

4. States housing: key issues

In this section we discuss the key issues which must be addressed when choosing between options for reorganising States housing to make it better able to meet future requirements.

4.1 Financial viability

The current financial arrangements for States housing cannot be considered to be viable into the longer term.

Although the total rent income collected each year is some £32 million, the States has consistently restricted expenditure by the Housing Department on the management and maintenance of the housing stock to just over £10 million. The balance, currently £22 million per annum, is transferred to the Treasury. (Prior to the introduction of Income Support, this sum was used by the Housing Department to fund both the payment of rent abatements to States tenants, and rent rebates to housing trust and to private sector tenants.)

While the expenditure budget allocated to the Housing Department may be adequate to fund housing management and day-to-day repairs, expenditure on the maintenance, replacement and updating of the housing stock has been seriously underfunded for many years. This had allowed a backlog of major repairs and improvements to build up over the years, estimated to amount to £75 million by 2006, a figure which does not include the costs of the ongoing major regeneration at Le Squez and Le Marais, estimated at £58m.

Without a fundamental rethink of the financing of States housing, it is not possible to achieve decent homes for all social tenants into the next decades.

4.2 The Social Housing Property Plan 2007-2016

The Social Housing Property Plan 2007-2016 addresses the need to deal with this backlog, within the existing financial framework in which there were few options available. They sought to fund the backlog through a combination of additional revenue expenditure by the States, amounting to £30 million over the period from 2007-11, with the balance, coming from asset sales.

The Plan proposed the sale of 800 States rental homes over a ten year period. This programme is seen to meet three distinct goals: providing the funds for reinvestment in the remaining stock; helping to expand owner-occupation; and changing the mix of States housing.

The Plan proposed that the balance of capital receipts from sales, once the backlog of major repairs and improvements had been completed, should either be invested to produce an income to support the housing revenue budget, or to acquire an additional 400 life-long homes for the over 55s.

The net effect of sales (mainly family homes) and the proposed acquisition of life-long homes for older tenants would shift the mix of lettings available away from family accommodation towards a higher proportion of childless and older households. This reflects the current understanding of requirements based on the Housing Needs Survey. However this takes no account of additional household formation. Nor does it take account of households in need who do not fall within the current restrictive allocation rules.

4.3 Rents policy

Rents across the social housing sector, both for States housing and for the Housing Trusts, are set in relation to 'fair rents'. These are determined by the Housing Department, and represent an upper limit for the rent of a property with a given number of bedrooms. A property may have a lower rent than the 'fair rent', if this is justified by its condition or location, but not a higher rent.

'Fair rents' are also used by Trusts to determine maximum rents on their properties, even though much of their stock is newer and of higher standards. Finally, fair rents determine the maximum rental payment that is allowed across rental tenures under the Income Support system. A household's actual expenditure on rent is taken into account in the calculation for Income Support, but only up to the 'fair rent' level. Any expenditure on rent above the 'fair rent' must be met by the household from its remaining income. A third of tenants in the private rented sector who receive Income Support have rents above the 'fair rent' maximum.

A 'fair rent' is not defined in legislation, but it has been broadly accepted that 'fair rents' should 'follow, but not lead' the market. In practice, this has been taken for many years to mean that a 'fair rent' should be set at around 90% of the open market rent for a comparable property.

However, in recent years, 'fair rents' have not been increased to follow comparable open market rents. Successive decisions to limit annual rent increases in 'fair rents' to around 2.5% as an anti-inflationary measure have opened up a widening gap between 'fair rents' and comparable open market rents. The extent of the gap varies greatly between property types and locations.

The creation of this gap between 'fair rents' and market rents has a number of consequences:

- First, as market rents rise faster than 'fair rents', it imposes an additional burden on those tenants in the private rented sector who are in receipt of Income Support but paying open market rents
- Second, it creates an unplanned 'subsidy' for social housing tenants, which is not the result of conscious policy, and which may be thought to be inconsistent with the introduction of the new Income Support scheme
- Third, this unplanned financial advantage in becoming a social tenant is an important factor in lengthening the waiting lists for Housing Trust properties
- Fourth, the Housing Department is prevented from raising the rent of a property following its modernisation beyond the fair rent cap because the fair rent is based only on property size. This policy limits the income available to the Housing Department for the future management and maintenance of the housing stock.

4.4 Eligibility, allocations and lettings

The current eligibility criteria are extremely constraining. They inherently mean that the majority of existing tenants are vulnerable (and often segregated) and are likely to remain life-long tenants. The criteria also mean that many, mainly couple and single person households in need of adequate standard housing, are excluded from the sector.

A fundamental issue is whether social housing should be available to a wider range of lower income households or whether other means of support should be provided.

Where low income households are likely to be in long-term housing need the case for social housing provision can be strong (as in the Netherlands, Scandinavia, and to a lesser extent the UK). In the Jersey context however, any change which opened up States social sector provision to a broader range of lower income households would represent a significant development in current policy.

4.5 Security of tenure

The terms and conditions on which tenants rent their property are important elements in determining both the value of the home to the tenant and the financial value of the social sector stock.

At the present time social tenants have no security of tenure with respect to the individual dwelling. Tenants can expect to be required to move if their needs change. In particular if the size of the household decreases, tenants can be required to downsize within the social sector stock and away from their locality.

This level of insecurity is extremely unusual. In most European countries security of tenure with respect to the specific property is seen as a major benefit of being a social tenant that reflects their long term requirements and tenants have security for life as long as they pay the rent.

4.6 Organisation, management and ownership

A particular feature of Jersey is the way that public sector organisations are financed, including the provision of States housing. The construction of States housing has been funded from general state revenue streams. The social housing stock is thus debt free and does not pay for these assets through interest charges. On the other hand the Housing Department is expected to make a large contribution to government funds to enable other services (notably Income Support provided through the Social Security Department) to be funded from the housing revenue stream.

The implication of a revenue funded social housing system that has been developed over many years is that there will inherently be a surplus over-and-above the direct annual costs of managing and maintaining the existing stock. Decisions that involve investment thus require a trade-off between returning funds to the centre to be used for other purposes and increasing expenditure on social housing, either to ensure decent homes or provide additional accommodation.

A rather different issue is the current organisational structure within the Housing Department. Staffing levels at some 39.4 FTE are probably less than half those that would be employed in comparable English local authorities and housing associations. This is in part a reflection of efficiency but is also because of the relatively limited service provision associated with a highly constrained sector.

4.7 The position with respect to States housing: summary

The outcome of the financing and governance regime is that the vast majority of social housing is provided through a States Department with few powers of its own and very limited staffing. Appropriate improvements to the existing stock cannot be undertaken without selling off housing assets; the housing assets are completely unencumbered by debt, but cannot be used as security to enable further investment; the group who benefits from social provision is a subset of those who experience problems in achieving adequate affordable housing; within that group the vast majority have no other option except a far more expensive private rented sector and are thus segregated in tenure terms; and yet it is unlikely that large scale new developments will occur to reduce pressure on the housing system and social housing in particular.

This is a very different scenario from most other social housing systems in Western Europe. These generally have a ring-fenced financial framework in place within which investment expenditure by independent landlords based on clear business plans can be assessed and then financed through borrowing, funded through future rents and government capital subsidies where appropriate.

The conclusion from this Review of current conditions is that States housing, while operating as effectively as possible within the current policy and financial regime cannot hope to maintain a twenty first century social housing sector which is value for money.

The next section therefore examines the options available to ensure a better operating sector that can effectively meet the States housing objectives.

5. Restructuring States housing: the options

There is a spectrum of options that need to be considered with respect to the governance, management, financing and ownership of States housing in the future. Not all are likely to be acceptable, but it is important to understand the full range of possibilities so that relative strengths and weaknesses can be clarified.

The potential options range from doing nothing, through separating the management of the housing from its ownership, to a variety of ways in which ownership could be transferred to different types of landlord.

The various options are briefly outlined below, together with an assessment of their key strengths and weaknesses.

Option 1: The status quo

This is the 'do nothing' option, leaving the housing stock owned by the States and continuing to be managed by the Housing Department.

The disadvantages of this option are that it would provide no answers to the existing problems and difficulties which have prompted this review. In particular:

- The existing underfunding of the housing service would continue. While this means that there would be no contribution from taxes to rent rebates in States housing, it also means that some £4.5 million of rents actually paid by tenants themselves would continue to be transferred to the Treasury for spending on other social objectives

- Spending too little on the maintenance and improvement of the housing stock from revenue, combined with the States' policy of not borrowing, inevitably means that after the current phase of improvements (funded from sales of houses and States' revenue), the stock will start to deteriorate again, eventually requiring another round of asset sales and revenue injections, in an ongoing cycle
- To continue with the current practice of setting rents at or below the rate of inflation further reduces the real resources of the Housing Department available to ensure an adequate management and maintenance service. It also ensures large variations in rental subsidy between tenants
- Continuing to set 'fair rents' in this way not only affects the financing of States housing, but also creates additional unintended 'subsidy' to all social housing tenants; puts increasing pressure on the funding arrangements of the Housing Trusts; and lowers the real value of the maximum rents in the private sector that are eligible for Income Support.

The advantages of this option are mainly that its weaknesses are already well known and familiar. It would no doubt be possible to muddle along with the current constraints for a number of years to come.

Option 2: Separating the management of the stock from its ownership

There are two possibilities under this option. Both would mean that the States continued to own the housing stock, while transferring the housing management and maintenance functions of the Housing Department to a separate company.

In England, ALMOs are companies, wholly owned by the local authority, and governed by the Companies Acts. The relevant staff are transferred from the local authority to the ALMO, and become employees of the ALMO, thereby retaining existing expertise. A similar approach could be used in Options 2a, 2b and 4 below.

Option 2A: An Arm's Length Management Organisation (ALMO)

This option would be similar to the model successfully developed in England over the last seven years, under which the management of around half of the remaining local authority owned housing has been transferred to ALMOs since 2000.

In the English model, the local authority sets up a wholly owned company (the ALMO), and transfers the housing management and maintenance functions (and the staff) to the ALMO. The ALMO is run by a Board consisting of councillors, tenants and independent experts. ALMOs are inspected by the Audit Commission, and must reach an agreed standard of performance in order to qualify for substantial additional borrowing powers, provided by the government, in order to bring the housing stock up to the Decent Homes Standard. Rents continue to be set within the framework specified by central government.

The advantages of this option are:

- Ownership of the assets of the housing stock is retained by the States
- Setting up a separate company creates a clear, transparent, structure for decision making, which, while being less subject to day-to-day intervention by elected members, retains elected member influence and oversight through the Board
- The separate company allows the housing organisation to focus more clearly on improving performance.

The disadvantages of this option are:

- Any Jersey ALMO would fall into much the same financial difficulties as the status quo unless the States was prepared to allocate or borrow funds and to give greater freedom to increase rents
- The States would still be responsible for service provision, through ownership of the stock, ownership of the ALMO; and the determination of the financial framework.

Option 2B: A Hybrid Trading Company

This option would build on existing arrangements in Jersey for the operation of commercial services such as the airport and other functions.

The option would involve giving the organisation additional powers to request borrowing capacity from the government, subject to a clear business plan. Any agreed loans would be raised on the private market under government guarantee.

The advantage of this option, over the ALMO model above, is that:

- This structure could in principle give the organisation greater capacity to pay for its own refurbishment, to adjust the housing portfolio and to invest in additional housing.

The fundamental disadvantage of this option is that:

- Under present arrangements, insufficient rent is available to fund the large scale borrowing necessary to finance the required investment programme. Either the States would have to reduce the 'surplus' of rents transferred to the States; more homes would have to be sold; or rents would have to rise to pay for the interest charges.

Option 3: Sales to sitting tenants

Under this option, sales to sitting tenants would be maximised.

The advantages of this option are:

- It could expand home ownership
- It could enable tenants to gain equity and meet aspirations
- It could create mixed communities on formerly rented estates.

The disadvantages of this option are:

- The better stock would be sold to the better off tenants, leaving problems of residualisation in the remaining stock
- It would reduce the stock below the size required to meet housing need, necessitating further new housebuilding or acquisition in the social housing sector, with attendant funding problems
- If significant numbers were to be sold, very large discounts would be required because lower income tenants would have to be enabled to afford to buy.

Option 4: Sale to one or more social landlords

There are a number of possible alternatives under this option, but each would transfer all or part of the housing stock to the ownership of one or more independent social landlords, in return for a capital receipt.

The size of any capital receipt would depend upon the terms of the sale agreement, (including for instance regulations on rent determination, sale of assets, allocation policy and quality standards) and upon the familiarity of lenders with the proposal. Innovative proposals may be regarded as having higher risks, and may result in a lower capital receipt.

In any such sale, the cost of Income Support payments to tenants, up to a maximum of the rent, would become a cost to the taxpayer (at present, only the cost of any Income Support payments that are in excess of rent are met by taxpayers). These costs could be met by utilising the capital receipt, in whole or in part, depending upon the size of that capital receipt.

Any transfer could either be permanent, with a sale of the freehold of the housing stock, or for a fixed number of years, with the sale of a lease, when the housing stock would revert to the States at the end of the lease period.

In order to assess the case for transferring ownership of the stock it would be necessary to clarify:

- i) what the housing stock might be worth under different terms and conditions;
- ii) the pre-conditions that must be in place before a transfer could take place; and
- iii) the conditions for a successful transfer.

The boxes below address these three issues.

Box 1: What is the States housing stock worth?

The States housing stock could not be sold for its vacant possession value: the homes are all occupied by tenants paying below market rents.

The value of the housing stock is the size of the loan, or mortgage, which could be paid off by the surplus of the income from rents above the costs of managing and maintaining the stock.

The size of the surplus that is available to service any loan therefore depends upon the level of rents and the cost of managing and maintaining the stock to an adequate standard. At present, rents have fallen significantly below the 'fair rent' policy level, but expenditure on managing and maintaining the stock is also well below what it should be.

The amount of any loan that could be serviced by the surplus of rent income over expenditure is then basically dependent upon the interest rate that would have to be paid, and the repayment period of the loan

Box 2: The pre-conditions for a transfer

There are a large number of issues which would have to be determined before the value – or indeed viability - of either a freehold or a leasehold approach could be determined. These would need to be decided by the States, included in the license agreement with the transfer landlord, and enforced by regulation.

First, a viable policy for rents would be necessary: in England, the regulatory policy allows rents to rise annually by at least RPI plus a small real terms increase. A similar policy would be essential to reduce risk for lenders.

Second, a viable rents policy would need to be underpinned by an assurance that the rent limits applied in the Income Support system would rise at least in line with the rents policy. Again, this would be essential to reduce risk for lenders.

Third, transfer would require a redefinition of property rights for tenants. This would be necessary to define the operating rules, including the quality of management and levels of service, and to ensure tenants were comfortable with the transfer.

Fourth, there would have to be a clearly determined financial and regulatory structure with respect to sales of property either to tenants or on the open market.

Fifth, there would need to be a protocol on demolitions and replacement – as there is an incentive for the landlord to demolish dwellings that are adding more to cost than to revenue, which may not be consistent with government objectives.

Sixth, there would have to be a protocol on allocations to ensure that the States would continue to be able to fulfil its rehousing commitments to households in housing need, through nomination rights to vacancies.

Box 3: The conditions for successful transfer

First, successful transfer would have to be undertaken with the agreement of tenants e.g. through a voting procedure as in England.

Second, the governance structure both of the organisation and of the regulatory authority (probably outsourced because of the complex technical requirements) would need to be clearly specified before going out to tender.

Third, and perhaps most importantly, the sale price would have to ensure ongoing financial viability for the organisation. It would also have to be worthwhile for the States in that it would be losing the current annual revenue allocation from the rental stream but would be responsible for Income Support.

In considering any transfer, there are two main options available, each with a range of possible variations.

In either set of options, any sale could be on a freehold or leasehold basis.

Option 4A: Transfer to a range of social landlords

In this option, the stock could be broken up, and transferred to a number of possible landlords. These could include tenant co-operatives, the existing Housing Trusts, or (as has been done in England) to newly created social landlords.

The advantages of this option are:

- Limited. There might be some gain from competition between a small number of landlords, but there would be significant counter-balancing loss of economies of scale.

The disadvantages of this option are:

- The Housing Trusts are small, and do not have significant permanent operating staff, contracting out the management and maintenance of their stock. Their asset bases are limited, so their ability to take financial risks is not strong. Moreover taking on existing properties might reduce the Trusts' capacity to be involved in new affordable housing investment
- Another option might be to develop local co-operatives. However, there is no tradition of co-operatives in the housing sector in Jersey and they have proved fragile elsewhere. Newly set up groups would therefore face major risks and responsibilities that they are unlikely to wish or be able to take on, at least without additional government subsidy
- There are no obvious potential social landlords wanting to buy properties. In particular, the management of States Housing, while it has strong local involvement and commitment, is fundamentally centrally organised, and does not lend itself easily to subdivision.

Option 4B: Transfer to a single independent social landlord

This option would be similar to the model successfully developed in England over the last twenty five years, under which the ownership and management of over a million local authority homes have been transferred to purpose created housing associations by Large Scale Voluntary Transfer (LSVT).

In England, LSVT housing associations have retained elected member involvement through management Boards comprising a mix of elected members, tenants and independent experts.

The LSVT organisation could either be created for the purpose (the standard practice in England), or a transfer could be effected to a large English housing association. Other possibilities might include a housing association in the Netherlands, or a Habitation à Loyer Modéré in France.

The advantages of this option are:

- It would create a reasonably large, financially sound, social landlord, able both to manage and maintain the existing stock, and also to engage in new housebuilding or acquisition if necessary
- Transfer to a single landlord probably maximises any potential capital receipt
- Transfer to a single landlord simplifies future regulation, and reduces the costs to the States of liaison with social housing providers.

The disadvantages of this option are:

- It might be regarded as 'selling the family silver', although a leasehold sale might reduce this concern, since the stock would revert to the States at the end of the lease
- Trusts might regard the process as unfair competition
- Tenants might not be prepared to welcome such a change unless the implications were clear and transparent. This concern would almost certainly rule out any international involvement except through co-operation rather than ownership.

Sale on a leasehold of 30-40 years as compared to a freehold sale (as used in England) would probably not significantly reduce the price but would mean that the States would benefit from further revenue at the end of the leasehold period.

Option 5: Sale to the private sector

In this option, the housing stock would be sold to a private sector, for-profit, organisation.

This approach has been implemented to a limited extent in Germany where US private equity organisations own a number of cities' social housing stocks and employ management organisations (including the existing management) to run the business.

The advantages of this option are:

- Full privatisation subject to a very carefully defined license setting out powers and responsibilities, would ensure a clear financial framework in which social housing would be provided. It would also define the rights and responsibilities of the landlord and subject the organisation and management to market pressures.

The disadvantages of this option are:

- To achieve a full sale, license frameworks tend to have to be generous towards the owners, giving them considerable rights to sell off vacant possession units; the capacity to achieve vacant possession over time; and the right to demolish properties that are not cost effective
- The terms and conditions can involve paying a dowry rather than receiving a capital receipt and can imply a high risk premium
- Potential bidders will require an exit strategy, a problem which has not been solved in the German examples.

The implications of these analyses are that the most appropriate way forward is likely to be a choice between one of the two sub-options under option 2; one based on the transfer of management responsibilities only and the other enabling borrowing against the value of the asset to take place, and 4B the transfer to a single landlord.

6. Choosing between options

6.1 Options for restructuring States homes

Choosing between options is as much a political as a financial issue. The value of some of the options depends heavily on the States preparedness to forego income in order to achieve better services and perhaps expand the role of social housing into a wider range of options.

All options need to address the key shortfall in funding:

- Day-to-day repairs are underfunded by £2.5m. per annum
- Planned maintenance and improvements are underfunded by £5m per annum

Day to day repairs can only be funded from current income from rents. There are two options available: either the States can forgo £2.5m. from the current Housing Department surplus; or rents in States housing can be raised. To produce an additional £2.5m. per annum, net of Income Support, would require an average rent increase of around £35 per week.

A rent increase of this size for States tenants would result in the fair rent limit being raised by a similar amount in the private rented sector. A £35 per week increase in private sector rents would cost approximately £3.5m. per annum in additional Income Support.

Longer term major works of planned maintenance and improvements can be met from a variety of sources: additional rent income; borrowing; or the sale of assets.

The table below sets out some of the core issues for comparison.

Table: Comparing the Options

Option	Current shortfall	Sources of funds to meet shortfall	Capacity to improve/expand services
Current regime 'The Status Quo'	Maintenance: £2.5m pa Repair & Improvements : £5m. per annum	<ul style="list-style-type: none"> • Reduced payment to the centre • Rent increase • Sales of properties. 	Nil – without increasing rents or selling more properties.
Option 2A ALMO	The shortfall would have to be addressed in the terms and conditions for management transfer which would have to include a financially viable business plan.	<ul style="list-style-type: none"> • Reduced payment to the centre • Rent increase • Sales of properties. 	Limited, unless at the time of transfer there was a commitment to reduce the contribution to the centre and /or allow rents to rise.
Option 2B Hybrid Trading Co	The shortfall would have to be addressed in the license – identifying a viable business plan.	Differs from Option 2A by allowing borrowing against future rental income.	Probably not worth doing unless rents rise and there is capacity to keep additional income to fund borrowing and investment.
Option 4B Sale to a single social landlord	The shortfall would be addressed through the capital value. The capital value achieved would substitute for the	License would specify powers and responsibilities re allocations, rents; sales etc – and so determine the capital value.	Depends on license terms – if capital values allow for required expenditure and do not take account of rent increases there would be considerable flexibility to

based on debt finance	annual payment to the centre.	Estimated value if stock to be maintained and improved but rents not allowed to rise: Freehold: £390m Leasehold: £250m. If rents were allowed to rise to 85% of overall market rents to reflect differences in quality - freehold £500m; leasehold £360m.	improve and expand services. If instead the license were set to ensure a larger capital value to contribute to the loss of the annual allocation to the centre then there would be very little capacity to change.
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The table can only be regarded as an exemplification, in that each option has many different attributes. In particular any net revenue from rent increases would depend on how that rent increase were implemented. If for instance the increase was achieved by raising fair rents there would be an additional cost as more private tenants became eligible for income support. Formally separating social from private rent determination for the purposes of income support might be one way to address this issue.

A second uncertainty relates to the estimated capital values in the table, and to Appendix 12 of the main report. These estimates assume that the investment would be regarded as relatively low risk. However this depends on the quality and specificity of the license. The value might also be adversely affected by current financial conditions.

6.2 Options for the role of social housing

Finally we turn to the fundamentals that must lie behind the choice between options for delivery: what is the role of the social sector, and how big should that sector be.

The objective of providing social housing is to help ensure that everyone in Jersey has decent accommodation that meets their requirements at a price they can afford. For the majority of households this can be achieved in the private sector. The social sector accommodates a very large proportion of those who meet the eligibility criteria. An issue therefore is who lies outside these two categories.

First, there are significant gaps in the statistical evidence with respect to the projections of overall household numbers and to housing provision in the lodging house sector. These gaps make it difficult to assess overall housing requirements as well as the conditions faced by those in the lodging house sector.

Second, the available evidence on housing needs is not adequate to determine potential tenure requirements. Many households currently identified as desiring owner-occupation will almost certainly not be able to afford to buy. These households either need assistance to achieve owner-occupation – eg by an extension of low cost home ownership products including shared equity for purchase of existing homes; more stable forms of private renting; or perhaps low cost rental housing provided by the social sector. These are all areas where a restructured social landlord could hope to take the lead.

Using broader based evidence on incomes and housing circumstances suggests that there may be considerable unmet housing need among lower income working age but childless households who are currently ineligible for social housing as well as among those with incomes just under the eligibility criterion for social housing. There must therefore be

concern about a policy that envisages a decline in the scale of the social sector and increasing emphasis on the provision of accommodation for older households.

The evidence suggests that there are very few households receiving assistance that do not need it and that there are important groups who cannot achieve long term secure housing under the current regime.

The alternative to enabling a larger role for social landlords to help meet housing requirements is to rely more on private renting with a more generous support system together with subsidies to owner - occupation. This is a much more open ended commitment and does not play on the very real success – and capital values - of the existing social sector. The benefits from increasing flexibility and ideally providing some additional resources are considerable.

Within social housing provision another issue is the potential role for Trusts or other social landlords. This role appears likely to remain limited. However were policy to change to enable them to play a more significant role, this would have to be based on the same financial and regulatory regime as that put in place as a result of restructuring the Housing Department.

Whatever the decision about the future scale of the social sector current governance and financial structures limit the opportunities for the best use of resources to maintain and improve the existing social sector and to make it more responsive to changing needs. This suggests strongly that there must be innovation, involving at a minimum greater separation between on the one hand, policy and the broad framework for social provision, and, on the other, day-to-day operational decisions.

Implementing any significant change must involve fundamental decisions by the States on the role that they wish social housing to play, especially in the context of the Income Support system; on rent, allocations and security of tenure policies; and on the governance and financial arrangements under which social housing is provided.

APPENDIX 4

Deputy: Housing 'crisis' is looming

JERSEY is facing a housing crisis in which many Islanders will never be able to afford to buy their own home, the Assistant Housing Minister has warned.

Assistant Housing Minister Sean Power says that there is a housing 'supply shortage' and has slammed the Island Plan as 'flawed'.

Tough lending rules introduced by banks over a year ago have made it almost impossible for Islanders earning an average wage to have any chance of owning a three-bedroom house.

Rules putting an end to 100 per cent mortgages now prevent an applicant from lending more than five times their annual salary.

Deputy Power said that this meant that many people could not afford to buy a home in Jersey.

Never

'People will never be able to buy their own home,' he said. 'We don't have enough affordable housing. If you have a salary of £30,000 the most you can borrow is five times your salary.'

'We have many couples out there on salaries of £40,000 to £50,000 which only enable you to borrow £250,000. But houses have gone up to over £400,000. We have passed the gateway of people being able to borrow and we are going to have to increase the stock of affordable housing.'

According to official States figures, average house prices appear to have increased by 103% since 1999 - an increase far ahead of earnings.

The average property price increased from £244,000 in 1999 to £497,000 in September.

To try to get the market moving

By Elaine Byrne

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again, the Housing department announced last week that essentially employed workers - including teachers, nurses and high-fliers in the finance industry - are to be given the right to buy or rent any property.

In a change to the existing housing laws, the J-category (essential) and A-to-H housing (locally qualified) groups are to be scrapped and replaced with a single qualified group.

To help solve the housing 'crisis' Deputy Power would like to see more homes built, increase the stock of social rented housing and increase the supply of affordable housing so that people can buy their own homes.

Deputy Power said: 'My priority is to increase the supply of social rented housing and we are currently reviewing that.'

'We have got to increase the supply and get homes built on the Island.'

'The new Island Plan is going to cause so much trouble. They have not zoned any land outside of St Helier. The Island Plan is flawed.'

'The Island will only be able to build 80 first time buyer homes over ten years. It doesn't address the prospect of talking to the parishes and identifying areas for first times buyers.'

The Island Plan was published in 2002 and is the main document determining planning policy for the Island. The new draft Island Plan is now open for public consultation. It will set out the framework that will be used to direct the development and protection of the Island over the next ten years.

APPENDIX 5

Project: **Proposed Residential Development, Longueville Nurseries, New York Lane, St Saviour, Jersey** Job No: **60143012**

Subject: **Initial Transport Appraisal**

Prepared by: **Phil Tilby** Date: **30th November**

Checked by: **Nicholas Anderson** Date: **30th November**

Approved by: **Nicholas Anderson** Date: **30th November**

Introduction

AECOM have been commissioned by MS Planning to provide transportation planning advice in support of a proposed residential development at Longueville Nurseries, New York Lane, St Saviour, Jersey. This transport appraisal considers access by sustainable modes, vehicle trip generation, parking provision and site access arrangements for the proposed development of up to 30 dwellings at the site.

A meeting was held with a representative from the States of Jersey Transport & Technical Services (TTS) on 13th November 2009 with regard to the site and the associated transport issues, and a summary of this initial discussion is provided later in this note.

Background

The site is included in the Draft Jersey Island Plan, September 2009 (which is currently in its consultation phase until the 18th December 2009), as one of a handful of sites proposed to be zoned for Category A housing (Policy H1), and as set out in paragraph 6.79 the theoretical yield of homes from all of these sites is estimated to be in a range of a minimum of 197 (10 dwellings per acre) to a maximum of 298 (15 dwellings per acre). This equates to a potential maximum of approximately 30 dwellings at Longueville Nurseries. However, the potential housing yield for each site, as set out in the draft Appendix B 'Draft Housing Development Briefs' and repeated in **Table 1** below, suggests only half of the site for development.

Table 1: Potential Housing Yield at Longueville Nurseries

Site	Longueville Nurseries, New York Lane, St Saviour
Existing Use	Retail Garden Centre
Suitable Use	Category A housing
Approximate Site Area	<p>The site is 2.1 acres (4.75 verges) consisting of:</p> <ul style="list-style-type: none"> Covered retail area of 1,100sq.m Customer and staff parking 1,680sq.m Glass and polytunnels 900sq.m <p>Area available for housing:</p> <ul style="list-style-type: none"> Total site = 2.1 acres (4.75 verges) Developable area = 1.0 acres (2.25 verges), with an area of communal open space (10% of site approx) = 0.1 acre (0.225 verges) Remainder of the northern end of the site to be restored to grazing or woodland
Estimated Housing Yield	Based on the developable site area of 1.0 acres, the site is capable of being developed for between 10 no dwellings (10 dwellings per acre) to 15 no dwellings (15 dwellings per acre)

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Accordingly, this transport appraisal considers the case for utilising the whole of the brownfield site for housing development i.e. so that up to 30 dwellings are recommended for development in the new Jersey Island Plan.

Response from Consultees

In terms of transport considerations, States of Jersey TTS have reviewed the proposed Category A housing sites included in the Draft Jersey Island Plan under the following headings, and their comments below are relevant to the Longueville Nurseries site.

Commuter Trip Generation

The trip generation for this site is likely to be fairly high, though there are realistic alternatives to car use from this site, and potential to improve those alternatives.

Public Transport

There are three services which pass this location, the 1B, 2C and the 22. The 22 and the 2C provide a service for commuters the 1B operates to a timetable to suit tourists. Given the existing generally built up nature of the area, it is likely that an improved bus service can be provided.

Walking

This site is just beyond walking distance from much of the main employment zone of St Helier. However, it is in easy walking distance of Miladi Parade shops and some other facilities in the area.

Cycling

The location is within easy cycling distance of St Helier, though this site does not tie into any cycle routes and is unlikely to in the future.

Education

The closest primary school to this site is Plat Douet at 800m and the site is equidistant between two secondary schools, Le Rocquier and Grainville, which are approximately 1600m and 1700m from the site respectively. All of these schools are just within sensible walking distance for their respective age groups.

Vehicular Safety

New York Lane is very narrow with a difficult manoeuvre to access onto Longueville Road.

Pedestrian Safety

This can be summarised as follows:

- Poor provision of pedestrian crossing facilities on Longueville Road;
- Poor pedestrian provision on the North side of Longueville Road; and
- Poor provision for pedestrians in the access road immediately by the site (New York Lane).

Conclusion

If this site were to be developed for Category A housing, there are some choices for residents to make as alternatives to car use to achieve the States of Jersey strategic plan objective of persuading people out of their cars. The Department will therefore be supporting this site for rezoning for Category A housing.

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Planning Policy Context

This section details the most recent local policy in relation to transport, to identify key issues that need to be considered with regard to the development proposals.

Draft Integrated Travel and Transport Plan for Jersey: Action Plan 2007 to 2011, States of Jersey Transport and Technical Services

The associated housing development outside St Helier, the Waterfront projects and increased economic activity, all suggest that transport demands will rise by 5 to 10% over the next 10 years. If this is to take place without increased traffic congestion and linked pollution, it is considered that Jersey must adopt a more sustainable approach to existing travel arrangements.

The aim of the Plan is to achieve reductions in congestion, pollution and road injuries by encouraging a gradual reduction in the relative share of trips made by private car, particularly those made by single occupant cars.

The Plan makes the following recommendations that are relevant to the development proposals:

2.1.6 Bus Shelters

Install shelters as funded from developer contributions as the opportunity arises.

4.4.1 An Eastern Commuter Cycle Route

The potential for sections of cycle route in the east of the Island will be investigated and a preferred route or routes established so that opportunities from willing land owners can be pursued as they arise.

4.5.1 Off-road Footpaths

Progress the provision of off-road footpaths wherever there is a recognised need and a willing landowner.

4.5.2 Roadside pavements

Ensure that all new developments provide a road side footpath of adequate width, and continue to implement footpaths where there is a willing landowner and a recognised need.

7.1 Car Parking Provision at Housing Developments

Introduce the draft new guidelines for reduced parking provision. The level of parking and the potential to further reduce parking provision with a move to maximum rather than minimum standards should be reviewed.

7.2 Development Location

Ensure all significant housing developments are sited to encourage sustainable modes of travel.

7.3 Travel Plans in planning applications

Review and develop Travel Plan policy for major developments, and produce Supplementary Planning Guidance for developers.

7.4 Planning Obligations

Review and develop the use of planning obligations to support sustainable transport initiatives.

Site Location and Existing Highway Network

The site is located on the edge of St Helier to the east and is bounded by New York Lane to the south, residential dwellings to the east and west and La Rue Messervy to the north, as shown in **Drawing Number 60143012_001**. The development site is currently a retail garden centre and was operational during a site visit undertaken on Thursday 12th November 2009.

New York Lane is a quiet residential street providing access to a small number of dwellings, and it forms two priority junctions with the A3 Longueville Road at either end in the vicinity of the site. The existing access to Longueville Nurseries is via a priority T-junction with New York Lane, which is situated at the

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eastern end of New York Lane in close proximity to its junction with the A3 Longueville Road. New York Lane is two-way, with a carriageway approximately 5m wide and a mixture of sections of single yellow lines and on-street parking on both sides along the route, including one marked parking space located immediately to the west of the existing site access. New York Lane has no footways or street lighting. It should be noted that the existing New York Lane (E) / A3 Longueville Road junction has been identified as potentially being geometrically substandard, and it is also understood that there was a recent serious accident occurred at this location. These issues would require further investigation at a later stage prior to a submission of a future planning application.

The A3 Longueville Road is a busy two-way single carriageway road that runs to the south of the site, and is one of the principal routes to St Helier from the east of the town. A3 Longueville Road has a carriageway approximately 7.6m wide in the vicinity of the site, with a 2m footway on the south side. A3 Longueville Road is a bus route and there are east (stop 3476) and westbound (stop 3657) bus stops situated between the two priority junctions with New York Lane, immediately to the west of the A3 Longueville Road / Longueville Road priority T-junction in close proximity to the site. However, there are no pedestrian footways on New York Lane and the north side of A3 Longueville Road, with no pedestrian crossing facilities on A3 Longueville Road in the vicinity of the site to facilitate safe pedestrian access to the southern footway, the aforementioned bus stops and La Rue Des Pres Trading Estate that is located to the south of the site and accessed via the A3 Longueville Road / Longueville Road junction. The road has a 30mph speed limit where it runs parallel to New York Lane and is lit, and it changes to 40mph to the east of the site.

Existing Pedestrian and Cycle Provision

As mentioned in the previous section, the closest footway to the site runs along the south side of the A3 Longueville Road and links to the footways on Longueville Road that facilitate pedestrian access to La Rue Des Pres Trading Estate to the south. The southern footway along A3 Longueville Road also provides access towards the westbound bus stop situated between the two priority junctions with New York Lane and the Miladi Parade shops to the west of the site.

However, there are no footways or crossing facilities on either side of New York Lane. In addition, there are no pedestrian footways on New York Lane and the north side of A3 Longueville Road, with no pedestrian crossing facilities on A3 Longueville Road in the vicinity of the site, although as observed on site both the operation and layout of the A3 Longueville Road / Longueville Road junction to the west of the site create gaps in the traffic on A3 Longueville Road to assist pedestrians crossing the carriageway. The relatively high numbers of right turning vehicles accessing La Rue Des Pres Trading Estate from St Helier at the junction block the eastbound straight ahead movement along A3 Longueville Road, which break up the flow of traffic. This is considered to be particularly beneficial in the PM peak period when the corresponding westbound traffic flow into St Helier is low.

With regard to cycle facilities, there are no cycle routes in the vicinity of the site, however the site is considered to be within easy cycling distance of St Helier.

Bus Facilities

The closest bus stops to the site are on A3 Longueville Road are situated between the two priority junctions with New York Lane, immediately to the west of the A3 Longueville Road / Longueville Road priority T-junction within easy walking distance of the site, however there are currently no footways or crossing facilities to facilitate pedestrian access. The westbound bus stop (stop 3657) consists of a hard standing area and seating with a lay by for buses, and the eastbound stop (stop 3476) is understood to be directly opposite which has no facilities. There are three pairs of bus stops within 400m of the site that are served by bus services of varying routes and frequencies, Monday to Saturday. The bus routes serving Longueville provide a range of local and regional services with destinations including St Helier and Gorey Harbour on the east coast of the island. **Table 2** below shows the bus services that serve

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the bus stops in the vicinity of the site, the routes they follow can be seen in **Drawing Number 60143012_001**.

Table 2: Bus Services Serving the Stops in the Vicinity of the Site

Bus Service	Operator	Route	Frequency in minutes			
			Monday – Friday		Saturday	Sunday
			Day	Evening		
1B	Connex Transport Jersey Ltd	Liberation Station to Gorey Pier / St Caroline via Longueville Manor	4 services per day at irregular times	-	4 services per day at irregular times	-
2C	Connex Transport Jersey Ltd	Liberation Station – Grouville Station – Liberation Station (Circular Route)	Service frequency ranges from 60 to 120. Last service at 1800	-	Service frequency ranges from 60 to 120. Last service at 1800	-
22	Connex Transport Jersey Ltd	Liberation Station to Rue des Pres Trading Estate & Plat Douet Road	3 services per day at 0715, 0742 and 1710	-	-	-

Note: Bus route 1B is a higher frequency of service during the summer from the end of May to the end of September, when it provides an hourly service during the day.

Existing Site Trip Generation

The network peak hours that have been considered are the weekday morning (08:00 to 09:00) and evening (17:00 to 18:00) peak hours. Accordingly, traffic surveys were undertaken at the following junctions on Thursday 12th November 2009 to determine the existing traffic generation of the site during the morning and evening peak hours:

- New York Lane / Longueville Nurseries site access junction; and
- New York Lane (E) / A3 Longueville Road junction.

The 2009 traffic survey data for both the weekday morning and evening peak periods forms the basis of the assessment and can be seen in **Drawing Number 60143012_002**.

Table 3 provides a summary of the traffic surveyed at the existing site access within the peak hours.

Table 3: Existing Traffic Surveyed at the Longueville Nurseries Site

	AM Peak (0800-0900)		PM Peak (1700-1800)	
	In	Out	In	Out
Observed Vehicle Movements Using Site Access	2	4	0	2
Two-Way	6		2	

The above table shows the existing site generates two arrivals and four departures in the morning peak hour, and two departures in the evening peak hour. All of the vehicular traffic associated with the

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existing development for the morning and evening peak periods can be seen in **Drawing Number 60143012_003**.

A TRICS analysis has also been completed to determine the trip generation of the existing site, using trip rates derived from a surveyed site of a similar nature, size and proximity to sustainable transport links. **Table 4** summarises the trip rates and associated trip generation for the existing garden centre in the weekday peak hours. The full TRICS outputs are provided in **Appendix A**.

Table 4: Trip Rates and Corresponding Trip Generation for the Garden Centre

Land Use	AM Peak (0800-0900)		PM Peak (1700-1800)	
	In	Out	In	Out
A1 Retail Garden Centre (Veh) (trip rate per 100sq.m)	0.35	0.05	0.11	0.27
A1 Retail Garden Centre (Veh) (trips for 1,100sq.m GFA)	4	1	1	3
Two-Way	5		4	

Source: TRICS 2009(b)

The results presented in **Table 4**, that is the typical traffic based on TRICS interrogation, have been compared to the vehicle movements presented in **Table 3** earlier in the appraisal, the observed traffic from the site via the existing site access.

Table 5: Comparing Observed Two-Way Traffic to TRICS Derived Two-Way Traffic for the Longueville Nurseries Site

	AM Peak (0800-0900)	PM Peak (1700-1800)
Observed Traffic (Table 3 New York Lane Existing Site Access)	6	2
TRICS derived traffic	5	4
Difference	+1	-2

Table 5 suggests that the TRICS derived traffic is broadly similar to the observed traffic, which implies that the site is fully operational and currently generates the traffic levels of comparable sites. Accordingly, for the purposes of the trip netting set out later within this appraisal, the observed traffic at the existing site access junction has been adopted to represent the permitted land use trip generation. Trip netting is the deduction of the permitted trip generation from the proposed development trip generation to ascertain the net traffic impact of the proposals.

Proposed Residential Development Trip Generation (15 Dwellings)

The potential housing yield for the site, as set out earlier in the appraisal, suggests only half of the site for development and this equates to approximately 15 dwellings (based on a maximum density of 15 dwellings per acre). In terms of proposed residential development trip generation, in an email dated 17th November 2009 States of Jersey TTS have provided residential trip rates for a comparable site on the Island. **Table 6** presents these adopted residential trip generation rates and corresponding predicted trip generation for the proposed 15 dwellings.

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Table 6: Trip Rates and Corresponding Trip Generation for the Proposed Residential Development of 15 Dwellings

Land Use	AM Peak (0800-0900)		PM Peak (1700-1800)	
	In	Out	In	Out
Residential (trip rate per dwelling)	0.20	0.65	0.20	0.05
Residential (trips per 15 dwellings)	3	10	3	1
Two-Way	13		4	

Table 7 compares the two-way 'permitted' trip generation of the Longueville Nurseries site served by the New York Lane site access to the proposed residential development of 15 dwellings.

Table 7: Two-Way Traffic Impact

	AM Peak (0800-0900)	PM Peak (1700-1800)
Proposed Land Use (Table 6 Proposed 15 dwellings)	+13	+4
Permitted Land Use [from Table 3]	-6	-2
Difference	+7	+2

It can be seen from **Table 7** above that the proposed residential development of 15 dwellings would be predicted to lead to an overall increase in two-way trips during both the morning and evening peak hours. There is predicted to be a net increase of 7 and 2 two-way trips in the morning and evening peak periods at the site access junction in comparison to the existing traffic generation (approximate doubling of vehicle trips), however it is considered that the overall trip generation would not result in an adverse traffic impact on the highway network.

Proposed Residential Development Trip Generation (30 Dwellings)

This section of the transport appraisal considers the case for utilising the whole of the brownfield site for housing development i.e. so that up to 30 dwellings are recommended for development in the new Jersey Island Plan. **Table 8** presents these adopted residential trip generation rates and corresponding predicted trip generation for the proposed 30 dwellings. The traffic flows have been distributed on the network based on the existing turning movements at the New York Lane / Longueville Nurseries site access junction and the proportion of mainline traffic at the A3 Longueville Road / New York Lane (E) junction. This is shown in the following drawing:

- **Drawing Number 60143012_004** Proposed Residential Development 30 Dwellings Car Trips, AM and PM Peak Periods.

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Table 8: Trip Rates and Corresponding Trip Generation for the Proposed Residential Development of 30 Dwellings

Land Use	AM Peak (0800-0900)		PM Peak (1700-1800)	
	In	Out	In	Out
Residential (trip rate per dwelling)	0.20	0.65	0.20	0.05
Residential (trips per 30 dwellings)	6	20	6	2
Two-Way	26		8	

Table 9 compares the two-way 'permitted' trip generation of the Longueville Nurseries site served by the New York Lane site access to the proposed residential development of 30 dwellings.

Table 9: Two-Way Traffic Impact

	AM Peak (0800-0900)	PM Peak (1700-1800)
Proposed Land Use (Table 8 Proposed 30 dwellings)	+26	+8
Permitted Land Use [from Table 3]	-6	-2
Difference	+20	+6

It can be seen from **Table 9** above that the proposed residential development of 30 dwellings would be predicted to lead to an overall increase in two-way trips during both the morning and evening peak hours. Although there is predicted to be a relatively significant net increase of 20 and 6 two-way trips in the morning and evening peak periods at the site access junction in comparison to the existing traffic generation, it is considered that the overall trip generation would not result in an adverse traffic impact on the highway network.

In terms of the impact on the wider network, there is an overall increase in the total number of vehicle trips when comparing the predicted generation of both residential development scenarios to the existing permitted generation across both peak periods, however it is considered that the overall trip generation of the potential maximum development at the site (30 dwellings) is unlikely to result in an adverse traffic impact on the highway network.

As a result, it is proposed to assess the above development scenario for 30 dwellings at the site against the baseline to understand if the proposed residential development would result in a material impact on the network in the opening year 2014 when compared to the base scenario.

2014 Opening Year Traffic Flow Scenarios

In accordance with an email dated 20th November 2009 from States of Jersey TTS, no growth factors have been applied to the 2009 background traffic flows to derive the 2014 opening year traffic flow levels. The 2009 permitted development traffic (in this case the surveyed traffic flows from the existing site access as set out earlier in Table 3) were identified and removed from the 2009 traffic survey data.

The 2014 background traffic flows can be seen in the following drawing:

- **Drawing Number 60143012_005** 2014 Background Traffic Flows, AM and PM Peak Periods.

It is considered that the opening year "with permitted" traffic flow scenarios would consist of the above background traffic flows with the addition of the permitted development traffic (from Table 3).

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The base with permitted traffic flows can be seen in the following drawing:

- **Drawing Number 60143012_006** 2014 Base With Permitted Traffic Flows, AM and PM Peak Periods.

Drawing Number 60143012_006 therefore provides the future flows on the network that could be expected at the relevant assessment year if the existing Longueville Nurseries site was to be fully operational.

The opening year "with development" traffic flow scenarios would consist of the background traffic flows (as shown in **Drawing Number 60143012_005**) with the addition of the traffic flows associated with a proposed residential development of 30 dwellings.

The base with development traffic flows can be seen in the following drawing:

- **Drawing Number 60143012_007** 2014 Base With Development Traffic Flows, AM and PM Peak Periods.

The "Traffic Impact" of the proposed residential development of 30 dwellings at the Longueville Nurseries site would relate to the difference in traffic between the "Base with Permitted" and the "Base with Development" scenarios.

Traffic Impact on the Highway Network

As set out earlier in this appraisal, it is not proposed to assess the development scenario for 15 residential dwellings in any further detail and instead consider the potential maximum allocation of 30 dwellings at the Longueville Nurseries site, to understand if this would result in a material impact on the network in 2014 when compared to the base scenario.

Accordingly, percentage impact assessments have been undertaken at the following junctions to determine whether they are likely to receive a material impact from the traffic associated with the proposed residential development of 30 dwellings at the Longueville Nurseries site:

- Proposed New York Lane / site access junction; and
- New York Lane (E) / A3 Longueville Road junction.

A percentage impact analysis has been completed by approach and junction for the weekday morning and evening peak periods at the above junctions. For the purpose of this appraisal, a material impact of 5% or greater is considered to represent a material impact.

Percentage Impact Assessments of the Proposed Residential Development of 30 Dwellings at the Longueville Nurseries Site, Local Highway Network Junctions

Table 10 summarises the percentage impact of development traffic at the proposed New York Lane / site access junction.

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Table 10: Proposed New York Lane / Site Access Junction – Percentage Impact Analysis

Junction Arm	8-9am				5-6pm			
	2014 B+P	2014 B+D	Change	% Impact	2014 B+P	2014 B+D	Change	% Impact
All Vehicles								
New York Lane (W)	9	9	0	0%	6	6	0	0%
Site Access	4	20	16	400%	2	2	0	0%
New York Lane (E)	6	10	4	67%	0	6	6	-
Total Junction	19	39	20	105%	8	14	6	75%

The results in **Table 10** show that the proposed New York Lane / site access junction would receive an overall impact of 105% and 75% in the morning and evening peak periods respectively. In the morning peak period the site access approach is shown to receive the highest percentage impact of 400%, however it should be noted that in the evening peak period the impact on the New York Lane (E) approach is infinite as there is no traffic in the base with permitted scenario. Although the impact of the proposed development traffic is material in percentage terms on two approaches, in absolute terms the changes are not considered material across a peak hour at the junction due to the negligible base traffic flows.

Table 11 summarises the percentage impact of development traffic at the New York Lane (E) / A3 Longueville Road junction.

Table 11: New York Lane (E) / A3 Longueville Road Junction – Percentage Impact Analysis

Junction Arm	8-9am				5-6pm			
	2014 B+P	2014 B+D	Change	% Impact	2014 B+P	2014 B+D	Change	% Impact
All Vehicles								
A3 Longueville Road (W)	262	264	2	1%	481	485	4	1%
New York Lane (E)	13	29	16	123%	8	8	0	0%
A3 Longueville Road (E)	457	459	2	0%	202	204	2	1%
Total Junction	732	752	20	3%	691	697	6	1%

The results in **Table 11** show that the New York Lane (E) / A3 Longueville Road junction would receive an overall impact of 3% and 1% in the morning and evening peak periods respectively. In the morning peak period the New York Lane (E) approach is shown to receive the highest percentage impact of 123%, and in the evening peak impact on both A3 Longueville Road approaches the impact is considerably lower at 1%. Although the impact of the proposed development traffic is material in percentage terms on one approach, in absolute terms the changes are not considered material across a peak hour due to the negligible base traffic flows on this arm, and it is likely that the junction would work within capacity.

It is considered that this junction may need to be subject to a detailed capacity analysis for a future year as a result of a proposed residential development of 30 dwellings at the Longueville Nurseries site. This would need to be discussed and agreed with States of Jersey TTS as part of the transport scoping process prior to the submission of a Transport Statement (TS) / Transport Assessment (TA) in support of a future planning application.

Existing and Proposed Access Arrangements

'Roads Serving Small Housing Developments: A Technical Guide for the Preparation of Planning Applications, States of Jersey TTS, January 2009' is the current residential design guide for Jersey, generally applicable to the access arrangements for residential developments of up to 25 dwellings. However, based on discussions with States of Jersey TTS the guidance is deemed an appropriate starting point for the initial access design considerations for the residential development proposals at this site.

The existing access to Longueville Nurseries is via a priority T-junction with New York Lane, which is situated at the eastern end of New York Lane in close proximity to its junction with the A3 Longueville Road. It is likely that the existing access junction with New York Lane would remain operational as part of the development proposals, albeit of an improved geometric standard and potentially relocated along the frontage of the site.

In accordance with the Jersey residential design guide, a proposed site access junction would require left and right visibility splays of up to 2.4m by 40m along New York Lane, a minimum carriageway width of 5m with kerb radii of 4m and a 1.3m wide footway (on the east side of the access junction). It should be noted that a shared surface arrangement may be acceptable if suitable traffic calming is built into the design. In addition, to achieve a 2.4m by 40m visibility splay to the right along New York Lane may require the removal of the marked parking space located immediately to the west of the existing site access, however it is considered that based on observations on site actual vehicle speeds are significantly lower than 30mph and therefore visibility splays of less than 40m may be appropriate in this location (subject to the findings of a speed survey and further discussions with States of Jersey TTS). Any potential loss of on-street parking on New York Lane would also need to be reviewed.

'Roads Serving Small Housing Developments' states that developments of 20 or more dwellings will be required to provide a footpath to the nearest bus stop and a bus shelter. With this in mind, initial consideration has been given to a potential option for improving off-site pedestrian connectivity and links to the southern footway along A3 Longueville Road, which provides access to the footways on Longueville Road, the westbound bus stop situated between the two priority junctions with New York Lane and the Miladi Parade shops. Surface treatment could be used to demarcate a segregated pedestrian route along the south side of New York Lane within the existing carriageway (a strip approximately 1.5m wide), that would stretch from a point opposite the footway on the east side of the proposed site access junction to the New York Lane (E) / A3 Longueville Road junction, where pedestrians would cross the A3 Longueville Road. In addition, the provision of an appropriate arrangement of dropped kerbs and tactile paving would be required at locations along the route where the proposed footway / marked pedestrian walkway meet the carriageway.

An example of a segregated pedestrian route on a road demarcated through surface treatment is shown in the picture below.

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La Grande Route de Mont a l'Abbe, St Helier

This initial option to improve off-site pedestrian connectivity would need further investigation, and any proposals would need to be discussed and agreed with States of Jersey TTS as part of the transport scoping process prior to the submission of a Transport Statement TS / TA in support of a future planning application.

On-Site Issues

Parking Arrangements

The proposed development will provide parking in accordance with the standards published and adopted by the Minister for Planning and Environment.

'*Planning Policy Note 3, States of Jersey Department of Planning and Building Control, 1988*', sets out the current parking guidelines for new developments on the island, which are a minimum of one space per person (excluding visitor parking requirements).

These parking guidelines are 'minimum' parking standards that encourage car use, increased congestion and contributed to the decline of public transport use and services. They also serve to ensure that the needs to the car have dominated people's ability to gain optimal use of the land and buildings that they live and work in which, in an island with a limited land mass with sensitive areas of coast and countryside, is not considered a viable or sustainable approach.

It is understood that as part of the Draft Jersey Island Plan there is supplementary planning guidance that establishes maximum levels of parking for broad classes of development, including residential. There will be no minimum standards for development, other than parking for people with disabilities. Maximum standards along with other measures implemented through the planning process / planning conditions (Section 106 contributions for sustainable transport improvements/ Travel Plan (TP)) will help to promote sustainable transport choices, reduce the land-take of development, promote linked-trips and access to development for those without use of a car and to tackle congestion. If the proposed new parking guidelines are adopted by the Minister of Planning and Environment in the Island Plan, then it is likely that these standards will be used to assess parking requirements for the Category A housing sites that are included in the Island Plan. This would need to be discussed and agreed with States of Jersey TTS as part of the transport scoping process prior to the submission of a TS / TA in support of a future planning application.

In terms of development layout, at this stage it is considered that car parking would generally be provided internally within the site on private driveways and in courtyard areas. To encourage cycle use,

cycle parking provision will be required in all new developments in accordance with the relevant standards published and adopted by the Minister for Planning and Environment.

Access by Service Vehicles

In accordance with the guidance set out in '*Roads Serving Small Housing Developments*', the proposals would need to have sufficient turning area on site to allow service vehicles (refuse collection lorries / delivery lorries / fire tenders) to enter and exit the site in forward gear.

Summary and Next Steps

AECOM have been commissioned by MS Planning to provide transportation planning advice in support of a proposed residential development at Longueville Nurseries, New York Lane, St Saviour, Jersey. This transport appraisal has considered access by sustainable modes, vehicle trip generation, parking provision and site access arrangements for the proposed development of up to 30 dwellings at the site.

As mentioned in the introduction and highlighted in relevant sections of the note, pre-application discussions have been held with States of Jersey TTS on 13th November 2009 with regard to the site and the associated transport issues.

Accordingly, a summary of the key issues in relation to transportation and highways matters are listed below:

- New York Lane (E) / A3 Longueville Road junction has been identified as potentially being geometrically substandard, and it is also understood that there a recent serious accident occurred at this location;
- Proposed site access junction including visibility requirements and the potential loss of on-street parking on New York Lane;
- Potential improvements with regard to off-site pedestrian connectivity and links to the southern footway along A3 Longueville Road;
- Proposed parking provision;
- Planning conditions / Section 106 contributions for sustainable transport improvements; and
- Preparation of a Residential Travel Plan (RTP).

In addition, at this stage based on the initial assessment we consider that a proposed residential development of 30 dwellings would be unlikely to result in a material traffic impact, hence there would not be a requirement for detailed capacity assessments of off-site junctions. All of the above issues would need further investigation, and any proposals would need to be discussed and agreed with States of Jersey TTS as part of the transport scoping process prior to the submission of a Transport Statement TS / TA in support of a future planning application.

The lines of communication with the relevant contacts in the States of Jersey TTS Planning and Building Control Departments and have already been established as part of this transport appraisal, and therefore it is anticipated that any further work associated with a future planning application could be progressed immediately further to your instruction.


In conclusion, further to the assessment set out in this TN, it can be considered that there are no transport reasons why a proposed residential development of up to 30 dwellings at the Longueville Nurseries site should not be included in the adopted Island Plan.

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Transport Appraisal – Proposed Residential Development, Longueville Nurseries, New York Lane, St Saviour, Jersey

Rev No	Comments	Checked by	Approved by	Date
1	DRAFT Transport Appraisal	PT	NA	30/11/09

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Job No 60143012 Reference PT/NA Date Created November 2009

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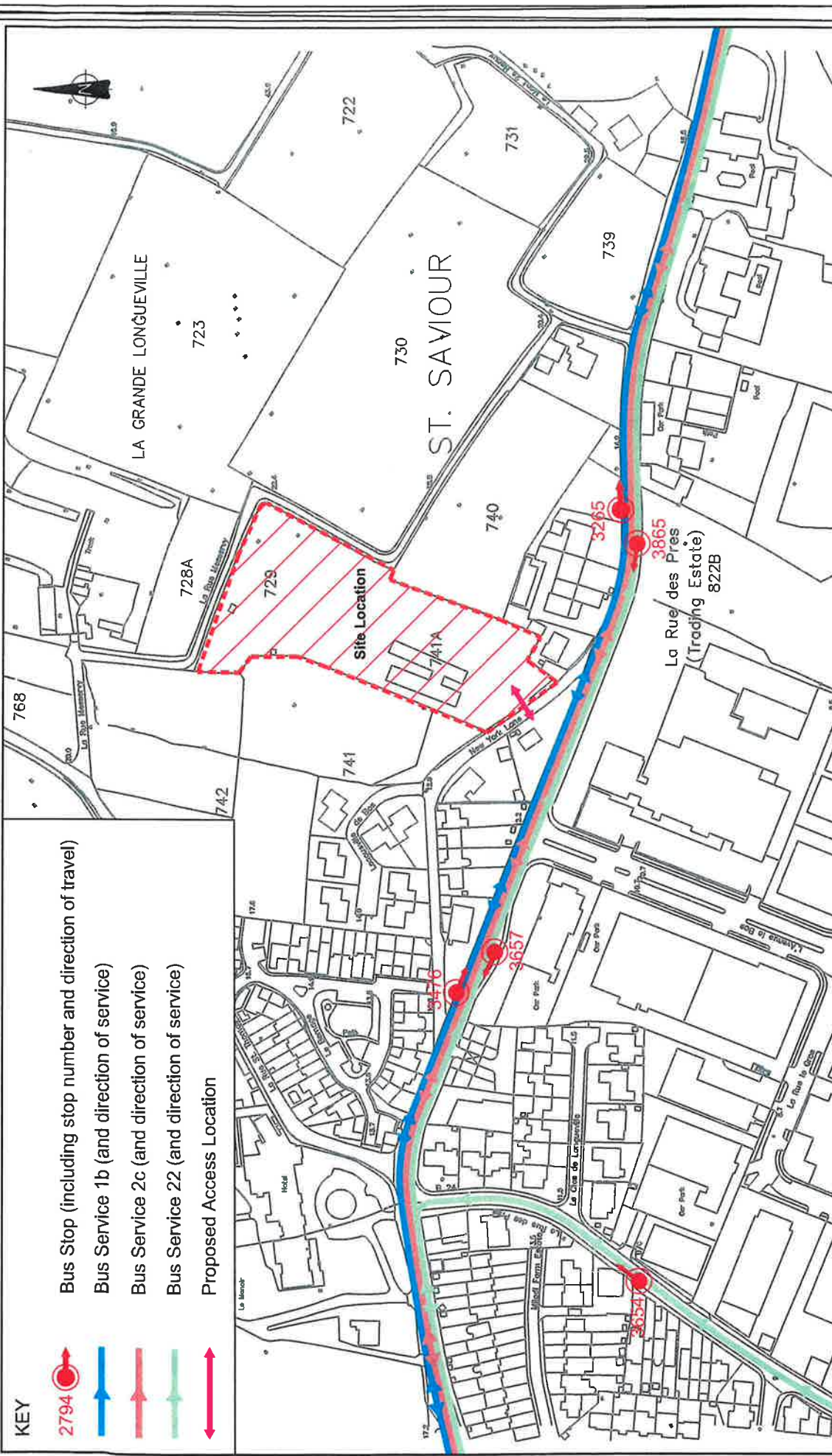
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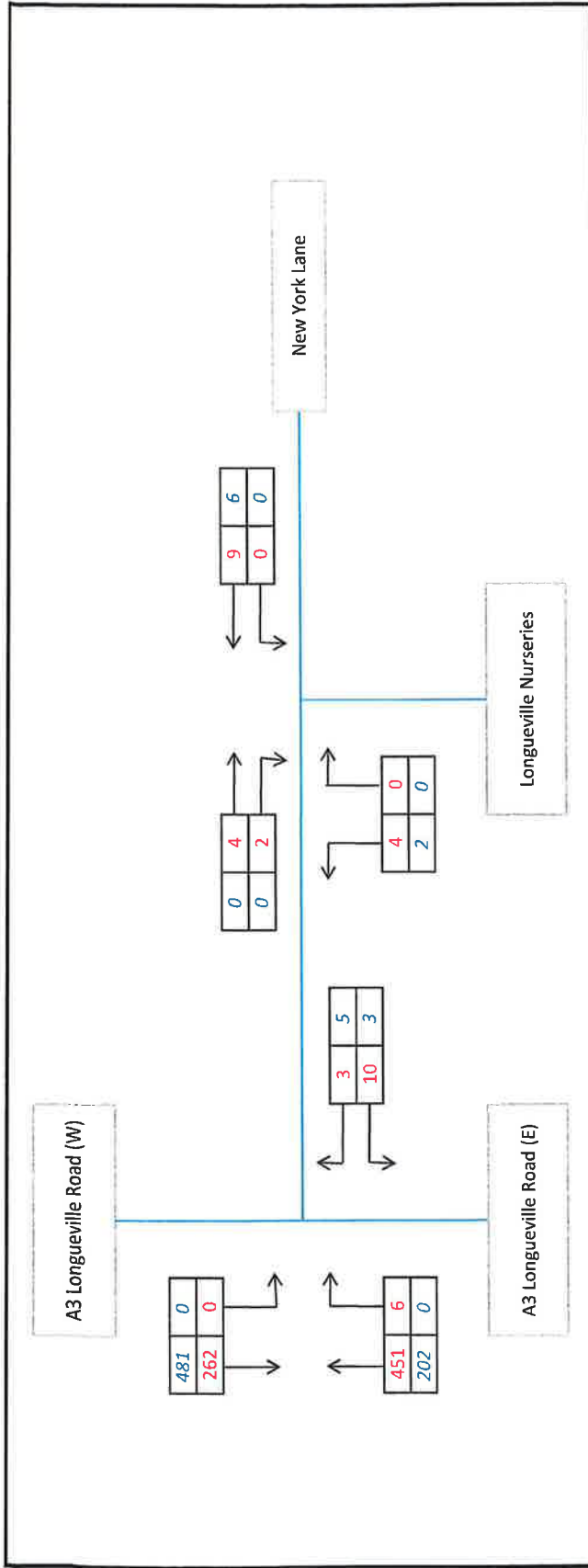
Drawings and Appendices

Drawing Number 60143012_001	Site Location and Bus Services Plan;
Drawing Number 60143012_002	2009 Traffic Survey Data, AM and PM Peak Periods;
Drawing Number 60143012_003	Existing Development Traffic, AM and PM Peak Periods;
Drawing Number 60143012_004	Proposed Residential Development 30 Dwellings Car Trips, AM and PM Peak Periods.
Drawing Number 60143012_005	2014 Background Traffic Flows, AM and PM Peak Periods;
Drawing Number 60143012_006	2014 Base With Permitted Traffic Flows, AM and PM Peak Periods; and
Drawing Number 60143012_007	2014 Base With Development Traffic Flows, AM and PM Peak Periods.

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Client: MS Planning	Title: Site Location & Bus Services Plan	AECOM		Design: DHG	CAD: DHG	UC
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Project: Residential Development Longueville Nurseries	No. 60143012_001 Rev: -	Date: Nov 2009	Scale: NTS			



Notes

123	Morning Peak (0800-0900)
123	Evening Peak (1700-1800)

25 = Total number of vehicles

Traffic surveys undertaken on Thursday 12th November 2009

2009 Traffic Survey



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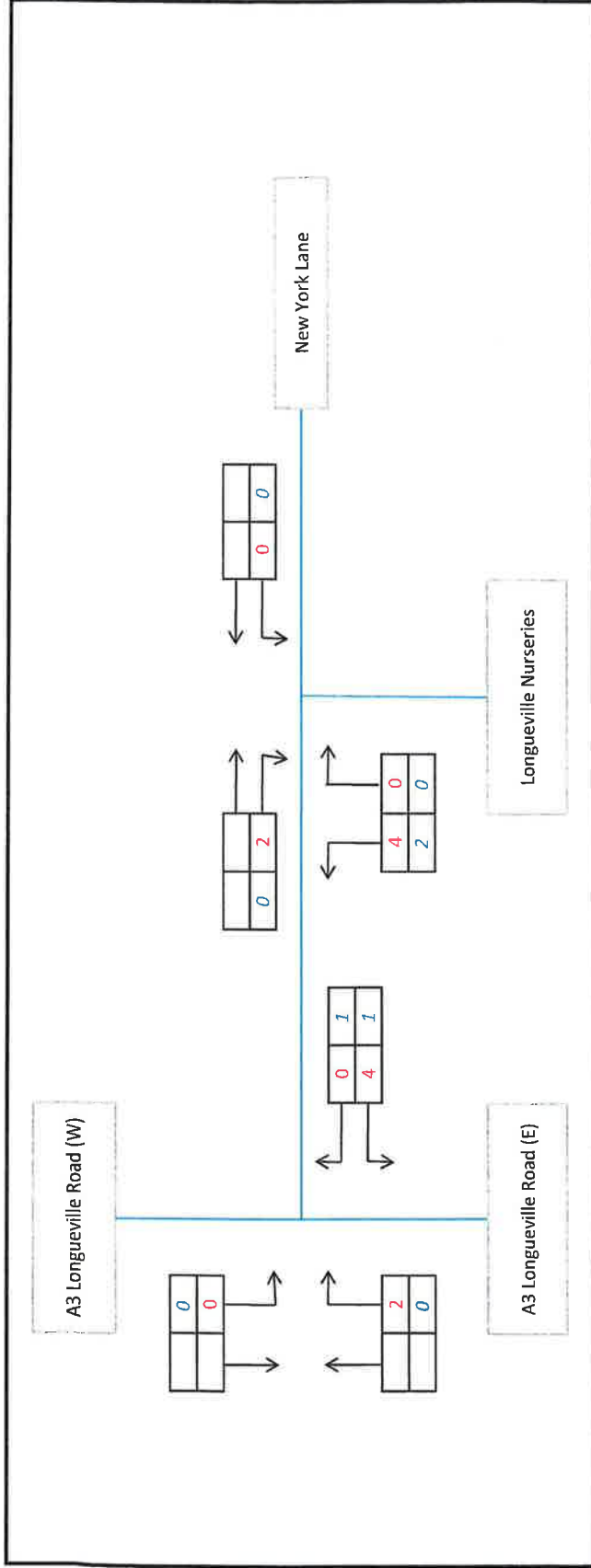
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Drawing Number 60143012_002

Date	Nov-09	Drawn	PT	Checked	DHG
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MS Planning

Proposed Residential Development
Longueville Nurseries



Notes

123 Morning Peak (0800-0900)
123 Evening Peak (1700-1800)

25 = Total number of vehicles

Traffic surveys undertaken on Thursday 12th November 2009

Distribution	Morning		Evening	
	In	Out	In	Out
A3 Longueville Road (W)	0%	0%	50%	50%
A3 Longueville Road (E)	100%	100%	50%	50%

Existing Development Traffic



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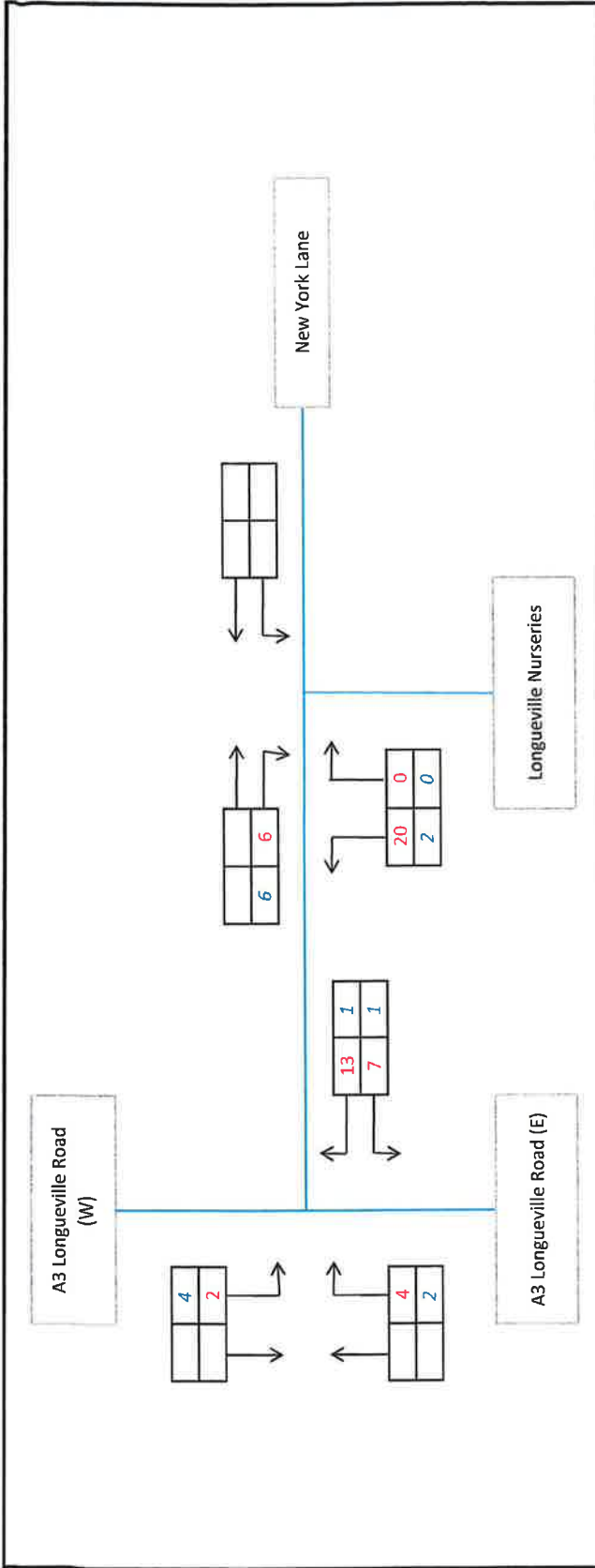
Proposed Residential Development
Longueville Nurseries

Drawing Number 60143012_003

Date
Nov-09

Drawn
PT

Checked
DHG



Notes

123	Morning Peak (0800-0900)
123	Evening Peak (1700-1800)

25 = Total number of vehicles

Traffic surveys undertaken on Thursday 12th November 2009

Trip Generation	Morning		Evening	
	In	Out	In	Out
30 Dwellings	6	20	6	2

All development traffic assumed to head towards A3 Longueville Road / New York Lane (E) junction

At the A3 Longueville Road / New York Lane (E) junction development traffic distributed on the existing mainline flows

Residential Development 30 Dwellings Car Trips



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