



2011 Island Plan: interim review

Minister's response to consultation: volume 1

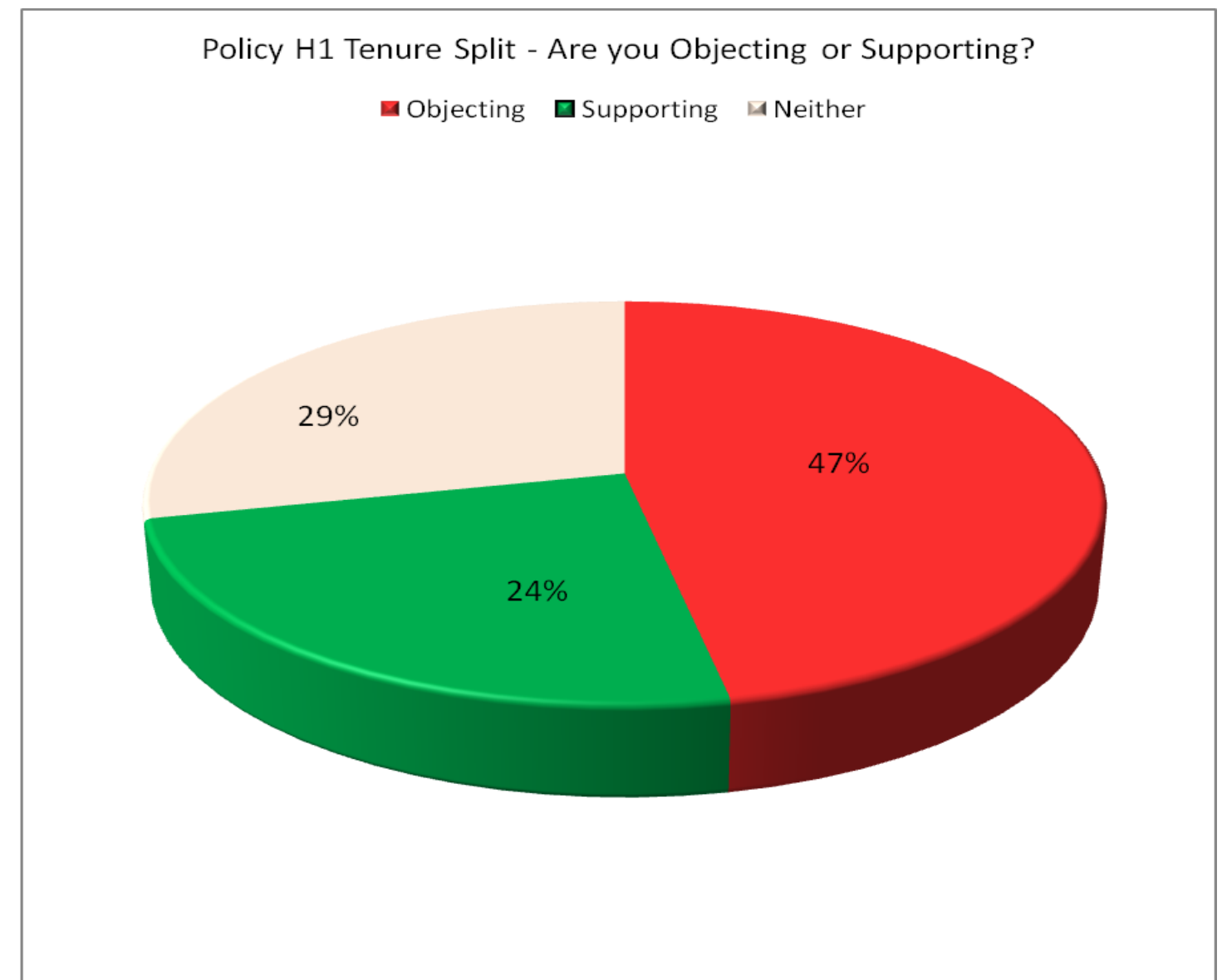
November 2013

Policy H1: Tenure split

The Minister for Planning and Environment is proposing to amend Policy H1 to include a number of proposed Category A housing on both States and privately owned sites. It is proposed that, to better meet current housing needs, the required tenure split on all of the private sites is 80% social rental and 20% affordable homes for purchase.

Questionnaire consultation results

	% Total	% Answer	Count
Number of rponses	22%	-	49
Objecting	11%	47%	23
Supporting	5%	24%	12
Neither	6%	29%	14
[No response]	78%	-	170
Total	100%	100%	219



Policy H1 Tenure split - comments

Ref	Name	Agent/ Organisation	Supporting/ Objecting	Reasons for answer	Minister's Response
IR(1) -106	Deputy Richard Rondel	States Member (St. Helier No.3)	Neither	It is important, in my view, to encourage our young generation to be able to purchase their own homes	Comments noted. The proposed amendment seeks to enable some home ownership that is affordable to those on or below median incomes.
IR(1) -26	Mrs Judy Martin	States Member (St. Helier No.1)	Neither	the split needs to be looked at and all schemes need to be flexible to help as many people get on the ladder	To meet current housing needs, the required tenure split on all of the private sites proposed for rezoning is 80% social rental and 20% affordable homes for purchase. This is based on the latest evidence of need derived from the 2012 Housing Needs Survey which is informed by data derived from 2012 Housing Affordability in Jersey report and the 2012 Jersey House Price Index .
IR(1) -100	Mrs Stephanie Steedman		Neither	Ensure that the policy facilitates economics to deliver schemes.	Comment noted Most sites will have an agricultural land value and this will be considerably lower than the proposed affordable housing values and will encourage their viable development.
IR(1) -6	Anonymous		Neither	Another failed market intervention	Comment noted, but this policy will meet the needs of a large number of households in immediate need of affordable housing.
IR(1) -90	Jayn Johnson		Objecting	This imposed split is absurd and should be left to individual Parishes to decide	The proposed amendment is based on the latest evidence of need. The Minister is seeking to ensure that the Island's most pressing housing needs are met and that all provision contributes towards this need.
IR(1) -116	Karen Quenault		Objecting	You would have much less hope of being able to sell on a split of this size and therefore it would not boost the market, without selling more the market will remain the same but the need for more affordable housing will continue.	There is a well evidenced demand for affordable social rental and homes for purchase. It is considered unlikely that this proposed new supply will have a significant overall effect on the price of market (Category B) housing. The delivery of this potential additional supply of affordable housing needs to be seen as part of a suite of other affordable housing initiatives, such as the deposit loan scheme, managed by the Strategic Housing Unit.
IR(1) -5	L & M Howard		Objecting	I think the split should be nearer 50/50 to give developers more incentive to build in the first place.	Comment noted, but not evidenced by current needs.
IR(1) -176	Martin Whitley	La Comité du Commune Rurale St. Jean	Objecting	The 80%/20% split is too rigid and the Comité believes more flexibility should apply to site specific proposals. The split should be considered on a needs basis. The Comité believes that this may create zero value of developed land as there will be very little profit in any scheme going forward due to this potential mix. Therefore, it may mean that no affordable homes come forward in the private sector.	Comment noted, but not currently evidenced. The delivery of affordable housing is an Island wide issue and each site will need to be dealt with equitably. Most sites will have an agricultural land value and this will be considerably lower than the proposed affordable housing values and will encourage their viable development.
IR(1) -123	Mike Jackson		Objecting	Mixing the two can be socially challenging	Comments noted, but housing mixes have been successful on other housing developments and can be socially cohesive.
IR(1) -17	Mr John Shenton		Objecting	To create large developments that are 80% social rental and 20% affordable homes will only create further social issues. One can see the justification on smaller sites but just to expand this policy universally will create similar issues to those experienced on other large estates. One needs to expand the amount of homes in both categories but to spread these island wide. One needs to create more mixed communities in more parishes. The creation of large estate of this mix will have a detrimental effect on surrounding properties.	Comments noted, but housing mixes have been successful on other housing developments and can be socially cohesive.
IR(1) -32	Mr Michael Stein	MSPlanning Ltd	Objecting	Does not encourage homeownership. Split should be 55% ownership 45% social rented, as in last Island Plan.	Comment noted, but not evidenced by current needs.
IR(1) -122	Mr Peter Troy	Troy Developments Ltd	Objecting	Should be at least 50/50	Comment noted, but not evidenced by current needs.
IR(1) -108	Anonymous		Objecting	i don't think there should be a blanket tenure split. Each area should be split depending on the current tenures that already exist in the area. Each area should be	Comment noted, but not evidenced. The delivery of affordable housing is an Island wide issue and each site will need to be

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				assessed on its own merits, and appropriate tenure splits decided upon depending on the demographics of that area.	dealt with equitably.
IR(1) -91	Anonymous		Objecting	Is changing the Plan the answer? Will it be changed again - may population is the real issue which is not being addressed	Comment noted. The Plan reflects current population strategy and evidence of needs.
IR(1) -22	Anonymous		Objecting	Keep rental & privately owned housing sites separate.	Comments noted, but housing mixes have been successful on other housing developments and can be socially cohesive.
IR(1) -13	Anonymous		Objecting	Whilst the States may decide they want to build more rental housing on their own land, this proposal will almost certainly make landowners less inclined to build in the first place. I thought the 45/55 split was more than adequate but the States decided that the 45% could apply to so-called Homebuy properties as well which was in hindsight quite a mistake, meaning a windfall for a few developers and buyers and a collapse in rental units.	Comment noted, but not evidenced by current needs.
IR(1) -114	Carlo Riva	The Association of Jersey Architects	Supporting	No comment	Noted
IR(1) -25	Carlo Riva	Riva Architects Ltd	Supporting	No comment	Noted
IR(1) -49	Chris Lamy		Supporting	The 20% to be similar to my reasoning to NE7-Green Zone. The 80% social rental to be only available to tenants who have lived in Jersey for at least TEN YEARS and have committed no criminal offenses during that period and must be on separate sites to the affordable purchase properties.	Occupancy of affordable homes will be controlled through the Housing Gateway.
IR(1) -30	Mr Martin Whitley		Supporting	The gateway assessments should have independent review and not just Government assessment.	Comment noted.
IR(1) -130	Mr Paul Harding	BDK Architects	Supporting	Supporting Policy H1 amendment as written.	Comment noted.
IR(1) -23	Mr Peter Thorne		Supporting	I support this proposal in principle. However, I would avoid putting the 80%/20% split into policy, as the needs are likely to change quite often. The split should be dealt with in supplementary planning guidance to avoid having to debate the split in the States on regular basis.	Comment noted, although the split is related to specific sites that are expected to be delivered in the short term and so the need for a more flexible longer-term approach is negated.
IR(1) -15	Mrs Rosemary Evans		Supporting	It would seem sensible	Comment noted

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			<p>I can see no point in re-submitting my many articles previously offered to the Planning/Environment Department over the decades. They have clearly been ignored in the past and I have no doubt will be so ignored in the future.</p> <p>The Department, through its officers and politicians evidently has a closed mind which is entrenched with regard to the production of successive Island Plans which have, by any impartial measure, failed miserably to achieve the lofty ideals and aspirations set down in the Planning Law(s) since the war.</p> <p>Jersey's built environment is a monument to professional planning failure.</p> <p>The Island has experienced an extraordinarily buoyant economy since the 1950s which owes very little to the planning process but mostly to UK policies on tourism, travel, currency restrictions, the development of the EU and peculiarities in international finance etc across a changing world.</p> <p>Now, I believe that the Island Plan should be scrapped as a largely irrelevant document which actually does more harm than good. So far as housing provision is concerned the Plan is just a component part of a discriminatory policy package that will never address the housing needs of the whole population. It has and will continue to fail to deliver "affordable" houses to those who are seeking them or "social" housing to those in "need".</p> <p>The re-zoning of small parcels of land for housing developments is just a temporary expedient. As a stop-gap measure it may provide some housing accommodation and to this extent should be encouraged. But the need is for a totally new, fresh appraisal of housing provision in Jersey alongside a wholesale re-examination of the purposes of planning, the use of land and all the other related issues.</p> <p>I make no attempt to undertake such a task or to suggest how it might be done. I merely want to state that the very limited invitation extended to the public now with regard to the possible re-zoning of a few sites is wholly inadequate and that a much wider discussion should take place as soon as possible.</p>	<p>Representations are not disregarded but are given careful consideration by the Minister, as well as being subject to independent scrutiny, by inspectors.</p> <p>The views expressed about the performance of the Island's planning system are noted, but not shared.</p> <p>The Island Plan seeks to make provision to meet the Island's overall housing requirements and to ensure that the standard of accommodation for all new residential development meets the Minister for Planning and Environment's basic standards (see Policy H8 and pre-amble of 2011 Island Plan).</p> <p>The Minister wishes to engage with the community in 2014 as part of a review of planning in Jersey since the adoption of the 1964 Island Planning Law, to include a review of its purposes and objectives for the future.</p>
IR(1) -139	Mr Michael Stein	MSPlanning Ltd	<p>Please find enclosed a written representation prepared by Pioneer Property Services Ltd which questions the basis of evidence for the demand and supply of affordable housing and which concludes that, as a consequence, "the proposed land supply falls short of accommodating the demand," as has routinely occurred in Plan preparation in Jersey over the last 3 decades.</p> <p>I trust this representation will be referred to the Planning Inspectors for review and consideration ahead of their Examination in Public which I understand will take place in the first two weeks of January 2014.</p> <p>The upshot of this is that more than the 6 sites identified in policies H1 and H5 of the Interim Plan need to be zoned over the length of the plan period. Alternatively, because of this history of under-provision, the Minister ought to consider including "Reserve" H1 and H5 sites - which can be released as and when the need arises without having to go through the lengthy process of Island Plan Review.</p> <p>Reserve sites were considered by the Inspectors in their previous reports to the Minister, but the case for these to be included is much more compelling now.</p> <p><i>Below is the 'Conclusion' from the report by Pioneer Property Services Limited – the full report can be viewed using this link: http://consult.gov.je/file/2644700</i></p> <p>6. Conclusion</p> <p>6.1 This report has identified concerns over the methods in which the JIP Interim has reached its projected forecasts. It is unclear whether up to date base population figures have been accurately implemented and that robust methods of data extraction have been used.</p>	<p>The Minister does not concur with the overall conclusions of this representation. Specifically in respect to the following relevant sections of the Pioneer Property Services Ltd representation, he responds as follows;</p> <p>3. Demand</p> <ul style="list-style-type: none"> The housing demand figures shown in the proposed revisions to the Plan are based on work undertaken by the Statistics Unit. This takes into account new population and household modelling, which uses the 2011 Census results and addresses demand for new homes from new households. It also embraces the findings of the latest Housing Needs Survey (2012) and in so doing addresses latent demand. It is recognised that some confusion for Pioneer arises because of the continued reference to old data sources, used in the original 2011 Plan, which are linked to new para. 6.24. The Minister will amend this anomaly in the revised version of the housing chapter and will acknowledge the latest reports produced by the Statistics Unit on housing demand, the latest Housing Needs Survey and latest Housing Gateway statistics. In addition, reference to the 'Future requirements for homes addendum' is also to be updated as it has been overtaken by new information describing the housing demand situation as at the start of 2013 (Residential Land Availability @ January 2013). References will be made clearer in the 2011 Island plan review to the Statistics department's '2012 Housing needs survey' which is referenced as the Jersey's Housing assessment 2013 to 2015' in the footnotes, which provided background to the housing need (affordable homes) estimate. All of these documents are on the core documents list as part of the EiP. The original recommendation to consider the implementation of a 'Population Forecast Model' (e.g. Chelmer Model) was subsequently discussed with the Statistics Unit. It reviewed the model and decided it was not the right way forward to secure reliable information on housing demand locally. The Statistics Unit have confidence in the robustness of its evidence base for determining potential housing demand for the period 2013-2020. In doing so, they have factored in allowances for replacement buildings, vacancies, or persons in communal establishments and have provided the

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			<p>6.2 The evidence base produced by the Statistics Unit (FRFH addendum) seems to be relying on outdated sources. Moreover, various methodologies used for the population modelling are not clearly illustrated, with some methods such as the JASS relying on evidence not accurately representing Jersey's current population due to insufficient survey techniques.</p> <p>6.3 It is reasonable to suggest that where the JIP interim seeks to propose housing delivery targets for the plan period, these should be founded upon a robust and credible evidence base. This is the foundation of the approach to developing statutory policy in the UK, a model template previously referred to within the FRFH 2007. Whilst the UK approach may be less than perfect, this does not reduce the reasonableness of the requirement that local development framework policies be informed by robust evidence base.</p> <p>6.4 More clarification is also needed when illustrating the sources of supply. Heavy reliance upon the redevelopment of existing States owned stock to provide 400 extra homes needs to be explained. Indeed, the avoidance of specifying exactly which sites are to be allocated is worrying, as is the admission set out in paragraphs 6.97 & 6.98, that the potential contribution of such sites is not known</p> <p>6.5 The failure to recognise the inspector's concerns (published in his report regard The (Draft) Jersey Island Plan)¹ regarding the under-provision of affordable housing is worrying, as is the JIP Interim's disregard to implement the suggestion of having 'reserve' rezoned sites.</p> <p>Such a policy would be a logical provision when considering the past dependency on such a need and the likely underestimate of demand published in the JIP Interim.</p> <p>6.6 In essence, the projected figures for household demand in both the JIP 2011 and subsequent JIP Interim are considered to be inadequate due to a lack of a clear and robust evidence base and outdated sources of data. As a consequence, the proposed land supply also falls short of accommodating such demand.</p> <p>¹ The (Draft) Jersey Island Plan Inspectors' Report, p.53, para. 8.16</p>	<p>following information in relation to their modelling; <i>"The representations made by Pioneer Property Services Ltd on behalf of MS Planning Ltd imply a lack of transparency of the methodology of the statistical basis for the residential housing component of the Jersey Island Plan 2011.</i> <i>To be clear:</i></p> <ul style="list-style-type: none"> • <i>all statistical publications produced by the States of Jersey's Statistics Unit are publicly available on the Statistics Unit's website on the day of release;</i> • <i>all such publications contain a description of the underlying statistical methodology.</i> <p><i>The publications relevant to the comments of Pioneer/MS Planning are:</i></p> <p><u>Housing demand:</u> <i>see reports at</i> http://gov.je/Government/JerseyWorld/StatisticsUnit/PeopleCommunities/Pages/HousingNeedsSurvey.aspx</p> <p><u>Population and household projections:</u> <i>see reports at:</i> http://gov.je/Government/JerseyWorld/StatisticsUnit/Population/Pages/Population-projections.aspx <i>These reports contain a description of the statistical methodology</i></p> <p><u>Population numbers and structure</u> <i>see Census report at</i> http://gov.je/Government/Census/Pages/Census.aspx <i>for annual updates, including a reconciliation of the pre-and post-Census population measures, see the reports relating to 2011 and 2012 at:</i> http://gov.je/Government/JerseyWorld/StatisticsUnit/Population/Pages/Population.aspx <i>All of these reports contain a description of the statistical methodology</i></p> <p>Duncan Gibaut Chief Statistician States of Jersey Statistics Unit - 20th November, 2013"</p> <p>All of these documents are on the core documents list as part of the EiP.</p> <p>4. Housing aspirations</p> <ul style="list-style-type: none"> • The estimated 400 additional dwellings required for the period 2013-2020, are based on the findings of the 2012 Housing Needs Survey / Jersey's housing assessment 2013-15. As stated the Statistics Unit are confident with the robustness of its assessment of housing need and the adequacy of the data sources used. It can also, no doubt, offer a view on the merits or otherwise of including other data sources to help determine housing need (e.g. the Affordable Housing Gateway - month end statistics) at the EiP if required. <p>5. Land supply</p> <p>A relatively up-to-date position on potential housing supply for the next few years is provided in 'Residential land availability at January 2013' (published September 2013). This document was used in updating the Island Plan interim review and will be referenced accordingly</p> <ul style="list-style-type: none"> • Among other things, this document identifies States' owned sites and other Category A sites that are expected to yield before the end of 2017 and beyond (using net totals) and also potential yields from sites currently being proposed for rezoning. • It is not normal for a development plan (i.e. the Island Plan) to list every potential site which may or may not come forward over the next 10 to 20 years. This is a continually moving feast, which needs to be regularly monitored through housing land availability reports. For Island Plan purposes it will always be necessary to make educated assumptions about potential supply, based on the best available information at that time. • The information regarding the redevelopment of outworn States of Jersey housing estates has been

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				<p>reappraised, in consultation with the Housing Department, since the publication of the 2011 Island Plan. Detailed background information on potential net yields from such sites is included in 'Residential land availability at January 2013'.</p> <p>6. Conclusion</p> <ul style="list-style-type: none"> • The Statistics Unit have confidence in the robustness of the evidence base for the housing demand estimates, and their methodologies are fully publicised in all of their relevant reports. • The recently released report 'Residential land availability at January 2013' provides much of the more detailed information being sought on potential housing supply. • The whole purpose of the proposed changes to the Housing Section of the Island Plan is to ensure that local housing demands and the need for affordable homes will be met by the modified policies and proposals now being considered.