principles should also 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.

Design considerations: development potential and density

The Island Plan gives an indicative density for the development of this site of between 40 no. to 50 no. dwellings in the proportions shown in Table B.1. (Site Details) below and the developer will be expected to adhere to this tenure split unless otherwise agreed by the Strategic Housing Unit.

Estimated housing yield	Accordingly, the site is capable of being developed for houses or flats yielding between 40 no. to 50 no. dwellings, ranging in density from 70 to 80 habitable rooms per acre. The following table shows the preferred percentage split.	
	Social rental homes (80%)	
	3 bed	29 - 35 units
	4 bed	3 - 4 units
	5 bed	1 - 1 units
	Affordable homes for purchase (20%)	
	2 bed	3 - 5 units
	3 bed	4 - 5 units
	Totals	40 - 50 units

Table B.1 Site Details

However, notwithstanding the approximate density illustration, the Minister considers that an appropriate density for the development of this site should properly emerge from the design process, which should accommodate the site constraints, respect the local context, provide the requisite open space and ensure privacy. If the existing staff accommodation presently on site were to be retained the potential yield may drop below that estimated in the Island Plan.

The height of the surrounding development is predominantly 2 storey, with the highest building being the new co-op supermarket located adjacent to the south-east part of the site and which sets a maximum height to which the new development should be subservient.

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

- comprise appropriately proportioned buildings and spaces using features, materials and colours which enhance the character of the locality;
- enhance the legibility of the area by ensuring that the new design respects the site context and fully integrates with the existing built-up area, whilst at the same time creating a sense of place and character;

-
- 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 will be required, in accordance with Policy GD1.

A design statement will be required to be submitted as part of any proposal to explain the rationale of the scheme and its relationship to the context.

Development specification: sustainable homes

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.

The specification of dwellings shall comply with the minimum standards outlined in *Minimum standards for new housing developments (Feb 1994, as amended)*³ 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:
 - minimise the use of white (i.e. mains) water;
 - collect and use storm water/rainwater;
 - recycle effluent after treatment;
 - the use of construction materials with low embodied energy and those produced using renewable resources and environmentally benign processes.

³ Minimum standards for new housing developments (Feb 1994, as amended):
<http://www.gov.je/PlanningBuilding/LawsRegs/SPG/PolicyNotes/Pages/HousingDevelopment.s.aspx>

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

The site has the potential for good links to local amenities and facilities as well as the existing public transport network.

Under the terms of Policy TT9, there may 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 of travel to/from it. Accordingly, there will be a requirement to contribute to the provision of land and/or the development of part of the local cycle/footpath network, or the provision of funds to help deliver this.

Enhancing the existing public transport facility under the terms of Policy TT7 (Better Public Transport) is a key requirement and a contribution of a new bus shelter will be required to encourage use of the public transport network westbound, accessing main areas of employment in St Helier and educational facilities at secondary level (Le Rocquier School).

The site will also need to be capable of safe vehicular access and egress relative to the level of traffic likely to be generated and the speed of the traffic on La Rue a Don. Consideration will need to be given to the proximity and generation of traffic from adjacent land uses, particularly the new food retail store, and the implications for traffic management in the locality, relative to the need to calm traffic and to ensure pedestrian safety and optimal pedestrian movement. There will be a requirement to make provision for residents and visitors parking: the current published guidelines (Parking guidelines (Sept 1988))⁴ should serve as a starting point only. These standards do not accord with the policy direction of either the Sustainable Transport Policy (2010) or the Revised 2011 Island Plan and are being reviewed. The Minister proposes that the standards that should be applied are those set out in Appendix one of this report which reflect new standards that are being brought forward for wider adoption and use. These may be used flexibly having due regard to the potential choice of other sustainable transport options, including walking, cycling and public transport and the individual merits of the proposal. In addition, electric vehicle charging points for the use of residents should be considered throughout the development in the ratio of 1 charging point per 10 houses.

Transport and Technical Services have also highlighted the need to enhance the Safe Route to school by introducing a crossing along La

⁴ Parking guidelines (Sept 1988):
<http://www.gov.je/PlanningBuilding/LawsRegs/SPG/PolicyNotes/Pages/ParkingGuidelines.aspx>

Rue a Don, reducing the speed limit (part time) to 20 mph to support the crossing and carrying out associated footpath improvements. This is supported by Policy TT5 (Road Safety).

Open space and landscaping

The development shall make provision for amenity space of at least 15% of the sites area located 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, using species that are appropriate to the local context (see the *Countryside Character Appraisal*).

The amenity space created must form an integral element of the overall design and layout of the development, and should be well related to the proposed buildings, ensuring that it is convenient and safe to use provides visual amenity and play space for children.

Given the site's prominent location, forming the new edge of the built-up area, there will be a requirement to provide a detailed landscaping scheme, as an integral element of the design, which seeks to improve and repair the visual amenity of the site and which ensures that its development is sympathetic to the local landscape character of the area as set out in the Countryside Character Appraisal. If an EIA is required then a detailed landscape and visual assessment should be part of that document.

As part of the consideration to offset the impact of the development on Grouville Marsh, the Minister would wish to explore the creation of a landscaped buffer between the northern edge of the site and the marsh, the creation and use of which may need to be the subject of a planning obligation agreement. Boundary planting is important to provide wildlife corridors and there may be the need to provide a protected species study for both flora and fauna. The States of Jersey has already shown its commitment by endorsing Percentage for Art in the Island Plan, accordingly, the Minister for Planning and Environment will seek to encourage, through agreement with the developer, an appropriate and commensurate public art contribution from the development.

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 are listed at Appendix 3.

Foul sewerage

Although there are existing foul sewers in La Rue a Don and Paddock End to which the site could be connected, the downstream pumping station to which these sewers drain does not have sufficient pumping or emergency storage capacity to cater for a development of this proposed size.

The existing pumping station could be upgraded, both for pumping and storage, but there are technical difficulties in doing this, not least of which would be the requirement to replace the whole length of rising main to accommodate the additional flow. Ground conditions in the area of the station are also known to be difficult.

The alternative for this development would be to construct a foul water pumping station that would service the housing site and which would pump to the head of the public foul sewer in La Rue de la Ville es Renauds. The head of this system is approximately 100 metres to the south of La Rue a Don junction. The downstream public foul water pumping station is better suited to catering for the additional flow although some additional emergency storage may still be required once flow calculations for the site have been determined.

This option is likely to incur considerable cost. The new station and pipework connecting to the existing sewer network will not be adopted by the Transport and Technical Services Department. Ongoing maintenance of that part of the system will require to be the subject of a planning obligation agreement.

Surface water sewerage

Soakaways would be the preferred option for disposal of surface water. If these will not work, then there is a watercourse to the North of the site in field 229 that might have capacity to accept disposal. However, discharge to this will require a short length of off-site sewer across adjoining land. On site attenuation will be required to restrict the surface water discharge rate and measures put in place to ensure no contaminants enter the marsh. It is recommended that a suitable SUDs system and permeable paving is utilised within the site to reduce the final flow impact.

Mains water – the existing mains water supply infrastructure is thought to be capable of providing water for the proposed development. Applicants should contact that service provider at an early stage to discuss their proposals.

Mains electricity – two new substations may be required to serve the development and applicants should contact that service provider at an early stage to discuss their 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;

- in accordance with the Island Plan 2011 Policy H1 "Category A Housing Sites", the affordable homes to be provided shall remain affordable in perpetuity and shall be allocated by the Minister for Housing for Category A social rent and Category A affordable housing for purchase through the States of Jersey Affordable Housing Gateway.
- to ensure that all social rent affordable homes are managed by a States of Jersey approved affordable housing provider;
- to ensure the provision of any associated infrastructure or funding to deliver the requisite;
 - foul and/or surface drainage;
 - contribution to the safe routes to schools initiative, to provide for footpath improvement, crossings and speed reduction ;
 - contribution toward the Eastern Cycle Route
 - other travel and transport-related infrastructure, to include a bus shelter and electric vehicle charging points on site; and
 - potential landscape buffer to the north of the site
 - removal of derelict glasshouses, plastic tunnels and reservoir on the adjoining land
- 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. The public consultation of the draft brief and the determination of the planning obligation may identify other issues that need to be the subject of a planning obligation agreement and the developer should be aware of the possibility that additional planning obligations may be introduced.

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 (May 2012))

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,(digital or physical)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). An EIA may be required and a detailed landscape and visual assessment should

accompany the application. A detailed survey of the existing tree cover should also be prepared.

Other comments

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

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 Planning and Environment from amending or varying such information contained in the brief, before a planning application is determined.

Appendices

Appendix 1: Location plan



Appendix 2: Parking standards

The Minister' current published guidelines are set out in the Parking Guidelines (September 1988). It is accepted that these guidelines require review and this work is presently underway. The Minister will exercise some flexibility in the level of provision to be provided having due regard to other sustainable transport options including walking, cycling and public transport.

It is considered however that as a starting point given the suburban location of the scheme that the following standards are recommended. Any variation from those standards will require to be justified.

Houses -

1 bed 2 spaces. (maximum)

2 bed 2 spaces. (maximum)

3 bed 3 spaces. (maximum)

4+bed 3 spaces. (maximum)

Flats -

1 bed 2 spaces. (maximum)

2 bed 2 spaces. (maximum)

3+bed 2 spaces. (maximum)

Visitor parking provision per dwelling- 0.2.

Appendix 3: Useful contacts

Planning and Building Services

Richard Williamson Principal Planner
t.448456; e. r.williamson@gov.je

Drainage - Transport and Technical Services Department

Steve Bohea
t.448217; e. s.bohea@gov.je

Highway Engineers -Transport and Technical Services Department

David St George
t.448254 ;e. d.stgeorge@gov.je

Arboricultural Advice Officer - Transport and Technical Services Department

Nick Armstrong
t. 448650;

Health Protection

Peter Brown t. 445773 ; e. p.brown@gov.

Jersey Electricity Company Ltd.

Mains Department t.505460

Jersey Gas Co. Ltd.

Mains Department t. 755555

Jersey Water

Mains Department t. 707300