SECTION 9: HOUSING

INTRODUCTION

9.1 Housing, and in particular the location of new housing development, is perhaps the most highly contentious and controversial subject area to be tackled by the new Island Plan. The 'home' is central to life, providing the fundamental human need for shelter, in addition to meeting human desires for comfort, security, privacy, independence and personal identity.

9.2 Of course, having reasonable accommodation should not be denied to those in need and the planning system has a crucial role to play in providing an adequate supply of land to meet the housing requirements of the community. In so doing, it must take account of States policies for the encouragement of home ownership and the provision of States' rental housing, as well as environmental policies. The provision of housing specifically to meet need and assist affordability has been, and will continue to be, a priority of the States, but this does not mean that demands in other sectors of the housing market should be ignored.

9.3 The provision of housing in Jersey depends upon residential qualifications. Those without residential qualifications are able to live in lodgings, staff accommodation or registered lodging houses but cannot lease or purchase accommodation. Residential qualifications can be gained following nineteen years continuous residence or by application to the Housing Committee. The States has approved, in principle (January 2001), a gradual reduction in the qualifying period to fifteen years.

9.4 The new Island Plan performs the important function of ensuring that sufficient land is made available to be taken forward by the States, parishes, housing trusts and the private sector to meet housing requirements to 2011. It does not however, address issues such as subsidies and other intervention in the housing market, which are beyond the scope of the land-use plan. The 1987 Island Plan was based on States' projections that significantly under-estimated the growth in the population and numbers of households that would occur over its time scale. By 1989 additional housing and had to be released to meet demand that had already overtaken the Plan's estimates. These trends continued during the 1990s; further zoning was needed, and this was one of the issues that prompted this review of the Island Plan.
9.5 Recent studies have demonstrated a shortage of housing, but reconciling the need for housing with other objectives for the environment and sustainable development is difficult. Few issues arouse fiercer passions among local communities than the prospect of new housing development. It has been the subject of intense, contested debates in Jersey over the last fifteen years. There are no easy solutions, but the challenge must be confronted if the vision and objectives for the Island are to be achieved.

**Relationship to the Vision and Objectives**

9.6 The Vision for Jersey is of an Island 'where all residents have a place to call home and where individual parishes and local communities can thrive'. The new Island Plan objectives seek to 'support the provision of adequate housing for all residents'. In the Vision, a clear distinction is made between providing 'homes' and providing 'housing'. Housing should be provided that is of a quality that engenders a sense of attachment and belonging – a home.

**Approach**

9.7 The Island Plan aims to ensure sufficient land and opportunities for homes to meet needs of Island residents. The Economic and Community Strategy of the Plan seeks to achieve a vibrant economy and high quality of life in the Island, and in this respect, specifically for housing, the Plan aims to:

- ensure there is an appropriate balance between housing provided by the States for rent and first time Buyers, housing for private rent and purchase and lodging accommodation, to cater for those who have difficulty in affording homes of an appropriate standard for their needs;
- secure the most efficient use of land while ensuring sufficient amenity space is provided and a high quality of urban living can be achieved;
- provide for choice and suitability including homes for the elderly and those with mobility impairments, family homes, homes for smaller households, and those with or without residential qualifications; and
- create vibrant and mixed-use communities where housing forms part of a mix of land uses, ensuring that new housing developments contribute to community life and do not strain resources and facilities.

9.8 These aims must be balanced with the need to achieve sustainable development, reflected in the other objectives of the new Island Plan and the Spatial Strategy. Housing will probably be the land-use giving rise to the largest amount of development during the Plan period. It is critically important that the five key elements of the Spatial Strategy are adhered to, namely:

- integrating development with the built-up area;
- using land efficiently;
- minimising environmental impacts;
- ensuring a high level of accessibility; and
- avoiding constraints.
Housing Requirements and Supply

9.9 Planning for homes in Jersey requires an understanding of the requirements for homes and how homes will be supplied over the period of the Island Plan. Requirements over the Plan period will arise from existing households moving home within Jersey, new households forming through demographic changes, new households forming who are currently sharing homes with other households and the net effect of people moving into or leaving Jersey. Within each of these categories there will be those who cannot gain access to homes in the open market and thus need 'affordable' homes. There will also be special requirements for housing, such as for those with disabilities or sheltered housing for elderly people.

9.10 In terms of the supply of homes to match requirements, the current housing stock comprises an estimated 31,000 dwellings (1996 Census figure with the known additions to the housing stock from 1996-2000). The majority is owner occupied. The States is a major provider and manager of housing, owning some 4,700 dwellings for rental. The housing trusts have recently emerged as a 'third sector'; developing and managing social housing. Over the fourteen years of the 1987 Island Plan, an average of 353 dwellings have been added to the housing stock each year, varying from 516 in 1993 to only 17 in 1997. Of the total new dwellings, one fifth have been purpose built States loan housing (i.e. first time buyer), one quarter social rented housing and the largest percentage (55%), private sector housing.

9.11 Over the period of the Plan, it is anticipated that homes will continue to be supplied by the States, parishes, housing trusts and the private sector. This will be through conversions, redevelopment and infill development within the built-up area boundary, the development of St Helier Waterfront and where necessary, previously undeveloped land within and integrated with the built-up area.

9.12 The following sections set out the categories of housing on which the supply estimates and policies are based, summarise the housing requirements over the Plan period and the manner in which they have been derived, and then address the anticipated supply of homes from existing sources.
Categories of Housing

9.13 The 1987 Island Plan distinguishes between ‘need’ and ‘demand’ housing which are termed ‘Category A’ and ‘Category B’ housing respectively. The terms are now in common usage in the Jersey planning and housing sectors. The term Category A housing includes Social Rented Housing and homes for first time buyers. The term Category B housing is a term intended to cover all other housing, including other privately owned family homes and flats owned or rented in the private sector.

9.14 The two categories of housing are clearly understood in Jersey and thus will remain. However the terms ‘need’ and ‘demand’ do not properly reflect the aim of the Planning and Environment and Housing Committees of providing affordable homes.

9.15 The term ‘affordable housing’ is generally understood to encompass both low cost market and subsidised housing that is available to people who cannot afford to occupy homes generally developed for the open market. The extent to which housing is ‘affordable’ will obviously vary by household, by location and over time. The Housing Requirements Study examined household incomes and housing costs and determined that households with an income of less than £30,240,000 will generally require an ‘affordable’ home, although this varies according to local housing market conditions.

9.16 In the Jersey context, affordable housing is available to some extent in all tenures. Land can be provided for social rented housing and first time buyer homes and these play a key role in affordability. Understanding this role is complicated by the fact that while there is means testing for Social Rented Housing (ruling out applicants with incomes above a certain level) this does not apply for first time buyers who instead require a sufficient income to meet the mortgage requirements. A main purpose of the States providing social rented and first time buyer housing however is to assist residents in having access to ‘affordable’ homes and thus homes for social renting and first time buyers are the best available mechanism to deliver affordable housing.

9.17 While social rented and first time buyer homes will be the main mechanism for the Island Plan to provide for affordable housing needs, other housing provides a proportion of homes that are affordable to first time buyers. Research by the Housing Task Force into the cost of homes provided in a range of developments has indicated that some 38% of homes provided by the private sector may be affordable. Moreover, provision of other demand housing has the function of releasing homes elsewhere in the housing market, thus ensuring movement and affecting the requirements for new provision of ‘affordable’ homes.

9.18 The difficulties with the term ‘affordable’ and the categorisation of first time buyer and social rented housing under this term are recognised, but the term more accurately reflects the aims of the States for housing than the existing ‘need’ category. The categories of homes used in the estimates of supply and matched to requirements are:
Category A – Affordable Housing
- States, parish and Housing Trust Rental Housing; and
- Homes for First Time Buyers.

Category B – Other Housing
- Private Sector Housing (owner occupation, private rental and private
  lodgings);
- Staff Accommodation and Registered Lodging Houses; and
- Special Requirements (nursing and residential care).

Housing Requirements

9.19 The results of the Housing Requirements Study 2000 (by David Couttie
Associates) provide an estimate of the requirements for housing over the
first five years of the Island Plan. This can be compared to other evidence
from the housing market and population and household projections to
arrive at estimated housing requirements for the Plan period. The full
details of how requirements have been arrived at are included in a
separate working paper.

9.20 The Housing Requirements Study reveals a lack of suitable and
affordable housing for Island residents. This has led to an increase in
household size, and people sharing accommodation at an age and in
circumstances that are inappropriate. Many households are living in
dwellings that are of inadequate size and quality for their needs.

9.21 The study in particular identifies as many as 3,230 households expecting
to require homes over the five years (to the end of 2005). These are
‘concealed’, in that they are currently living in a dwelling with another
household. Concealed households, moreover, include 1,230 couples -
320 of which have children. Some 35% have a requirement for a home
within the first year (2000 to 2001). Of the 3,230, by far the majority are
currently living with parents, and nearly half comprise members aged 25
or over.

9.22 The Housing Requirements Study indicates that in order to meet the
identified requirements of new households, and assuming 200 net in-
migration of population (see Section Two, paragraph 2.36) and
new/concealed households comprising couples and families, 3,350 new
dwellings are required in the first five years of the new Island Plan.

9.23 The total requirement includes the backlog of need represented by the
waiting list for social rented housing; new need from concealed
households; natural population change and annual change in the social
rented waiting list.

9.24 The number of households seeking affordable homes has been estimated
based on the relationship between housing costs and household incomes.
The Housing Requirements Study consultants have assumed that new
households with an income of less than £30-40k will be seeking affordable
homes. Of the new and concealed households, 81% are estimated to be
in this income group, although this varies for different areas of Jersey.
depending on local housing costs. The actual proportion of new dwellings that would need to be affordable is dependent on a range of factors such as how many affordable homes are released in the market by existing households moving within the Island.

9.25 The identified housing requirements have serious repercussions for land-use planning in Jersey. The figures above are based on the requirements of new and concealed households that are couples or couples with children. They do not include single households; including these would increase the five-year requirement to more than 6,000 dwellings.

9.26 The results of the Housing Requirements Study warrant serious consideration in the Island Plan. The aspirations of residents expressed through the survey were reasonable – the majority of new and concealed households are seeking a one or two bedroomed flat – and all other evidence confirms that there is a significant shortfall of housing to meet the needs of Island residents.

9.27 The requirement can be compared with population and household projections, which would suggest a requirement for 2,658 new dwellings by 2006 and a further 3,371 from 2006 to 2011. This was discussed in Section Two – Context. In addition, the Law and Economics Consulting Group report in November 2000 on the Economics of the Housing Market in Jersey (known as the Parr Report), highlights that over the long term, the number of homes has not kept pace with the number of new households. Jersey has considerably fewer homes per 1,000 people than the European average. The report concludes: ‘...it is clear that Jersey has deep rooted housing problems that have continued since the war, and that these problems will take a considerable number of years to put right’.

9.28 The requirements for the five years are mainly to meet the needs of existing Island residents and natural population growth. The scenario of 200 net population in migration makes a relatively small difference to the five year requirements, although it is ‘recognised that in the longer term, this will have an impact on total requirements and demand for different sectors and types of homes.

9.29 The survey also revealed that some 360 households anticipate leaving Jersey over the next five years, 41% citing the lack of affordable housing as their reason. The scenario of net in-migration assumes that any such effect will be balanced by other households moving to or back to the island, but importantly, if housing requirements are more effectively met, then households may not leave Jersey.

9.30 The housing requirements have been estimated through the Housing Requirements Study for the first five years of the Island Plan. The likely level of requirements for the remaining Plan period can be broadly assessed from population and household projections. The figures from household projections under the 200 net population migration scenario would suggest a requirement for a further 3,370 homes from 2006 to 2011. Housing requirements, as well as population and household change will require monitoring and further assessment within the five years to inform the Planning and Environment and Housing Committees on the supply of homes between 2006 and 2011.
9.31 The following section sets out the feasible level of supply over the Plan period and discusses the implications for addressing needs.

**Supply of Homes**

9.32 There are several sources of supply that are expected to release new homes during the Plan period. These include:

- sites that have previously been zoned for first time buyer and social rental homes and other sites being taken forward by the States or parishes for rental housing, identified as definite and probable commitments;
- sites and opportunities within the town of St Helier as identified through an assessment of the capacity of the town;
- the second phase of development of housing on the St Helier Waterfront area;
- windfall developments arising in St Helier through small scale infill and conversion and change of use of properties, including those arising through urban regeneration projects;
- windfall developments taking place in the remainder of the built-up area through infill development, conversions and changes of use; and
- new units arising from the redevelopment of out worn housing estates.

9.33 The number of new homes anticipated to be supplied by each of the categories has been estimated for the Plan period, and assessed as to the likely time scale for provision by 2006 and by 2011. Each of the sources are discussed in the following paragraphs.

**Sites for States Social Rented and First Time Buyer Homes**

9.34 A number of the sites zoned for Category A housing in the 1987 Island Plan have not been developed for various reasons including access difficulties, current viable uses and other developments taking place on site. The remaining sites are all included within the boundaries of the built-up area. There are nine sites remaining that are recommended for safeguarding for future housing needs although their expected yield is not included in the housing supply due to the uncertainties as to whether they will come forward.

9.35 In 1999, a process of review brought an eventual re-zoning of five sites by the States in order to meet the immediate need for homes for States rental and first time buyers. There are additional sites within the built-up area that are being developed by the States for the provision of social rented or first time buyer homes (Category A and B). Tables 9.1 and 9.2 list the sites for social rented homes and first time buyer homes, as at the beginning of 2001. Between the beginning of 2001 and the end of 2005, these sites are expected to provide 706 rental homes and 284 first time buyer homes.
### Table 9.1: Sites for Social Rented Homes (Start 2001 to End 2005)

<table>
<thead>
<tr>
<th>Site</th>
<th>Total Homes (Net)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Field 818 (Parish Elderly Persons) Trinity</td>
<td>10</td>
</tr>
<tr>
<td>Field 413 (Parish Elderly Persons) St Martin</td>
<td>21</td>
</tr>
<tr>
<td>F8 Cottages (Phases III and IV), St Clement</td>
<td>19</td>
</tr>
<tr>
<td>Le Geyt Flats (Refurbishment and redevelopment – Phase V), St Saviour/St Helier</td>
<td>30</td>
</tr>
<tr>
<td>Cannon Street/ Lempiere Street/ Parade Square, St Helier</td>
<td>41</td>
</tr>
<tr>
<td>Waterfront (Phase I) Albert Pier, St Helier</td>
<td>79</td>
</tr>
<tr>
<td>Le Champ des Fleurs, La Rue a Don, Grouville</td>
<td>16</td>
</tr>
<tr>
<td>Postal Headquarters, Mont Miliais, St Helier</td>
<td>45</td>
</tr>
<tr>
<td>Hue Court II, vacant parking area, St Helier</td>
<td>3</td>
</tr>
<tr>
<td>Aquila Youth Centre, Devonshire Place, St Helier</td>
<td>30</td>
</tr>
<tr>
<td>Berkshire Hotel, La Motte Street, St Helier</td>
<td>113</td>
</tr>
<tr>
<td>Oak Tree Gardens (Elysee Estate Phase III) Trinity Hill, St Helier</td>
<td>34</td>
</tr>
<tr>
<td>Town Park Hotel, St Helier</td>
<td>19</td>
</tr>
<tr>
<td>Sandybrook Hospital, St Peter</td>
<td>10</td>
</tr>
<tr>
<td>Highbury House and Station, Five Oaks, St Saviour</td>
<td>6</td>
</tr>
<tr>
<td>La Rue Le Masurier, St Helier</td>
<td>23</td>
</tr>
<tr>
<td>Mescot Motors, Georgetown, St Clement</td>
<td>10</td>
</tr>
<tr>
<td>Sunshine Hotel, St Helier</td>
<td>34</td>
</tr>
<tr>
<td>Le Cole Hotel Site, Janviv Road, St Helier</td>
<td>106</td>
</tr>
<tr>
<td>Field 1076 St John (10% of scheme)</td>
<td>5</td>
</tr>
<tr>
<td>St Helier Garages, Ann Street/La Motte Street corner, St Helier</td>
<td>32</td>
</tr>
<tr>
<td>Philips House, Victoria Street, St Helier</td>
<td>20</td>
</tr>
<tr>
<td><strong>TOTAL COMPLETIONS DUE</strong></td>
<td>706</td>
</tr>
</tbody>
</table>

### Table 9.2: Sites for First Time Buyer Homes (Start 2001 to End 2005)

<table>
<thead>
<tr>
<th>Site</th>
<th>Total Homes (Net)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Woodville Hotel, St Helier</td>
<td>59</td>
</tr>
<tr>
<td>Field 615, Patier Road, St Saviour</td>
<td>17</td>
</tr>
<tr>
<td>Hodge Nurseries, St Clement</td>
<td>34</td>
</tr>
<tr>
<td>Field 1076, Sion, St John</td>
<td>35</td>
</tr>
<tr>
<td>Waterfront (Phase I) Albert Pier, St Helier</td>
<td>67</td>
</tr>
<tr>
<td>Fields 378 and 379, Five Oaks, St Saviour</td>
<td>50</td>
</tr>
<tr>
<td>Le Champ des Fleurs, La Rue a Don, Grouville</td>
<td>1</td>
</tr>
<tr>
<td>Bagot Manor Farm, St Saviour</td>
<td>20</td>
</tr>
<tr>
<td><strong>TOTAL COMPLETIONS DUE</strong></td>
<td>284</td>
</tr>
</tbody>
</table>
Opportunities in the Town of St Helier

9.36 Assessments have been made of the capacity of the town of St Helier (the urban area of St Helier and the contiguous urban areas of St Saviour and St Clement). The purpose has been to provide a realistic assessment of the potential of the town for absorbing additional housing development over the Plan period. Accommodating housing development within the urban area of St Helier is a key strand of the Spatial Strategy of the new Island Plan. It helps to reduce the need to travel by locating development within reasonable walking, or cycling distance of the town centre, or close to bus routes. It makes best use of limited land resources, reduces encroachment into the countryside and supports the economy and community life of the Island’s largest urban area.

9.37 A substantial proportion of housing development over the past fifteen years has taken place in St Helier, St Clement and St Saviour. Concentrating development within the existing urban area was a main strand of the 1987 Island Plan. Concerns have arisen, however, regarding the resulting pressure on infrastructure, environment and quality of life from ‘town cramming’.

9.38 In undertaking the capacity study, the central aim has been to achieve a high quality of urban living. In assessing the potential for redevelopment of sites, potential yields have been based on appropriate densities for the sizes of site to achieve a balance between best use of land and quality of life. The UK Urban Task Force chaired by the architect Lord Rogers suggests densities of 150 habitable rooms per acre - greater than the current density guidelines for developments in Jersey (Planning Policy Note 5) but less than some of those being achieved in proposed developments. This is an average for a wide range of developments, with small sites being expected to generally yield lower densities. Where specific information has been available on yields for particular sites, the lowest yielding option has been taken.

9.39 The potential for redevelopment and re-use has been assessed in consultation with Jersey's housing task force and through detailed survey work within the town centre, as well as work undertaken as part of urban renewal. The main opportunities will arise from the redevelopment of existing sites and buildings. This does not include open space and amenity areas, which are considered to be vitally important. During the first five years, most opportunities are likely to come from the conversion of hotels and guesthouses, although it is recognised that this trend will be limited in the longer term if the tourism industry is to be protected.
9.40 If land can be provided for industrial uses or depots elsewhere within the Island, a significant amount of land can be released through relocations. Due to the complexities of achieving relocation, however, this is not anticipated to provide housing units within the first five years of the new Island Plan.

9.41 It is often said that there is much wasted space above shops. Could this be used to provide accommodation? A comprehensive review using the Parish rate records, Housing Committee records and site surveys has, however, identified only a handful of properties that could be considered vacant and possibly available for residential units. This matches the results of past surveys and it is therefore assumed that there will not be a supply of units from this source.

9.42 The assessment of capacity has identified that in the region of 545 homes could arise from opportunities in the town over ten years. Less than half are anticipated to arise in the first five years (245 two-bedroom homes or equivalent number of habitable rooms). Achieving release of sites in the second five-year period is much more uncertain, so it has been assumed that only half of the opportunities will come to fruition, yielding the equivalent of 300 additional two-bedroom homes.

The Waterfront Phase II

9.43 The Waterfront area of St Helier represents the largest reclamation project ever carried out in Jersey. Over the period of the 1987 Island Plan the new Elizabeth Marina has been completed, with the public park - Jardins de la Mer, car parking and Maritime House. A framework for the development of the remaining site includes 146 units of social rented and first time buyer housing (under construction), a multiplex cinema and a 300-bed waterfront hotel. A design framework for the entire site has been prepared by Haworth Tompkins Architects for the Planning and Environment Committee and an assessment of the economic and financial implications of proposals is being undertaken. It is estimated that the site is likely to be developed for between 525 and 575 homes, over and above those already under construction. Of this total, it is estimated that 150 are likely to be completed within the first five years of the new Island Plan.

Windfall Development

9.44 The contribution that windfall development (i.e. conversions, changes of use, and infill development) will make to the supply of housing units has been estimated using the average contribution over the period 1990 to 2000, and assuming that this trend will continue at the same rate.

9.45 It is recognised that basing future windfall estimates on past trends is not generally considered to be an appropriate practice in urban capacity because changes in policies point to increasing densities and greater yields. In Jersey, however, the strict application of the built-up area
boundary has occurred throughout the period of the 1987 Island Plan, leading to high densities within the built-up area as opportunities for infill and conversions have been taken up. The opportunities for infill over the Plan period will therefore reduce. However, it is anticipated that proposed amendments to the built-up area boundary will counteract this effect.

9.46 Over the ten years from 1990 to 2000 there was an annual average of 77 windfall homes in the parishes outside the main urban area of St Helier, St Clement and St Saviour. It is assumed that this will continue at the same rate.

9.47 In addition to the windfall opportunities in the town of St Helier described earlier, an allowance has been made for conversions and changes of use, which on past rates would yield around 30 dwellings per year.

Rehabilitation of Housing Estates

9.48 The Housing Committee has an ongoing programme of refurbishment and redevelopment of existing housing estates in order to improve the quality of life of its tenants and the life of the housing stock itself. During the period of the new Island Plan it is foreseen that Le Marais and Le Squez estates will be redeveloped. While this will bring a change in the mix of sizes of units there is not, however, expected to be a net increase in supply.

9.49 Tables 9.3 and 9.4 summarise the estimated contribution of each of the sources to the future supply of homes during the first and second halves of the Plan period. A proportion of the supply identified for Category B may in fact be taken forward for Category A, but at present this is all included under Category B. The level of supply of Category A homes from 2006 to 2011 is not known at present as sites will be brought forward by the Jersey housing task force following the monitoring of completions and housing requirements.

Table 9.3: Supply of Homes from Existing Sources 2001-2006

<table>
<thead>
<tr>
<th>Source of Supply</th>
<th>Category A: Affordable Housing</th>
<th>Category B: Other Housing</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sites for States First-time Buyer and Social Rented Housing</td>
<td>990</td>
<td>-</td>
<td>990</td>
</tr>
<tr>
<td>St Helier Town Opportunities</td>
<td>-</td>
<td>245</td>
<td>245</td>
</tr>
<tr>
<td>Waterfront Area Phase II</td>
<td>-</td>
<td>150</td>
<td>150</td>
</tr>
<tr>
<td>Conversions and Changes of Use in town of St Helier</td>
<td>-</td>
<td>150</td>
<td>150</td>
</tr>
<tr>
<td>Windfall Development in the Parishes outside of the town of St Helier</td>
<td>-</td>
<td>385</td>
<td>385</td>
</tr>
<tr>
<td><strong>Total Supply</strong></td>
<td><strong>990</strong></td>
<td><strong>930</strong></td>
<td><strong>1,920</strong></td>
</tr>
<tr>
<td><strong>Annual Average</strong></td>
<td>198</td>
<td>186</td>
<td>384</td>
</tr>
</tbody>
</table>
Table 9.4: Supply of Homes from Existing Sources 2006-2011

<table>
<thead>
<tr>
<th>Source of Supply</th>
<th>Category A: Affordable Housing</th>
<th>Category B: Other Housing</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sitee for States First time Buyer and Social Rented Housing</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>St Helier Town Opportunities</td>
<td>-</td>
<td>300</td>
<td>300</td>
</tr>
<tr>
<td>Waterfront Area Phase II</td>
<td>-</td>
<td>375</td>
<td>375</td>
</tr>
<tr>
<td>Conversions and Changes of Use in town of St Helier</td>
<td>-</td>
<td>150</td>
<td>150</td>
</tr>
<tr>
<td>Windfall Development in the Parishes outside of the town of St Helier</td>
<td>-</td>
<td>365</td>
<td>365</td>
</tr>
<tr>
<td><strong>Total Supply</strong></td>
<td>-</td>
<td><strong>1,210</strong></td>
<td><strong>1,210</strong></td>
</tr>
</tbody>
</table>

9.50 Of the expected supply of homes, a proportion already has planning permission and/or development permits and others are currently under construction. These are 'committed developments' that will take place during the Plan period.

**Housing Requirements and Supply Balance**

9.51 Figure 9.1 illustrates the main components of supply and requirements as discussed in the preceding sections.

9.52 The anticipated supply of 1,920 homes over the first five years would give an average annual development rate of 384 per year. This can be compared with the 353 per year achieved over the period of the 1987 Island Plan, indicating that the supply figures are realistic and achievable (over the fourteen years the annual completion rate has ranged from only 17 to 516 dwellings). In addition, the figures show an approximate even split in the first five years between Category A and B, compared with 45% Category A over the 1987 Island Plan period.

9.53 The assessment of housing requirements reveals a requirement for 3,350 homes over the first five years of the new Island Plan to meet the equivalent of all the needs of couples and families for homes. Given that the existing sources are likely to release some 1,920 dwellings, meeting the requirements would mean releasing land for some 1,430 additional dwellings over and above the existing supply in five years. This would equate to an average annual development rate of 670 dwellings — well above the rate achieved at any time over the period of the 1987 Island Plan.

9.54 The States of Jersey has a strategic aim of providing adequate homes for all residents and this is an objective of the new Island Plan. Adequate housing is a basic human need. Not to respond to the evidence of need would result in Island residents continuing to be disadvantaged by lack of access to appropriate and affordable housing. However, the scale of the problem means that housing requirements are unlikely to be met without zoning new land for development or being constrained by the capacity of the construction industry. Moreover, it would be unrealistic to expect to remove all housing need, particularly in only a five-year period. As the Parr report stated, Jersey has deep rooted housing problems that will take
many years to put right. In summary there are a number of reasons why meeting the total requirement of 3,350 homes over five years would not be acceptable or achievable:

- it would require the release of sites considered more marginal in relation to the Spatial Strategy of the new Island Plan and thus less integrated with the built-up area, less accessible, requiring more greenfield land and having greater environmental impacts. There is a danger of a mass of inappropriately located development taking place that is of low quality, in order to meet the target for supply. This could do serious long term damage to the Island’s environment, community and economy;
- it would have repercussions for the supply of construction labour and materials, with knock-on housing and environmental impacts;
- the States is implementing measures to control inflation, particularly in the construction industry and a doubling of the rate of house building could have significant economic implications; and
- development has a lead time that means much of the development may not take place until the latter part of the five years, thus concentrating the problems into a short time span.

9.55 The Island Plan proposes a balance between meeting requirements and the wider environmental, economic and community life of the Island. Sites have been identified to accommodate a further 150 homes per year over and above the 380 dwellings which are anticipated to be provided through existing sources. This would give an annual average total of 530 new homes. Such a level of development will still have wider repercussions but will begin to address the shortfall of homes in Jersey. By increasing the proportion of homes for first time buyers or social rented it will also assist in meeting the need for affordable homes.
Figure 9.1: Housing Requirements and Supply
POLICIES AND PROPOSALS

Provision of Homes

9.56 The aim of the new Island Plan is to make provision for sufficient land and opportunities to meet, as far as possible, the anticipated requirements for homes over the Plan period. It also intends to assist in providing an appropriate balance between the different categories of housing, as well as parish locations, types and sizes of sites.

9.57 The estimation of requirements for housing and the realistic level of supply of homes has identified that provision should be made for 2,650 homes over the first five years of the Plan period. This includes 1,920 from existing sources and a further 730 from sites zoned within policies of the new Island Plan.

9.58 The 1987 Island Plan zoned land for Category A housing. Land was not zoned for Category B housing because there was considered to be more than sufficient opportunities for developments to take place through the normal development process. Over the fourteen years of the 1987 Island Plan, 4,900 dwellings have been completed, of which 55% are Category B homes. The new Island Plan again only includes the zoning of land for Category A – social rented and first time buyer homes.

9.59 It is anticipated that the proposed boundaries of the built-up area will provide sufficient opportunities for other homes (Category B) through infill development as well as conversions and redevelopments. This is essential to assist movement within the housing market. Ensuring sufficient opportunities for Category B homes should also result in a higher proportion of all new homes being ‘affordable’ and thus accessible to more Island households.

POLICY H1 – PROVISION OF HOMES

The Planning and Environment Committee will make provision for sufficient land and opportunities to meet as far as possible the requirements for homes over the Plan period.

Provision will be made for 2,650 homes over the first five years of the Plan period of which 1,720 will be for Category A homes and 930 will be for Category B homes. Land will be re-zoned to ensure that sufficient land is available to meet the requirements for Category A homes in the first five years to 2006.
Sites to be Zoned for Housing

9.60 The assessment of the likely supply of housing from already zoned sites, conversions, changes of use and windfalls within the built-up area has identified an anticipated provision of 1,020 homes from 2001 to 2006. In order to meet the requirement for 2,650 homes, there is a need for land to be provided for an additional 730 dwellings during the years 2001 to 2006. At this stage, the mix of size and type of homes required is not identified – potential yields from new sites for zoning are given in both two bedroomed and three bedroomed equivalents.

9.61 During the Island Plan Review, some 260 sites have been put forward for consideration. The sites have been submitted by landowners and interested parties for consideration. Others have been identified during the Review as potential sites. The sites have been systematically evaluated to determine which would best meet the new Island Plan Spatial Strategy and therefore should be zoned for housing. The evaluation process has involved the use of criteria to assess the relative merits of each site, based on the new Island Plan Spatial Strategy. It has been undertaken in two main stages, detailed below.

Stage One: Degree of integration with the built-up area

9.62 Sites have been firstly reviewed to assess the degree to which they can be integrated with the existing built-up area. The aim is to ensure that new housing sites form a cohesive part of existing communities and do not encroach unduly into the countryside. Sites have been graded according to whether they are:

- within the town of St Helier (including the contiguous built-up areas of First Tower St Saviour and St Clement);
- on the edge of, and can be integrated into, the built-up area of the town of St Helier;
- within an urban or key rural settlement;
- on the edge of, and can be integrated into, an urban or key rural settlement; or
- within a small rural settlement or small built-up area.

9.63 Sites that fall outside all the categories were excluded at this first stage as not meeting the objectives of the Spatial Strategy and therefore not representing sustainable development.
Stage Two: Evaluation against other Strategy Criteria

9.84 In the second stage, the shorter list of sites was evaluated against the efficiency of land use, accessibility, environmental impacts and constraints and implementation.

- **Efficiency of land use** – Sites have been assessed according to whether they use land efficiently. Sites involving making use of land and buildings that have previously been developed have been rated in preference to those which involve taking greenfield or agricultural land. Sites which are vacant or derelict have been given precedence over sites in current use and both types over open land or agricultural land.

- **Accessibility** – Accessibility has been measured by the ability to gain access to key facilities (a primary school, local shop and bus route). Sites located in areas with opportunities for using travel modes other than the car have been rated more highly than those without.

- **Minimising environmental impacts** – Sites within countryside character areas of high and very high value have been generally avoided (Area of Outstanding Character and Green Zone), as have developments that would be visually prominent in the landscape. Sites that could bring environmental benefits have been viewed favourably.

- **Constraints and implementation** – Sites that are least constrained by physical issues such as access and drainage, and will be the most efficient to develop, have been viewed favourably as have sites that bring opportunities for wider community benefits.

9.85 The evaluation process has enabled the sieving out of unsuitable sites, leaving a range of sites with future potential. A number of sites were deemed to be suitable sites for infill development to meet the anticipated opportunities within the built-up area. The remaining sites were assessed in order to determine whether they could realistically be brought forward for development within the first five years of the Plan. The shortlist was then the subject of a more detailed review and site appraisal to identify which sites would best meet the Island’s housing needs. This final part of the process involved making an assessment of the appropriate overall level of development in each settlement or part of the built-up area.

Short Listed Sites

9.86 All this led to the identification of fifteen sites recommended for zoning for housing in the first five years of the Plan. The sites are described in the following paragraphs, generally in size order, not in order of any preference or priority. The yield of homes from each site has been estimated based upon 10% of the site being public open space and the remaining area being developed at an average of 65 habitable rooms to the acre. This is only an indication of yield per site, because the mix of size and types of homes will be determined through the development brief process for each site. In particular, this will include assessment of the implications for schools, depending on the mix of housing, transport and drainage requirements.
(1) Fields 516, 517 and 518, Patier Road, St Saviour

9.67 The 8.6 acre (19.3 vergées) site comprises agricultural fields in an elevated position, surrounded by housing on three sides. It is located close to St Saviour’s Church and Parish Hall and a range of community and educational facilities. Field 615, adjacent to the site, is currently being developed for first time buyer housing. The site could yield some 100 three bedroom or 125 two bedroom homes and include 0.9 acres of public open space. Access to the site could be achieved from the A7 (Le Chemin de la Croix de Bas). The site would suit mixed tenure housing and provide a range of housing for elderly persons, families and flats.

9.68 The site is adjacent to 2.85 acres (6.4 vergées) safeguarded for educational use, which could accommodate a new primary school or day nursery or facilities linked to nearby schools. This is indicated separately on the Island Proposals Map. To the south, Field 516A provides a landscape buffer to the development and is thus identified separately as Important Open Space. Given the traffic issues in the area, the transport impacts will require particular consideration as part of the site development brief.

(2) Field 1218, Mont a l’Abbé, St Helier

9.69 Field 1218 encompasses 10.1 acres (22.7 vergées) of agricultural land. It is bounded to the west and east by residential areas, to the south by Mont a l’Abbé cemetery and to the north by Field 1219, which is safeguarded for future educational use.

9.70 Despite the sites’ elevation, it is well enclosed and visually would have limited impact beyond the adjacent properties. The site provides an opportunity to integrate housing into the urban fringe landscape. It is ideally located close to educational facilities and within walking and cycling distance of the town centre. There is potential to provide a footpath and cycle link to the town through the site, benefitting the wider area. Access to the site for vehicles is achievable from New St John’s Road, north of the junction with Tower Road.

9.71 Potentially the site could yield 80 three bedroom or 100 two bedroom dwellings with 1.5 acres of open space provided as a park for residents of the site and the surrounding area. As part of the development, the owners are also seeking provision of self-catering holiday accommodation to the rear of Uplands Hotel and there is potential to provide land to extend the main and Jewish cemeteries.
(3) Fields 848, 851, 853 and 854, Bel Royal, St Lawrence

9.72 This site comprises 9.5 acres (21.3 vergées) of land including fields 848, 851 and part of fields 853 and 854. The northern part of the site is overgrown and disused and the remainder is agricultural land. The site could accommodate 105 three bedroom or 130 two bedroom homes with 1.5 acres (3.3 vergées) of public open space/landscape area as part of the development. The site lies to the south of St Peter's Valley Road, close to community, educational and shopping facilities in Sandybrook, Beaumont and Bel Royal. The development of the site could bring forward community facilities and form a logical extension to the built-up area of Beaumont and Bel Royal.

9.73 The Marais de St Pierre (to the south and west of the site) is an important open space, of community, landscape and possible ecological value. The development of the site for housing provides the opportunity to improve public access to the area. It would form a significant public amenity area at the heart of the Bel Royal and Beaumont communities with potential to make use of the sites' natural drainage to create a wetland and lake area. The public amenity area is integral to the housing development and the housing must not take place without the wider benefits being achieved for the community.

9.74 There is likely to be a need for flood relief measures as part of the scheme, such as a pumping station or attenuation tanks. The site could have direct access from a new junction with the A11, St Peter's Valley Road. The Bel Royal area, however, suffers from traffic problems and inadequate pedestrian routes. As part of the development of the site, improvements should be made to routes alongside and away from the site, towards Bel Royal Primary School, as well as provision of an appropriate junction to access the site. The site is adjacent to Le Parquage and thus has strong pedestrian links to the coast. A cycle route could also be provided, linking to the coastal route.

(4) Extension to Hodge Nurseries, Fields 89, 89A, 90, 92A, 93, St Clement

9.75 The site comprises a group of fields in agricultural use, totalling 5.4 acres (12.1 vergées). It is adjoined by Le Marais Estate to the west, and housing to the south. The landscape of the site is urban fringe in character. The site could provide 65 three bedroom or 80 two bedroom homes and 0.5 acres (1.1 vergées) of public open space. On the east side, Field 94 and the glasshouses of Hodge Nurseries are under development for first time buyer housing.

9.76 The site is located in relatively close proximity to shops, schools and other community facilities and the coastal bus route. Re-development of Le Marais Estate will present an opportunity to provide access and linkages into the site and allow it to be fully integrated with the surrounding area.
(5) Fields 181, 182 and 183, La Route de la Pointe, St Peter

The site comprises 4.5 acres (10.1 vergées), in agricultural use, adjoined by housing on three sides and open land to the north. It could provide 55 three bedroom or 65 two bedroom homes and 0.4 acres (0.9 vergées) of public open space. The site is raised slightly above the level of the road and is visible from the north, but otherwise well enclosed. It represents a logical extension to the village of St Peter, a key rural settlement with a good range of facilities and services. The site is within close proximity of the primary school and local shopping centre.

(6) Field 865, Bel Royal, St Lawrence

Field 865 comprises 4.1 acres (9.2 vergées) of low-lying, agricultural land to the east of Bel Royal Primary School. The site could provide 40 three bedroom or 50 two bedroom homes, 0.3 acres (0.6 vergées) of public open space and 0.8 acres of land for expansion of the school grounds. Together with Field 866, it is surrounded by development on all sides. Access to the site would need to be provided from the A11, St Peter’s Valley Road, by means of a new junction. St Peter’s Valley Road is dangerous, with limited footways and it is recognised that careful design and improvements would be required to form an access at this point. Development of the site could also provide footpath links to the north-east and improve the coherence of the urban area. Field 866 is included under Policy H3 as a site safeguarded for future housing as it could provide a second phase of development over the longer term.

(7) Fields 203, part 204 and 252, Rue de Jambart, St Clement

Fields 203, 204 and 252 are located to the east of Rue de Jambart, close to the centre of the village of St Clement. The land, which totals 3.8 acres (8.5 vergées), is in agricultural use. The site could provide 45 three bedroom or 55 two bedroom homes and 0.4 acres (0.9 vergées) of public open space. Land to the east comprises extensive glasshouses and to the west and north are existing residential properties. Access onto Rue de Jambart would not be acceptable given the poor visibility at the junction with the inner St Clement’s road to the north. The development of the site, however, provides the opportunity to construct a new link road from Rue de Jambart to the St Clement Inner Road to access the development and also improve the traffic situation in the village.

(8) Fields 786 and 787, La Rue des Cosnets, St Ouen

The site encompasses 2.8 acres (6.3 vergées) including a large area of derelict glasshouses and has a frontage to La Rue des Cosnets. It could provide 30 three bedroom or 40 two bedroom homes and 0.3 acres (0.6 vergées) of public open space. The land is flat and centrally located in this small rural settlement, immediately to the south of the playing fields for the Primary School. The surrounding area is flat and the development would require a landscape buffer to protect the rural character of land to the east.
(9) Field 690A, Maufant, St Martin

9.81 The 2.7 acre (6 vergées) site is well located on the edge of the existing estate development at Maufant and would be a logical completion of the existing built-up area. The land slopes steadily northwards and is open to view from the surrounding country lanes to the south and east although it is largely enclosed by existing development and established hedgerows. The site could provide 30 three bedroom or 40 two bedroom homes, with vehicular access from Le Clos du Feuvre. It also presents an opportunity to provide much needed public open space, linking through to the area of open space at the northern end of Les Parquets. The site would require a landscape buffer to the east to maintain the rural ambience of the adjacent country lanes and development should be sited on the lower slopes of the field.

(10) Fields 190, 191 and 192, La Rue de la Sergenté, St Brelade

9.82 The site comprises 1.9 acres (4.2 vergées) of land surrounded by housing and commercial development on three sides. It is in close proximity to La Moye Primary School. It could provide 25 three bedroom or 30 two bedroom homes and 0.2 acres (0.4 vergées) of public open space. The site is low lying and of limited value for arable farming. Access can be achieved direct from La Rue de la Sergenté and, being close to La Route Orange, the site is well served by bus services.

(11) Field 81, La Croix, La Rue de Sarrares, St Clement

9.83 Field 81, St Clement is 1.9 acres (4.2 vergées) in size. It could provide 25 three bedroom or 30 two bedroom homes together with 0.2 acres (0.4 vergées) of public open space. It is a small field unused for agriculture, enclosed by high walls and adjacent to housing developments on the east and west sides. Although it is located along a narrow lane, it is close to the community facilities and Le Rocquier secondary school. Visually, development would have relatively little impact and the landscape character of the area is urban fringe.

(12) Field 40, La Rue de Mauperluis, St Clement

9.84 Field 40 is a narrow, overgrown field to the east of housing development at Le Squez. Although there is open farmland to the north and east, the site has a strong landscape boundary that would screen development. It is within easy walking distance of Le Squez Primary School. The site comprises 1.6 acres (3.6 vergées) and could provide 20 three bedroom or 25 two bedroom homes together with an open space/amenity area.
(13) Field 145, Priory Farm, St Clement

9.85 The 1.2 acre (2.7 vergées) field was zoned for housing in 1982, at the same time as the Priory Farm development to the north. It has not been developed because it suffers from access problems; the intended access via Priory Farm involves poorly aligned and inadequate estate roads. The site is currently used for storing cars. The redevelopment of Le Rocquier School may offer the opportunity to provide a separate access to the site from the west, thus releasing it for 14 three bedroom or 18 two bedroom homes and public open space.

(14) Field 873, Bel Royal, St Lawrence

9.86 Field 873 is a 0.9 acre (2 vergées) overgrown field of poor agricultural value. It could provide 10 three bedroom or 13 two bedroom homes. It is bounded by housing development on three sides and an estate access road to the west. There are a number of community facilities within walking distance of the site, including Bel Royal School. Access to the site could be achieved from La Rue de Haut on the northern side of the site. The road is narrow and partly one way, but this is not expected to cause problems given the low number of dwellings that the site will yield.

(15) Field 1370, La Rue de Mon Sejour, St Helier

9.87 Field 1370 is a small flat agricultural field of 0.7 acres (1.5 vergées) immediately adjacent to the Highfield Estate. It is in a small built-up area, generally not considered suited to additional development, but this is balanced by being within cycling distance of St Helier and close to a main bus route. Development on the site would be visible from the south, but is otherwise a logical extension of the existing estate, potentially providing 8 three bedroom or 10 two bedroom homes.

Summary of Proposed Sites

9.88 The fifteen sites are summarised in Table 9.5. Together they comprise 58.1 acres of land and could yield the equivalent of 650 three bedroom or 810 two bedroom dwellings. It is therefore anticipated that the requirement for an additional 730 homes over the five years from 2001 to 2006 can be met from these sites, although the exact total provided will depend on the mix of size and types of homes on each site.

9.89 The sites are expected to meet requirements for the first five years of the new Island Plan. It is intended that the annual monitoring and review of the Plan will measure the extent to which sites are taken up, as well as other opportunities, and will bring forward new sites for zoning as necessary within the criteria used for evaluating the initial list of sites. The Housing Land Availability Review ('Planning for Homes') will continue to be undertaken on an annual basis to inform the process.
### Table 9.5: Summary of Proposed Housing Sites

<table>
<thead>
<tr>
<th>Site No.</th>
<th>Description</th>
<th>Total Site Area (Acres)</th>
<th>Number of Homes (@ 65 HFA)</th>
<th>Other Uses</th>
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<tbody>
<tr>
<td>1</td>
<td>Fields 516, 517 and 519, Patier Road, St Saviour</td>
<td>8.6</td>
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<td>105</td>
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<tr>
<td>4</td>
<td>Extension to Hodge Nurseries, St Clement</td>
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<td>5</td>
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<tr>
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<td>Field 690A, Maupin, St Martin</td>
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POLICY H2 – SITES TO BE ZONED FOR HOUSING

In order to meet the requirements for housing for the first five years of the plan from 2001 to the end of 2005, sites comprising a total of 58 acres/133 vergées of land, will be zoned for housing at the following locations:

1. Fields 516, 517 and 518, Patier Road, St Saviour (8.6 acres);
2. Field 1218, Mont a l’Abbé, St Hellier (10.1 acres);
3. Fields 848, 851, 853 and 854, Bel Royal, St Lawrence (9.5 acres);
4. Extension to Hodge Nurseries, Fields 89, 89A, 90, 92A, 93, St Clement (5.4 acres);
5. Fields 181, 182 and 183, La Route de la Pointe, St Peter (4.5 acres);
6. Field 865, Bel Royal, St Lawrence (4.1 acres);
7. Fields 203, part 204 and 252, St Clement (3.8 acres);
8. Fields 786 and 787, La Rue des Cosnets, St Ouen (2.8 acres);
9. Field 690A, Maufant, St Martin (2.7 acres);
10. Fields 190, 191 and 192, La Rue de la Sengte, St Brelade (1.9 acres);
11. Field 81, La Croix, La Rue de Samares, St Clement (1.9 acres);
12. Field 40, La Rue de Maupertuis, St Clement (1.6 acres);
13. Field 145, adjacent to Priory Farm, St Clement (1.2 acres);
14. Field 873, Bel Royal, St Lawrence (0.9 acres); and
15. Field 1370, La Rue de Mon Sejour, St Hellier (0.7 acres).

Within the sites, planning applications for the construction of Category B dwellings will be resisted.

Sites Safeguarded for Future Housing Needs

9.90 In addition to the sites recommended for zoning for housing in the initial five years, there are other sites that represent opportunities for development but are either not required or are not likely to be developable in the first five years. The potential of these sites for meeting longer-term housing needs, however, should not be lost.

9.91 Included in these sites are eight that were zoned in the 1987 Island Plan and may come to fruition in the Plan period. The opportunity for providing for Category A homes on these sites should be safeguarded.

9.92 The sites include ones in settlements such as St Mary, which have seen substantial recent increases in housing and it would thus not be appropriate to propose additional land in the first five years of the Plan. Certain sites provide a second phase to sites zoned for housing in the first five years of the Plan. There are also sites in the town centre that are in States ownership or comprise uses for which relocation is sought, and on these sites there should be a presumption in favour of residential uses in the future.
9.93 Sites safeguarded for future housing needs will be brought forward by the Jersey housing task force. Sites 13 to 17 will require a proposition for re-zoning when the need for the site is identified.

POLICY H3 - SITES SAFEGUARDED FOR FUTURE HOUSING NEEDS

The Planning and Environment Committee will protect the following sites in order to meet longer term housing needs for Category A homes:

1. Randall’s Brewery Site, Savile Street, St Helier;
2. Jersey Brewery Site and warehouse, Ann Street, St Helier;
3. Planning and Public Services Offices, South Hill, St Helier;
4. Former Jersey College for Girls, Rouge Bouillon, St Helier;
5. Le Bas Social Services Site, Rouge Bouillon, St Helier;
6. Deanery Garden, Byron Road, St Helier;
7. Car Park, Common Lane, St Helier;
8. Used Car Sales site, St Saviour’s Road, St Helier;
9. Box Factory, Le Breton Lane, St Helier;
10. Car Park, Royal Crescent, Don Road, St Helier;
11. Field 284, La Grande Route de la Côte, St Clement;
12. Glasshouses, La Lourderie, St Clement;
13. Field 866, Bel Royal, St Lawrence;
14. Field 391 (part), La Longue Rue, St Martin;
15. Fields 494 and 495, rear of Midlothian Close, St Mary;
16. Field 816, Rue de Carrefour, Trinity; and
17. Field 985, La Rue du Craslin, St Peter.

There will be a presumption against development that would prevent the future use of these sites for Category A housing.

Housing Site Acquisition

9.94 The Planning and Environment and Housing Committees are aiming to ensure that all island residents, including those in need of affordable or special need housing, have the opportunity of a home. Consequently, the Committees have sought approval from the States to ameliorate the conditions that could lead to excessive increases in prices for land subject to re-zoning for housing. Powers are now available to enable acquisition of the sites proposed for zoning by the States, the aim of which is to acquire the land at a fair and proper price, by compulsory purchase if necessary. That land can then be put out to tender with legally binding conditions, including restrictions on the sale prices of the homes that are developed on it. This power will only be used if it is not possible to secure agreements with land owners to develop homes for first time buyers at affordable prices.

9.95 In addition to the sites proposed for zoning, there will be other opportunities arising during the Plan period to provide Category A homes where these fit with the Spatial Strategy of the Island Plan. The housing task force (a collaboration between Planning and Building Services, Housing, Property Services and the Treasury) is responsible for
identifying and taking forward urban sites through acquisition/Agreement and this process will continue to be of importance.

**POLICY H4 – HOUSING SITE ACQUISITION**

Land zoned for housing will be developed through agreement with land owners or, where necessary, will be acquired by the States on behalf of the public in order to ensure that requirements for homes can be met.

**Preparation of Development Briefs**

9.96 The sites proposed for housing in Policy H2 represent the largest development opportunities for housing over the Plan period (apart from the Waterfront area). It is important that the sites are developed in a manner that maximises their potential to contribute to the quality of life of the community. Much housing in recent years has been developed on small sites that meet the immediate requirements of residents but may not bring wider benefits in terms of infrastructure and facilities.

9.97 The sites proposed for zoning in the new Island Plan will provide opportunities for improved recreation, community, health, leisure and education facilities and bring cohesion to surrounding developments. They will also give rise to impacts on facilities and services that need to be addressed during the development of the site. In particular, each site will have implications for local schools, the road network and drainage.

9.98 A development brief will be prepared for each site to establish the important factors to be taken into account. This will ensure that the needs of existing residents are met and the site has a positive impact on the locality. Importantly, the development brief will establish the mix of sizes and types of homes, thus allowing the implications to be fully assessed. The constraints of school capacity and physical infrastructure will also guide the mix of homes and other supporting uses on the sites.

9.99 A further key factor in the development brief will be the extent and type of provision of public open space. This may be both recreational or amenity space, including parks and children’s play areas. Again, the extent of open space required will vary with each development, depending on the mix of uses (social rented homes requiring greater provision of children's play space for example) and facilities in the local area. The Mont a L'Abbé site provides an opportunity to provide a public park for residents of the site and the wider area, in addition to residents of the site and the Bel Royal/Beaumont site is linked to the public amenity space at Le Marais de St Pierre.
POLICY H5 – PREPARATION OF DEVELOPMENT BRIEFS

A development brief will be prepared by the Planning and Environment Committee for the sites zoned for housing to address the following (not exhaustive) list of issues:

(i) appropriate mix of types and sizes of properties;
(ii) the provision of homes to suit specific requirements of the elderly and disabled;
(iii) design matters including density, form, landscape works, materials and relationship to adjacent sites;
(iv) access by car, cycle and pedestrians and links to bus routes within and in the vicinity of the site;
(v) provision of car parking;
(vi) provision of service infrastructure;
(vii) requirements for amenity space and public open space;
(viii) the need for social, community, education and health facilities within the site and implications for off-site facilities; and
(ix) the potential for inclusion of retailing and other commercial uses, where appropriate.

Housing Density and Standards

9.100 The Planning and Environment Committee has published planning advice on residential density standards (Planning Policy Guidance Note No 5). The residential density standards aim to ensure that developments do not exceed a maximum, beyond which it becomes very difficult to meet reasonable and proper demands for space within and outside the dwelling. Since the publication of the guidelines, densities achieved on housing sites have generally risen, reflecting the high cost of land and the difficulties in meeting housing requirements. On the other hand, there is recognition of the need to achieve high densities in order to use land efficiently and for sites to be served by public transport. Jersey is already achieving high densities, particularly in St Helier and there is a need for a balance between making most efficient use of land and achieving a high quality of urban living.

9.101 The standards will continue to be used to guide developers in striking the correct balance between efficient use of land and acceptable living standards. Jersey’s current standards need to be updated.

9.102 The Planning and Environment Committee also publishes minimum specifications for new housing development (Planning Policy Guidance Note No 6). These were created in 1994 in order to ensure that all proposed housing developments are constructed to a minimum standard. The intention, as with the density guidelines, is to avoid inadequate accommodation in which residents have insufficient amenity space, parking, open space and living accommodation. The specifications will continue to form the basis of assessment of the adequacy of proposed development. They require urgent review and revision to take account of changes in conditions and ensure a high quality of living environment. The main issues requiring review and revision are:
• parking standards;
• provision of open space and amenity areas within development;
• requirements for residents with disabilities;
• the use of environmentally acceptable design and construction techniques and materials; and
• designing for flexibility: 'lifetime housing'.

9.103 There will need to be regular reviews during the Plan period of the Planning Policy Guidance Notes to ensure that they continue to provide guidance in good practice, resulting in high quality developments.

POLICY H6 - HOUSING DENSITY AND STANDARDS

The Planning and Environment Committee will undertake a review of the guidelines for housing density and specifications for development in the initial years of the Plan period and thereafter will monitor and review at five-year intervals to ensure their continued applicability.

Housing Development within the Built-up Area

9.104 Policies H2 to H5 deal with sites zoned to meet the requirements for Category A homes in the Plan period. The majority of Category B homes will come forward as windfall developments within the normal development process on sites within the built-up area which are not specifically allocated for this purpose in the Plan.

9.105 The new Island Plan Spatial Strategy designates a hierarchy of settlements which together form the boundary of the built-up area, as defined on the Island Proposals Map. This includes the town of St Helier, eight urban settlements, eleven key rural settlements and twenty-one small built-up areas and small rural settlements. Proposals for housing development, including new dwellings and extensions and alterations to existing homes within the built-up area, will be assessed against criteria relating to its design and impact on the local environment and neighbouring uses. This policy should be read in conjunction with the general considerations for all developments contained in Policy G2.

9.106 In addition, all new housing developments will be expected to provide a standard of accommodation that meets the requirements of the Planning and Environment Committee, with respect to:

• site density;
• privacy, daylight and noise;
• dwelling size, internal layout and room sizes;
• energy efficiency;
• use of materials;
• car parking space;
• garden and private amenity space;
• public open space;
• children's play areas;
• designing out crime; and
• landscaping.
These requirements will be specified within Planning Policy Advice Notes.

**POLICY H7 – HOUSING DEVELOPMENT WITHIN THE BUILT-UP AREA**

Proposals for new dwellings, extensions or alterations to existing dwellings or changes of use to residential, will be supported within the boundary of the built-up area as defined on the Island Proposals Map, provided that the proposal:

(i) is in accordance with the standard specifications for housing;
(ii) will not adversely affect the character and amenity of the area;
(iii) will not have an adverse impact on neighbouring uses and the local environment by reason of noise, visual intrusion or other amenity considerations;
(iv) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation Area;
(v) will not lead to unacceptable problems of traffic generation, safety or parking;
(vi) makes use of existing buildings where possible;
(vii) is appropriate in scale, form, massing, density and character to the site and its context;
(viii) incorporates satisfactory provision of amenity and public open space;
(ix) includes for the provision of satisfactory mains drainage and other service infrastructure;
(x) takes into account the need to design out crime and facilitate personal safety and security; and
(xi) is in accordance with other principles and policies of the Plan.

**Housing in the Countryside**

9.107 The intention of designating the built-up area boundary is to contain future development within existing limits and thus prevent encroachment into the countryside. Housing development will not therefore generally be allowed outside of the boundary, except for the replacement of existing dwellings and conversions of existing buildings. It is often said that there are many small corners of land in the countryside, which could take 'infill' developments. On its own, such a development might not appear intrusive but the cumulative impact would be severe or the Island’s countryside, travel patterns and cost of providing community services.
9.108 There are some circumstances, however, where the Committee may choose to make an exception to this presumption against development. Applications are sometimes received by the Planning and Environment Committee for a single home that would form an integral part of an established group of dwellings, make minimal impact on the character of the countryside and have no significant adverse impact in terms of sustainability. The Committee will consider such developments on their merits and will expect a full justification to be provided within a design statement submitted with the proposal before making any such exception.

**POLICY H8 – HOUSING IN THE COUNTRYSIDE**

There will be a presumption against the development of new dwellings in the countryside except where it is a conversion of an existing building or the replacement of an existing dwelling.

Proposals for replacement dwellings within the Area of Outstanding Character must be within the footprint of the existing dwelling.

Exceptions to the presumption against development of new dwellings may be made by the Planning and Environment Committee in the Green Zone and Countryside Zone, where the Committee are satisfied that the proposed development will be so integrated into an existing group of dwellings that it would have minimal visual impact on the character of the countryside and where it would have no significant adverse impact on achieving sustainable development.

**Conversion of Dwellings to Smaller Units and Multiple Occupation**

9.109 The conversion, where appropriate, of large residential properties into smaller units of accommodation makes a valuable contribution to meeting housing need. They can provide a source of affordable accommodation, often conveniently located, in traditional housing areas. However, the impact of noise and more cars on neighbours is particularly important to consider. In the countryside, the visual impact of car parking, the means of enclosure and additional traffic movements will need to be considered. This policy should be read in conjunction with general considerations for development, Policy G2 – General Policies.
POLICY H9 – CONVERSION OF DWELLINGS TO SMALLER UNITS AND MULTIPLE OCCUPATION

The conversion of large dwellings into smaller self-contained dwelling units will be permitted if the development:

(i) meets the standards of the Planning and Environment Committee for residential units;
(ii) will not adversely affect the character and amenity of the area;
(iii) will not have an adverse impact on neighbouring uses and the local environment by reason of noise, odour, pollution, visual intrusion or other amenity considerations;
(iv) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation Area;
(v) will not lead to unacceptable problems of traffic generation, safety or parking;
(vi) takes into account the need to design out crime and facilitate personal safety and security; and
(vii) is in accordance with other principles and policies of the Plan.

Loss of Housing Units

9.110 In a situation of intense need for new housing, the loss of existing residential units would exacerbate the situation. Redevelopment of building blocks may result in the loss of residential properties, and generally these should be replaced, to maintain the overall housing stock. It will not always be possible or appropriate, however, to achieve this on the existing site, due to the type of development proposed or site constraints.

POLICY H10 – LOSS OF HOUSING UNITS

Proposals that would lead to the loss of residential units will not normally be permitted. Where a proposal would lead to a loss of residential units, applicants will normally be expected to replace the number of units on site. With the agreement of the Planning and Environment and Housing Committees, units may instead be provided on an alternative site.

The applicant will not be expected to provide replacement units if:

(i) the overall benefits of the development for the community outweigh the loss of units;
(ii) the proposed development would meet a requirement for a specific type of housing not currently provided by the development; and
(iii) the purpose of the development is to renew and improve the quality of living environment in existing housing developments and the cost of provision of compensatory units would make the proposal unviable.
Rehabilitation of Housing Estates

9.111 Many of the larger social rented housing estates constructed in the last thirty to forty years have become outworn with a range of problems including poor building fabric, inappropriate densities and building heights, poor quality open space, private amenity areas and infrastructure. Improving these housing estates is important for the quality of life of residents as well as sustaining the infrastructure of the Island for the future. The Housing Committee is engaged in a programme of rehabilitation that will continue over the Plan period. While the investment in the housing stock is underway, the opportunity will be taken to improve the infrastructure of the estates and their role in the wider community. A development brief will be prepared to provide guidance in accordance with Policy H5.

POLICY H11 – REHABILITATION OF HOUSING ESTATES

Proposals for the rehabilitation, rebuilding and redevelopment of housing estates will be supported, subject to the preparation of a development brief and proposals being in accordance with other principles and policies of the Plan.

Housing to Meet Special Requirements

9.112 The Planning and Environment Committee wishes to ensure that new housing will, as far as reasonable, contribute to the needs of people with disabilities and enable them to live as independently as possible within the community. Whilst it would be ideal to adopt an overall policy of 'Homes for Life', at the present time it is realistic to require the provision of a proportion of housing suitable for those with disabilities in the general housing stock. It provides choice for those with disabilities and, over time, an increasing number of people will not need to move if they become less mobile.

9.113 Mobility housing is an ordinary home built to a certain standard so that it can be adapted to be lived in by the majority of people with disabilities. Design features include ramped or level entrances, wheelchair-width doorways and a bathroom and WC on the ground floor. This type of housing requirement can be met through appropriate specifications for all new housing developments (to be incorporated in revised guidelines). Housing for permanent wheelchair users is more specialised and generally needs to be at ground floor level. To meet these needs a proportion of units in housing schemes should be suitable for adaptation for wheelchair users.

9.114 The Housing Requirements Study in 2000 identified that some 16% of households in Jersey contained somebody with a disability and of these, 6% contained someone who was a wheelchair user (approximately 1% of all households). Although 4% of dwellings have been adapted for a disabled person, there is a large mismatch between adapted dwellings and those with disabilities, with only 4% of people with disabilities living in an adapted home. States and parish rental housing and owner occupied dwellings (no mortgage) have the greatest percentage of adapted
dwellings, at 8-9%, reflecting the higher proportion of elderly persons within these sectors. To address the shortfall of adapted dwellings, it is considered appropriate that all developments of twenty or more dwellings should provide at least one wheelchair adapted home (i.e. 5% of the total). In States and parish rental developments, this may be higher, depending on local needs.

9.115 There will also be requirements over the Plan period for additional developments for residential and nursing care and other specialist housing. These developments must be appropriately located and planned.

**POLICY H12 – HOUSING TO MEET SPECIAL REQUIREMENTS**

Developments of twenty or more homes, which are conveniently located for shops and community services, should normally provide at least one housing unit accessible to those with disabilities. The scale, and type of provision sought will be negotiated taking into account the local need for such housing and the site context.

Proposals for housing to meet the specific needs of the elderly and those with disabilities, including sheltered accommodation, residential care and nursing homes, will be supported, provided that the development:

(i) is within easy walking distance of local shopping, community facilities and services;
(ii) is designed and constructed or can be adapted to accommodate the specific requirements of residents, including wheelchair users, stick users, the visually impaired and hearing impaired;
(iii) is located where provision for education, leisure, recreation and other community facilities is adequate or can be provided to meet the needs arising from the proposals;
(iv) will not adversely affect the character and amenity of the area;
(v) will not have an adverse impact on neighbouring uses and the local environment by reason of noise, odour, pollution, visual intrusion or other amenity considerations;
(vi) will not have an unacceptable visual impact;
(vii) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation Area;
(viii) will not lead to unacceptable problems of traffic generation, safety or parking;
(ix) is appropriate in scale, form, massing, density and character to the site and its context;
(x) includes for the provision of satisfactory mains drainage and other service infrastructure; and
(xi) is in accordance with other principles and policies of the Plan.
Registered Lodging Accommodation

9.116 The Housing Committee has lifted a moratorium on the development of new registered lodging accommodation in recognition of the shortage of such accommodation. The majority of existing lodging houses are located within the town centre of St Helier and this is generally supported, given the high level of accessibility.

9.117 Lodging houses must at present meet the minimum requirements as set down by the Housing Committee. These standards are lower than those required for general accommodation. It is considered that the standards of the Planning and Environment Committee should also apply to registered lodging houses. The Housing Requirements Study identified that more than half of respondents in registered lodging houses consider their accommodation to be inadequate (this compares to only 20% in States and Parish rental homes). The main reason across all tenures for housing being inadequate was the size of properties.

9.118 Applying the same standards to lodging accommodation as general housing will over time help to improve the quality of the housing stock. It also provides greater flexibility to respond to changes in the aspirations of the immigrant workforce, allowing accommodation to be readily adapted to general needs housing, such as private rental.

POLICY H13 – REGISTERED LODGING ACCOMMODATION

The conversion of buildings to registered lodging accommodation requiring planning permission will be permitted, provided that the development:

(i) meets a proven need for lodgings, resulting from the loss of other lodging houses or an identification of the need for additional lodgings by the Housing Committee;
(ii) is located in an area which has a high level of accessibility to local shops, community facilities and services on foot or cycle or by public transport;
(iii) meets the required standards set for registered lodging houses;
(iv) will not adversely affect the character and amenity of the area;
(v) will not have an adverse impact on neighbouring uses and the local environment by reason of noise, visual intrusion or other amenity considerations;
(vi) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation Area; and
(vii) is in accordance with other principles and policies of the Plan.
Staff Accommodation

9.119 The provision of staff accommodation by agriculture, tourism and other businesses (including the public sector) has an important role to play in ensuring that the Jersey economy can function effectively. It meets the housing needs of many people coming to Jersey to work. In the countryside, housing for staff of agricultural businesses should be either provided in existing buildings or may be provided temporarily. In this case, it must be located and designed appropriately as set down in planning policy guidelines. Accommodation for staff as part of mixed-use developments is generally welcomed. Separate new accommodation may also be appropriate, providing that it is within the boundary of the built-up area.

9.120 Currently, standards for staff accommodation are set by four different States Committees: Planning and Environment, Housing, Agriculture and Fisheries and Environmental Health. The standards require amalgamation into a single document and this should form part of a review of housing standards and densities (Policy H6).

9.121 It is important that staff accommodation is provided flexibly. This may mean that should it no longer be required, it can be removed or, within the built-up area, is suitable for future use for other types of homes.

9.122 This policy should be read in conjunction with Policy C18 of the countryside section.

**POLICY H14 – STAFF ACCOMMODATION**

The provision of staff accommodation is generally supported, subject to being in accordance with guidelines and standards for the sector and all other principles and policies of the Plan.

Where it is required in the countryside, staff accommodation should be provided through the conversion of existing buildings or temporary buildings. Temporary buildings should be removed when no longer required for staff accommodation.

In the built-up area, accommodation may be provided through changes of use, conversion or new build. Accommodation within the built-up area should be capable of future use for other types of homes.

Proposals for the conversion of staff accommodation to other types of dwellings will be subject to general policies and criteria applying to the conversions of existing buildings to homes in the built-up area and countryside.