

Development brief

## **Samares Nursery**

La Grande Route de St Clement,  
St Clement.

October 2015

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## 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 [www.gov.je/planningguidance](http://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](mailto:planning@gov.je)

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<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 Samares Nursery St. Clement 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 approved guidance agreed by the Minister to assist and direct development proposals on this rezoned site. It will be taken into account as a material consideration in determining applications for the development of the site.

## 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 St.Clement 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 former Samares Nursery is a site 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 though 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.*

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## Planning guidance

### Location, context and character

The site is a derelict horticultural site previously used for tomato production. It lies on the coastal plain with Le Squez housing estate to the west, a line of private housing to the north and north west and open agricultural land to the south and east. Framed on two sides by existing development it occupies a discrete location on the eastern edge of the built up area.

The Nursery was established post-war and in 1997 consent was granted for large glasshouses to facilitate tomato production. In 2006 enforcement action was taken to remove the glass and make the site safe. The metal frames still remain on site however and are unsightly although heavily overgrown. Some derelict plant and equipment and other small structures also remain with two large irrigation reservoirs along the northern and eastern edges.

The site has reasonable access to facilities and amenities in Le Squez with connections to public transport. Samares Primary School is close by and Le Rocquier Secondary School is 1 km to the east. Food shopping is available within Le Squez as are other community services such as the Eastern Good Companions Club. The site is within walking distance of a number of recreational facilities including a golf course, squash and tennis courts, cricket and football pitches.

The site is capable of being developed for houses and apartments yielding between 180-200 units within a range of 70-80 habitable rooms per acre. Although the bulk of the adjoining residential development is two storey the redevelopment of Le Squez has seen the construction of new 3 and 4 storey apartment blocks.

### Aims of development

The overriding aims for the development of the Samares Nursery 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 .***

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- **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 development, and/or tenure split will not, therefore, be approved without consultation with the Strategic Housing Unit.

## **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. A Construction Environmental Management Plan (CEMP) will be required to address all the construction issues.

### **Contamination**

The historic use of this site 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. There are known to be existing problems associated with the management of surface water in this locality which will need to be comprehensively addressed as part of the development.

### **Ecological impact**

Greenfield and brownfield sites will support populations of plants and animals which are protected by the Conservation of Wildlife (Jersey) Law 2000. There is a legal requirement that any such species will not be harmed by the development and that development will not harm the long term viability of populations of animals and plants. There should be a full ecological survey of the site whose timescale should coincide with ecological time-cycles. Options for mitigation should be brought forward by a competent professional and any survey should provide for opportunities for enhancement within and adjacent to the site. The existing features of the site should be documented and any protected species identified. Environmental protection measures must address pollution dangers during site construction. Sufficient, suitable habitat should be retained on the site to enable the survival of protected species. If there is a loss of habitat such loss should be

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compensated for by enhancing on site capacity or compensatory measures elsewhere in close proximity. It may be possible to combine public open space with habitat creation or to enhance existing habitat on site.

### **Cycling and walking infrastructure**

The site has vehicular access from La Grande Route de St.Clement and the potential to connect into the pedestrian network within Le Squez. The remains of the former eastern railway track embankment is still in evidence outside the boundary of the site to the east. This may offer the opportunity to extend the eastern cycle route although the use or purchase of the embankment would have to be negotiated as would the use of land further eastwards in order to connect the route with the public road system. Provision should be made to connect to the existing footpath network allowing the safe movement of children to primary and secondary schools. The design statement for the scheme needs to set out how the proposed pedestrian provision will link into the existing pedestrian network particularly with regard to opportunities to connect with bus routes.

### **Safeguarding amenity**

Any development on the site should be sited and designed to avoid undue prejudice to the amenities currently enjoyed by the neighbouring residential development to the north and west of the site. The new homes must be designed and orientated to deliver the highest quality of residential amenity for the new development.

## **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 Minister considers that an appropriate density for the development should properly emerge from the design process that seeks to accommodate the site constraints, provide space and ensure privacy for prospective residents and for existing and adjoining homes. The site appears able to accommodate development between two/ three storeys in height with the scale of the new buildings responding to the location and orientation of existing residential development. The scale and form of existing development is largely 2 storey to the north and north west of the site but the redevelopment of Le Squez has seen new buildings of 3 and 4 storeys. The site is capable of providing for apartments and houses extending to approximately 180-200 no. in total. An appropriate density is likely to be between 70/80 habitable rooms to the acre but the final yield will be determined by the design process. The table below illustrates the preferred split .The developer will be expected to comply with this tenure split unless otherwise agreed in conjunction with the Strategic Housing Unit.

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Social rented homes (80%)

1 bed	-	60/70 units
2 bed	-	60/67 units
3 bed	-	24/26 units

Affordable homes for purchase (20%)

2 bed	-	18/20 units
3 bed	-	18/20 units

Totals                    180/200 units

It is important to understand that these figures are indicative only and the ultimate yield will be the subject of a design exercise which will take into account the land available for residential development. The site should provide between 15%-20% of its area as public open space. On the basis of the above the overall design and layout of the scheme should address the following elements.

- There is little existing mature tree cover within the site other than a small avenue of trees in the centre of the site around an existing footpath. These should be retained and included as part of a larger area of open amenity space.
- The western and northern boundary of the site is fringed by existing residential development. Any layout must respect the privacy and amenity of these houses with regard to building height, orientation and aspect.
- The layout and provision for cycle and pedestrian movement into and through the site should respond to and connect with the provision made on adjoining sites particularly that within Le Squez. It must also address the prospect of extending the Eastern Cycle Route to the east and improving the pedestrian access route to le Rocquier Secondary School.
- The layout should provide for a safe and secure environment where public amenity space, including access routes through the site can be overseen by residents within the scheme and thereby promote security.
- The layout and design should recognise and respond to the fact that this is a large site which needs to provide both consistency and variety in its design approach. This might be combined within a reasoned hierarchical approach which gives emphasis to the different components and elements within the development



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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. Whilst some of the items below will be assessed under Building Byelaws it is important that the designers take these matters into account in developing layout and design

The specification of dwellings shall comply with the minimum standards outlined in *Minimum standards for new housing developments (Feb 1994, as amended)*<sup>2</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:
  - minimise the use of white (i.e. mains) water;
  - collect and use storm water/rainwater;
  - recycle effluent after treatment;
  - use construction materials with low embodied energy and those produced using renewable resources and environmentally benign processes.

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<sup>2</sup> Minimum standards for new housing developments (Feb 1994, as amended):  
<http://www.gov.je/PlanningBuilding/LawsRegs/SPG/PolicyNotes/Pages/HousingDevelopment.s.aspx>

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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 already benefits from reasonable access and 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 will 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. 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. Under the terms of Island Plan policy TT3 there is a stipulation that large new developments will be assessed to determine their contribution towards the Eastern Cycle Route network and will be required to contribute directly through the provision of a section of cycle path, or enter into an agreement to make an appropriate financial contribution to the development or enhancement of the network. Presently contribution levels are set at £1000 per unit of accommodation.

There will be a requirement to include parking provision for residents and visitors. The current published guidelines (Parking guidelines, Sept 1988)<sup>3</sup> 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 two of this report which reflects 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. The provision of cycle parking should be explored. The new access onto the Inner Road must provide visibility splays in accordance with the minimum standards as outlined in the States of Jersey document: "Roads Serving Small Housing Developments".

### **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

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<sup>3</sup> Parking guidelines (Sept 1988):  
<http://www.gov.je/PlanningBuilding/LawsRegs/SPG/PolicyNotes/Pages/ParkingGuidelines.aspx>

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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 and provides visual amenity. Private amenity space should be provided in accordance with the standards set out in Planning Advice note PPN3.

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*).

An archaeological evaluation must be carried out as part of any application. Policy HE 5 (Preservation of archaeological resources) will apply. The site is identified as an Area of Archaeological Potential. (AAP)

### **Percent for art**

The States of Jersey has already shown its commitment by endorsing Percentage for Art in the Island Plan. The Minister for Planning and Environment will seek to encourage, through agreement with the developer a flexible, appropriate and commensurate contribution from the development in the knowledge that the site is to provide affordable housing.

## **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**

Due to the scale of the site it will be necessary for an on-site foul water pumping station to be constructed that must connect directly with the public pumping station in La Rue de Maupertuis. There is no capacity for any extra foul flow in the existing sewer that drains to the public foul sewer in La Rue de Maupertuis due to the recent history of that pipeline when the sewer suffered a collapse. A route for the pumped pressure rising main from the site to the public pumping station will need to be identified and the on-site pumping station will need to be managed in perpetuity on completion by a contracted management company. The agreement of the Transport and Technical Services department (TTS) to the design flow calculations for the foul water from the development /station as well as the route of the proposed rising main will be required at an early stage in the site design process. There is a public foul sewer that runs along the northern edge of Field 59A, in an east/west direction. It enters the site from the east and exits northwards through the private access serving St Joseph's Villas. No connection will be allowed to this sewer as a result of a restriction on

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capacity downstream. New development within 5 metres of this sewer may also be restricted.

### **Surface water sewerage**

There are challenging ground conditions in the area with a high water table that will impact on the disposal of surface water run-off from the site. The TTS department recommend that porosity/percolation tests are undertaken as soon as practical and preferably when the ground is at optimum saturation levels. There may be an underground culvert that drains Fields 41 and 42 and runs through the site and crosses the Inner Road before entering Samares Manor. This must be investigated and any additional flow should be attenuated so the maximum flow in this culvert is not exceeded. All paved and hard standing areas within the development should be permeable. If a connection is to be made to the public surface water system in La Rue de Maupertuis then flow calculations must be provided in order that capacity can be tested.

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

**Mains electricity** –new substations may be required to serve the development and applicants should contact that authority 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 water drainage;
  - part of the Eastern Cycle Route and/or safe routes to schools;
  - other travel and transport-related infrastructure; and
- 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.

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This may require that a properly constituted housing or residents association be established

The public consultation around the determination of the planning application 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. There are Community facilities in nearby Le Squez that will inevitably serve the needs of the new residents. The Good Companions Club, the Le Squez Youth Club and the Samares Pathway centre which is linked to the Samares Primary school are the closest and most likely recipients of new residents. It seems appropriate that some contribution should be made to those services and the scale of any contribution must be linked to the scale of the new development. At this stage it is difficult to determine what that contribution might be but this will be the subject of further work.

## **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 plans for submission, it is strongly recommended that the owner or developer appoints an architect capable of developing imaginative and well considered 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 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; the scheme may require that an Environmental Impact Statement be prepared as part of the application.
- sections through the site, showing changing levels and the relationship with surrounding properties;
- 3-dimensional information (e.g. digital 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;

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- 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). There may be other policy requirements which will emerge in the application process.

### **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.**

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**Appendix 1: Location plan**



**Appendix 2: Parking standards**

The Minister's 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)**

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**4+bed                    3 spaces. (maximum)**

**Flats-**

**1 bed                    2 spaces. (maximum)**

**2 bed                    2 spaces. (maximum)**

**3+bed                    2 spaces. (maximum)**

**Visitor parking provision- 1 space per 5 dwellings.**

**Appendix 3:            Useful contacts**

**Planning and Building Services**

Richard Williamson Principal Planner

t.448456; e. [r.williamson@gov.je](mailto:r.williamson@gov.je)

**Drainage - Transport and Technical Services Department**

Steve Bohea

t.448217; e [s.bohea@gov.je](mailto:s.bohea@gov.je)

**Highway Engineers-Transport and Technical Services Department**

Nick Armstrong, Arboricultural Officer

t. 448650; e. [n.armstrong@gov.je](mailto:n.armstrong@gov.je)

**Health Protection**

Peter Brown Environmental Health Officer

t. 445809 e [p.brown@gov.je](mailto:p.brown@gov.je)

**Jersey Electricity Company Ltd.**

Mains Department t.505460

**Jersey Gas Co. Ltd.**

Mains Department t. 755555

**Jersey Water    t. 707300**