



2011 Island Plan: interim review

Proposed revision

Draft for consultation (July 2013)

Introduction

The Minister for Planning and Environment wishes to revise parts of the 2011 Island Plan.

The purpose of this consultation is to publicize his proposals and to invite members of the public and any other interested parties to submit comments on the proposed revisions. All comments received in relation to the proposed revisions will be considered by the Minister.

Scope

The scope of this interim review of the 2011 Island Plan is limited to a small number of policies and proposals and does not involve a review of the entire plan. The policies and proposals included as part of this interim review are as follows:

- Policy GD2: Demolition and replacement of buildings
- Proposal 4a: Restrict permitted development rights in the Coastal National Park
- Policy NE6: Coastal National Park
- Policy NE7: Green Zone
- Proposal 20: Provision of homes
- Policy H1: Category A affordable housing sites
- Policy H2: : Other Category A affordable housing sites
- Proposal H3: Affordable housing proposal
- Policy H4: Housing mix
- Policy H5: Affordable housing in rural centres
- Policy H6: Housing development within the Built-up Area
- Policy NR8: Safety zones for hazardous installations
- Policy NR9: Utilities infrastructure facilities

The proposed revisions to these policies and proposals are highlighted in this document in yellow, apart from those to GD2, which is proposed for deletion. The case for this is set out in **Briefing paper: Demolition and replacement of buildings**.

Comments can only be made about those parts of the Plan those are proposed for review by the Minister at this time.

Making comment

Comments on the Minister's proposed revision to the 2011 Island Plan can be made in a number of ways:

By post to: Policy and Projects Team, Planning and Building Services, Department of the Environment, South Hill, St Helier, JE2 4US

By email to: islandplan@gov.je

The closing date for receipt of representations is Wednesday 25 September 2013.

Representations received after this date will not be valid.

More information

If you require any further information please contact a member of the Policy and Projects Team at the Department of the Environment

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A National Park for Jersey

2.55 Parts of the Jersey coast and countryside are considered to be of national and international importance. Indeed, St Ouen's Bay has long been recognised for the unique character of its natural environment: the 1968 St. Ouen's Bay Development Plan described St. Ouen's Bay as '*the only large coastal open space left in the Island*'. In 1978 it was designated by the States of Jersey as a '*Special Place*', the principal objective of which was to protect and enhance the natural environment, through positive land management, with a strong presumption against significant and inappropriate development. The *St. Ouen's Bay Planning Framework*, developed in 1999, provided the framework and proposed mechanism by which this was to be achieved. This was superseded by the designation of a Coastal National Park for Jersey, including St Ouen's Bay, in 2011.

2.56 The Coastal National Park boundary embraces all those parts of the Island of highly sensitive and valuable landscape quality that are vulnerable to change and damage and which warrants the highest level of protection against development. Its definition has been informed by the Countryside Character Appraisal (1999) Land Use Consultants and includes:

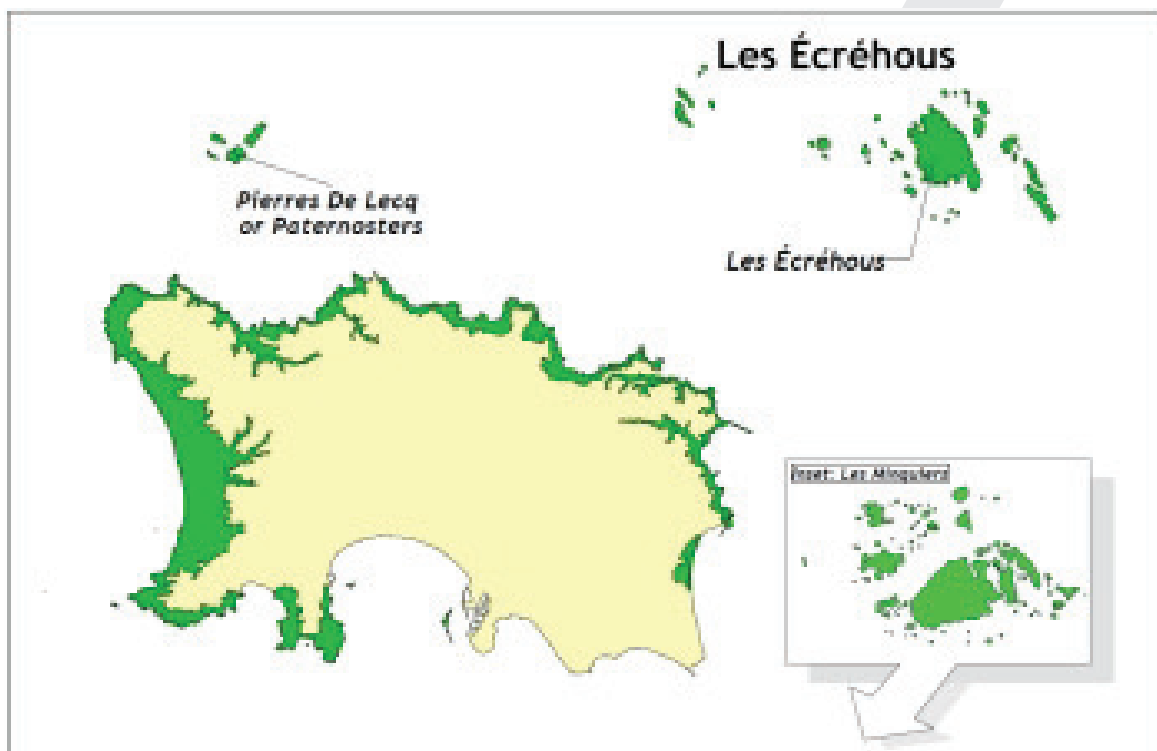
- **The Coastal Plain of St Ouen's Bay:** The coastal plain of Les Quennevais dune system and St Ouen's Bay Coastal Plain with its fresh and saltwater wetland and sand dune habitats supporting exceptional birdlife and wildlife, distinguished landscapes and high recreational value, comprising:
 - B4: Quennevais Dunes
 - B5: St Ouen's Bay Coastal Plain
- **La Commune de Gouray:** The dunes at La Commune de Gouray, which form part of the Grouville Coastal Plain character area (B1), are a remnant of the historic landscape of this area and provide an important open break in the coastline. They are also valuable in terms of biodiversity, particularly for birds.
 - La Commune de Gouray (part of B1: Grouville Coastal Plain)
- **Escarpment:** The steep topography of the escarpment, forming a backdrop to the flat coastal plain, is a distinctive feature of the Island's landscape. On the exposed scarp slopes of St Ouen's Bay, stone walls are the characteristic field boundary.
 - C3: St Ouen's Bay Escarpment and Valleys

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- **Cliffs and Headlands:** The cliffs and heathland of the north coast and the south-western headlands with their spectacular coastal scenery and sense of wilderness, geological and geomorphological features, birdlife and exceptional habitats, archaeological sites, common land, modern fortifications and high recreational value. Also, the north-east wooded edge with its lower, gentler coastline, cut by wooded valleys and with numerous sheltered creeks and coves along the north.
 - A1: North Coast Headland
 - A2: South-west Headlands
 - A3: North-east Low Wooded Edge
- **Enclosed Valleys:** The majority of the Island's broad-leaved woodland occurs on the steep valleys sides. The narrow winding lanes are a distinctive feature. Lichen-clad pink granite walls are characteristic features of the interior valleys. The freshwater streams and associated wet grassland provide important habitats.
 - D4: North Coast Valleys (including Mourier Valley)
 - D5: St Martin's Valleys
 - Wolf's Caves car park and former cafe/bar
- **Cliff Edge with Deep Sea:**
 - F1: North and South-west Cliffs
- **Offshore Reefs and Islands:** The whole area of offshore reefs and islets forms one main character type:
 - H1: Les Écréhous (including the Paternosters and Dirouilles)
 - H2: Le Plateau des Minquiers

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Map 2.4 Coastal National Park Areas

2.57 The Coastal National Park zone can also be viewed on the [Proposals Map](#)⁽¹⁸⁾

2.58 The two primary purposes ascribed to the Coastal National Park are,

1. the conservation and enhancement of the natural beauty, wildlife and cultural heritage of the National Park;
2. to promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.

2.59 The purpose of planning policy in the Coastal National Park is to provide the highest level of protection against development in support of the objectives of the park, recognising that it includes those parts of the Island that are of highly sensitive and valuable landscape quality.

2.60 It has to be acknowledged, however, that Jersey's Coastal National Park is a living landscape, with many buildings and land uses within it. Whilst there should be a presumption against the introduction of new uses or buildings into the Coastal National Park that would detract from the existing landscape character, there may be opportunity to secure the repair and restoration of its natural beauty, wildlife and cultural heritage by allowing exceptions to the presumption against new development to be made where it is clear that the development of existing buildings or land uses might provide an opportunity to repair or reduce the damage caused

18 <http://maps.digimap.je/islandplan/>.

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to the landscape character by existing **them**. Development may also provide opportunities for the public to understand and enjoy the special qualities of the park.

2.61 There is also a need to provide for the reasonable expectation of residents of the Coastal National Park to improve their homes and for business to undertake economic activity and to provide employment in the park, having regard to the capacity of the landscape to accommodate development without harm.

2.62 Policy NE6 does not, therefore, confer an absolute moratorium on development in the Coastal National Park but there is a strong presumption against development: the key test is the capacity of the site and its context to accommodate development without harm to the landscape character. This is the starting point for the consideration of development proposals. It will only be appropriate and acceptable to permit some forms of development as exceptions to the general presumption against development, as follows, but there may be cases where development will be unacceptable.

Residential

2.63 It is considered unreasonable to resist all forms of development associated with the improvement of people's living space in the Coastal National Park. The following forms of development related to residential land use and buildings may be permitted as exceptions to the presumption against development here, but only where it does not cause harm to the landscape character of the area:

Extension of a dwelling

2.64 The acceptability of an extension to a dwelling in the Coastal National Park will be determined by the scale and design of any extension and its potential impact on the landscape character of the immediate area. There may be cases where the extension of a dwelling will be unacceptable.

2.65 Each case should be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area (as defined by the Countryside Character Area), to accept change.

2.66 Generally, the larger an extension the greater its impact will be. In all cases, the design and scale of any extension should remain subservient to the existing dwelling and should not disproportionately increase the size of it in terms of its gross floorspace or building footprint⁽¹⁹⁾.

¹⁹ Where gross floorspace and building footprint is measured to the external walls of the original building, including any porches and conservatories, but excluding any non-habitable accommodation and detached outbuildings

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2.67 The purpose and function of an extension to a dwelling will be a material consideration and should not lead to a significant increase in the occupancy of the dwelling. The intensification of domestic use of the land and buildings in the Coastal National Park will place more pressure upon this fragile environment, limited infrastructure and services and has the potential for increased trip generation.

Redevelopment of existing dwellings and ancillary residential buildings or structures

2.68 The principle of allowing the redevelopment, involving demolition and replacement, of existing residential buildings in the Coastal National Park is supported by the Minister for Planning and Environment but only where demonstrable environmental gains can be delivered.

2.69 Comprehensive development proposals of this type can offer the possibility of repairing and restoring the landscape character of the area. This might be achieved by the delivery of environmental gains, including some or all of; a reduction in the visual scale, mass and volume of a building; more sensitive and sympathetic consideration of its siting and design; and/or the use of materials, colours and finishes which are more sensitive to the character area.

2.70 Replacement buildings should be no larger, in terms of gross floorspace or building footprint, than the building being replaced⁽²⁰⁾. They should also not lead to a significant increase in the occupancy of the dwelling. The intensification of domestic use of the land and buildings in the Coastal National Park will place more pressure upon this fragile environment, limited infrastructure and services and has the potential for increased trip generation.

Creation of new households

2.71 The creation of new households by the development of new dwellings or the extension of existing residential properties to provide entirely independent accommodation in the Coastal National Park will be strongly resisted.

2.72 Similarly, extensions which, due to their layout are tantamount to the creation of a separate household by, for example, including a sleeping, bathroom and living space will be regarded as having the potential to create a separate household and will be similarly resisted. This would run counter to the strategic objectives of the Plan (in relation to the delivery of a more sustainable pattern of development; reducing the need to travel; and reducing dependence on the private

20 Where gross floorspace and building footprint is measured to the external walls of the building to be replaced including any porches and conservatories, but excludes any detached outbuildings.

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car), as well as challenging the general presumption against development in the Coastal National Park with potentially serious implications for harm to the landscape character of the area.

Extension of domestic curtilage

2.73 Small-scale changes - like the extension of a domestic curtilage - can have an impact on the sense of wilderness, isolation and remoteness which are important qualities in parts of the Coastal National Park. Furthermore, the incremental loss and erosion of landscape character to domestication can seriously undermine the quality and cohesion of a landscape character area. The strongest presumption against this form of development will, therefore, be maintained.

Employment land use and buildings

2.74 The Coastal National Park is undoubtedly a product of the interaction between human and natural influences: the economic history of the Island, together with political and social influences, has been instrumental in shaping the landscape that we find today. The Coastal National Park remains a working environment in many places and a number of land uses and buildings within it perform an employment and economic function.

2.75 Economic growth and diversification are key objectives of the 2011 Island Plan and policies within the Plan (at SP5, E1 and ERE1 respectively) seek to ensure that existing employment land and premises are maintained and protected. There will, therefore, be forms of development related to employment land use and buildings that may be permitted as exceptions to the presumption against development in the Coastal National Park but only where it does not cause harm to the landscape character of the area. There may be cases where such development will be unacceptable in the Coastal National Park.

Extension and intensification of use

2.76 The sensitivity of the landscape character of the Coastal National Park will act as the primary consideration for the Minister in the assessment of development proposals to extend or intensify existing employment land uses or buildings in the Coastal National Park, including tourism and agricultural uses. A case will need to be made, which sets out why a coastal or countryside location is required for development in the Coastal National Park: the Minister may require the applicant to set out what alternative locations have been considered as part of the assessment of a planning application.

2.77 The acceptability of an extension to an employment building will be determined by the scale and design of any extension and its potential impact on the landscape character of the immediate area.

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2.78 Each case should be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area (as defined by the Countryside Character Area) that it sits within, to accept change.

2.79 Generally, the larger an extension the greater its impact will be. In all cases, it would be expected that the design and scale of any extension should remain subservient to the existing building.

2.80 For the avoidance of doubt, there will remain a strong presumption against the development of new ancillary buildings in the Coastal National Park.

2.81 The implications of any development which will intensify an existing employment use in the Coastal National Park will need to be considered in terms of the generation of additional travel and traffic, at a strategic level, and noise and disturbance at a local level, particularly where buildings or uses can adversely affect the sense of wilderness, isolation and remoteness in the Coastal National Park. Any intensification of use which has visual implications will also require careful consideration relative to its implications upon the landscape character of the area.

Redevelopment of existing employment buildings for the same employment use

2.82 The principle of allowing the redevelopment, involving demolition and replacement, of existing employment buildings for the same employment use in the Coastal National Park is supported by the Minister for Planning and Environment where demonstrable environmental gains can be delivered.

2.83 There are a number of outworn employment buildings in the park that detract from its appearance and their comprehensive redevelopment could positively enhance and restore the landscape character. This might be achieved by the delivery of environmental gains including some or all of; a reduction in the visual scale, mass and volume of a building; more sensitive and sympathetic consideration of its siting and design; and/or the use of materials, colours and finishes which are more sensitive to the character area.

2.84 Replacement buildings should be no larger, in terms of gross floorspace or building footprint, than the building being replaced⁽²¹⁾. Consideration will also be given to the design of the building and, in particular, its siting, use of materials, colour and form together with considerations about the intensity of its use and the impact of such, in terms of the generation of travel, traffic and noise, upon the special character of the National Park.

21 Where gross floorspace and building footprint is measured to the external walls of the building to be replaced, but excludes any detached outbuildings.

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Change of use: conversion to other employment use

2.85 The change of use of employment land and buildings (involving conversion of a building), to other employment uses, will need to satisfy the requirements of Policy E1: Protection of employment land in the first instance. A case will also need to be made, which sets out why a coastal or countryside location is required for the employment use proposed: the Minister may require the applicant to set out what alternative locations have been considered as part of the assessment of a planning application.

2.86 The implications of any development which will intensify the employment use of land or buildings in the Coastal National Park will need to be considered in terms of the generation of additional travel and traffic, at a strategic level, and noise and disturbance at a local level, particularly where buildings or uses can adversely affect the sense of wilderness, isolation and remoteness in the Coastal National Park.

2.87 Any change of use which has visual implications, in terms of the appearance of a building or the use of land, will also require careful consideration relative to its implications upon the landscape character of the area.

Change of use: conversion to residential or other non-employment use

2.88 In the Coastal National Park there is a general presumption against the loss of employment land and buildings to residential and other non-employment use. The provision of new homes and other development here, where the availability of services, amenities and public infrastructure is generally more limited does little to contribute towards the attainment of a more sustainable pattern of development in the Island.

2.89 Where the redundancy of employment use is proven (tested under the requirements of Policy E1) or where the proposal involves the conversion of offices and tourism accommodation, (but excluding modern agricultural buildings and glasshouses), exceptions to the presumption against the conversion and re-use of an existing employment building, where it involves little or no physical change to it, may be looked at more favourably where any such scheme delivers demonstrable environmental benefits related to a reduction in the intensity of use and a visual improvement to the appearance of the building and its setting.

2.90 With specific regard to former hotel sites, the Minister would expect to secure significant reductions in the intensity of use of these buildings where they are proposed for conversion to residential use: the justification for this approach is based on the fact that permission is likely to have been granted for hotel use, and/or an expansion of either an original residential or hotel use, on a site where permission for a large extent of residential development

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would not normally have been countenanced. Any permission for conversion of an employment building to residential use will only likely be permitted where the residential yield is extremely limited.

2.91 The sustainability of a proposal at a strategic level will be a material consideration and the Minister will require evidence to show how this has been assessed. This might include comparison of the input of each use upon public infrastructure and could include, for example, the comparison of the trip-generation of a former hotel against the intensity of use of that proposed.

2.92 Such development would also need to deliver other environmental gains which might include; an enhancement of the appearance of the building; the use of materials, colours and finishes which are more sensitive to the character area; and the use of landscaping to enhance and repair the setting of existing buildings.

2.93 The Minister will also have careful regard of the visual implications of any such change where there is a requirement to make specific provision of external space - in the form of car parking and amenity space in particular.

Redevelopment of existing employment buildings for other employment or non-employment use

2.94 The principle of allowing the redevelopment, involving demolition and replacement for alternative uses, including other employment uses, of existing employment buildings in the Coastal National Park is supported by the Minister for Planning and Environment only where significant environmental gains can be delivered.

2.95 The change of use of employment land and buildings to other employment or non-employment uses will need to satisfy the requirements of Policy E1: Protection of employment land in the first instance. A case will also need to be made, which sets out why a coastal or countryside location is required for any new employment use proposed: the Minister may require the applicant to set out what alternative locations have been considered as part of the assessment of a planning application.

2.96 The Minister acknowledges that managing an exception to a general presumption against any development in the Coastal National Park such as this, is challenging, and that it is important to be clear about the benefits that any such development proposal might bring.

2.97 Comprehensive development of this type offers the possibility of repairing and restoring the landscape character of the area. This might be achieved by the delivery of significant environmental gains including some or all of;

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- **a significant reduction in visual mass, scale and volume** - this might be achieved by a reduction in the mass and scale of buildings in the landscape.
Opportunities may arise to remove uncharacteristically large buildings - such as hotels or other tourism related buildings - from the landscape, through their redevelopment and replacement with lesser buildings, in terms of their gross floorspace, building footprint or height, that are more sympathetic to the character of the area and which sit better in the landscape.
- **a significant reduction in intensity of use** - any permission for redevelopment for residential use will only be permitted where the residential yield is extremely limited and the Minister would expect to secure significant reductions in the level of floorspace and/or occupancy to reduce the intensity of the use of the building;
The sustainability of a proposal at a strategic level will be a material consideration and the Minister will require evidence to show how this has been assessed: a net reduction in demand/impact should be secured by any redevelopment scheme. This might include comparison of the input of each use upon public infrastructure and could include, for example, the comparison of the trip-generation of a former hotel against the intensity of use of that proposed.
- **more sensitive and sympathetic consideration of siting and design:** - there is ample evidence of poorly sited and designed buildings and additions to buildings, around the Island's coastline. Redevelopment offers the opportunity to recreate a more sympathetic development in the landscape and the Minister would expect new buildings to reflect the principles of good design, as set out in the Jersey Design Guide⁽²²⁾. Buildings must, in particular demonstrate an understanding of context - they must be mindful of it and respectful of it, particularly where they are sited in a sensitive landscape context;
- **a more sensitive use of materials:** - this may be achieved by reflecting the distinctiveness of the character area in the form, materials and finishes, including colour, of the building.

2.98 Replacement buildings should be no larger, in terms of gross floorspace or building footprint, than the building being replaced⁽²³⁾. The Minister will also have regard to the potential for supporting other purposes of the National

22 Jersey Design Guide (2008)

23 Where gross floorspace and building footprint is measured to the external walls of the building to be replaced but excludes any detached outbuildings.

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Park and the management threats and priorities identified in the Countryside Character Appraisal for that character area, including the enhancement of public access, as part of any redevelopment to another use.

2.99 Proposals to redevelop any modern agricultural buildings in this area, involving their demolition and replacement for another use, will not be supported on the basis that they would have been given permission originally because of their importance to agriculture: if they are no longer required for agricultural purposes they should be removed or re-used for agriculture or employment-related uses, but only where any new use would not detract from the character of the Coastal National Park.

2.100 Similarly, the redevelopment of glasshouses in the Coastal National Park will not be permitted.

Cultural and tourism uses

2.101 One of the purposes of the Coastal National Park is to promote opportunities for the understanding and enjoyment of its special qualities which inevitably creates a tension with the other purpose of the Park, which is to ensure that its special qualities - in the form of its natural beauty, wildlife and cultural heritage - are conserved and enhanced. Managing this tension successfully requires the Minister to ensure that new or extended cultural and tourism development in the Coastal National Park is sensitive and proportionate to the fragility and vulnerability of the landscape within which it might take place.

2.102 The Countryside Character Appraisal is a valuable tool in this respect. It identifies some of the development and management threats to the character of each area within the Coastal National Park, as well as the potential capacity for change. It can, therefore, be used to inform decisions in relation to development proposals and their implications for subsequent use of different parts of the designated area.

2.103 Given the strong presumption against development in the Coastal National Park any exceptions related to the provision of new or extended cultural and tourism attractions is going to be related to those forms of development and use that have a very limited impact upon the landscape character of the area.

2.104 The types of uses and forms of development that might fit into this category of development include proposals which are based upon the use and enjoyment of the environmental and heritage assets of the National Park and are likely to be related to informal recreation, leisure and tourism.

2.105 The provision of interpretative facilities and access infrastructure will be considered favourably where it is designed to minimise visual impact and where there are no unduly adverse effects upon sensitive environmental or heritage assets.

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2.106 Similarly, proposals involving a change of use of land to enable activity-based tourism and leisure pursuits will be considered relative to their impacts upon the sensitivity of environmental and heritage assets, as well as the implications of greater levels of more active use of land within the National Park, where the qualities of remoteness and peacefulness may be particularly significant.

2.107 Leisure and tourism activities can generate a requirement for ancillary services and buildings and it is acknowledged that a number of these types of facilities - such as cafés, bars, kiosks and toilets - already exist in parts of the Coastal National Park.

2.108 Proposals to extend, intensify or redevelop existing leisure and tourism facilities in the Coastal National Park will fall to be considered in the same way as any other employment use.

2.109 Proposals for new leisure and tourism buildings are unlikely to be favourably considered. The only exception to this may be the introduction of small scale buildings or structures, such as beach kiosks. The potential visual implications of these developments and the infrastructure required to support them; together with their impact upon the intensity of the use of the area, will require careful consideration relative to the sensitivity of the area's landscape character. It is unlikely that they will be favourably considered where they are highly visible in the landscape and/or unscreened by landscaping; and where there are no existing formal car parking and/or toilet facilities in close proximity.

Minor development

2.110 Development of any scale can adversely affect the qualities of the Coastal National Park because of the sensitivity and fragility of the landscape which is why there is a general presumption against it. Buildings in the Coastal National Park presently enjoy the same level of permitted development rights as those elsewhere in the Island : the Minister intends to limit the extent of permitted development rights here to enable the impact of minor changes in the Coastal National Park to be better regulated. This will require amendment to the Planning and Building (General Development) Order and the Minister will consult further upon the nature of changes proposed.

Restrict permitted development rights in the Coastal National Park

The Minister for Planning and Environment will further explore the restriction of permitted development rights in the Coastal National Park in order to better protect its fragile and sensitive landscape character. This will include consultation with stakeholders on any proposed changes to the Planning and Building (General Development) Order.

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2.111 It is, however, recognised that to prohibit all forms of development is unreasonable and unrealistic given the variety of buildings and land uses that exist within the park where they are undertaken without harm to the landscape character of the area. Exceptions to permit minor forms of development that are small in scale and incidental to the primary use of land and buildings - such as minor alterations to existing buildings, swimming pools, driveways and other forms of hard landscaping, accesses, means of enclosure, signs, flags and other advertisements, satellite dishes and other antennae - will only, therefore, be permissible in the Coastal National Park where they are well designed and sited and their impact does not harm the character of the area.

2.112 For the avoidance of doubt, there will remain a strong presumption against the development of new ancillary buildings in the Coastal National Park.

Strategic development

2.113 There may emerge, during the remainder of the Plan period, strategic development proposals of Island-wide significance related to the generation of utility-scale renewable energy; the provision of public water supplies and the extraction of minerals in the Coastal National Park. Specifically, this might include utility-scale off-shore wind and/or tidal energy development; the expansion of Val de la Mare reservoir; and the expansion of sand quarrying in St Ouen's Bay.

2.114 Any such development will likely need to be considered within the context of a full and thorough Environmental Impact Assessment to ensure that; the need for development is proven; alternatives to meeting the need have been properly identified and considered; and that the environmental implications for the park are properly identified, avoided and/or mitigated as far as possible.

2.115 In accord with the sequential approach to development set out in the strategic policies of the Plan, consideration of alternative development opportunities in less environmentally sensitive locations will need to have been properly considered as part of any justification for strategic forms of development in the Coastal National Park.

2.116 Any such proposals will need to be considered against the planning policy regime provided by policies NR4-6: Renewable energy; MR3: New or extended mineral workings and NR9: Utilities infrastructure facilities respectively.

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Coastal National Park

The Coastal National Park, as designated on the [Proposals Map](#), will be given the highest level of protection from development and this will be given priority over all other planning considerations. In this area there will be the strongest presumption against all forms of new development.

The Minister for Planning and Environment, however, recognises that there are existing buildings and land uses within the Coastal National Park and that

- to prevent all development here is unreasonable; and
- development may contribute to the purposes of the Coastal National Park.

Accordingly, the following exceptions to the strong presumption against development in the Coastal National Park may be permissible where they do not cause harm to the landscape character of the area:

Residential

1. the extension of a dwelling, but only where;

- a. it remains subservient to the existing building in terms of design and scale; and
- b. its design is appropriate relative to existing buildings and its context; and
- c. it does not disproportionately increase the size of the dwelling in terms of its gross floorspace or building footprint⁽²⁴⁾;
- d. it would not lead to a significant increase in the occupancy of the dwelling
- e. it does not cause harm to the landscape character of the area.

2. the redevelopment of an existing dwelling and/or an existing ancillary residential building and/or structure, involving demolition and replacement, but only where the proposal would;

24 Where gross floorspace and building footprint is measured to the external walls of the original building, including any porches and conservatories, but excluding any non-habitable accommodation and detached outbuildings

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- a. be no larger, in terms of gross floorspace or building footprint, than the building being replaced⁽²⁵⁾; and
- b. not lead to a significant increase in the occupancy of the dwelling; and
- c. give rise to demonstrable environmental gains which make a positive contribution to the repair and restoration of the landscape character of the area by; a reduction in its visual impact; an improvement in the design and/or siting of the building and/or structure that is more sensitive to the site context and setting; or more sensitive use of materials, landscaping, or means of enclosure.

For the avoidance of doubt, there will remain the strongest presumption against:

- 3. the development of a new dwelling (other than as a replacement under 2. above);
- 4. the development of a separate household by; the extension of an existing building; or by the extension of an existing building which, by virtue of its form and layout, is tantamount to and capable of the creation of a separate household; or, the conversion of an ancillary domestic building or part of an existing dwelling.
- 5. the change of use of land to extend a domestic curtilage;
- 6. the development of staff and key agricultural workers' accommodation.

Employment

- 7. the extension and/or intensification of use of existing employment buildings and land, but only where;
 - a. the requirement for a coastal or countryside location in the Coastal National Park can be adequately justified;
 - b. in the case of an extension, it remains subservient to the existing building in terms of its design and scale, and its design is appropriate relative to existing buildings and its context; and
 - c. in the case of an intensification of use, it does not create undue noise, disturbance or a significant increase in travel and trip generation; and

25 Where gross floorspace and building footprint is measured to the external walls of the building to be replaced including any porches and conservatories, but excludes any detached outbuildings.

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d. it does not cause harm to the landscape character of the area.

8. the redevelopment of an employment building(s), involving demolition and replacement for the same use, but only where it would;

a. be no larger, in terms of gross floorspace or building footprint, than the building being replaced⁽²⁶⁾; and

b. in the case of an intensification of use, it does not create undue noise, disturbance or a significant increase in travel and trip generation; and

c. give rise to demonstrable environmental gains which make a positive contribution to the repair and restoration of the landscape character of the area by; a reduction in its visual impact; an improvement in the design and/or siting of the building and/or structure that is more sensitive to the site context and setting; or more sensitive use of materials, landscaping, or means of enclosure.

9. the change of use of employment land and buildings (involving conversion of a building), to other employment uses, but only where:

a. it would accord with Policy E1: Protection of employment land; and

b. the requirement for a coastal or countryside location in the Coastal National Park can be adequately justified; and

c. in the case of an intensification of use, it does not create undue noise, disturbance or a significant increase in travel and trip generation; and

d. it does not cause harm to the landscape character of the area.

10. the change of use of employment land and buildings (involving conversion of a building), to residential or other non-employment uses, but only where:

a. the redundancy of employment use is proven in accord with Policy E1: Protection of employment land, or where the development involves office or tourism accommodation; and

b. it gives rise to demonstrable environmental gains and makes a positive contribution to the repair and restoration of the landscape character of the area by; a reduction in the intensity of occupation and use; and, a visual improvement in the design and appearance of the land and building(s); or

26 Where gross floorspace and building footprint is measured to the external walls of the building to be replaced including any porches and conservatories, but excludes any detached outbuildings.

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c. it secures a viable alternative use for a traditional farm building in accord with Policy ERE4.

11. the redevelopment of an employment building(s), involving demolition and replacement for another use, but only where:

a. the redundancy of employment use is proven in accord with Policy E1: Protection of employment land, or where the development involves office or tourism accommodation; and

b. be no larger, in terms of gross floorspace or building footprint, than the building being replaced⁽²⁷⁾.

c. it would give rise to significant demonstrable environmental gains which make a positive contribution to the repair and restoration of the landscape character of the area by; a significant reduction in its visual impact; a significant reduction in the intensity of use; an improvement in the design and siting of the building that is more sensitive to the site context and setting; or more sensitive use of materials, landscaping, or means of enclosure.

12. New cultural and tourism development, but only where:

a. it supports the purposes of the Coastal National Park; and

b. it is appropriate relative to existing buildings and its landscape context; and

c. it does not cause harm to the landscape character of the area.

For the avoidance of doubt, there will remain the strongest presumption in the Coastal National Park against:

13. the redevelopment of a modern agricultural building(s), involving demolition and replacement with a building(s) for another use;

14. the redevelopment of a glasshouse(s), involving demolition and replacement with a building(s) for another use.

Minor development

15. Development that is small in scale and incidental to the primary use of land and buildings, but only where:

27 Where gross floorspace and building footprint is measured to the external walls of the building to be replaced.

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a. it is well sited and designed, having regard to the relationship with existing buildings, the landscape context, size, material, colour and form; and

b. it does not cause harm to the landscape character of the area.

16. For the avoidance of doubt, there will remain the strongest presumption in the Coastal National Park against the development of ancillary buildings.

Strategic development

17. Where it is demonstrated to satisfy a proven need in the Island's interest, relative to the proper assessment of alternative options of meeting that need, strategic development related to renewable energy production; the provision of new or extended utilities infrastructure; or the extraction of minerals, but only where it is in accord with:

a. Policy NR 4: Exploratory, appraisal or prototype off-shore utility scale renewable energy proposals and Policy NR 5: Off-shore utility scale renewable energy development; or

b. Policy NR9: Utilities infrastructure facilities; or

c. Policy MR3: New or extended mineral workings.

2.117 In defining the extent of the National Park, it is inevitable that the boundary embraces both living and working landscapes, where many of the characteristic qualities that provide its special appeal are as much the result of human activities, particularly farming, as of natural forces. It will be essential to cultivate the economic and social well-being of local communities found within the park by working closely with individuals, community, amenity, business and special interest groups. The Minister for Planning and Environment will develop and adopt a Management Plan for the Coastal National Park, in discussion and engagement with stake-holders, during the Plan period.

Proposal 5

Coastal National Park Management Plan

The Minister for Planning and Environment will develop and adopt a Coastal National Park Management Plan to deliver the objectives of the Coastal National Park, which include:

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1. the conservation and enhancement the natural beauty, wildlife and cultural heritage of the National Park;
2. to promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.

This will be undertaken in co-operation with other public and private agencies, interest groups, landowners and farmers during the Plan period.

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Green Zone

2.118 The concept of the Green Zone is already well established and familiar to Island residents. The vigorous public response, in the Green Paper and Imagine Jersey 2035, to further protect the countryside from development has demonstrated a clear need to review and strengthen the existing countryside policies in order to further protect this important asset. Accordingly, in addition to the introduction of the Coastal National Park, the boundaries of the Green Zone have been extended to include those areas in what was formerly the Countryside Zone, as defined in the 2002 Island Plan.

2.119 The areas of the countryside which are outside the Coastal National Park are now defined as Green Zone and includes those areas of the countryside which have an intact character and comprise an important range of environmental features needing a high level of protection. Those areas of the Island's countryside which are largely distinctive, historic, farmed landscapes and coastal plains are also now included within the Green Zone. This interior agricultural landscape covers the greater part of the plateau and part of the coastal plains. It presents a rich background including an attractive and intricate pattern of small fields, enclosures and lanes, an ecologically rich network of hedgerows, verges and banques, many cultural sites and a wealth of typical Jersey granite vernacular buildings. The ridges and skylines of the plateau are particularly sensitive to the visual impact of development.

2.120 The Green Zone includes a number of distinct character areas and the Minister for Planning and Environment will have regard to the supplementary guidance contained in the Countryside Character Appraisal in determining any development proposals in this area.

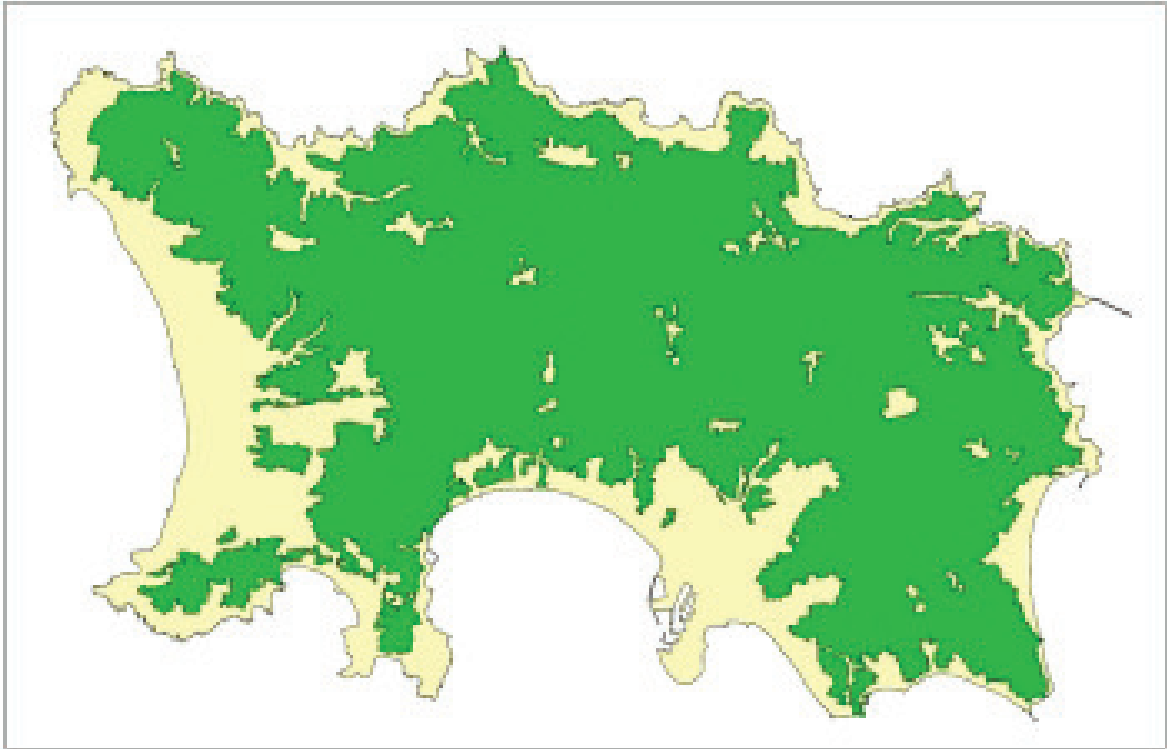
2.121 These areas include:

- **The main escarpments** of St Clement, Grouville, Ouaisné, and St Brelade's Bay
 - C1: Grouville - St Saviour
 - C2: South Coast
- **The wooded valleys** of St Peter's, Waterworks, Bellozanne, Grands Vaux, Vallée des Vaux, Fern and Queen's Valleys, amongst others;
 - D1: Main Interior Valleys
 - D2: Eastern Plateau Valleys
 - D3: St Brelade's Valley
- **The interior agricultural land:** to the north, including

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- E1: North-west Headland (St Ouen)
- E3: North-east (St Martin)
- E4: North Coast

2.122 These areas are designated as Green Zone on the [Proposals Map](#).



Map 2.5 Green Zone Areas

2.123 Whilst not as remote and wild in character as the Coastal National Park there will still be a general presumption against any development in the Green Zone in order to retain the quality and distinctiveness of the Island's countryside here and to ensure that the distinct character of the zone remains intact. The quality and distinctiveness of the landscape character areas of the Green Zone still makes them sensitive to the effects of intrusive development.

2.124 As a landscape largely created by human intervention, however, it would be unreasonable to preclude all forms of development. Policy NE7 does not, therefore, confer an absolute moratorium on development in the Green Zone but there is a strong presumption against development: the key test is the capacity of the site and its context to accommodate development without harm to the landscape character. This is the starting point for the consideration of development proposals. It will only be appropriate and acceptable to permit some forms of development as exceptions to the general presumption against development, as follows, but there may be cases where development will be unacceptable.

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Residential

2.125 It is considered unreasonable to resist all forms of development associated with the improvement of people's living space in the Green Zone. The following forms of development related to residential land use and buildings may be permitted as exceptions to the presumption against development here, but only where it does not cause serious harm to the landscape character of the area:

Extension of a dwelling

2.126 The acceptability of an extension to a dwelling in the Green Zone will be determined by the scale and design of any extension and its potential impact on the landscape character of the immediate area. There may be cases where the extension of a dwelling will be unacceptable.

2.127 Each case should be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area (as defined by the Countryside Character Area), to accept change.

2.128 Generally, the larger an extension the greater its impact will be. In all cases, the design and scale of any extension should remain subservient to the existing dwelling and should not disproportionately increase the size of it in terms of its gross floorspace or building footprint⁽²⁸⁾.

2.129 The purpose and function of an extension to a dwelling will be a material consideration and should not lead to a significant increase in the occupancy of the dwelling. The intensification of domestic use of the land and buildings in the Green Zone will place more pressure upon the countryside, limited infrastructure and services and has the potential for increased trip generation.

Ancillary residential buildings

2.130 Proposals to develop ancillary residential buildings and structures, such as garages and other outbuildings (which are not in the form of extensions to the principal dwelling house) should be considered in the same manner as extensions, where the key test will be the impact upon landscape character. Proposals for the creation of habitable accommodation in detached ancillary buildings will not be supported.

2.131 Each case should be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area (as defined by the Countryside Character Area) to accept

28 Where gross floorspace and building footprint is measured to the external walls of the original building, including any porches and conservatories, but excluding any non-habitable accommodation and detached outbuildings

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change. Given the presumption against development in the countryside, any such development should be modest in scale and proportionate to existing buildings.

Redevelopment of existing dwellings and ancillary residential buildings or structures

2.132 The principle of allowing the redevelopment, involving demolition and replacement, of existing residential buildings in the Green Zone is supported by the Minister for Planning and Environment but only where demonstrable environmental gains can be delivered.

2.133 Comprehensive development proposals of this type can offer the possibility of repairing and restoring the landscape character of the area. This might be achieved by the delivery of environmental gains, including some or all of; a reduction in the visual scale, mass and volume of a building; more sensitive and sympathetic consideration of its siting and design; and/or the use of materials, colours and finishes which are more sensitive to the character area.

2.134 Replacement buildings should be no larger, in terms of gross floorspace or building footprint, than the building being replaced⁽²⁹⁾. They should also not lead to a significant increase in the occupancy of the dwelling. The intensification of domestic use of the land and buildings in the Green Zone will place more pressure upon the countryside, limited infrastructure and services and has the potential for increased trip generation.

Creation of new households

2.135 As with the Coastal National Park, there is a general presumption against the creation of new households in the Green Zone. This would run counter to the strategic objectives of the Plan (in relation to the delivery of a more sustainable pattern of development; reducing the need to travel; and reducing dependence on the private car), as well as challenging the general presumption against development in the Green Zone with potentially serious implications for harm to the landscape character of the countryside.

2.136 In some instances it may, however, be possible to make exception to permit the extension or conversion of part of a dwelling (such as an integral garage) to provide independent accommodation in the Green Zone. This might provide multi-generational accommodation to meet family changing circumstances but will only be permissible where the accommodation is capable of re-integration into the main dwelling and where any extension or conversion would not seriously harm the landscape character of the area.

29 Where gross floorspace and building footprint is measured to the external walls of the building to be replaced including any porches and conservatories, but excludes any detached outbuildings.

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2.137 The Green Zone contains most of the Island's working countryside and the only other exception to the presumptions against the creation of new households here may relate to the provision of staff and key agricultural workers' accommodation, in accordance with Policy H9 of the Plan.

Extension of domestic curtilage

2.138 The incremental loss and erosion of landscape character to domestication can seriously undermine the quality and cohesion of the countryside. The strongest presumption against the extension of domestic curtilage will, therefore, be maintained in the Green Zone.

Employment land use and buildings

2.139 The Green Zone is undoubtedly a product of the interaction between human and natural influences: the economic history of the Island, together with political and social influences, has been instrumental in shaping the landscape that we find today. The Green Zone remains a working environment in many places and a number of land uses and buildings within it perform an employment and economic function.

2.140 Economic growth and diversification are key objectives of the 2011 Island Plan and policies within the Plan (at SP5, E1 and ERE1 respectively) seek to ensure that existing employment land and premises are maintained and protected. There will, therefore, be forms of development related to employment land use and buildings that may be permitted as exceptions to the presumption against development in the Green Zone but only where it does not cause serious harm to the landscape character of the area. There may be cases where such development will be unacceptable in the Green Zone.

Extension and intensification of use

2.141 The sensitivity of the landscape character of the Green Zone will act as the primary consideration for the Minister in the assessment of development proposals to extend or intensify existing employment land uses or buildings in the Green Zone, including tourism and agricultural uses. A case will need to be made, which sets out why a coastal or countryside location is required for development in the Green Zone: the Minister may require the applicant to set out what alternative locations have been considered as part of the assessment of a planning application.

2.142 The acceptability of an extension to an employment building will be determined by the scale and design of any extension and its potential impact on the landscape character of the immediate area.

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2.143 Each case should be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area (as defined by the Countryside Character Area) that it sits within, to accept change.

2.144 Generally, the larger an extension the greater its impact will be. In all cases, it would be expected that the design and scale of any extension should remain subservient to the existing building.

2.145 The implications of any development which will intensify an existing employment use in the Green Zone will need to be considered in terms of the generation of additional travel and traffic, at a strategic level, and noise and disturbance at a local level. Any intensification of use which has visual implications will also require careful consideration relative to its implications upon the landscape character of the area.

Ancillary employment buildings

2.146 Proposals to develop ancillary employment buildings and structures (which are not in the form of extensions to the principal dwelling house) should be considered in the same manner as extensions, where the key test will be the impact upon landscape character.

2.147 Each case should be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area (as defined by the Countryside Character Area) to accept change. Given the presumption against development in the countryside, any such development should be modest in scale and proportionate to existing buildings.

Redevelopment of existing employment buildings for the same employment use

2.148 The principle of allowing the redevelopment, involving demolition and replacement, of existing employment buildings for the same employment use in the Green Zone is supported by the Minister for Planning and Environment where demonstrable environmental gains can be delivered.

2.149 Outworn employment buildings in the countryside can detract from its appearance and their comprehensive redevelopment could positively enhance and restore the landscape character. This might be achieved by the delivery of environmental gains including some or all of; a reduction in the visual scale, mass and volume of a building; more sensitive and sympathetic consideration of its siting and design; and/or the use of materials, colours and finishes which are more sensitive to the character area.

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2.150 Replacement buildings should be no larger, in terms of gross floorspace or building footprint, than the building being replaced⁽³⁰⁾. Consideration will also be given to the design of the building and, in particular, its siting, use of materials, colour and form.

Change of use: conversion to other employment use

2.151 The change of use of employment land and buildings (involving conversion of a building), to other employment uses, will need to satisfy the requirements of Policy E1: Protection of employment land in the first instance. A case will also need to be made, which sets out why a coastal or countryside location is required for the employment use proposed: the Minister may require the applicant to set out what alternative locations have been considered as part of the assessment of a planning application.

2.152 Any change of use which has visual implications, in terms of the appearance of a building or the use of land, will also require careful consideration relative to its implications upon the landscape character of the area.

Change of use: conversion to residential or other non-employment use

2.153 In the Green Zone there is a general presumption against the loss of employment land and buildings to residential and other non-employment use. The provision of new homes in the countryside where the availability of services, amenities and public infrastructure is generally more limited does little to contribute towards the attainment of a more sustainable pattern of development in the Island.

2.154 Where the redundancy of employment use is proven (tested under the requirements of Policy E1) or where the proposal involves the conversion of offices and tourism accommodation, (but excluding modern agricultural buildings and glasshouses), exceptions to the presumption against the conversion and re-use of an existing employment building, where it involves little or no physical change to it, may be looked at more favourably where any such scheme delivers demonstrable environmental benefits related to a reduction in the intensity of use and a visual improvement to the appearance of the building and its setting.

2.155 With specific regard to former hotel sites, the Minister would expect to secure significant reductions in the intensity of use of these buildings where they are proposed for conversion to residential use: the justification for this approach is based on the fact that permission is likely to have been granted for hotel use, and/or an expansion of either an original residential or hotel use, on a site where permission for a large extent of residential development

30 Where gross floorspace and building footprint is measured to the external walls of the building to be replaced, but excludes any detached outbuildings

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would not normally have been countenanced. Any permission for conversion of an employment building to residential use will only likely be permitted where the residential yield is extremely limited.

2.156 The sustainability of a proposal at a strategic level will be a material consideration and the Minister will require evidence to show how this has been assessed. This might include comparison of the input of each use upon public infrastructure and could include, for example, the comparison of the trip-generation of a former hotel against the intensity of use of that proposed.

2.157 Such development would also need to deliver other environmental gains which might include; an enhancement of the appearance of the building; the use of materials, colours and finishes which are more sensitive to the character area; and the use of landscaping to enhance and repair the setting of existing buildings.

2.158 The Minister will also have careful regard of the visual implications of any such change where there is a requirement to make specific provision of external space - in the form of car parking and amenity space in particular.

Redevelopment of existing employment buildings for other employment or non-employment use

2.159 The principle of allowing the redevelopment, involving demolition and replacement for alternative uses, including other employment uses, of existing employment buildings in the Green Zone is supported by the Minister for Planning and Environment only where significant environmental gains can be delivered.

2.160 The change of use of employment land and buildings to other employment or non-employment uses will need to satisfy the requirements of Policy E1: Protection of employment land in the first instance. A case will also need to be made, which sets out why a coastal or countryside location is required for any new employment use proposed: the Minister may require the applicant to set out what alternative locations have been considered as part of the assessment of a planning application.

2.161 The Minister acknowledges that managing an exception to a general presumption against any development in the Green Zone such as this, is challenging, and that it is important to be clear about the benefits that any such development proposal might bring.

2.162 Comprehensive development of this type offers the possibility of repairing and restoring the landscape character of the area. This might be achieved by the delivery of significant environmental gains including some or all of;

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- **a significant reduction in visual mass, scale and volume** - this might be achieved by a reduction in the mass and scale of buildings in the landscape. Opportunities may arise to remove uncharacteristically large buildings - such as hotels or other tourism related buildings - from the landscape, through their redevelopment and replacement with lesser buildings, in terms of their gross floorspace, building footprint or height, that are more sympathetic to the character of the area and which sit better in the landscape.
- **a significant reduction in intensity of use** - any permission for redevelopment for residential use will only be permitted where the residential yield is extremely limited and the Minister would expect to secure significant reductions in the level of floorspace and/or occupancy to reduce the intensity of the use of the building;
The sustainability of a proposal at a strategic level will be a material consideration and the Minister will require evidence to show how this has been assessed: a net reduction in demand/impact should be secured by any redevelopment scheme. This might include comparison of the input of each use upon public infrastructure and could include, for example, the comparison of the trip-generation of a former hotel against the intensity of use of that proposed.
- **more sensitive and sympathetic consideration of siting and design:** - there is ample evidence of poorly sited and designed buildings and additions to buildings, around the Island's coastline. Redevelopment offers the opportunity to recreate a more sympathetic development in the landscape and the Minister would expect new buildings to reflect the principles of good design, as set out in the Jersey Design Guide⁽³¹⁾. Buildings must, in particular demonstrate an understanding of context - they must be mindful of it and respectful of it, particularly where they are sited in a sensitive landscape context;
- **a more sensitive use of materials:** - this may be achieved by reflecting the distinctiveness of the character area in the form, materials and finishes, including colour, of the building.

2.163 Replacement buildings should be no larger, in terms of gross floorspace or building footprint, than the building being replaced⁰. The Minister will also have regard to the management threats and priorities identified in the Countryside Character Appraisal for that character area, including the enhancement of public access, as part of any redevelopment to another use.

2.164 Proposals to redevelop any modern agricultural buildings in this area, involving their demolition and replacement for another use, will not be supported on the basis that they would have been given permission originally

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because of their importance to agriculture: if they are no longer required for agricultural purposes they should be removed or re-used for agriculture or employment-related uses, but only where any new use would not detract from the character of the Green Zone.

2.165 Similarly, the redevelopment of glasshouses in the Green Zone will not be permitted.

Cultural and tourism uses

2.166 New or extended cultural and tourism development in the Green Zone needs to be sensitive and proportionate to the fragility and vulnerability of the landscape within which it might take place. The Countryside Character Appraisal is a valuable tool in this respect. It identifies some of the development and management threats to the character of each area within the Green Zone, as well as the potential capacity for change. It can, therefore, be used to inform decisions in relation to development proposals and their implications for subsequent use of different parts of the designated area.

2.167 Given the presumption against development in the Green Zone any exceptions related to the provision of new or extended cultural and tourism attractions is going to be related to those forms of development and use that have a very limited impact upon the landscape character of the area.

2.168 The types of uses and forms of development that might fit into this category of development include proposals which are likely to be related to informal recreation and access to the countryside. Proposals involving a change of use of land to enable activity-based tourism and leisure pursuits will be considered relative to their impacts upon the sensitivity of environmental and heritage assets.

2.169 Proposals to extend, intensify or redevelop existing leisure and tourism facilities in the Green Zone will fall to be considered in the same way as any other employment use. Proposals for new leisure and tourism buildings are unlikely to be favourably considered.

Minor development

2.170 Development of any scale can adversely affect the qualities of the Green Zone because of the sensitivity and fragility of the landscape which is why there is a general presumption against it. It is, however, recognised that to prohibit all forms of development is unreasonable and unrealistic given the variety of buildings and land uses that exist in the countryside.

2.171 Exceptions to permit minor forms of development that are small in scale and incidental to the primary use of land and buildings - such as minor alterations to existing buildings, swimming pools, driveways and other forms of hard landscaping, accesses, means of enclosure, signs, flags and other advertisements,

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satellite dishes and other antennae - will only, therefore, be permissible in the Green Zone where they are well designed and sited and their impact does not seriously harm the character of the area.

Managed open spaces

2.172 The change of use of land in the Green Zone to forms of use that can have a limited impact upon the character of the countryside, particularly where it abuts the Built-up Area, such as playing fields and other managed open spaces, such as amenity space, cemeteries and allotments, will be considered in terms of their impact upon the landscape character of the area and other policies of the Plan, such as SCO5 and SCO6.

Strategic development

2.173 There may emerge, during the remainder of the Plan period, strategic development proposals of Island-wide significance in the Green Zone. Any such development will likely need to be considered within the context of a full and thorough Environmental Impact Assessment to ensure that; the need for development is proven; alternatives to meeting the need have been properly identified and considered; and that the environmental implications for the park are properly identified, avoided and/or mitigated as far as possible.

2.174 In accord with the sequential approach to development set out in the strategic policies of the Plan, consideration of alternative development opportunities in less environmentally sensitive locations will need to have been properly considered as part of any justification for strategic forms of development in the Green Zone.

2.175 Any such proposals will need to be considered against the planning policy regime provided by policies NR4-6: Renewable energy; MR3: New or extended mineral workings and NR9: Utilities infrastructure facilities respectively.

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Green Zone

The Green Zone, as designated on the Proposals Map, will be given a high level of protection from development and there will be a general presumption against all forms of development.

The Minister for Planning and Environment, however, recognises that there are existing buildings and land uses within the Green Zone and that to prevent all development here is unreasonable.

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Accordingly, the following exceptions to the general presumption against development in the Green Zone may be permissible where they do not cause serious harm to the landscape character of the area:

Residential

1. the extension of a dwelling, but only where;

- a. it remains subservient to the existing building in terms of design and scale; and
- b. its design is appropriate relative to existing buildings and its context; and
- c. it does not disproportionately increase the size of the dwelling in terms of its gross floorspace or building footprint⁽³²⁾;
- d. it would not lead to a significant increase in the occupancy of the dwelling
- e. in the case of an extension or the conversion of part of an existing dwelling that would lead to the creation of a separate household:
 - i. the new accommodation is capable of re-integration into the principal dwelling; and
 - ii. it is designed to lifetime home standards
- f. it does not cause serious harm to the landscape character of the area.

2. the development of an ancillary residential building and/or structure, but only where;

- a. it is of a modest scale and is not disproportionate to other buildings on the site;
- b. it is well sited and designed, having regard to the relationship with existing buildings, the landscape context, size, material, colour and form; and
- c. it does not cause serious harm to the landscape character of the area.

32 Where gross floorspace and building footprint is measured to the external walls of the original building, including any porches and conservatories, but excluding any non-habitable accommodation and detached outbuildings

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3. the redevelopment of an existing dwelling and/or an existing ancillary residential building and/or structure, involving demolition and replacement, but only where the proposal would;

a. be no larger, in terms of gross floorspace or building footprint, than the building being replaced⁽³³⁾; and

b. not lead to a significant increase in the occupancy of the dwelling; and

c. give rise to demonstrable environmental gains which make a positive contribution to the repair and restoration of the landscape character of the area by; a reduction in its visual impact; an improvement in the design and/or siting of the building and/or structure that is more sensitive to the site context and setting; or more sensitive use of materials, landscaping, or means of enclosure.

4. the development of staff and key agricultural worker accommodation, but only where the proposal would;

a. accord with Policy H9: staff and key agricultural worker accommodation; and

b. not cause serious harm to the landscape character of the area.

For the avoidance of doubt, there will remain the strongest presumption against:

5. the development of a new dwelling (other than as a replacement under 3. or in respect of staff and key agricultural worker accommodation under 4 above);

6. the development of a separate household by the development of a new or the conversion of an existing ancillary domestic building;

7. the change of use of land to extend a domestic curtilage.

Employment

8. the extension and/or intensification of use of existing employment buildings and land, but only where;

a. the requirement for a coastal or countryside location in the Green Zone can be adequately justified;

33 Where gross floorspace and building footprint is measured to the external walls of the building to be replaced including any porches and conservatories, but excludes any detached outbuildings.

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b. in the case of an extension, it remains subservient to the existing building in terms of its design and scale, and its design is appropriate relative to existing buildings and its context; and

c. it does not cause serious harm to the landscape character of the area.

9. the development of an ancillary employment building and/or structure, but only where;

a. it is of a modest scale and is not disproportionate to other buildings on the site;

b. it is well sited and designed, having regard to the relationship with existing buildings, the landscape context, size, material, colour and form; and

c. it does not cause serious harm to the landscape character of the area.

10. the redevelopment of an employment building(s), involving demolition and replacement for the same use, but only where it would;

a. be no larger, in terms of gross floorspace or building footprint, than the building being replaced⁽³⁴⁾; and

b. give rise to demonstrable environmental gains which make a positive contribution to the repair and restoration of the landscape character of the area by; a reduction in its visual impact; an improvement in the design and/or siting of the building and/or structure that is more sensitive to the site context and setting; or more sensitive use of materials, landscaping, or means of enclosure.

11. the change of use of employment land and buildings (involving conversion of a building), to other employment uses, but only where:

a. it would accord with Policy E1: Protection of employment land; and

b. the requirement for a coastal or countryside location in the Green Zone can be adequately justified; and

c. it does not cause serious harm to the landscape character of the area.

34 Where gross floorspace and building footprint is measured to the external walls of the building to be replaced including any porches, but excludes any detached outbuildings.

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12. the change of use of employment land and buildings (involving conversion of a building), to residential or other non-employment uses, but only where:

- a. the redundancy of employment use is proven in accord with Policy E1: Protection of employment land, or where the development involves office or tourism accommodation; and
- b. it gives rise to demonstrable environmental gains and makes a positive contribution to the repair and restoration of the landscape character of the area by; a reduction in the intensity of occupation and use; and, a visual improvement in the design and appearance of the land and building(s); or
- c. it secures a viable alternative use for a traditional farm building in accord with Policy ERE4.

13. the redevelopment of an employment building(s), involving demolition and replacement for another use, but only where:

- a. the redundancy of employment use is proven in accord with Policy E1: Protection of employment land, or where the development involves office or tourism accommodation; and
- b. it would be no larger, in terms of gross floorspace or building footprint, than the building being replaced⁽³⁵⁾.
- c. it would give rise to significant demonstrable environmental gains which make a positive contribution to the repair and restoration of the landscape character of the area by; a significant reduction in its visual impact; a significant reduction in the intensity of use; an improvement in the design and siting of the building that is more sensitive to the site context and setting; or more sensitive use of materials, landscaping, or means of enclosure.

14. new cultural and tourism development, but only where:

- a. it is appropriate in scale relative to existing buildings and its landscape context; and
- b. it does not cause serious harm to the landscape character of the area.

For the avoidance of doubt, there will remain the strongest presumption in the Green Zone against:

35 Where gross floorspace and building footprint is measured to the external walls of the building to be replaced.

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15. the redevelopment of a modern agricultural building(s), involving demolition and replacement with a building(s) for another use;

16. the redevelopment of a glasshouse(s), involving demolition and replacement with a building(s) for another use.

Minor development

17. Development that is small in scale and incidental to the primary use of land and buildings, but only where:

- a. it is well sited and designed, having regard to the relationship with existing buildings, the landscape context, size, material, colour and form; and
- b. it does not cause serious harm to the landscape character of the area.

Managed open space

18. Development of managed open space, such as allotments, playing fields, other amenity green spaces and cemeteries where it does not cause serious harm to the landscape character of the area.

Strategic development

19. Where it is demonstrated to satisfy a proven need in the Island's interest, relative to the proper assessment of alternative options of meeting that need, strategic development related to renewable energy production; the provision of new or extended utilities infrastructure; or the extraction of minerals, but only where it is in accord with:

- a. Policy NR 4: Exploratory, appraisal or prototype off-shore utility scale renewable energy proposals and Policy NR 5: Off-shore utility scale renewable energy development; or
- b. Policy NR9: Utilities infrastructure facilities; or
- c. Policy MR3: New or extended mineral workings.

Housing

Housing

6 Housing

H: Introduction

6.1 The home is central to life, providing the fundamental human need of shelter, in addition to meeting human desires for comfort, security, privacy, independence and personal identity. It is a fundamental role of the planning system and the Island Plan to provide an adequate supply of land to meet the housing requirements of the community over the Plan period.

6.2 Housing, and in particular the location of new housing development, is perhaps the most highly contentious subject area to be tackled in any new Island Plan. Residential development also represents a valuable tool and a significant opportunity to regenerate the physical and social fabric of Island communities and can play a positive role in improving the urban environment.

Policy context

6.3 The States [Strategic Plan 2012](#) establishes a clear objective that all Island residents be adequately housed and identifies a number of actions to meet this objective;

- put in place schemes to generate affordable housing for social rental and purchase.
- bring forward schemes to support first time buyers.
- continue work on existing homes to meet the 'Decent Homes Standard'.
- establish a Strategic Housing Unit to co-ordinate a long term housing strategy.
- address the funding of the maintenance and reinvestment of the States owned social housing stock.
- complete the Housing Transformation Programme to allow more flexibility in tackling housing issues.

6.4 In accord with strategic land-use planning policies Policy SP 1 'Spatial strategy'; Policy SP 2 'Efficient use of resources'; Policy SP 3 'Sequential approach to development'; Policy SP 4 'Protecting the natural and historic environment' and Policy SP 6 'Reducing dependence on the car', the Plan also needs to ensure that homes are provided in the right location to help achieve a more sustainable form and pattern of development in Jersey. It is also envisaged that the provision of new homes during the Plan period will provide the mechanism to lead urban regeneration, particularly in St Helier. For this to be achieved, new housing must be of high quality and must be complemented by investment in the public realm and local infrastructure - either through planning gain or public intervention - to revive and create an attractive and desirable urban living environment.

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6.5 The provision of housing in Jersey is linked to residential qualifications. Those without residential qualifications have restricted options, being primarily, to live in unqualified property, such as a lodging house or staff accommodation, or to live in qualified property with a qualified person as their lodger or partner. Residential qualifications can be gained currently following ten years continuous residence or on grounds of hardship, wealth, or essential employment ⁽¹⁾. In accord with the Strategic Plan objective of providing adequate housing for all Island residents, the Plan seeks to address qualified and unqualified housing requirements.

H: Objectives and indicators

Objective H 1

Housing objectives

1. To ensure the provision of land and development opportunities to meet the Island's housing needs over the Plan period;
2. To lead the regeneration of the Island's urban areas, particularly St Helier, through new residential development;
3. To sustain the viability of rural parish communities, where there is a justifiable need to do so, through the provision of land and development opportunities for new residential development.

Indicators H 1

Housing indicators

1. Number of homes built relative to estimated demand by category, tenure, type, size and affordability;
2. Number of homes built in St Helier and the remainder of the Built-up Area relative to estimated yields;
3. Amount of new residential development in rural parish communities considered necessary to support viability and vitality;
4. Population/migration levels and household structure changes.

1 see [Housing Law](#)

Housing

H: Policies and proposals

Planning for homes

6.6 Planning for homes in Jersey requires an understanding of the requirements for homes and how homes will be supplied up to 2020. The Island Plan needs to address the anticipated overall demand for new homes during the Plan period, as well as ensuring that needs and demands for different categories of housing, housing tenures, and housing types are met. This is not straightforward and is based on a series of estimations and assumptions. Providing adequate homes to meet all aspirations is a significant challenge but is one we must strive to continually meet if our population is to be adequately housed in the medium to long-term.

6.7 Over the remaining period of the Plan, it is anticipated that the majority of new homes will continue to be provided by the private sector. This will be through conversions, redevelopment and infill development within the Built-up Area and the provision of new homes on brownfield land, in accord with Policy SP 1 'Spatial strategy'. Housing trusts and the parishes may also provide some housing over the Plan period and States-owned land will have an enhanced role in meeting the need for affordable homes.

6.8 The following sections set out the categories of housing on which the supply estimates and policies are based; summarises the housing requirements over the remainder of the Plan period and the manner in which they have been derived; and then addresses the anticipated supply of homes from existing sources. The Plan considers housing requirements, both in terms of need and demand, and sets out how these requirements will be met, having regard to the existing supply of homes.

Categories of housing

6.9 Housing in Jersey is an expensive commodity. The Strategic Plan seeks to ensure that homes in the Island are made more affordable and that affordable housing should be targeted at only those who need the support, whilst also seeking to ensure that the demand for other types of housing is met. The Island Plan distinguishes between the different types of 'affordable' and 'market' housing which are termed 'Category A' and 'Category B' housing respectively.

6.10 The categories of homes used in the estimates of supply and matched to requirements in the Island Plan are:

Category A - Affordable housing

6.11 Jersey has a number of particular challenges around the delivery of affordable housing: in a small island, land will generally have a higher value placed upon it; construction costs can be comparatively high; and on-average higher

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income levels have led to an expensive housing market. As a result many households cannot afford the cost of housing in Jersey and need some assistance to meet their housing needs.

6.12 The Minister for Planning and Environment has sought to specifically zone land for the provision of affordable homes to help meet this need. To ensure that the homes provided on them are truly affordable, the Minister for Planning and Environment wishes to encourage innovation in construction methods and to explore alternative methods of ownership and housing delivery.

6.13 Category A affordable housing is defined as follows;

Affordable (Category A) housing includes homes for social rent and purchase, provided to specified eligible households whose needs are not met by the commercial housing market.

Affordable housing should meet the needs of persons on median incomes or below, who would otherwise have financial difficulties renting or purchasing residential accommodation in the general residential market, determined with regard to income levels and house prices prevailing in Jersey; and

Affordable housing may be owned and managed by a housing trust or association which provides homes to eligible families or individuals by means of sale or lease or by any other means on conditions that will ensure that the home will remain available for eligible families in the future. In order to ensure that the benefit of and access to affordable housing provided under this policy is not lost to future eligible households, conditions or restrictions may be imposed to ensure that the benefit may be recycled or retained in order to ensure the provision of affordable housing meets the needs of this and future generations.

The eligibility of households to access affordable housing shall be determined by their assessment through the Affordable Housing Gateway.

The Minister is committed to good quality design in housing and, in particular, will require that affordable homes be built to meet or exceed the standards for homes set out in supplementary planning guidance. To ensure that homes are truly affordable the Minister will encourage innovation in construction methods and alternative methods of home ownership and housing delivery.

The clear relationship between affordable housing and the Affordable Housing Gateway means that housing that is developed for sale on the open market (Category B) is excluded from the definition of affordable housing whatever price it is sold at.

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Category B - Market housing

6.14 Market housing includes all other forms of private sector housing where its price is set in the open market (this includes owner-occupation, private rental and private lodgings); together with staff accommodation and registered lodging houses and accommodation for people with special requirements (sheltered housing)

Demand for homes

Housing requirements

6.15 Requirements over the remainder of the Plan period will arise from:

- existing households moving home within Jersey;
- new households forming who are currently sharing homes with other households,
- new households forming through demographic changes; and
- the net effect of people moving into or leaving Jersey.

6.16 Within each of these categories there will be those who cannot gain access to homes in the open market and thus need 'affordable' homes. There will also be special requirements for housing, such as for those with disabilities and sheltered housing for elderly people.

6.17 Planning to meet the number and type of homes required by anticipated changes in the Island's population and by the latent demand for homes within the population has, of necessity, to involve assumptions and estimations about change in a range of factors over the Plan period. The two key factors which have most influence over the requirements for homes over the Plan period are:

- the size and make-up of the Island's population,
- people's housing aspirations (and their ability to realise them).

Population

6.18 The size of the Island's population will crudely influence the number of homes that will need to be provided during the Plan period. Against a demographic background of falling birth rates and falling death rates - an ageing population - the challenge for Jersey is to maintain a working age population that allows the economy to function and for services to be sustained, without threatening the Island's environment, infrastructure and quality of life.

6.19 The [States Strategic Plan 2009-2014](#) established a maximum inward migration at a rolling five year average of no more than 150 heads of household per annum (which equates to an overall increase of approximately 325 people each year), to be reviewed every three years. ⁽²⁾

2 [States Strategic Plan 2009-2014](#), Priority 5: limit population growth (pp16)

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6.20 The 2011 Census showed population levels up from 87,186, in 2001, to 97,857 in 2011. The [2012 Strategic Plan](#) acknowledged that '*many Islanders are concerned that immigration places undue pressure on our environment*' and outlined in response that permissions for non locally qualified migrants would be limited to support local employment, but that permissions for essential employees would continue where high economic and social value could be demonstrated. The Council of Ministers recognises that further analysis of this issue is required and proposes to review immigration and population objectives for Jersey as part of the development of a Long Term Plan to be brought forward in the Spring 2014 follow a period of public engagement. Until such time as this process is complete, the Island Plan will continue to be based on the framework (total of +150 household per annum/325 people per annum) set by the 2009-14 Strategic Plan. By way of comparison, in 2012, net immigration of persons with access to qualified housing (permanent J category Households) was +400, which equates to +155 such households.

6.21 On the basis of this maximum target for the Island's population, and using Jersey-relevant data for fertility and mortality, the States of Jersey Statistics Unit has developed a [Jersey Population Model](#) which has been used to generate annual estimates of the Island's resident population at every year end for the period 2005-2065, which has informed the assumptions in the Island Plan.

6.22 For the purposes of estimating demand for homes, the key statistic is not the number of individuals that make up the Island's population, but the number of households - defined as the number of people living together to form a household unit. The average size of a household has been falling in Jersey, as elsewhere, over time, which means that even a stable or declining population can experience household growth generating a demand for more housing units. The factors which, it is believed, have contributed to this phenomenon include a decline in the rate of marriage and an increase in levels of divorce, separation and co-habitation, improved living standards and higher housing aspirations, (which have manifested in an increase in people who can afford to set up their own home rather than remain with family or share with friends), and an increase in life expectancy. It is expected that people will continue to live longer and that more people will live on their own.

6.23 On the basis of these factors of population change, and allowing for a modest decline in the rate of falling household size, estimates of the increasing number of households can be made and related to population projections. Assumptions have been based on the premise that each additional household represents an increase in demand for one home.

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6.24 A combination of population modelling, using the 2011 Census figures and average household size modelling, has been used to estimate housing requirements for Jersey for the remainder of the Plan period ⁽³⁾. This base data generates estimations of housing requirements of 1,000 homes between 2013 - 2015 and 1,450 homes for the period 2016 - 2020. This gives a total requirement, generated by population change of 2,450 homes during reminder of the Plan period to 2020.

6.25 Table 6.1 shows the sources of this increase in the number of households, broken down into two remaining periods of the Plan.

	Period 1 2013-2015	Period 2 2016-2020	Total change over 10 years
Reduced household size ⁽⁴⁾	600	600	1,200
Net inward migration	450	900	1,350
Households to communals	-50	-50	-100
Total	1,000	1,450	2,450

Table 6.1 Housing requirements estimated from population modelling (Source: States Statistics Unit)

Housing aspirations

6.26 In addition to the 'bare' statistical analysis and assumptions about population change and changes in household size, there is a need to consider other factors, such as people's housing aspirations and their ability to realise them, when considering housing requirements.

6.27 The [2012 Housing Needs Survey](#) ⁽⁵⁾ is the latest in a series of surveys aimed at establishing potential housing requirements based upon people's expressed aspirations. ⁽⁶⁾

3 Future Requirement for Homes 2005-2035 (November 2007), Future Requirement for Homes 2005-2035: addendum 2 (March 2009) and [Interim Review Residential Land Availability](#) (February 2010);

4 The component of the increase shown as "reduced household size" in Table 6.1 primarily arises from the disaggregation of existing households, i.e. it constitutes a concealed or "latent" component of future demand.

5 Jersey's Housing Assessment 2013-2015 (Nov 2012) Statistics Unit

6 This data will be updated through an update of the Housing Needs Survey to be undertaken in 2014 and information derived from the Housing Gateway, managed by the Housing Department.

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Affordability

6.28 Since the approval of the 2011 Island Plan a further round of housing needs assessment has been undertaken: the results of the [2012 Housing Needs Survey](#) showed that there was a potential net shortfall of more than 400 dwelling units of social rented housing for the upcoming three-year period 2013-2015. This net shortfall was driven by a need for 2-bedroom dwelling units.

6.29 The magnitude of this potential shortfall was in close agreement with that implied by the latest (early 2013) Housing Department waiting list for social housing derived from the department's Affordable Housing Gateway.

6.30 Previous rounds of the Housing Needs Survey (2000-2008) had recorded potential net surpluses of social housing, suggesting that the demand for social rented housing has increased in recent years. This latest demand includes that from key workers, defined as 'licensed' employees working in the public sector and in private sector education and health services.

6.31 The 2012 Housing Needs Survey also indicated a potential net shortfall of approximately 100 owner-occupier 1-bedroom dwelling units after application of affordability criteria based on household income and property prices.

6.32 Combining the shortfalls in social housing and owner-occupier accommodation generates an estimated net shortfall of some 500 units of affordable 1- and 2-bedroom accommodation across these tenure categories for the period 2013-2015.

6.33 Whilst there is no definitive estimation of demand beyond 2015, it is considered reasonable to assume a similar level of demand of at least 500 affordable homes for the second half of the Plan period at this time, as originally identified in the 2011 Island Plan. The States Statistics Office has further suggested that the change in housing qualification period will potentially increase demand for affordable homes between 2016-2020 yet further, placing more pressure on the demand for affordable housing. More definitive data will be provided by further rounds of the Housing Needs Survey from 2014 onwards.

Impact of economic climate

6.34 The overall demand for dwelling units, driven by reduced average household size and net inward migration, is expected to be largely unaffected by the prevailing economic climate. This premise is supported by the results of the four rounds of the Housing Needs Survey which have been undertaken (in 2000, 2005, 2007 and 2012) at substantially different points in the Island's economic cycle with little observable impact on overall demand. The tenure of demand is, however, more susceptible to the economic climate.

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6.35 The Jersey economy continues to be affected by global economic downturn. As a consequence, higher unemployment, a reduction in finance employment, reduced job security, weak earnings growth, reduced availability of credit and lower inward migration have an effect on the demand for different types of homes: as stated above, the demand for social rented homes has increased in recent years.

Total demand

6.36 On the basis of population modelling and housing aspiration, moderated by considerations of realistic affordability, it is estimated that 3,450 homes are required over the remaining Plan period 2013 to 2020 (an average requirement of 430 dwellings per year), of which 1,000 should be affordable housing (an average requirement of 125 dwellings per year).

Demand Element	Dwellings Required		Total (2013-2020)
	2013-2015	2016-2020	
Estimated additional dwelling requirements (from population modelling based upon net immigration of +150 heads of household per year)	1,000	1,450	2,450
Affordable Housing Requirement (based upon 2012 Housing Needs Survey)	500	500	1,000
Total	1,500	1,950	3,450

Table 6.2 Total demand for housing over the period 2013-2020

Future updates

6.37 The planned 2014 Housing Needs Survey will enable further refinement and updating of the estimate of overall demand and its distribution by dwelling size and tenure. The development of the States of Jersey Affordable Housing Gateway will monitor and assess applicants for social and affordable housing requirements and will also be crucial to understanding the latest housing needs. All these information sources will be used in the monitoring and potential updating of the key housing policies so that this Plan remains flexible and responsive to demand and supply changes over remainder of the Plan period.

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Supply of homes

6.38 In terms of the supply of homes, the current housing stock comprises approximately 45,000 dwellings ⁽⁷⁾, the majority of which are owner occupied. The States is a major provider and manager of housing, owning some 4,500 dwellings for social rental ⁽⁸⁾.

6.39 Over the last decade, an average of around 500 dwellings have been added to the housing stock each year, varying from 865 in 2002 to only 200 in 2010 ⁽⁹⁾

6.40 The 2011 Island Plan set out a requirement of 4,000 homes during the 10 year Plan period, of which 1,000 were required to be for Category A homes.

6.41 The 2011 Plan envisaged that during the first five years of the Plan (2011-2015) it would deliver 400 Cat A homes and just over 2,000 Category B homes.

6.42 The performance of the Plan in meeting these targets, over the short time since its approval, has been monitored in the Residential Land Availability Report at January 2012 together with preliminary work undertaken to prepare the same report at start of 2013. This reveals:

- **148 Cat A homes (net) were completed during 2011-12**
 - In addition, 256 units had planning and/or building permission and 146 were recorded as being under construction at the start of 2013.
- **800 Category B homes (net) were completed in 2011-12**
 - In addition, 1,915 units had planning and/or building permission and 484 were recorded as being under construction at the start of 2013.

Anticipated supply of homes 2013-20

6.43 Over the remaining period of the Island Plan, it is anticipated that homes will be provided from a range of sources including the States, parishes and housing trusts as well as the private sector. The principal source of supply is envisaged as being through private sector 'windfall' residential development which will include

7 estimate prepared by Statistics Unit on basis of 2011 Census @ 44,698 dwellings. Private dwellings, as measured by the census, are not necessarily separate physical dwellings; in the census separate dwellings were identified where the occupants shared a living space and a cooking area and may not necessarily correspond to a dwelling with a separate entrance. For example, a lodger in a private household was counted as living in a separate dwelling if there was a separate living space and cooking facilities for their own use.

8 States of Jersey Housing Department stock as at January 2013

9 2012 land Availability Report
(<https://www.gov.je/Government/Pages/StatesReports.aspx?ReportID=826>)

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conversions, redevelopment and infill development within the Built-up Area boundary throughout the Island in accord with Policy SP 1 'Spatial strategy' and other developments outside of the Built-up Area where policy allows.

6.44 In addition to this, the Plan sets out a policy framework that seeks to enable the supply of homes - in particular Category A affordable housing - over the Plan period.

1. Policy H1: Category A affordable housing sites

6.45 It is envisaged that over 500 Category A affordable homes will be delivered over the Plan period on both land owned by the States that it proposes to be redeveloped to provide homes, and also on private land that is specifically zoned for this purpose.

States owned sites

6.46 This Plan recognises that States owned land that is deemed to be surplus to requirements can make an enhanced contribution to meeting identified requirements for affordable housing, particularly in the short-term. The control which the States of Jersey has over these sites is an advantage in that they can be brought forward for development in response to an immediate need.

6.47 Two States-owned sites are identified for redevelopment to provide affordable homes in whole or in part. Their redevelopment could also serve as a potential catalyst for the residential regeneration of St Helier (as set out at Objectives BE1 and BE2) and contribute to economic recovery;

- Former Jersey College for Girls, Rouge Bouillon, St. Helier
- Summerland and Ambulance Station, Rouge Bouillon, St. Helier

6.48 The following States-owned sites may also become available during the Plan period and their redevelopment for affordable homes (in whole or in part) could contribute additional supply. Potential yield from these sites has not been included in estimations of supply at this stage as their status is not definitive.

- La Motte Street Youth Centre, St. Helier;
- Norman's former timber yard, St. Helier

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Private rezoned land

6.49 The rezoning of private land to deliver affordable homes was explicitly excluded from the original 2011 Island Plan with reliance placed instead on a delivery mechanism which sought the delivery of affordable homes as a proportion of private residential development (Policy H3). For a variety of reasons (as set out in the Affordable Housing section) this policy mechanism is now set aside and there is a need for those affordable homes, which would have been delivered by Policy H3, to be sourced differently. It is on this basis that it is proposed to zone a number of sites in private ownership to deliver affordable homes.

6.50 The sites defined for this purpose have been previously considered as part of the 2011 Island Plan Review and featured in either the draft Island Plan (Sept 2009) and/or at the draft Island Plan Examination in Public, where they were all reviewed by independent planning inspectors.

6.51 There are four sites proposed for the delivery of Category A affordable housing, and it is envisaged that these will deliver over 290 homes on a total of approximately 18 acres (42 vergées) of land;

- De La Mare Nurseries, La Rue a Don, Grouville (3 acres/7 vergées)
- Samares Nursery, La Grande Route de St Clement, St Clement, (10 acres/22 vergées);
- Le Quesne Nurseries, La Rue de Jambart ,St. Clement (4 acres/9 vergées)
- Longueville Nurseries, New York Lane, St Saviour (1 acre/2 vergées);

6.52 Draft site assessments are set out at appendix B.

2. Re-develop existing States-owned housing land

6.53 In the 2011 Island Plan it was envisaged that the regeneration of outworn States of Jersey Housing Department estates might result in a net loss of homes (c.-300). It is now estimated that during the Plan period there is likely to be an increase in the total number of housing units delivered by the planned re-development and upgrading of these housing estates. This could result in the development of a net increase of 400 homes over the Plan period. No planning policy intervention is required to rezone these sites as they are already in use for the provision of affordable homes.

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6.54 In accord with the principles of making best use of scarce resources, however, the potential to increase the stock of affordable homes by redeveloping them at optimum densities will be required in accord with Policy GD 3 'Density of development'.

6.55 The sites identified as likely to come forward by 2015 include:

- Le Squez, St Clement - Phase 2c, 3 & 4 - (56 units)
- 2-4 Journeaux Street, St. Helier - (9 units)
- Le Coin, St Helier - (23 units)
- Belle Vue, St Brelade - Phase 1 (35 Units)

6.56 The sites identified as likely to come forward by 2020 are:

- Belle Vue, St Brelade - Phase 2 (47 units)
- Ann Court, St Helier - (circa. 140 units)
- La Collette Low Rise, St Helier - Phase 1 & 2 - (circa. 100 units)

3. Policy H2: Other Category A sites

6.57 Only one site from the 11 Category A housing sites designated under Policy H2 of the 2002 Island Plan, does not presently have planning permission. This site is expected to be developed for Category A homes before 2015 (see [other category a housing sites](#)).

- Field 873, Bel Royal St Lawrence (12 units)

6.58 In July 2008 the States approved an amendment to the 2002 Island Plan⁽¹⁰⁾ to enable the provision of land for housing on eight new sites, involving an area of land of approximately 58.5 vergées. Three of these sites rezoned for housing in 2008 are under construction and they will deliver 155 category A homes before 2015 and contribute to the supply of Category A affordable homes during the remainder of the Plan period;

10 [P75/2008](#) Island Plan (2002) Amendment: provision of land for lifelong dwellings (for people over 55) and first-time buyers, 16 July 2008

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6.59 The remaining site has planning permission but development has yet to commence.

- **Field 274, La Lourderie, St Clement (16 units)**

4. **Policy H5 - Rural centre housing**

6.60 The spatial strategy in this Plan identifies the potential need to protect and support the viability and vitality of Jersey's parishes. To this end, the Plan acknowledges that there may be a justifiable need for some limited, small-scale residential development on greenfield land in or well-related to existing rural centres.

6.61 Three sites have been identified for rezoning under Policy H5: Housing in Rural Centres to support this objective and it is estimated that the development of these sites, over the remainder of the Plan period, could provide a total of up to 70 units;

- **Field 785, La Rue des Cosnets, St. Ouen**
- **Field 622, La Rue de la Croute, St. Ouen**
- **Field 402, La Grande Route de St Martin, St. Martin**

6.62 Further sites may also come forward over the life time of the Plan, which are not estimated in this source of supply, and Policy H5 provides the mechanism to achieve such development. Any proposal for the rezoning of land outside the existing defined Built-up Area boundary, contained within a Village Plan, would require the approval of the States as a draft revision of the Island Plan⁽¹¹⁾

5. **Windfall developments in town of St Helier**

6.63 St. Helier has traditionally been the principal source of supply for new homes accounting for around half of all developments between 2002-2010.

11 Article 4 of the law states that the designation of land for particular development or use should be set out in the Island Plan and Article 3 of the law sets out exacting procedures for public engagement for an Island Plan or a revision of it.

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6.64 A study of the capacity of the town⁽¹²⁾ demonstrates that it has the maximum potential capacity to deliver between 2,000-3,600 additional housing units. The potential maximum yield of 3,600 homes has been discounted to what are believed to be realistic levels of yield providing a total capacity and potential supply of 1,500 homes⁽¹³⁾

6.65 Since the approval of the 2011 Island Plan, approximately 400 units have been delivered (2011-12) from windfall developments in the town of St. Helier, however the remaining supply is still based upon the average of 150 units per year, leaving an expected supply of 1200 units up to the end of the Plan period.

6. Windfall developments outside of town

6.66 It is estimated that approximately 1,500 'category B' dwellings will come forward on other 'windfall sites' outside of the town, which cannot be individually predicted at this stage. This windfall source includes dwellings on sites within the Built-up Areas, in addition to conversions and small developments in the countryside. The projections are based on past trends, discounted to account for a decline in the availability of infill plots within settlement boundaries. Between 2002 and 2012 such developments accounted for an average of 250 homes/annum. A reduced figure of 150 per annum is used to estimate future windfalls because it is considered the opportunities for re-development within the Built up Area will diminish over time.

6.67 Since the approval of the 2011 Island Plan, approximately 400 units have been delivered (2011-12) from windfall developments outside of town, however the remaining supply is still based upon the average of 150 units per year, leaving an expected supply of 1200 units up to the end of the Plan period.

6.68 It is considered that provision for non-qualified dwellings (lodgings, staff accommodation or registered lodging homes) will be provided by development or redevelopment, predominantly within the Built-up Area (in accord with [housing development within the built up area](#); [registered lodging accommodation](#); and [staff and key agricultural worker accommodation](#)).

6.69 On the basis of the above, the provision made in the Island Plan for the supply of new homes is set out in the following table.

12 Town Capacity Study (October 2007) Planning and Building Services, Planning and Environment Department

13 A development yield of 40% of sites has been assumed at an appropriate density relative to each site, providing a total capacity and potential supply of 1,500 'category B' homes.

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Supply		Delivery Period				Total
		2013-2015		2016-2020		
		Category A	Category B	Category A	Category B	
Policy H1 - Category A Housing sites	States owned	40	150	150	0	340
	Re-zoned	0	0	290	0	290
Re-develop existing States owned housing sites		125	0	275	0	400
Policy H2 - Other Category A housing sites		170	0	0	0	170
Policy H5 Rural Centres (Housing in Rural Centres)		20	0	50	0	70
Windfall developments from town of St Helier		0	450	0	750	1200
Windfall developments outside of town of St Helier		0	450	0	750	1200
Total		355	1,050	765	1,500	3,670

Table 6.3 Supply of homes 2013-20

Provision of homes

6.70 The aim of the Island Plan is to make provision for sufficient land and opportunities to meet, as far as possible, the anticipated requirements for homes over the Plan period.

6.71 On the basis of an assessment of estimated demand against anticipated and planned supply, it is considered possible to balance identified requirements for new homes over the Plan period with sufficient supply from existing sources (e.g. existing planning permissions, opportunities for development at the Waterfront and windfall developments in the Built-up Area) and from planned sources of supply, including new Category A affordable housing sites, within the Island Plan's overarching strategic policy framework and specifically its Spatial Strategy, which seeks to focus development largely on already-developed land.

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6.72 The net housing supply over the Plan period is summarised in table Net Housing Supply 2013-20.

Housing Category	Period						Total 2013-2020		
	2013-15			2016-2020					
	Total Demand	Total Supply	Net	Total Demand	Total Supply	Net	Total Demand	Total Supply	Net
Category A	500	355	-145	500	765	+265	1,000	1,120	+120
Category B	1,000	1,050	+50	1450	1500	+50	2,450	2,550	+100
Totals	1,500	1,405	-95	+1,950	+2,265	+315	3,450	3,670	+220

Table 6.4 Net Housing Supply 2013-20

6.73 Provision has been made for as many as 3,670 homes over the remainder of the Plan period. In overall terms, this would suggest that the strategy of the Plan, relative to housing land availability, is reasonably healthy, with a small predicted surplus of 220 units over the Plan period.

6.74 The average build rates required to meet the demand for housing over the remainder of the Plan period is about 430 dwellings per annum which is less than the average rate of residential development delivered since 2002 (2002-2012) of over 500 dwellings per annum.

6.75 It is considered that the level of anticipated provision over and above the level of estimated demand is prudent, reasonable and justifiable given the estimates and assumptions upon which the forecasts are made in addition to the challenges that remain to ensure delivery of the homes required, some of which are set out below. Moreover, the potential surplus (of + 265 units) of Category A affordable homes in the latter half of the plan, is considered to be justifiable and prudent having regard to the potential for increasing demand for affordable housing as currently non-qualified households moving into the qualified sector in the next 3-5 years, indicated in the [2012 Housing Needs Survey](#) and to offset an anticipated shortfall in the period 2013-15.

Release of land for development

6.76 It needs to be acknowledged that the Island Plan's Spatial Strategy, which seeks to concentrate new development over the Plan period in the Island's Built-up Area, and particularly St Helier, is dependent upon the release of land and the realisation of development opportunities in the Island's urban areas. A number of assumptions, based on evidence and trends, have been made about the potential

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for land to be developed for housing, but the Plan can only encourage the release of these sites through a policy framework which supports their use for the provision of new homes: the Plan cannot require sites to be released and the current economic circumstances may militate against the release of land for development.

6.77 To ensure that Category A affordable homes are delivered, the Plan makes provision, at policies H1, H2 and H5, for those sites specifically zoned for this purpose to be compulsorily acquired by the States of Jersey to enable the delivery of homes, should they fail to be brought forward for development during the Plan period.

6.78 To give effect to a policy of compulsory purchase, separate decisions of the States of Jersey would be required in accord with the procedure established by law ⁽¹⁴⁾.

Density of development

6.79 There is also a need to ensure that land is developed at more efficient and higher densities of development than have previously been achieved, in accord with Policy SP 2 'Efficient use of resources' and Policy GD 3 'Density of development'.

6.80 Whilst the principle of providing a higher density of development is easily accepted, the reality of delivering higher-densities of development 'on the ground' can be more challenging, where there is a need to ensure that new development respects the existing character of the area. Perhaps more significantly, local residents and neighbours are often resistant to higher density development on the basis that this will lead to a greater quantum of development, with associated perceptions of a more significant impact of new development on local and private amenity; more and bigger buildings; and increased traffic generation, to the fore of issues raised against the approval of more efficient development schemes.

6.81 Whilst these are all issues that can be addressed through planning and design, the reality of realising higher densities of development needs to be acknowledged relative to estimations of housing yield. It is important to recognise, however, that unless higher more land-efficient densities are generally realised on all development sites, in accord with Efficient Use of Resources, it will not be possible to meet all the identified needs for housing without zoning additional housing sites: this would inevitably result in the further loss of greenfield land.

Delivery of affordable homes

6.82 The delivery of affordable homes is always the most challenging aspect of meeting housing demand. On the basis of the current and anticipated future needs for affordable housing, as evidenced by the HNS 2012 and the Affordable Housing Gateway, the Island Plan will seek to deliver Category A affordable homes specifically for the purposes of social rent or affordable homes for purchase on

14 Compulsory Purchase of Land (Procedure)(Jersey) Law 1961

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land within its ownership and on privately-owned land specifically zoned for this purpose. The tenure of the homes to be provided on these sites will be regulated through the award of planning permission and planning obligation agreements.

6.83 Access to the homes, whether they are managed by the States of Jersey Housing Department or other providers of social housing such as housing associations and the parishes, will be managed by the States of Jersey Affordable Housing Gateway. This will ensure that they are occupied by households whose needs cannot be met by the open housing market.

6.84 Clearly, ultimate control over access to homes can be best achieved through ownership of the land and will not be an issue on States-owned land. There remains the option for Jersey Property Holdings on behalf of the Housing Department, or for other social home providers, to seek to enter into discussions with the landowners to secure options on any other land zoned for the provision of affordable homes.

6.85 On the basis of these considerations, the Minister for Planning and Environment considers it prudent to ensure that the level of anticipated housing supply is sufficient, even to the extent where a small surplus of supply might be secured in the latter half of the Plan period.

Proposal 20

Provision of homes

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

The Plan makes provision for 3,670 homes to be built over the Plan period, comprising:

1,120 Category A homes;

2,550 Category B homes.

Longer term perspective

6.86 The requirements beyond the current Plan period, as identified in the [Imagine Jersey 2035](#) reports, and further research and remodelling of the population model carried out by the statistics office, indicates that additional dwellings will be required up to 2035. This will need to be carefully monitored in order to properly plan for the longer-term should the current sources of supply be insufficient, which might involve the further release of greenfield land or relocating St Helier's commercial port which would create further urban development opportunities.

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6.87 It is also critically important to recognise that the underlying basis for medium and long term housing forecasts, and hence the role of the planning system in housing delivery over these time-scales, will not have been radically changed by the current economic circumstances as a result of the 'credit crunch'. It is considered that a fall in short-term housing demand does not justify a consequent reduction in the forward land supply for housing - delivered through zoning of land and windfall opportunities. The supply of land to meet underlying need suggests that the medium to long-term targets should not change.

Monitoring

6.88 It is vital that annual monitoring of the housing situation is developed and undertaken to assess the performance of the Plan relative to estimates, assumptions and stated objectives in order that the Plan might be able to respond flexibly in response to changing circumstances and new evidence, particularly with regard to the provision of housing.

6.89 The Minister for Planning and Environment will prepare and publish a **Residential Land Availability** Report which will assess whether the targets for housing completions from all sources are being met. Each **Residential Land Availability** Report will include an update of housing performance, setting out the number of homes actually completed and providing an estimate of the rate at which anticipated housing completions will come forward in the future.

6.90 The **Residential Land Availability** Report will inform future reviews of planning policy or strategy related to the demand for and supply of housing, based on the need to maintain a five-year supply of housing land.

Category A affordable housing

6.91 Jersey has a number of particular challenges around the delivery of affordable housing: in a small island, land will generally have a higher value placed upon it; construction costs can be comparatively high; and on-average higher income levels have led to an expensive housing market. As a result many households cannot afford the cost of housing in Jersey and need some assistance to meet their housing needs.

6.92 The Minister for Planning and Environment has sought to specifically zone land for the provision of category A affordable homes to help meet this need. To ensure that the homes provided on them are truly affordable, the Minister for Planning and Environment wishes to encourage innovation in construction methods and to explore alternative methods of ownership and housing delivery.

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Category A affordable housing sites

6.93 The requirement to specifically zone land for Category A affordable homes is addressed, within the context of overall housing land supply, in the preceding section 'Provision of homes': it is essential for helping to ensure the provision of Category A affordable homes to meet identified requirements in the **Plan period**.

6.94 The identification **and assessment** of sites which could help meet this requirement has been carried out in accordance within the strategic policies of the Plan, particularly Policy SP 1 'Spatial strategy' and Policy SP 2 'Efficient use of resources', which support the delivery of a more sustainable pattern of development in Jersey. It has also involved an assessment of other factors, such as site constraints, site context and character, and existing land uses, to inform a planning assessment of each site.

6.95 The actual number and size of homes on each site will be determined through the planning process, involving the preparation of a housing development brief for each site, to be approved by the Minister for Planning and Environment and issued as supplementary planning guidance. The development briefs will guide the delivery of homes on these sites and will address the following issues:

- appropriate mix of types and sizes of homes
- the provision, as appropriate, of specially designed homes to suit specific requirements of the elderly
- design matters including density, form, landscape works, and materials
- relationship between the proposed development and neighbouring uses and the local character of the surrounding area
- access by car, cycle and pedestrians and links to bus routes within and in the vicinity of the site
- provision of car parking
- provision of service infrastructure
- requirements for amenity space and public open space; and
- the need for social, community, education and health facilities within the site and implications for off-site facilities.

States-owned sites

6.96 The use of States-owned land to help meet the need for affordable homes is identified as a clear policy objective of the States of Jersey Development Company ⁽¹⁵⁾. A number of States-owned sites, within the Built-up Area, have been identified as having the potential to contribute, in whole or in part, towards the clear and immediate need for affordable homes over the Plan period and are already the subject of development briefs and planning applications: others may emerge as States departments and Jersey Property Holdings review property portfolios.

15 See statements of the Minister for Treasury and Resources during debate on P.32/2011 (07 June 2011).

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6.97 The extent to which all or some of these States-owned sites contribute to this need will be determined, through agreement, between the respective Ministers, having regard to the public benefit to be derived from other forms of development on these sites.

6.98 Some of these States-owned sites presently remain in active use and the timing of their release, and their potential to contribute towards the need for affordable homes, cannot be definitively known at this time.

Private rezoned land

6.99 There are four sites proposed for the delivery of Category A affordable homes. The sites have been previously considered as part of the 2011 Island Plan Review and featured in the draft Island Plan (Sept 2009) and/or at the draft Island Plan Examination in Public, where they were all reviewed by independent planning inspectors.

6.100 They are zoned for the purpose of delivering 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase on each site. This tenure split reflects housing need based on evidence provided by the 2011 Housing Needs Survey. The proposed tenure split will only change following further evidence from a future housing needs survey and any change may be required to have the approval of the States of Jersey.

6.101 To optimise the use and development of land, in accord with [Efficient Use of Resources](#) and [Density of Development](#), these sites should be developed at their optimum densities, having regard to matters of design, context, character and potential social and environmental impact of the scale of development envisaged.

6.102 Site assessments have been undertaken, which are found in [appendix B](#) of this document, and these provide details of the potential range of densities potentially achievable on each of these sites and other planning issues.

Policy H 1

Category A affordable housing sites

States-owned land

To assist with and contribute to the provision of affordable homes the following States-owned sites, which are already identified for disposal, will be developed, in whole or in part, to provide affordable homes:

1. former Jersey College for Girls, Rouge Bouillon, St. Helier;
2. Summerland and Ambulance HQ, Rouge Bouillon, St. Helier

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Other States-owned sites, should they be deemed to be surplus to requirements during the Plan period, may also be developed, in whole or in part, for the purposes of providing affordable homes, including:

3. La Motte Street Youth Centre, St. Helier

4. Norman's former Timber Yard, St. Helier

Private land

Other sites, currently in private ownership, listed below and shown on the Island Proposals Map, comprising a total of approximately 18 acres (41 vergées) of land, are zoned for the purpose of delivering 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase on each site. Planning permission for other forms of development will not be approved.

Where necessary, the sites will be acquired by the States on behalf of the public, if needs be by compulsory purchase, in order to ensure that they are brought forward for the development of affordable homes.

5. De La Mare Nurseries, La Rue a Don, Grouville (3 acres/7 vergées)

6. Samares Nursery, La Grande Route de St. Clement, St. Clement, (10 acres/22 vergées);

7. Le Quesne Nurseries, La Rue de Jambart ,St. Clement (4 acres/9 vergées)

8. Longueville Nurseries, New York Lane, St. Saviour (1 acre/2 vergées);

The development of Category A social rent affordable housing and Category A affordable housing for purchase on each site will be regulated through the award of planning permission and planning obligation agreements.

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

Access to all Category A affordable homes shall be controlled and managed though the States of Jersey Affordable [Housing Gateway](#) and all social rent affordable homes are to be managed by a States of Jersey approved registered social landlord.

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Previously zoned Category A housing sites

6.103 The adopted 2002 Island Plan designated 11 sites for the purposes of meeting the need for Category A housing (under policy [H2, Sites to be Zoned for Category A Housing](#)) and all but one of these sites⁽¹⁶⁾ has been developed. Planning permission is being sought for the development of the remaining site (Field 873, St. Lawrence) on the basis of the original zoning proposition, requiring a proportionate tenure split of 45% social rent and 55% first-time buyer homes or lifelong homes for purchase.

6.104 Further amendment to the 2002 Island Plan was made by the States in response to the identified need for more homes for elderly people as a result of the demographic trends of an ageing society. This resulted in a Lifelong Homes proposition being approved by the States in July 2008 ([P75/2008](#)) in which a further eight sites were zoned for the provision of lifelong homes in addition to the provision of some first time buyers and Jersey Homebuy homes. This was to effectively increase the provision and number of lifelong dwellings to enable a greater number of older people to remain living independently in the community, in their own homes for as long as possible. All of these sites have now been developed and/or are under construction apart from one and the remaining site, at Field 274, La Lourderie, St Clement, has planning permission for lifelong homes.

6.105 Given that the two previously zoned sites referred to above remain undeveloped, it is considered appropriate that they remain zoned for the provision of Category A homes. In the event that anticipated or extant planning permission for development on these sites fails to be implemented before the expiry of extant or anticipated consents, it is however, considered reasonable that their zoning delivers homes based on the current assessment of need, which would require 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase to be provided on each site.

Policy H 2

Other Category A affordable housing sites

The following previously rezoned sites, listed below and shown on the Island Proposals Map, are zoned for the purpose of delivering 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase on each site. Planning permission for other forms of development will not be approved.

Where necessary, the sites will be acquired by the States on behalf of the public, if needs be by compulsory purchase, in order to ensure that they are brought forward for the development of affordable homes.

16 Field 873, Bel Royal, St Lawrence (0.9 acres/ 2.0 vergées)

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1. Field 873, Bel Royal, St Lawrence (0.9 acres/ 2.0 vergées);
2. Field 274, St. Clement (2.5 acres/5.5 vergées);

The development of Category A social rent affordable housing and Category A affordable housing for purchase on each site will be regulated through the award of planning permission and planning obligation agreements.

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

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

Affordable housing

6.106 In 2008, the Minister for Planning and Environment commissioned Kelvin MacDonald Associates to research the potential for the procurement of affordable homes by requiring their provision as a proportion of private housing developments, or through commuted payments in lieu, and to propose a policy framework to bring this about. One of the conclusions of the Macdonald report ⁽¹⁷⁾ was that the nature of the problem of affordability in Jersey was such that every method of providing affordable housing must be employed and that the provisions of planning legislation and guidance must be implemented. Following the Macdonald report recommendation a new policy mechanism requiring affordable housing to be provided as a proportion of private housing development was approved by the States in the 2011 Island Plan: Policy H3 (Affordable Housing).

6.107 Whilst the States approved the policy its implementation was held pending further consultation, specifically with the development industry, around the mechanism to be used to operate the policy and particularly to assess viability. The Department of the Environment developed draft supplementary planning guidance, with advice from affordable housing specialists Levvel, and has undertaken extensive consultation with the development industry.

6.108 It is clear, from the engagement undertaken during the Island Plan Review and following the approval of the Island Plan, that the development industry and landowning interests remain fundamentally opposed to the principle of Policy H3 and that serious concerns exist that land may not be brought forward for development, especially given prevailing economic circumstances.

17 *Achieving Affordable Housing as a Proportion of Private Housing Development* (June 2009) Kelvin Macdonald MCIH, FRTPI, FRSA

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Viability

6.109 The Council of Ministers is extremely concerned to support the delivery of housing across all tenures in Jersey at all times, but particularly in the current economic downturn. Ministers agree that a policy requiring the provision of affordable homes as a proportion of private housing developments could prevent land from being brought forward for residential development, which would then undermine the delivery of affordable homes and adversely affect the construction industry. Because of these concerns over viability and the risk that land owners may not bring sites forward for development the Council of Ministers, therefore, no longer supports the implementation of Policy H3 of the 2011 Island Plan and it is to be set aside.

6.110 Work will continue to be undertaken to research and develop alternative policy mechanisms to capture value from the development of land to support the provision of affordable homes which does not have the same risks associated with it. A Working Group comprising the Ministers of Treasury and Resources, Planning and Environment, Housing and Economic Development has been set up to progress this and it will be undertaken as part of the review of property tax in the States Treasury. This is expected to be completed in the second half of the Plan period and so no supply considerations have been made from this policy proposal.

Proposal H3

Affordable housing proposal

The policy requiring the provision of affordable homes as a proportion of private housing developments is set aside.

Work will be undertaken to research and develop alternative policy mechanisms to capture value from the development of land to support the provision of affordable homes. A Working Group comprising the Ministers of Treasury and Resources, Planning and Environment, Housing and Economic Development has been set up to progress this.

Housing mix

6.111 If the Island's housing needs are to be met, it is vital that new housing development provides the type and size of homes that are needed.

6.112 It is therefore considered legitimate for intervention in the type and size of property to be developed through the introduction of a planning policy related to the mix of housing to be secured in all residential developments. Accordingly,

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the housing mix policy seeks to promote a balanced mix of dwelling types and sizes to meet the identified requirements, based on the latest available evidence, on all residential development sites.

6.113 The current (2011) Housing Needs Survey provides estimates of anticipated surpluses and shortfalls in houses and flats by size and tenure over a fixed period and the Minister for Planning and Environment, will assess the prevailing housing needs of the Island based upon on this evidence of housing needs or an equivalent States approved publication.

Policy H4

Housing mix

Proposals for all new residential development are required to contribute towards the need for specific types and sizes of home, relative to the latest published evidence of need. The extent to which a planning application meets the published evidence of need with respect to housing mix will be an important material consideration in the grant or otherwise of planning permission.

In assessing the contribution of residential development proposals to meeting the Island's need for homes of a specific size and type, the Minister will have regard to the nature and location of the site, its context and the character of the area.

The provision of housing to meet special requirements and staff accommodation shall be exempt from the requirements of this policy.

Affordable housing in rural centres

6.114 There is recognition that there is a need to protect the viability and vitality of Jersey's rural settlements, as defined in the spatial strategy (Picture 2.1 'Settlement Types'). Here, it is acknowledged that limited, small-scale affordable housing development may be important not just to provide homes but in supporting and enhancing the critical mass of, and diversity in, the local parish population, to sustain schools, shops, pubs, public transport and other facets of parish life that are unique and important to Jersey.

6.115 It is not envisaged that the scale of development or provision of affordable homes in or around rural settlements would be large and any development should be appropriate in scale and character to the settlement context and setting of the site, whilst seeking to ensure the optimum density of development. It is currently

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envisaged that the total number of affordable homes to be delivered through this policy would amount to no more than 70 units over the remainder of the Plan period⁽¹⁸⁾, although it is accepted that other proposals may emerge.

6.116 Proposed sites for new affordable housing development in rural settlements should be well-related to the settlement boundaries, within close proximity to public transport routes, and have easy access to other facilities. Any proposed development for affordable housing in rural locations located where there is no access to facilities or a choice of modes of transport, is unlikely to be favourably considered.

6.117 Homes provided by this policy will be required to contribute to the provision of affordable homes to meet the Island's housing needs with access controlled and managed through the States of Jersey Affordable Housing Gateway: links to the parish may also be a relevant consideration as part of this assessment.

6.118 Three sites have already been identified to support this policy objective and are specifically zoned for the purposes of providing affordable homes including:

1. Field 402 St Martin (1.5 Acres/3.5 vergées);
2. Field 622, St. Ouen (1.5 Acres/3.5 vergées)
3. [Glasshouse site, Field 785, St Ouen](#) (1.5 Acres/3.5 vergées).

6.119 Other proposals for new affordable housing in rural centres may form part of a Village Plan. Any such Village Plans would be required to be developed by the parochial authority but be subject to a full and comprehensive assessment and engagement with the local community and relevant stakeholders, including the relevant regulatory departments of the States of Jersey.

6.120 Where Village Plans are to attain formal status as part of the planning framework for the protection and development of one of the Island's rural centres they will require the formal review, approval and adoption by the Minister for Planning and Environment as supplementary planning guidance. In such circumstances, any development proposals in the Village Plan must be consistent with the Island Plan and must relate to and be within the defined Built-up Area boundary for the settlement, as defined on the Island Plan Proposals Map.

6.121 Where, however, Village Plans contain a specific proposal for the rezoning of land outside the existing defined Built-up Area boundary, any such proposal would require the approval of the States as a draft revision of the Island Plan⁽¹⁹⁾.

18 this is in addition to the development of sites already designated for Category A housing (first-time Buyer and homes for the over-55s) in 2008

19 Article 4 of the law states that the designation of land for particular development or use should be set out in the Island Plan and Article 3 of the law sets out exacting procedures for public engagement for an Island Plan or a revision of it.

Housing

6.122 Any proposals to provide affordable housing outside the defined settlement boundary of a rural settlement that are submitted as a planning application without reference to a Village Plan would represent a departure from the Plan and be treated accordingly.

Policy H5

Affordable housing in rural centres

The Minister will support the provision of affordable housing to support the viability and vitality of Jersey's rural settlements.

Those sites listed below and shown on the Island Proposals Map, comprising a total of approximately 4.5 acres (10.5 vergées) of land, are zoned for the purpose of delivering 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase on each site. Planning permission for other forms of development will not be approved.

Where necessary, the sites will be acquired by the States on behalf of the public, if needs be by compulsory purchase, in order to ensure that they are brought forward for the development of affordable homes.

1. Field 402 St Martin (1.5 Acres/3.5 vergées);
2. Field 622, St. Ouen (1.5 Acres/3.5 vergée).
3. [Glasshouse site, Field 785, St Ouen](#) (1.5 Acres/3.5 vergées);

The development of Category A social rent affordable housing and Category A affordable housing for purchase on each site will be regulated through the award of planning permission and planning obligation agreements.

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

Access to all Category A affordable homes shall be controlled and managed through the States of Jersey Affordable [Housing Gateway](#) and all social rent affordable homes are to be managed by a States of Jersey approved registered social landlord.

Other housing development proposals to support the viability and vitality of Jersey's rural settlements will be permitted, provided that the development:

1. is appropriate in scale and density to the existing character of the village; and
2. is well-related to the existing Built-up Area and local facilities, services and infrastructure and where provision for education, leisure, recreation,

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local shopping, and other community facilities is adequate or can be provided, where required, to meet the needs arising from the proposals.

Meeting other housing demand

6.123 Policies H1 to H5 address need housing and the requirements for Category A affordable homes during the Plan period. The majority of the housing supply over the Plan period will, however, come forward as 'windfall' development, on sites which are not specifically identified in the Plan for the purpose of providing residential accommodation. The following suite of policies seek to set out the policy framework within which applications for demand housing will be considered.

Housing development within the Built-up Area

6.124 The Island Plan Spatial Strategy designates a hierarchy of settlements which together form the Built-up Area, as defined on the Island [Proposals Map](#). This includes the town of St Helier; eight urban settlements; eleven key rural settlements; and twenty-one small Built-up Areas and small rural settlements.

6.125 The intention of designating a Built-up Area boundary is to contain future development within existing limits and thus prevent encroachment into the countryside. It is often said, however, that there are many small corners of land in the countryside, which could take 'infill' developments. On its own, an individual development might not appear intrusive but the cumulative impact would be severe for the Island's countryside and also have implications for travel patterns and the cost of providing community and utility services.

6.126 It is, therefore, proposed that the majority of the Island's housing supply over the Plan period will come from development within the Built-up Area on sites which are not specifically identified for housing in the Island Plan. It is important that this new residential development is supported, where it accords with the Spatial Strategy, as it will contribute towards meeting a demand for homes; it will provide greater housing choice; and will also help to sustain and regenerate our urban centres, particularly St Helier.

6.127 Whilst the principle of new residential development in the Built-up Area, in accord with the Spatial Strategy, is supported, proposals for new residential development will need to be assessed relative to their impact on the local environment and neighbouring uses (against Policy GD 1 'General development considerations') and in terms of their quality of design and architecture (against Policy GD 7 'Design quality')

6.128 For clarity, all residential development - including new buildings; conversions; refurbishment; extensions and alterations; and redevelopment - regardless of its location, whether that be within the Built-up Area or in the

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countryside, will also be required to provide an adequate standard of accommodation in particular, in relation to dwelling size, internal layout and room sizes in accord with supplementary planning guidance to be published by the Minister for Planning and Environment. This will be assessed, along with other considerations relating to site density; privacy, daylight and noise; energy efficiency; car parking space; private and public open space; children's play areas; designing out crime; and landscaping, as appropriate, relative to the Minister's guidance.

6.129 Such supplementary planning guidance will also include consideration as to whether there should be any further increase in internal space standards and any further improvements in standards for internal noise and sound insulation of and between units of accommodation.

Policy H6

Housing development within the Built-up Area

Proposals for new dwellings, extensions or alterations to existing dwellings, or changes of use to residential, will be permitted within the boundary of the Built-up Area, as defined on the Island Proposals Map, provided that the proposal is in accordance with the required standards for housing as established and adopted by the Minister for Planning and Environment through supplementary planning guidance.

Such guidance is applicable to all dwellings, extensions or alterations to existing dwellings, or changes of use to residential.

Such supplementary planning guidance will also include consideration as to whether there should be any further increase in internal space standards and any further improvements in standards for internal noise and sound insulation of and between units of accommodation.

Natural Resources

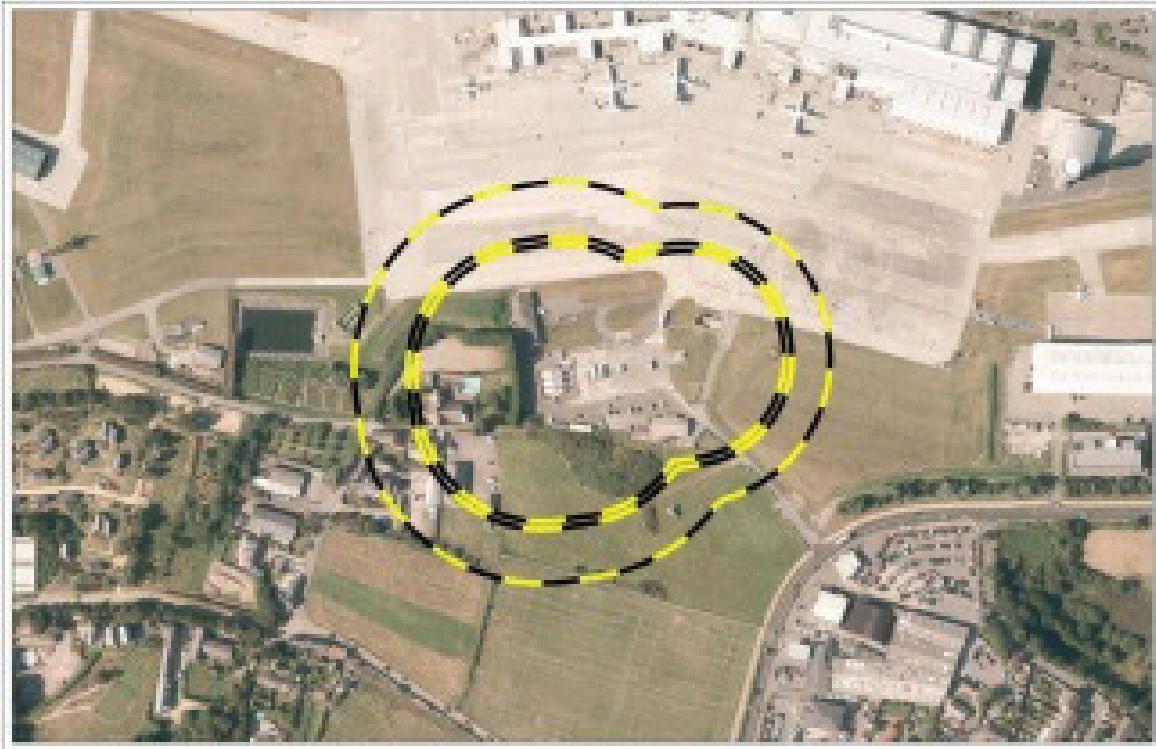
Natural Resources and Utilities

9.64 Given the level of our reliance on hydrocarbons as a source of energy for heating and transport, amongst other uses, there is a need for fuel storage facilities within the Island. These essential installations include the fuel farm at La Collette, where kerosene, liquid petroleum gas, petrol, diesel and jet fuel are stored before being distributed to end-use consumers or intermediaries; Jersey Airport fuel farm; and Les Ruettes LPG store in St John. Since the gas holder fire at Tunnel Street (which held reserve stock), the gas holder is no longer operational and the risk has significantly diminished; however, work will continue to fully decommission the installation by the end of 2014. The nature of these facilities poses a particular risk and, as a consequence, it is important that development in the vicinity of them does not exacerbate that risk or expose the users of any adjacent development to unnecessarily high levels of risk. Whilst not a fuel storage facility, the storage of explosives at Crabbé also falls to be similarly considered.

9.65 Because of health and safety considerations, these installations effectively represent a constraint on development in the vicinity. The extent of that constraint is dependent upon the nature of the storage and the sensitivity of the development proposal. As a result of the Buncefield event in the UK, further work⁽¹⁰⁾ has been undertaken to consider all the major hazard risks associated with all the major hazard installations at La Collette which has led to a revision of the safety zones at La Collette as shown on the Proposals Map. Proposals for new development at La Collette will be considered within the context of this work. They will be assessed, in consultation with the Health and Safety at Work Inspectorate, the States of Jersey Fire and Rescue Service, the La Collette Hazard Review Group and other La Collette users, as appropriate, against the current Health and Safety Executive's Planning Advice for Developments near Hazardous Installations (PADHI). Similar processes will be employed for developments within the vicinity of other hazardous installations in the Island, which will include consultations with appropriate regulators.

10 [Land Use Planning Risk: Assessment for La Collette Fuel Depot and Jersey Gas Facility \(2007\) Atkins](#) and [Jersey Airport Review of Fuel Farm Safety Zones 2011\) Atkins](#)

Natural Resources and Utilities



Picture 9.1 Airport Safety Zones for Hazardous Installations

9.66 Work will **continue to** be undertaken to review existing safety zones and to define new zones, where this work has yet to be undertaken, as appropriate.

9.67 Health and safety considerations will be the primary material consideration in the assessment of development proposals in the vicinity of these installations and developments which would expose people to unnecessarily high levels of risk will not be permitted.

Proposal 26

Review of Safety Zones for Hazardous Installations

9.68 The Minister for Planning and Environment will seek to ensure that work is undertaken to review existing safety zones and to define new zones, where this work has yet to be undertaken, as appropriate, during the Plan period.

Natural Resources and Utilities

Policy NR 8

Safety Zones for Hazardous Installations

In considering development proposals within the following safety zones associated with hazardous installations, as designated on the Proposals Map, the Minister for Planning and Environment will consult with those regulators identified in brackets below and other relevant stakeholders, to determine the appropriateness of the development:

1. La Collette Fuel Farm (The States of Jersey Fire and Rescue Service);
2. La Collette LPG Storage Site (Health and Safety at Work Inspectorate);
3. Les Ruettes LPG Storage Site, St John (Health and Safety at Work Inspectorate);
4. Airport Fuel Farm (The States of Jersey Fire and Rescue Service);
5. Crabbé Explosive Storage Site, St Mary (The Home Affairs Department); and
6. Gas Holder, Tunnel Street: until its final decommission (Health and Safety at Work Inspectorate).

Developments within the vicinity of the hazardous installations at La Collette will also be the subject of consultations with the La Collette Hazard Review Group.

In all cases, the health and safety of the public and the extent to which any risks can be managed or mitigated will be the overriding considerations. Developments that would conflict with the reasonable requirements of health and safety will not be permitted.

Natural Resources and Utilities

9.69 Utility companies in the Island provide services to supply water, electricity, gas and telecommunications to homes and businesses. Each of the utility companies will have different land-use requirements during the Plan period. These requirements may be part of an ongoing programme of development by the company or a result of changes in technology that may occur.

9.70 The development of utility infrastructure that cannot be met within existing service infrastructure over the Plan period should, where possible, be limited to the Built-up Area and/or be within the grounds of existing facilities.

9.71 Where new or extended facilities are required, particularly where they have a coastal or countryside location, the Minister will need to be satisfied that there is sufficient operational justification for development in such a location having regard to; the proven need for the new or extended facility, and; a full and detailed exploration of alternative methods of meeting that need.

9.72 It is possible that during the remainder of the Plan period, there will be a requirement to increase the storage and supply of water resources to meet the Island's needs. Jersey Water's stated preference to achieve this is to increase the storage capacity of Val de la Mare Reservoir by raising the height of the dam by nine metres and the company continues to investigate this option⁽¹¹⁾. The reservoir is located within the Coastal National Park where there is a presumption against development. Should this option be pursued there will be a requirement to demonstrate that it meets a proven need that serves the Island's interests, relative to a proper assessment of alternative options of meeting that need, whilst seeking to mitigate the environmental implications as far as possible.

9.73 Major infrastructure development will need to be considered within the context of an environmental impact assessment.

Policy NR 9

Utilities infrastructure facilities

Proposals for the development of new or additional utility infrastructure facilities or for the extension and/or alteration of existing utility infrastructure facilities will be permitted provided that the proposal is required to meet a proven need and is:

1. within the Built-up Area; or
2. within the grounds of an existing utility infrastructure facility.

Natural Resources and Utilities

Development that seeks to extend, alter or intensify the use of existing utility infrastructure facilities in the Green Zone or the Coastal National Park will need to demonstrate that; the need for development is proven; alternatives to meeting the need have been properly identified and considered; and that the environmental implications are properly identified, avoided and/or mitigated as far as possible.

The alternative development of utility infrastructure facilities will only be permitted where it can be demonstrated that they are no longer required for utility infrastructure purposes.

Site Assessments

Affordable Housing Site Assessments

Appendix B Affordable Housing Site Assessments

Policies H1, H2 and H5 zone land for the provision of affordable homes.

The definition of affordable homes is detailed in [Planning for Homes](#) section of the Housing chapter and in particular, it states that affordable housing should meet the needs of households on “median incomes”; that the homes are maintained as affordable for future generations; and the focus on “innovation in construction methods” to ensure that the homes can be built affordably.

Assessing affordability levels

As part of the development of the re-zoned sites, land owners and potential developers will need to have an understanding of the proposed levels of affordability, as determined through the definition of affordable housing in the Island Plan. Policies H1 requires that 80% of the units are for social rental homes and 20% for affordable homes for purchase.

Homes for social rent (80% of units)

The acquisition cost of the social rental homes will be based upon the rental values at 90% of the equivalent market rent for the homes being developed. It is recognised that each site will potentially vary in these equivalent market levels and so in view of the impact that the provision of affordable housing can have upon the economics of development it is appropriate that discussions relating to its delivery should commence at the earliest opportunity with the States of Jersey Strategic Housing Unit.

Affordable homes for purchase (20% of units)

Evidence from the current Housing Gateway demonstrates that the demand for affordable homes for purchase is for 2 and 3 bed units. This arises because 1 bed room units are generally more affordable, whilst 4 bed units are generally beyond reasonable levels of affordability for those on median incomes. Only 2 and 3 bedroom affordable homes for purchase are, therefore, included for development on the Policy H1 rezoned sites.

The value of these homes on the re-zoned sites will be determined by the definition of affordability as set out above, and in particular the reference to median incomes. It is the role for the Housing Minister/Strategic Housing Unit to determine how this might best be reflected into the eligibility criteria of the Housing Gateway. The values of affordable homes for purchase will, therefore, be based upon the following;

Affordable Housing Site Assessments

- The maximum median income for a 2 bedroom home should be £44,000, with a 10% deposit. This equates to a 2 bedroom home valued at no more than £230,000.
- The maximum median income for a 3 bedroom house should be £60,000 with a 10% deposit. This equates to a 3 bedroom home valued at no more than £310,000.

An indication of the size and number of these homes is provided in the following site assessments for each site proposed for rezoning. The final development yield will be informed by the preparation and approval of specific development briefs for each site and ultimately determined through the planning application process. Whilst it is recognised that the final package of affordable housing may depend upon the resolution of other issues which may themselves be the subject of negotiation, it remains good practise to front-load discussions where possible with the Department of the Environment and the Strategic Housing Unit.

Maintaining affordable homes in perpetuity

All social rental and homes for purchase developed on H1 sites will be retained as affordable homes in perpetuity through a planning obligation agreement which will require all occupiers to be allocated through the Housing Gateway which will be managed by the Strategic Housing Unit.

A new legal framework is being developed to ensure that the affordable housing unit is occupied by those who eligibility is assessed through the Housing Gateway. This work is underway and running in parallel to this interim review of the 2011 Island Plan so that it is in place when the first home is sold.

Site assessments

Assessments of those sites zoned under policies H1 and H5 have been undertaken to consider the planning issues that apply to them and to provide a potential indication of housing yield. Development briefs, in the form of supplementary planning guidance, already exist for the States-owned sites zoned under Policy H1, and the sites previously zoned under Policy H2.

The potential housing yield for each affordable housing site is only indicative at this stage.

These indicative yields have been estimated and are based on a range of site densities; the need for different sizes of dwellings identified in the Housing Gateway; and the potential capacity of each site to accommodate different numbers and types of homes having regard to strategic considerations of local infrastructure and amenity provision, landscape capacity and the character of the surrounding area.

The actual number, size and type of homes on each site will be determined through the planning process.

Affordable Housing Site Assessments

The Department of the Environment will prepare a **development brief** for each site, to be approved by the Minister prior to the determination of a planning application. The development briefs will guide the delivery of homes on these sites and will be adopted, as supplementary planning guidance, by the Minister for Planning and Environment.

The development brief, for each site, will address the following issues:

- appropriate mix of types and sizes of homes;
- design matters including density, form, landscape works, and materials;
- relationship between the proposed development and neighbouring uses and the local character of the surrounding area;
- access by car, cycle and pedestrians and links to bus routes within and in the vicinity of the site;
- provision of car parking;
- provision of service infrastructure;
- requirements for amenity space and public open space; and
- the need for social, community, education and health facilities within the site and implications for off-site facilities.

Affordable Housing Site Assessments

B.1 H1 (5) De La Mare Nurseries, la Rue a Don, Grouville

Site	De La Mare Nurseries, La Rue a Don, Grouville															
Exiting use/s	Horticultural site formerly used for production and sale of flowers															
Suitable use/s	Category A affordable housing, public open space and Eastern cycle route.															
Approximate site area	<p>The gross land area is 6.6 acres (15 verges) consisting of:</p> <ul style="list-style-type: none">• redundant glass houses approx 3.0 acres• polytunnels approx 0.5 acres• a reservoir• retail, staff accommodation and ancillary buildings, tanks and hard standing areas• agricultural land <p>Area available for housing development:</p> <ul style="list-style-type: none">• gross development area = 3.0 acres (6.75 verges), to include open space (10% of site approx) = 0.3 acre• remaining land to be retained in, or restored to, agricultural use / natural landscaping.															
Estimated housing yield	<p>Accordingly, the site is capable of being developed for houses or flats yielding between 40 no. to 50 no. dwellings, ranging in density from 70 to 80 habitable rooms per acre. The following table shows the preferred percentage split.</p> <table><tr><th colspan="2">Social rental homes (80%)</th></tr><tr><td>3 bed</td><td>27 - 34 units</td></tr><tr><td>4 bed</td><td>4 - 5 units</td></tr><tr><td>5 bed</td><td>1 - 1 units</td></tr><tr><th colspan="2">Affordable homes for purchase (20%)</th></tr><tr><td>2 bed</td><td>4 - 5 units</td></tr><tr><td>3 bed</td><td>4 - 5 units</td></tr></table>		Social rental homes (80%)		3 bed	27 - 34 units	4 bed	4 - 5 units	5 bed	1 - 1 units	Affordable homes for purchase (20%)		2 bed	4 - 5 units	3 bed	4 - 5 units
Social rental homes (80%)																
3 bed	27 - 34 units															
4 bed	4 - 5 units															
5 bed	1 - 1 units															
Affordable homes for purchase (20%)																
2 bed	4 - 5 units															
3 bed	4 - 5 units															

Affordable Housing Site Assessments

Site	De La Mare Nurseries, La Rue a Don, Grouville	
	Social rental homes (80%)	
	Totals	40 - 50 units

Table B.1 Site Details

Location plan



Map B.1 De La Mare Nurseries, la Rue a Don, Grouville

Planning history

The existing glasshouses use was established post war.

De La Mare Florist and nurseries was subsequently developed in the late 80's, but now redundant.

The site was included in the revised draft Island Plan (March 2011) as suitable for the development of affordable housing but ultimately was not included in the approved Island Plan (June 2011).

Affordable Housing Site Assessments

A planning application for the development of 25 Category B homes was refused (April 2013) following the upholding of an appeal against an earlier refusal of planning permission by the Royal Court.

Planning remarks

Spatial Strategy

The site is on the North West side of Ville-es-Renauds and is adjacent to the existing Built-up Area.

Accessibility - The site is reasonably accessible to facilities and amenities, with access to public transport. The site also offers the opportunity of contributing to the further development of the Eastern cycle route.

Constraints - The principal physical constraint on this site is its proximity to Grouville Marsh which is designated as an Ecological Site of Special Interest. The site is also adjacent to the Water Pollution Catchment Areas, which seeks to ensure that any development protects the ground water regime. Particular attention should be given to safeguarding any surface water run off from polluting the adjacent marsh area and this sensitive area should be carefully restored to agricultural use.

Surrounding development - The height of the surrounding development is predominantly two storey and the densities of adjacent existing development are approximately 65 - 70 habitable rooms per acre (13 to 14 dwellings per acre).

The development of the site offers the opportunity of removing a large area of redundant glass and improving the visual amenity of the area by restricting the extent of development, with careful design, and the use of appropriate material, colour and landscaping.

Landscape Sensitivity

Countryside Character Appraisal - The site is located in area B1 of the Countryside Character Appraisal which states that there is limited capacity to accept new development, which should be located in relation to the existing urban areas. Any development in the vicinity of Grouville Marsh is likely to have a major impact on this important nature conservation area, resulting in further drying out and ultimately loss of this isolated wetland habitat. It is recommended that a wide buffer zone is included to ensure the SSI is adequately protected.

Sites developed in this character area should also aim to provide environmental enhancement and management. The glasshouse block on the west of the site has been excluded from the developable area and could be removed and the land restored with appropriate landscaping. Likewise the existing reservoir and other external storage areas could be relinquished and the land restored. An area of open land which borders 'Paddock End' could be retained as open space.

Affordable Housing Site Assessments

The setting is low lying flat land and the site is prominent when viewed from La Rue a Don. The predominant form of development in the area is two storey and landscaping on the west side of the development would need to be considerably strengthened.

Response from consultees and other findings

CONSULTEES	COMMENTS
Agricultural Status	No objection
<p>From 1985 to 2008 the applicant ran a successful flower production and supply business. The applicant ceased to trade at the end of 2008 as a result of difficult trading conditions exacerbated by the rise in energy costs and cheaper imported flowers.</p> <p>Because part of the nursery consists of a comparatively modern block of glass, the applicant was requested to advertise the nursery in the JEP on 3 occasions to enable this Section to ascertain any likely demand for the nursery and its potential loss to commercial agriculture. It has been confirmed by the JEP Classified Section that there was no response to the adverts.</p> <p>Due to the recent events in the protected crop industry with the main growers either ceasing to trade or downsizing to grow for the local market only, it was to be expected that there would be a lack of interest in this nursery. Therefore, it can be assumed that the nursery is now redundant because of the lack of response for the relatively modern glass.</p>	
Ecological Status	Mitigate impact to Grouville marsh
<p>The site is next to Grouville marsh which is designated as an Ecological Site of Special Interest.</p>	
Environmental Health Conditions	Mitigation required
<ol style="list-style-type: none"> 1. The existing oil tank and historic use presents the risk of contaminated land. A contaminated land assessment for this site is necessary prior to development. 2. The site is known to be a marsh and as such a site specific plan investigating potential flooding and drainage risks should be undertaken prior to development. 3. Health Protection Policy Guidance 1 - Guidelines on Noise Control for Construction Sites 	
Traffic And Vehicular Access	Site not supported by TTS

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
	The Highway Engineer regards this site a poor for the purposes of Category A housing, primarily due to the distance of the site from main areas of employment, as well as distance from secondary schools, both of which rely on car trips. Some of the impacts of this site could be mitigated through new cycle routes and an improved bus service possible. Should this site be considered for rezoning then significant contributions to alternative transport methods should be made by the developer to improve the likelihood of future residents being persuaded out of their cars.
Public Transport	Good access to frequent service
	There is a frequent public transport service and a bus stop is located approximately 300m from the site.
Educational Facilities - Primary	Capacity in Grouville Primary School
	Grouville Primary School is predicted to have sufficient capacity to cope with the potential number of children generated from this site and is approximately 450 m from the site.
Educational Facilities - Secondary	Capacity in Le Rocquier School
	The site is within the secondary school catchment of Le Rocquier which is predicted to have sufficient capacity to cope with the potential number of children generated from this site once the development is occupied. The school is located approximately 1 km from the site.
Other Community Facilities	Nearest facilities Gorey Village
	Food shopping is currently available at the nearby garage which is located within a safe walking distance of 100 m. A good range of amenities and facilities are available in Gorey Village which is located approximately 1000 m from the site. In addition, facilities are also available at Fauvic, which is approximately 400 m distance from the site. The site is also located within walking distance of Grouville Bay.
Mains Water Supplies	Yes
	Jersey Water has confirmed that the site is relatively close to water mains infrastructure, which is capable of supplying the size of development identified for this site.
Foul Drainage	Yes but at considerable cost

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
	<p>There are existing Public foul sewers in both La Rue a Don and Paddock End to which the site could be connected. However, the downstream pumping station does not have sufficient pumping or emergency storage capacity to cater for a development of this proposed size.</p> <p>The existing pumping station could be upgraded, both for pumping and storage, but there are technical difficulties in doing this, not least of which would be the requirement to replace the whole length of rising main to accommodate the additional flow. Ground conditions in the area of the station are also known to be bad.</p> <p>An alternative would be for the development to construct a new Public pumping station on the housing site which would pump to the head of the next pumping station downstream. The head of this system is located in La Rue a Don. This downstream station is better suited to catering for the additional flow although some additional emergency storage would still be required.</p> <p>More detailed investigation would be required to determine the most favourable option but either option is likely to incur considerable cost.</p>
Surface Water Drainage	Yes
	<p>Soakaways would be the preferred option for disposal of surface water. If these will not work then there is a watercourse to the north of the site in field 229 that could be used for the disposal of surface water. However, discharge to this will require a short length of off-site sewer across private land and on-site attenuation to limit peak discharge flows. On site attenuation will be required to restrict the surface water discharge rate.</p>
Electricity	Yes
	<p>The Jersey Electricity Company has confirmed that two substations would be required to serve the development.</p>
Other Services	Yes
	<p>Other services - telecoms and gas may also be investigated by the developer.</p>

Table B.2 Consultee Summary

Affordable Housing Site Assessments

B.2 H1 (6) Samares Nursery, La Grande Route de St Clement, St Clement

Site	Samares Nursery, La Grande Route de St Clement, St Clement																	
Exiting use/s	Derelict horticultural site previously used for tomato production																	
Suitable use/s	Category A affordable housing, proposed Eastern cycle route, public open space																	
Approximate site area	<p>The site is 9.8 acres (22 verges) consisting of:</p> <ul style="list-style-type: none">• an area of commercial glass of 5 acres approx;• a reservoir of 0.86 acre approx;• ancillary buildings, tanks and hard standing areas <p>Area available for housing:</p> <ul style="list-style-type: none">• development: total site = 9.8 acres (22 verges),• developable area = 8.8 acres (19.8 verges), with a village green (10% of site approx) linking onto the old railway track and possible cycle / footpath = 1 acre (2.25 verges)																	
Estimated housing yield	<p>Accordingly, the site is capable of being developed for houses or flats yielding between 180 - 200 no. dwellings, ranging in density from 70 to 80 habitable rooms per acre. The following table shows the preferred percentage split.</p> <table><tr><th colspan="2">Social rental homes (80%)</th></tr><tr><td>1 bed</td><td>60 -67 units</td></tr><tr><td>2 bed</td><td>60 -67 units</td></tr><tr><td>3 bed</td><td>24 - 26 units</td></tr><tr><th colspan="2">Affordable homes for purchase (20%)</th></tr><tr><td>2 bed</td><td>18 - 20 units</td></tr><tr><td>3 bed</td><td>18 - 20 units</td></tr><tr><td>Totals</td><td>180 - 200 units</td></tr></table>		Social rental homes (80%)		1 bed	60 -67 units	2 bed	60 -67 units	3 bed	24 - 26 units	Affordable homes for purchase (20%)		2 bed	18 - 20 units	3 bed	18 - 20 units	Totals	180 - 200 units
Social rental homes (80%)																		
1 bed	60 -67 units																	
2 bed	60 -67 units																	
3 bed	24 - 26 units																	
Affordable homes for purchase (20%)																		
2 bed	18 - 20 units																	
3 bed	18 - 20 units																	
Totals	180 - 200 units																	

Table B.3 Site Details

Affordable Housing Site Assessments

Location plan



Map B.2 Samares Nursery, La Grande Route de St Clement, St Clement

Planning history

The original glasshouse use was established post war.

In 1997 approval was granted for large glasshouse complex for tomato production. However since 2002 the complex has been redundant and enforcement action was taken in 2006 to remove the glass and make the site safe.

The site was reviewed as part of the 2011 Island Plan Review and subsequently included in Policy H1 of the 2011 Island Plan as a site that should be reviewed for affordable housing in the event that delivery of affordable homes is not met in time on States owned sites.

Planning remarks

The site was identified in the 2002 Island Plan, under policy H4 as a site to be 'Safeguarded for Future Category A Housing need'.

This site was proposed for the development of affordable homes as part of the Draft Island Plan (Sept 2009): this was not included in the approved 2011 Island Plan but the site is identified, in Policy H1 of the 2011 Island Plan, as a site that should be reviewed for affordable housing in the event that delivery of affordable homes is not met in time on States owned sites.

Affordable Housing Site Assessments

Spatial Strategy

The site is located on the eastern side of the Le Squez Estate and could be easily integrated into the built-up area of St Clement, through careful design and landscaping.

Suitability

- **Accessibility** - the site is in reasonable walking distance to facilities and amenities in the Le Squez area with good access to public transport. The site also offers the opportunity of contributing to the development of the Eastern cycle route.
- **Surrounding development** - the height of the surrounding development is predominantly two storey and the densities of adjacent existing development are approximately 65 - 70 habitable rooms per acre (13 to 14 dwellings per acre).
- **Environmental improvement** - the development of the site offers the opportunity of removing a large area of redundant glasshouse structures.

Landscape sensitivity

Countryside Character Appraisal - The site is located in area B2 of the Countryside Character Appraisal which states that there is some capacity to accept new development, provided this is carefully located and linked with appropriate environmental enhancement measures.

The landscape setting is low lying flat land, however the site is largely hidden from view by ribbon development on the north and east sides and Le Squez on the west. Any development would be visible from La Rue de Maupertuis across fields and would be partly seen against the backdrop of existing development.

The predominant form of development in the area is two storeys with some three storey on the adjacent Le Squez site and there is an opportunity to introduce heights ranging from 2 storey (adjacent to existing development) up to three and four storeys toward the centre and south/east parts of the site.

Response from consultees and other findings

CONSULTEES	COMMENTS
Agricultural Status	No objection
This derelict nursery was identified as a possible Cat A, H4 site in 2004, in part due to the close proximity to the built up area. The Agriculture and Fisheries Committee at the time did not object to the development of the site because it	

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
<p>would be un-viable to return the land to agricultural use as there is a relatively large area of hard standing which would make reinstating the land to agricultural use well nigh impossible.</p> <p>In 2006 an enforcement notice was served requiring the owner to remove the glass panes due to the dangerous state of the nursery and only the frame work is left making the site even less likely to be used for agricultural purposes in the current economic climate as the site would need to be cleared of the warped frames.</p>	
Ecological Status	None known
None identified, however further site investigation will be required as part of any Environmental Impact Assessment.	
Environmental Health Conditions	Mitigation required
<ol style="list-style-type: none"> 1. If access is off La Grande Route de St Clement, the noise environment for a significant number of existing residents will deteriorate. It is recommended that a noise impact assessment is completed prior to determining this site for reclassification. 2. The existing oil tanks and historic use presents the risk of contaminated land. A contaminated land assessment for this site is necessary prior to development. 3. This site was subject to previous consultation and previous comments remain extant. 4. Health Protection Policy Guidance 1 - Guidelines on Noise Control for Construction Sites. 	
Traffic And Vehicular Access	Site supported by TTS
This site has access access from St Clement's Inner Road and potential access from Le Squez Estate. In addition an opportunity exists to create a new cycle / footpath along the route of former eastern railway track.	
Public Transport	Good access to frequent service
There is a frequent public transport service for both commuters and shoppers.	
Educational Facilities - Primary	Capacity in Samares Primary School
Samares Primary School is predicted to have sufficient capacity to cope with the potential number of children generated from this site and is located within a safe walking distance of 300m from the site.	
Educational Facilities - Secondary	Capacity in Le Rocquier School

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
<p>The site is within the secondary school catchment of Le Rocquier which is predicted to have sufficient capacity to cope with the potential number of children generated from this site once the development is occupied. The creation of the Eastern cycle track will provide a safe cycling and walking route to school of approximately 1 km.</p>	
Other Community Facilities	Good access
<ul style="list-style-type: none"> The site is located within easy walking distance to existing community facilities and amenities. Food shopping is currently available at Marks and Spencer supermarket is located within a safe walking distance of 500m. Le Squez Youth Club is located within a safe walking distance of 300m. The Eastern Good Companion Club is located within a safe walking distance of 350m. The site is located within walking distance of a number of recreational facilities, such as golf club, squash courts, tennis courts, cricket, football and the beach. There is a frequent public transport service for both commuters and shoppers. 	
Mains Water Supplies	Yes
<p>Jersey Water has confirmed that the site is relatively close to water mains infrastructure, which is capable of supplying the size of development identified for this site.</p>	
Foul Drainage	Yes
<p>The under-capacity of the existing Public foul sewers in Rue du Maupertuis, and the known difficulty in upgrading them to accept flows from this development means that foul flows from this site will need to pump direct to the Public pumping station in Rue de Maupertuis. It is understood that drainage rights across the recently completed Field 40 development to the South have already been agreed for this purpose.</p> <p>Given the number of units being considered, the on-site pumping station will need to be Public and therefore constructed to TTS specification and by an approved contractor.</p>	
Surface Water Drainage	Yes
<p>It is acknowledged that there are existing problems with the management of surface water in this locality which would need to be comprehensively addressed as part of any development of this site.</p>	

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
	<p>There are no Public surface water sewers readily available and there is some doubt whether soakaways will work on this site although investigations should be carried out to confirm this.</p> <p>If surface water cannot be disposed of on site then an off-site sewer would be required to connect the site to the existing surface water sewers in Rue du Maupertuis. It is understood that drainage rights across the recently completed Field 40 development to the South have already been agreed for this purpose. However, a possible upgrade of the existing sewers in Rue de Maupertuis may be required as well as an upgrade to the surface water pumping station at Samares Marsh. In addition, on-site attenuation is also likely to be required to restrict the discharge rate from the site.</p> <p>A topographical survey will be required to confirm if a gravity connection can be made to Rue du Maupertuis. If it cannot then pumping will be required. If this proves to be the case, there will be restrictions on the pump rate and the pumping station will need to be Public and therefore constructed to TTS specification and by an approved contractor.</p>
Electricity	Yes
	The Jersey Electricity Company has confirmed that two substations would be required to serve the development.
Other Services	
	Other services - telecoms and gas may also be investigated by the developer.

Table B.4 Consultee Summary

Affordable Housing Site Assessments

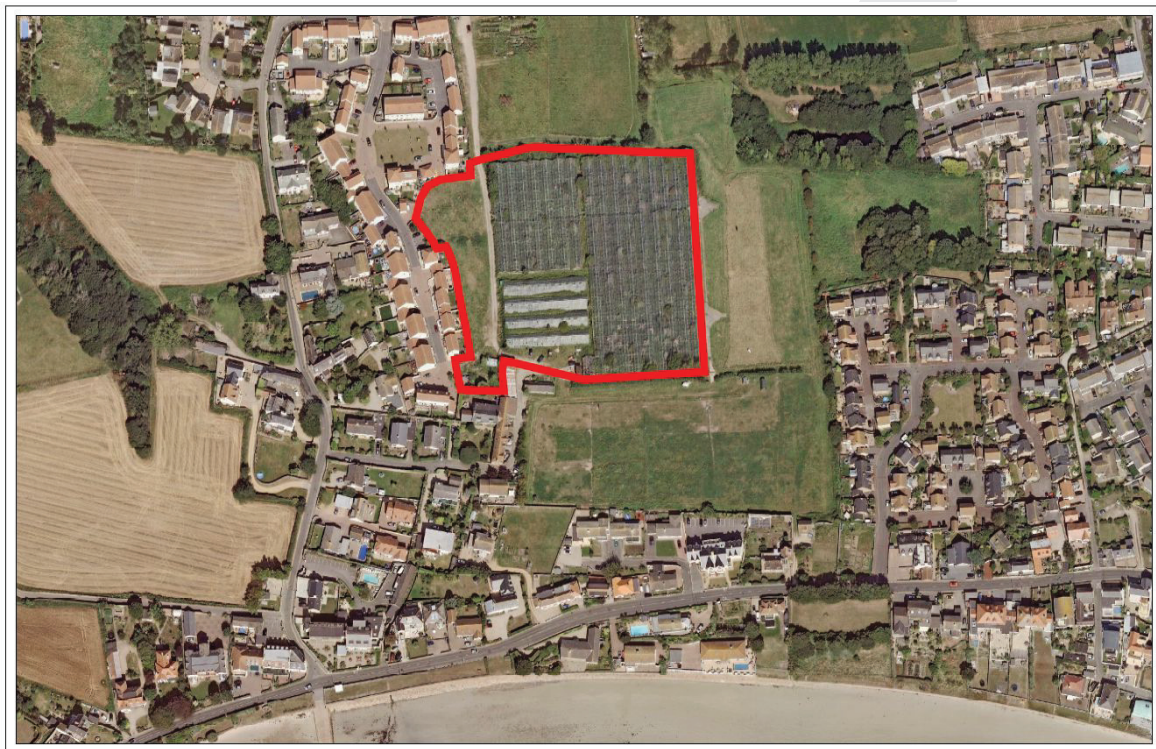
B.3 H1 (7) Le Quesne Nurseries, St. Clement

Site	Le Quesne Nurseries, St. Clement	
Existing use/s	Redundant glasshouse site	
Suitable use/s	Category A affordable housing, public open space	
Approximate site area	The total area of the land is 4.3 acres (9.5 verges) Area available for housing: Development area = 4.3 acres (9.5 verges) to include open space (10% of site approx) = 0.43 acre	
Estimated housing yield	Accordingly, the site is capable of being developed for houses or flats yielding between 55 no. to 65 no. dwellings, ranging in density from 70 to 80 habitable rooms per acre. The following table shows the preferred percentage split.	
	Social rental homes (80%)	
	2 bed	16 - 20 units
	3 bed	16 - 20 units
	4 bed	12 - 12 units
	Affordable homes for purchase (20%)	
	2 bed	5 - 6 units
	3 bed	6 - 7 units
	Totals	55 - 65 units

Table B.5 Site Details

Affordable Housing Site Assessments

Location plan



Picture B.1 H1 (5) Le Quesne Nurseries, St. Clement

Planning history

The site consist of a derelict commercial glasshouse complex.

Following the development of adjacent land for Category A housing, zoned in the 2002 Island Plan, the landowner made several attempts to have this site rezoned and in 2007 the site was one of three sites considered by St Clement's Parish for the development of sheltered housing.

The site was reviewed as part of the 2011 Island Plan Review and independent planning inspectors considered it to be a potentially suitable housing site. Accordingly, this site is included in Policy H1 of the 2011 Island Plan as a site that should be reviewed for affordable housing in the event that delivery of affordable homes is not met in time on States owned sites.

Planning remarks

Spatial Strategy

The site is on the edge of the built-up area and has good access to a main road and frequent bus routes and can be reasonably integrated with the built-up area with careful design and landscaping.

Affordable Housing Site Assessments

Suitability

- **Accessibility** - The site would provide a pedestrian footpath and is also accessible to local amenities and facilities.
- **Constraints and implementation** - The principal physical constraint for this site is potential contamination from the damaged glasshouses and oil storage.
- **Surrounding development** - The height of the surrounding development is predominantly two storey and the densities of adjacent existing development are approximately 65 habitable rooms per acre.
- **Environmental improvement** - The removal of the derelict glass; the decontamination of the site; and the potential to create new footpath links to the coast road represent potential environmental improvements

Landscape sensitivity

Countryside Character Appraisal - The site is located in area E5 of the Countryside Character Appraisal which states that the area has limited capacity to accept new development and any proposed development should be located in relation to the existing urban areas and it is recommended that the rural character of the area should be enhanced.

Response from consultees and other findings

CONSULTEES	COMMENTS
Agricultural Status	No commercial benefit
The derelict glasshouses are of no commercial benefit to the horticultural industry	
Ecological Status	None Identified
None identified, however further site investigation will be required as part of any Environmental Impact Assessment.	
Environmental Health Conditions	Mitigation of contaminated land required
<ol style="list-style-type: none"> 1. The existing oil tank and historic use presents the risk of contaminated land. A contaminated land assessment for this site is necessary prior to development. 2. The site is known to be a marsh and as such a site specific plan investigating potential flooding and drainage risks should be undertaken prior to development. 3. Health Protection Policy Guidance 1 - Guidelines on Noise Control for Construction Sites 	
Traffic And Vehicular Access	Site supported by TTS

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
This site has good access from St Clement's Inner Road.	
Public Transport	Good access to frequent service
There is a frequent public transport service for both commuters and shoppers in reasonable walking distance from either St Clement Coast or Inner Road.	
Educational Facilities - Primary	St Clement's School
The site is within the catchment area for St Clement's Primary School which is predicted to have sufficient capacity for the potential number of children generated from this site.	
Educational Facilities - Secondary	Le Rocquier School
The site is within the secondary school catchment of Le Rocquier which is predicted to have sufficient capacity to cope with the potential number of children generated from this site once the development is occupied.	
Other Community Facilities	St Clement's Church, Caldwell Hall and Co-Op Pontac in close proximity
Food shopping is currently available at the nearby Co-Op at Pontac.	
The site is also close to existing community facilities of St Clement's Church and Caldwell Hall.	
The site is also located within walking distance of the beach.	
Mains Water Supplies	Yes
The existing distribution system should be capable of supplying the size of development identified for this site and early discussion should take place with Jersey Water.	
Foul Drainage	Yes
There is an existing foul sewer in Jambart Lane and the developer will need to consult TTS drainage engineers to determine accessibility and capacity.	
Surface Water Drainage	Yes
There is an existing surface water sewer in Jambart Lane and a watercourse to the west of the site. On site attenuation will be required to restrict the surface water discharge rate.	
Electricity	Yes

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
A new substations may be required to serve the development.	
Other Services	Yes
Other services - telecoms and gas may also be investigated by the developer.	

Table B.6 Consultee Summary

Affordable Housing Site Assessments

B.4 H1 (8) Longueville Nurseries, New York Lane, St Saviour

Site	<u>Longueville Nurseries, New York Lane, St Saviour</u>														
Exiting use/s	Retail Garden Centre														
Suitable use/s	Category A affordable housing														
Approximate site area	<p>The gross site is 2.1 acres (4.75 verges) consisting of:</p> <ul style="list-style-type: none"> covered retail area of 1100 m.sq. approx; customer and staff parking 1680 m.sq. approx; glass & polytunnels 900 m.sq. <p>Area available for housing:</p> <ul style="list-style-type: none"> The net development area = 1.0 acres (2.25 verges), with an area of communal open space (10% of site approx) = 0.1 acre (0.225 verges). This represents the southern part of the site consisting of the existing retail structure and car park and excludes the poly tunnels and open land on the northern part of the site. 														
Estimated housing yield	<p>Accordingly, the site is capable of being developed for houses or flats yielding between 14 no. to 20 no. dwellings, ranging in density from 65 to 80 habitable rooms per acre. The following table shows the preferred percentage split.</p> <table> <tr> <th colspan="2">Social rental homes (80%)</th></tr> <tr> <td></td><td></td></tr> <tr> <td>2 bed</td><td>11 -16 units</td></tr> <tr> <th colspan="2">Affordable homes for purchase (20%)</th></tr> <tr> <td>2 bed</td><td>1 - 2 units</td></tr> <tr> <td>3 bed</td><td>2 - 2 units</td></tr> <tr> <td>Totals</td><td>14 - 20 units</td></tr> </table>	Social rental homes (80%)				2 bed	11 -16 units	Affordable homes for purchase (20%)		2 bed	1 - 2 units	3 bed	2 - 2 units	Totals	14 - 20 units
Social rental homes (80%)															
2 bed	11 -16 units														
Affordable homes for purchase (20%)															
2 bed	1 - 2 units														
3 bed	2 - 2 units														
Totals	14 - 20 units														

Table B.7 Site Details

Affordable Housing Site Assessments

Location plan



Map B.3 Longueville Nurseries, New York Lane, St Saviour

Planning history

A retail garden centre and associated dwelling house was established in the early 80's. The agricultural *corpus fundi* condition on dwelling removed in 2004 and the retail garden centre is not currently in use.

The site was reviewed as part of the 2011 Island Plan Review and independent planning inspectors considered it to be a potentially suitable housing site. Accordingly, this site is included in Policy H1 of the 2011 Island Plan as a site that should be reviewed for affordable housing in the event that delivery of affordable homes is not met in time on States owned sites.

Planning remarks

This site was proposed for the development of affordable homes as part of the Draft Island Plan (Sept 2009): it was not, however, included in the approved 2011 Island Plan.

Spatial Strategy

The site is in the Longueville area, to the North of the Rue des Pres Trading Estate area, immediately adjacent to the Built-up Area and has reasonable access to a main road. It is short walking distance of a bus stop, shops and Plat Douet primary

Affordable Housing Site Assessments

school. The southern part of the site which is occupied by the existing garden centre structure and car park can, with careful design and landscaping, be reasonably integrated into the existing built-up area.

Suitability

- **Accessibility** - The site is reasonably accessible to facilities and amenities in the Longueville area, with good access to public transport.
- **Constraints and implementation** - The principal constraint on this site is its proximity to Rue des Pres Marsh which is designated as an Ecological Site of Special Interest.
- **Surrounding development** - The height of the surrounding development is predominantly two storey and the densities of adjacent existing development are approximately 65 - 70 habitable rooms per acre (13 to 14 dwellings per acre).
- **Environmental improvement** - The development of the site offers the opportunity of removing garden centre (retail) activity and improving the visual amenity of the area by restricting the extent of development, with careful design, and the use of appropriate material, colour and landscaping.

Landscape Sensitivity

Countryside Character - The site is located in area B2 of the Countryside Character Appraisal, which states that there is some capacity to accept new development, provide this is carefully located and linked with appropriate environmental enhancement measures.

Response from consultees

CONSULTEES	COMMENTS
Agricultural Status	Objection to loss of nursery
Longueville Nursery was an active horticultural business operating from areas of hard standing and polythene tunnels sited on agricultural land (Field 729 St Saviour) Recently the owners and operators of the nursery retired from the business and the nursery was been let on a short term lease. The nursery is an intensive horticultural use of 6 vergées of land.	
Ecological Status	None known
The site is located to the north of Rue des Pres wetland area which is a designated ecological SSI.	
Environmental Health Conditions	Mitigation required
1. The site is adjacent to the Rue des Pres Trading Estate. In order for residential development to take place, a detailed noise assessment of traffic	

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
	<p>and commercial noise sources must be undertaken to demonstrate development can be achieved without annoyance or nuisance being caused to residential dwellings.</p> <ol style="list-style-type: none"> The existing oil tank and historic use presents the risk of contaminated land. A contamination land assessment for this site is necessary prior to development. Health Protection Policy Guidance 1 - Guidelines on Noise Control for Construction Sites
Traffic And Vehicular Access	Site supported by TTS
	<p>Although the trip generation is likely to be fairly high, there are realistic alternatives to car use from this site, and potential to improve those alternatives.</p> <p>If this site were to be developed for Category A housing, there are some choices for residents to make as alternatives to car use. TTS Highway Engineer therefore supports the site for rezoning for Category A housing.</p>
Public Transport	Good access to frequent service
	<p>Good commuter bus routes provided by 1b, 2c and 22. Existing bus stop located at Longueville Stores which is a short distance from the site.</p>
Educational Facilities - Primary	Capacity in Plat Douet Primary School
	<p>Plat Douet Primary School is predicted to have sufficient capacity to cope with the potential number of children generated from this site and is located approximately 1 km from the site.</p>
Educational Facilities - Secondary	Capacity in Le Rocquier School
	<p>The site is within the secondary school catchment of Le Rocquier which is predicted to have sufficient capacity to cope with the potential number of children generated from this site once the development is occupied. And is located approximately 3 km from the site.</p>
Other Community Facilities	Good access
	<ul style="list-style-type: none"> The site is located within easy walking distance to existing community facilities and amenities. Food shopping is currently available at Longueville Stores and a greater range of services are available at Longueville Parade which is located within a safe walking distance of 450m. The site is located within walking distance of a number of recreational facilities, such as golf club, squash and tennis courts at Georgetown.

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
Mains Water Supplies	Yes
Jersey Water has confirmed that the site is relatively close to water mains infrastructure, which is capable of supplying the size of development identified for this site.	
Foul Drainage	Yes
There is a Public foul sewer in La Route de Longueville that can be reached by a short length of off-site sewer along New York Lane. However, the downstream pumping station may require upgrading to accept the additional flows from this development as well as the construction of additional emergency storage to accept the increased volume.	
Surface Water Drainage	Yes
Soakways are the preferred option for disposal of surface water and these should be investigated at an early stage. If these will not work then there is a watercourse to the west that crosses under La Route de Longueville to the east of the entrance to the Rue des Pres Trading Estate. This can be reached by a short length of off-site sewer although a topographical survey will be required to determine the best connection point. Irrespective of this, on-site attenuation will be required to restrict peak flows from any development.	
Electricity	Yes
The Jersey Electricity Company has confirmed that two substations would be required to serve the development.	
Other Services	Yes
Other services - telecoms and gas may also be investigated by the developer.	

Table B.8 Consultee Summary

Affordable Housing Site Assessments

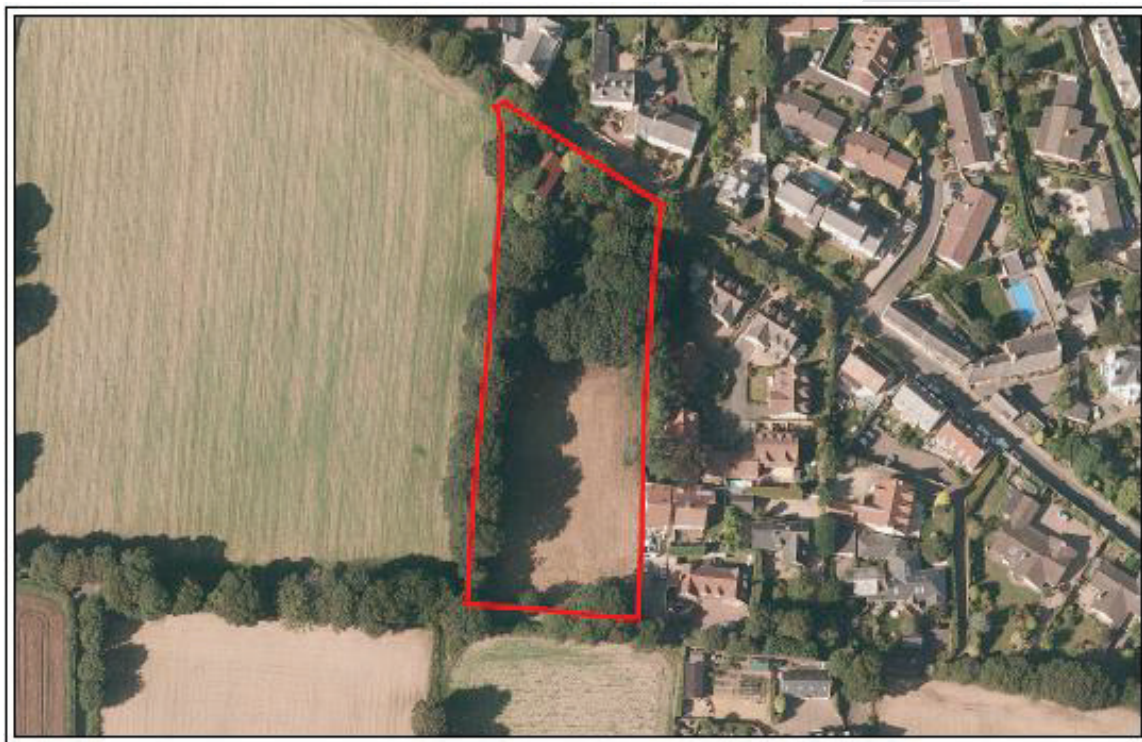
B.5 H5(1) Field 402, St.Martin

Site	<u>Field 402, St. Martin</u>																
Exiting Use/s	Agricultural land and disused garage																
Suitable Use/s	Category A housing, communal open space																
Approximate Site Area	<ul style="list-style-type: none"> The gross land area is 1.5 acres (3.4 verges) consisting of area. <p>Area Available For Housing:</p> <ul style="list-style-type: none"> The developable site = 1.5 acres (3.4 verges), to include an area of communal open space (10% of site approx) = 0.15 acre (0.3 verges) 																
Estimated Housing Yield	<p>Accordingly, the site is capable of being developed for houses or flats yielding between 19 no. to 22 no. dwellings, ranging in density from 68 to 80 habitable rooms per acre. The following table shows the preferred percentage split.</p> <table> <tr> <th colspan="2">Social rental homes (80%)</th></tr> <tr> <td></td><td></td></tr> <tr> <td>3 bed</td><td>15 - 17 units</td></tr> <tr> <td></td><td></td></tr> <tr> <th colspan="2">Affordable homes for purchase (20%)</th></tr> <tr> <td>2 bed</td><td>2 - 2 units</td></tr> <tr> <td>3 bed</td><td>2 - 3 units</td></tr> <tr> <td>Totals</td><td>19 - 22 units</td></tr> </table>	Social rental homes (80%)				3 bed	15 - 17 units			Affordable homes for purchase (20%)		2 bed	2 - 2 units	3 bed	2 - 3 units	Totals	19 - 22 units
Social rental homes (80%)																	
3 bed	15 - 17 units																
Affordable homes for purchase (20%)																	
2 bed	2 - 2 units																
3 bed	2 - 3 units																
Totals	19 - 22 units																

Table B.9 Site Details

Affordable Housing Site Assessments

Location Plan



Picture B.2 Field 402, St. Martin

Availability For Housing

The Parish of St Martin have expressed interest in this site for a Parish development to assist first time buyers.

Planning History

The field is approximately 1.5 acre (3.4 verges) along with the adjacent disused garage site.

The site was safeguarded for Category A housing in the 2002 Island Plan, however the 2011 Island Plan subsequently re-designated the site as green zone.

The Parish has previously identified the site as a possible affordable housing site in a parish-led study.

Planning Remarks

Spatial Strategy

- The site is adjacent to the village of St Martin and with careful design and landscaping, can be reasonably integrated into the built-up area. The site is also a short walk to the existing Parish community facilities and shops.

Affordable Housing Site Assessments

Suitability

- **Accessibility** - The site near existing facilities and amenities; the nearest being St Martin's Village and is accessible by public transport.
- **Constraints and implementation** - the field is in agricultural use and the disused garage land may be contaminated.
- **Surrounding Development** - The height of the surrounding development is predominantly two storey and the densities of adjacent existing development no greater than 65 habitable rooms per acre (13 dwellings per acre).
- **Environmental Improvement** - The redevelopment of the disused garage site would involve some remediation of the site. However the loss of a 1.5 acre agricultural field is significant and has to be considered against the social benefits of providing homes in close proximity to the village centre.

Landscape Sensitivity

Island Plan Zone - The site is in the green zone where there is a presumption against all forms of new development, accordingly the land would need to be rezoned for Cat A housing.

Countryside Character Appraisal - The site is located in area E7 of the Countryside Character Appraisal which states there is some capacity to accept new development, allied with measures of conservation and enhancement. Any development can have a high impact in the long views and any new development should generally be limited to the existing village areas.

Existing Land Use

Existing Land Use - The proposal makes use of land that is currently used in agriculture

Response from Consultees and Other Findings

CONSULTEES	COMMENTS
Agricultural Status	No Objection
Field 402 is currently used for grazing, however the size of the field	
Ecological Status	None known
The site has a number of mature trees which provide habitat for birds and possibly squirrels, accordingly further site investigation will be required as part of any application.	
Environmental Health Conditions	Mitigation required

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
<ol style="list-style-type: none"> 1. The historic garage use presents the risk of contaminated land. A contaminated land assessment for this site is necessary prior to development. 2. Health Protection Policy Guidance 1 - Guidelines on Noise Control for Construction Sites. 	
Traffic And Vehicular Access	Yes
The site has direct access to La Grande Route de Faldouet. A new vehicular access/egress will be required to comply with TTS Highways visibility requirements and is likely to involve the loss of roadside trees and hedging, and a possible realignment of the road side.	
Public Transport	Good access to frequent service
The site is near to a frequent bus route which provides a public transport service for both commuters and shoppers.	
Educational Facilities - Primary	Capacity in St Martin's Primary School
The new St Martin's primary school is predicted to have sufficient capacity to cope with the potential number of children generated from this site if developed for family housing.	
Educational Facilities - Secondary	Capacity in Grainville School
The site is within the secondary school catchment of Grainville which is predicted to have sufficient capacity to cope with the potential number of children generated from this site if developed for family housing.	
Other Community Facilities	
The site is near existing community facilities and amenities of the village of St Martin.	
Mains Water	Yes
Jersey Water has confirmed that the site is relatively close to water mains infrastructure, which is capable of supplying the size of development identified for this site.	
Foul Drainage	Yes
There is a public foul sewer in La Grande Route de Faldouet which may accept flows from this site.	
Surface Water Drainage	Yes
Soakaways would be the preferred option for the disposal of surface water.	

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
Electricity	Yes
It is likely that a substation would be required to serve the development.	
Other Services	Yes
Other services - telecoms and gas may also be investigated by the developer.	

Table B.10 Consultee Summary

Affordable Housing Site Assessments

B.6 H5 (2) Field 622, St. Ouen

Site	<u>Part of Field 622, La Rue de la Croute, St Ouen</u>	
Exiting Use/s	Agricultural land	
Suitable Use/s	Category A housing, communal open space	
Approximate Site Area	<ul style="list-style-type: none">The gross land area of part of Field 622 = 1.8 acres (4.0 verges). Area Available For Housing: <ul style="list-style-type: none">Area of land available for development = 1.8 acres (4.0 verges), to include an area of communal open space (10% of site approx) = 0.18 acre (0.4 verges)	
Estimated Housing Yield	Accordingly, the site is capable of being developed for houses or flats yielding between 19 no. (current application) to 32 no. dwellings, ranging in density from 50 to 80 habitable rooms per acre. The following table shows the preferred percentage split.	
	Social rental homes (80%)	
	2 bed	15 - 26 units
	Affordable homes for purchase (20%)	
	2 bed	4 - 6 units
	Totals	19 -32 units

Table B.11 Site Details

Affordable Housing Site Assessments

Location Plan



Picture B.3 Field 622, St Ouen

Availability For Housing

The Parish of St Ouen have expressed interest in this site for a Parish development of 19 no, 2 bedroom homes for the elderly on part of Field 622 which is in Parish ownership.

Planning History

The Parish are interested in developing half of Field 622, which is approximately 1.8 acre (4.0 verges) and submitted a planning application (P2010/1717) to develop 19 sheltered homes. This application has recently been the subject of a planning enquiry, the results of which will be available shortly for public inspection and will be a material consideration in determining this site for rezoning.

Planning Remarks

Spatial Strategy

- The site is immediately adjacent to St Ouens Village and can be reasonably integrated into the built-up area through careful design and landscaping. The site is a short walk to the existing Parish community facilities, shops and bus stop.

Affordable Housing Site Assessments

Suitability

- **Accessibility** - The site is near existing facilities and amenities; the nearest being St Ouen's Village and is accessible by public transport.
- **Constraints and implementation** - the land is good agricultural land.
- **Surrounding Development** - The height of the surrounding development is predominantly two storey and the densities of adjacent existing development no greater than 65 habitable rooms per acre (13 dwellings per acre).
- **Environmental Improvement** - The loss of half of this field is significant and has to be considered against the social benefits of providing homes in close proximity to the village centre.

Landscape Sensitivity

Island Plan Zone - The site is in the green zone where there is a presumption against all forms of new development, accordingly the land would need to be rezoned for Cat A housing.

Countryside Character Appraisal - The site is located in area E1 of the Countryside Character Appraisal which states there is very limited capacity to accept new development without comprising the landscape. However this site is adjacent to an existing settlement and can reasonably be integrated into it with careful design and landscaping.

Existing Land Use

Existing Land Use - The existing land used is agriculture.

Response from Consultees and Other Findings

CONSULTEES	COMMENTS
Agricultural Status	Objection
Field 622 is a productive agricultural field	
Ecological Status	None known
Not know, however further site investigation will be required as part of any planning application.	
Environmental Health Conditions	Noise and dust during construction
1. Health Protection Policy Guidance 1 - Guidelines on Noise Control for Construction Sites.	
Traffic And Vehicular Access	Yes

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
The site has direct access to La Rue de la Croute. A new vehicular access/egress will be required to comply with TTS Highways visibility requirements.	
Public Transport	Good access to frequent service
The site is near to a frequent bus route which provides a public transport service for both commuters and shoppers.	
Educational Facilities - Primary	Capacity in St Martin's Primary School
Les Landes primary school is predicted to have sufficient capacity to cope with the potential number of children generated from this site if developed for family housing.	
Educational Facilities - Secondary	Capacity in Grainville School
The site is within the secondary school catchment of Les Quennevais which is predicted to have sufficient capacity potential number of children generated from this site if developed for family housing.	
Other Community Facilities	
The site is near existing community facilities and amenities of the village of St Ouen.	
Mains Water	Yes
The existing mains water infrastructure should be capable of supplying the size of development identified for this site, however	
Foul Drainage	Yes
There is a public foul sewer in La Rue de la Croute which may accept flows from this site.	
Surface Water Drainage	Yes
Soakaways would be the preferred option for the disposal of surface water if the ground conditions permit. Percolation test should be carried out at an early stage.	
Electricity	Yes
It is likely that a substation would be required to serve the development.	
Other Services	Yes
Other services - telecoms and gas may also be investigated by the developer.	

Table B.12 Consultee Summary

Affordable Housing Site Assessments

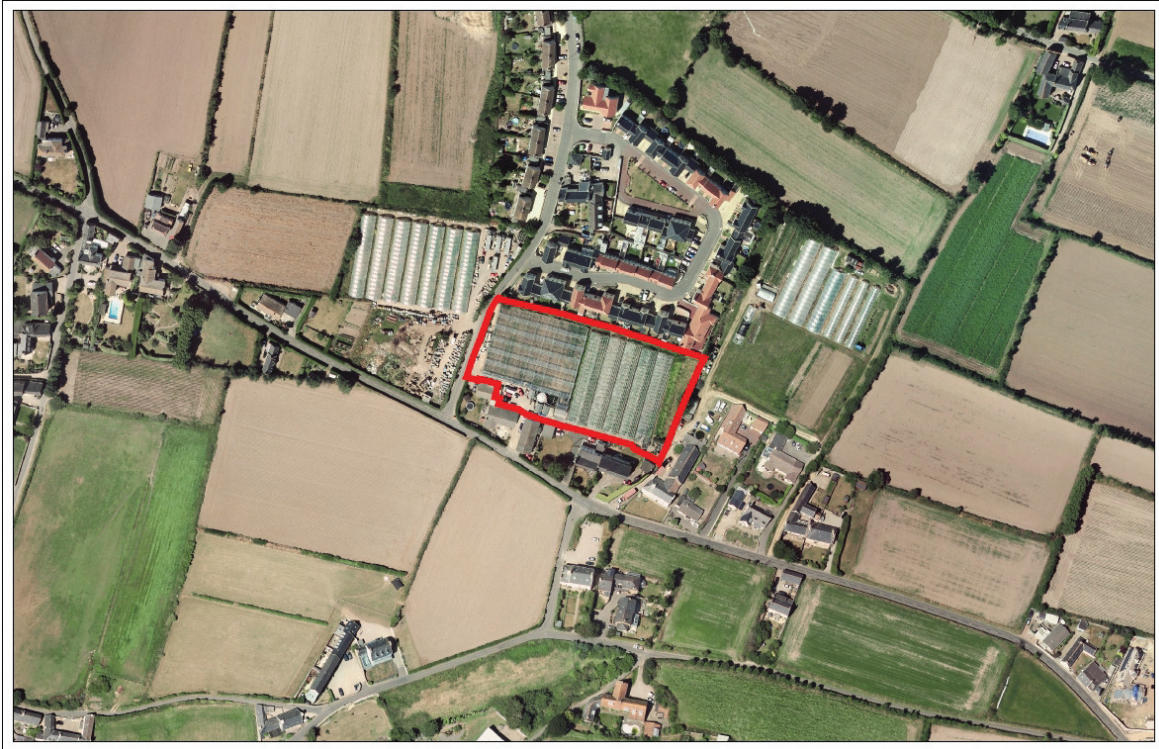
B.7 H5 (3) Glasshouse Site, Field 785, La Rue des Cosnets, St Ouen

Site	<u>Glasshouse site, Field 785, La Rue des Cosnets, St Ouen</u>	
Exiting use/s	Redundant horticultural site	
Suitable use/s	Category A housing, communal open space	
Approximate site area	<ul style="list-style-type: none">The total land area is 1.5 acres (3.5 verges) consisting of an area of redundant glasshouses. Area Available For Housing: <ul style="list-style-type: none">Developable site = 1.5 acres (3.5 verges), to include an area of communal open space (10% of site approx) = 0.15 acre (0.3 verges)	
Estimated housing yield	Accordingly, the site is capable of being developed for houses or flats yielding between 15 no. to 22 no. dwellings, ranging in density from 60 to 80 habitable rooms per acre. The following table shows the preferred percentage split.	
	Social rental homes (80%)	
	2 bed	3 - 4 units
	3 bed	8 - 10 units
	4 bed	1 - 4 units
	Affordable homes for purchase (20%)	
	2 bed	1 - 2 units
	3 bed	2 - 2 units
	Totals	15 - 22 units

Table B.13 Site details

Affordable Housing Site Assessments

Location plan



Map B.4 Glasshouse site, Field 785, La Rue des Cosnets, St Ouen

Planning history

- This horticultural site was established in the mid 60's which has expanded to approximately 1 acre (2.25 verges) of commercial glass, with ancillary sheds, boiler and tanks.
- The 2002 Island Plan designated the site in Policy H4, safeguarding it for future category A housing.

Planning remarks

The site was identified in the Strategic Housing Land Availability Assessment as being suitable for Category A housing.

Spatial strategy

- The site is on the southern edge of a small rural settlement at Le Landes and can be reasonably integrated into the built-up area.

Suitability

- **Accessibility** - The site is remote from facilities and amenities; the nearest being St Ouen's Village. However the site is accessible by public transport.

Affordable Housing Site Assessments

- **Constraints and implementation** - The principle physical constraint on this site is its remoteness from facilities and amenities. Utility services however are available, but connection to a surface water sewer could be expensive if soakaways do not work.
- **Surrounding development** - The height of the surrounding development is predominantly two storey and the densities of adjacent existing development are approximately 65 habitable rooms per acre (13 dwellings per acre).
- **Environmental improvement** - The development of the site offers the opportunity of removing a large area of glass and improving the visual amenity of the area through careful design, and the use of appropriate material, colour and landscaping. In addition, the Minister will use a planning obligation agreement to ensure that Fields 790 and 791 are cleared of the remaining nursery and associated structures and restored to agriculture, prior to the development of Field 785.

Landscape sensitivity

Countryside Character Appraisal - The site is located in area E1 of the Countryside Character Appraisal which states there is very limited capacity to accept new development in without comprising the landscape. However this site is adjacent to an existing settlement and can reasonably be integrated into it with good design.

Existing land use

Existing land use - The proposal makes use of land that is currently used in horticulture;

Response from consultees and other findings

CONSULTEES	COMMENTS
Agricultural status	No objection
<p>This site was identified in 2004 as a possible H4 site and this Section commented as follows; Small glasshouse site consisting of 60's block and new block, well maintained. No room for expansion - of no significant loss to agriculture. Recommendation; No objection.</p> <p>In the last 5 years there has been a significant downturn in the protected crop sector, with the industry ceasing to export; therefore the loss of these glasshouses will have no significant impact on the protected crop industry.</p>	
Ecological status	None known
None Known	
Environmental health conditions	Mitigation required

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
<p>Health Protection Policy Guidance 1 - Guidelines on Noise Control for Construction Sites</p> <ol style="list-style-type: none"> 1. The existing oil tanks and historic use presents the risk of contaminated land. A contaminated land assessment for this site is necessary prior to development. However the site plan also identifies storage tanks in the vicinity of the site which should be subject to an assessment to make sure ground water is protected. 2. This site is currently a storage facility for a landscaping business; fields 791 and 790 have staff accommodation units, stone and paving supplies and it would appear to be an active landscaping business. In the first instance, I would appreciate it if you could confirm that this is permitted development. If it is, a noise protection scheme involving the screening of the proposed site from this commercial activity should form part of any permit to allow development of the site. 	
Traffic and vehicular access	Site not supported by TTS
<p>This site is located in a very isolated location with only one community facility, a primary school, which is within easy walking distance. There are no other community facilities within easy access of this site. Therefore residents of this site would need a car for virtually all activities. Accordingly the site is not supported by TTS.</p> <p>If this site is approved for development, then a road improvement works would be required at the junction of La Rue a La Pendue and La Rue des Cosnets.</p>	
Public transport	Good access to frequent service
<p>The No 8 bus route provides a public transport service for both commuters and shoppers.</p>	
Educational facilities - primary	Capacity in Les Landes Primary School
<p>Les Landes Primary School is predicted to have sufficient capacity to cope with the potential number of children generated from this site and is located approximately 250 m from the site.</p>	
Educational facilities - secondary	Capacity in Les Quennevais School
<p>The site is within the secondary school catchment of Les Quennevais which is predicted to have sufficient capacity to cope with the potential number of children generated from this site once the development is occupied.</p>	
Other community facilities	Nearest facilities St Ouen's Village

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
The site is remote from existing community facilities and amenities. The nearest being St Ouen's Village which is approximately 2.5 km from the site.	
Mains water supplies	Yes
Jersey Water has confirmed that the site is relatively close to water mains infrastructure, which is capable of supplying the size of development identified for this site.	
Foul drainage	Yes
There is a public foul sewer in La Rue des Cosnets that could accept flows from this site. However, the downstream station may require upgrading to accept the additional flows and will require additional emergency storage to cater for the additional volume.	
Surface water drainage	Expensive to connect to s/w sewer if soakaways do not work
Soakaways would be the preferred option for the disposal of surface water. If these will not work then there is no other readily available means of disposal. There are no public surface water sewers and the nearest watercourse is some considerable distance to the south in Field 1102 which can only be reached by an off-site sewer along Public and Parish roads and across private land. In addition, on-site attenuation would be required to restrict peak run-off flows from the site. Surface water costs could therefore be considerable.	
Electricity	Yes
The Jersey Electricity Company has confirmed that one substation would be required to serve the development.	
Other Services	Yes
Other services - telecoms and gas may also be investigated by the developer.	

Table B.14 Consultee summary

Planning and Building Services
Department of the Environment
South Hill
St Helier
Jersey
JE2 4US

t. 01534 445508
w. www.gov.je/planningbuilding