

# Volume 3

## Housing



# Housing

## Planning for homes

This Island Plan has a fundamental role to play in addressing the availability and cost of housing in Jersey. Planning for homes requires an understanding of the need and demand for homes; and needs to ensure that the planned supply can meet the need for the different categories, tenures and types of home that are required.

Normally, the Island Plan would provide a ten-year planning framework, but current circumstances make it difficult to plan for the medium- or long-term. It is presently difficult to know, with any degree of certainty, what the impact of the coronavirus pandemic and Brexit will be for Jersey and to forecast what the longer-term housing requirement will be. This is because the island's population is significantly altered by levels of in-migration, which is closely connected to the island's economic performance.

As a result, the new Island Plan will cover a shorter three-year plan period (2022-2025). In terms of housing supply, however, this plan takes a five-year view of supply - covering the period 2021-2025 - having regard to the performance of the Revised 2011 Island Plan in delivering homes from 2011-2020 and looking to ensure that there is continuity to match housing demand with housing supply up to the end of 2025. This will cover the transition between two longer-term plans.

The planned provision of homes over this period has been informed by the development of a near-term planning assumption for change to the island's population. Notwithstanding the possible impact of the pandemic and Brexit on levels of in-migration and population change, what is clear is that there is a need to provide more homes to respond to some of the need generated by the increased demand for homes over the last plan period. This has been created by levels of in-migration that were consistently higher than forecast and this plan also seeks to make provision to address some of this demand too.

Whilst critically important, planning for homes to meet the community's needs is not just a matter of numbers, but also about creating good quality residential accommodation, which is responsive to the changing way we live, work and spend our leisure time, and to ensure that new development integrates with and can strengthen existing communities. This plan, therefore, also seeks to ensure that the homes that we provide, and the places in which we provide them, create the environments and places where islanders and communities can thrive and flourish.

## Design for homes

The design of the built environment and the buildings where we spend the majority of our time has a significant impact on our mental and physical health and wellbeing. This is particularly true of our homes which has been highlighted by the experience of the pandemic.

Most of the homes to be delivered by this plan will be in the island's built-up areas, where higher density of development will be encouraged to make sure that we make best use of Jersey's limited supply of land. Denser, more compact forms of development, such as flats, apartments and maisonettes, can create thriving and vibrant communities, and places

where people want to live. There is, however, a balance to be struck between the drive to use land more intensively, delivering the numbers of much needed new homes, while still creating successful places where people can live healthy lives. Other homes will also be created by the extension, sub-division or alteration of existing homes or through the conversion of existing buildings to residential use. The improvement of existing homes can also be realised through extensions and in some cases, incidental or ancillary buildings, where they support the enjoyment and functionality of the main home. Wherever new homes are provided, the creation of good quality residential accommodation is essential, regardless of their tenure, size and type.

Our homes need to provide internal environments and associated external spaces that support the health and wellbeing of their occupants and all who experience them. They should meet the needs of a diverse range of users, taking into account factors such as the ageing population. They should be adequate in size, fit for purpose, and adaptable to the changing needs of their occupants over time. Individual dwellings should provide sufficient comfort, natural light, privacy and quiet. They should also relate positively to the private, shared and public spaces around them, contributing to social interaction and inclusion to maintain and help foster the creation of mixed and balanced communities.

All new homes should meet or exceed the space standards set out in the Minister for the Environment's supplementary planning guidance<sup>1</sup>, which will be reviewed to bring them up to date. Internal living space should be easy to use with layouts that are adaptable to facilitate the flexible use of space, increase living choices, enable home working and make life easier for people with disabilities. This can be facilitated by carefully considering the location of doors, windows and built-in furniture and the location of structural supports to allow new openings in internal walls, or by creating easily demountable partitions which are clear of services such as pipes and cables, to maximise the potential use of a space. Marginally higher ceilings in the main living spaces (2.5m minimum) can enhance how spacious and comfortable a dwelling is and improve the amount and quality of natural light and ventilation, as well as providing flexibility, in the use of a room.

Providing safe, secure and accessible storage space, either individually or communally, for bulky items (for example, prams, mobility scooters, leisure equipment) that are the types of things usually accommodated in an attic or shed in a traditional house, should also be included in the design of new residential development.

Access to external amenity space is an important consideration and can be provided as private balconies or gardens, or as communal gardens and roof terraces. The extent of provision should be based on the space required for furniture, access to the space and uses in relation to the number of occupants. The provision of directly accessible private outdoor space to individual homes should be the norm and be of a practical shape and utility. The minimum depth and width for all balconies and other private external spaces should be 1500mm, where they are designed and orientated to be sunny, sheltered and secluded from neighbouring premises. External amenity spaces may also accommodate detached incidental or ancillary buildings which can support the use, functionality and enjoyment of a home. Incidental or ancillary buildings must be proportionate in scale relative to the principal dwelling (or dwellings), whereby they are clearly subordinate in their nature; will not unacceptably diminish the availability of quality external amenity

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<sup>1</sup> [Policy Note 6 - minimum specifications for new housing developments](#)



space, and will not lead to unacceptable landscape harm, particularly where this is to be outside the defined built-up area.

There is a need to ensure that habitable rooms and bedrooms are given adequate levels of privacy in relation to neighbouring property, the street, and other public spaces. Providing ground level maisonettes or locating habitable rooms at the front of the building, to provide natural overlooking and sense of activity to the street, can also help ensure that more sensitive uses, such as bedrooms, are more privately located at first floor level, or at the rear of the building. Raising the internal floor level of units above street level can also improve privacy.

Configuring living rooms next to kitchens, and bedrooms next to bathrooms, in vertical and horizontal arrangement, can help reduce noise transmission between rooms, and the careful location of lifts and circulation spaces in flatted development can help to limit noise transmission.

There will be a need to demonstrate the amenity of homes, in relation to the provision of daylight and sunlight. All homes should benefit from direct sunlight to enter at least one habitable room for part of the day; and living areas and kitchen spaces should, wherever possible, receive direct sunlight. Maximising opportunities to provide dual aspect homes, with windows on more than one side, improves access to natural light, choice of views and provides cross-ventilation which can help to address overheating. The provision of single aspect homes should be minimised, especially those that are north-facing, or those exposed to noise levels which may prejudice health. If single aspect dwellings are unavoidable, the design will need to demonstrate that all habitable rooms and the kitchen are provided with adequate ventilation, privacy and daylight, and that the orientation enhances amenity, including views.

Creating internal and external spaces, where people can meet and socialise, is a critical design element of compact forms of residential development. As such, well-designed and proportionate shared internal and external spaces should be an integral component of design. These features can help build a sense of community and identity and are important in building sustainable places where people want to live. Making sure that there are safe places for children to play, in well surveyed parts of the development, is critical to ensuring child-friendly new development and will be required in residential schemes that deliver five or more homes.

In flats or apartments, providing entrances that serve a small number of homes can help foster a sense of community and familiarity with neighbours. In compact forms of development, each core should be accessible to no more than six dwellings on each floor. All internal circulation spaces should be wide enough to enable comfortable movement of building users, and long, narrow internal corridors should be avoided. Outside, the inclusion of well-designed communal gardens, and other shared spaces, can be beneficial for people to meet and engage, and promote community conviviality. Design of external space should take account of a variety of uses such as integrated children's play, areas for growing plants and quiet areas for relaxation which should be accessible to all residents, regardless of tenure or mobility.

## Proposal 20 – Design for homes

The Minister for the Environment will review, and issue revised supplementary planning guidance setting out new design standards for the design and specification of new homes to ensure that new residential accommodation can provide islanders with good quality homes.

## Policy H1 – Housing quality and design

Proposals for the development of new homes, whether provided through the development of new buildings or the conversion, extension or alteration of existing buildings, should provide good quality accommodation and will only be supported where:

1. it provides easy to use and adaptable internal space; as well as private amenity space which meets or exceeds adopted standards;
2. it safeguards privacy and minimises exposure to noise
3. it maximises opportunities for daylight, sunlight and natural ventilation to internal spaces, avoiding single aspect plan forms; and
4. where relevant, it provides shared internal and external spaces that contribute to the creation of sustainable communities, where people can meet their neighbours.

## Housing density

As the island changes and grows, there is a need to ensure the efficient use of the island's limited land supply to meet the need for new homes. Residential development proposals should deliver an optimum density for their site and location. This means the development of land to the fullest amount where that is consistent with all other relevant planning objectives, including the provision of open space, parking, placemaking, and impact on neighbouring uses, along with the quality and design of the homes being provided.

Density<sup>2</sup> is a measure of the number of dwellings which can be accommodated on a site or in an area. Residential densities are usually expressed as dwellings per hectare (dph). A more nuanced approach to providing an indication of the intensity of development, and the likely number of occupants, is to use habitable rooms per hectare (under current guidance<sup>3</sup> a three bed-house will have five habitable rooms and a two-bed house four habitable rooms. In contrast, a two-bed flat will have three habitable rooms and a one-bed flat two habitable rooms). The intensity of the development has a direct bearing on the form of homes provided: any development above 60dph will likely be flats rather than houses.<sup>4</sup>

As set out in the Island Plan's spatial strategy, development of the highest densities should be located at the most accessible and sustainable locations, focusing growth in the island's

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<sup>2</sup> Net dwelling density is calculated by including only those site areas which will be developed for housing and directly associated uses, including access roads within the site, private garden space, car parking areas, incidental open space, landscaping and children's play areas where provided.

<sup>3</sup> [Planning Policy Note 6: Specifications for housing developments](#) states that rooms of 250sq ft (23sqm) and over will count as two habitable rooms, with every extra 100sq.ft (9 sqm) equalling one additional habitable room.

<sup>4</sup> Requirements for increased density can have a direct impact on the type of dwelling provided: around 60 dph the development must be mainly or entirely in the form of flats (Whitehead, Christine M E (2012) [The density debate: a personal view](#). London School of Economics and Political Science)

existing built-up areas, and Town in particular. This is where homes are better related to workplaces, schools, shops and local services, where the need for travel is reduced, and where there are likely to be more sustainable travel choices.

A positive design-led approach to increasing the density of new development, within its context, will ensure that the identity and character of each place is enhanced and, where relevant, protected. This will require an imaginative and contextually sensitive approach to development to create sustainable communities in liveable neighbourhoods. Planning applications for new homes will need to use land efficiently but not overcrowd, overdevelop or cram a site. When new homes are being proposed, there will be a requirement to consider the needs of existing and future residents in providing access to open space and other community services and facilities, and the capacity of existing infrastructure to absorb more development. Such development will need to provide or contribute to community facilities and infrastructure that will be impacted by the likely increase in the number of people living in the area. High quality residential amenity and sustainable communities will lie at the heart of achieving good places for people to live.

There will also be a need to ensure that more dense forms of development are making a positive contribution to meeting the island's housing needs and that they provide an appropriate mix of homes that help support and sustain mixed neighbourhoods and local communities. An over-provision of one form of dwelling type, such as one-bedroom flats, will not create vibrant local communities and will not be supported.

To be successful the provision of more dense forms of development throughout the island's built-up areas should have regard to:

- the quality of design, relative to the nature of the site and its local context and the character, capacity and sensitivity of the area to accommodate the development;
- the quality, type and mix of homes being created, and its contribution to the creation of sustainable communities; and
- the level of accessibility by walking, cycling and public transport, to a range of community services and facilities, including the capacity of existing local infrastructure to accommodate the development.

The Minister for the Environment will develop and publish supplementary planning guidance to establish minimum density standards for all of the island's built-up areas to ensure that land is used efficiently, by securing contextually appropriate uplifts in the density of new homes to support the island in meeting its housing needs. There is, however, a balance to be struck between achieving higher densities for new homes and the impact of this on the character of Town and other parts of the island's built-up area. The guidance will recognise that the island's built-up areas have different characteristics and different capacity to accept more dense forms of development. Similarly, some parts of Town offer a greater opportunity for more significant increases in density than others. These are those areas of town with fewer contextual constraints, and larger development sites, where there is potential for new development to define its own setting.

Residential schemes should provide a minimum level of density that is appropriate to the site's setting, in accordance with the Minister's guidance. Residential densities below this figure should only occur where it is essential to safeguard the special interest and character of the area, such as development in a conservation area, or where there is an overriding need to provide a particular type of residential scheme to meet a specific housing need, such as the provision of, for example, sheltered accommodation.

To enable a proper assessment of the density of new development, applications for five or more homes should be supported by a comprehensive schedule of accommodation, which provides an overall calculation of both the number of dwellings per hectare and habitable rooms per hectare. Where proposals receive planning permission, the schedule will form one of the approved documents to confirm the number, type and specification of homes to be delivered on the site.

### **Proposal 21 - Minimum density standards**

The Minister for the Environment will develop and publish supplementary planning guidance to establish minimum density standards for the island's built-up areas including:

- Town;
- Les Quennevais;
- local centres; and
- smaller settlements

As part of the development of any supplementary planning guidance for minimum density standards, the Minister for the Environment will consult the Minister for Housing and Communities; the relevant parish(es); stakeholders and members of the public.

### **Policy H2 – Housing density**

A positive design-led approach for the provision of new homes will be encouraged at all sites in the island's built-up area to ensure optimum efficiency in the use of land.

Residential development will be supported where it meets or exceeds the adopted minimum residential density standards established for the island's built-up areas.

The appropriate density for any individual site will be informed by:

- the quality of design, relative to the nature of the site and its local context, and the character, capacity and sensitivity of the area to accommodate the development;
- the quality, type and mix of homes being created; and its contribution to the creation of sustainable communities; and
- the level of accessibility by walking, cycling and public transport, to a range of services and facilities, including the capacity of existing local infrastructure to accommodate the development; and
- the quantity and quality of amenity space and parking, including visitor parking.

Residential development below the minimum density will only be supported where it is essential to protect the special interest and character of the area, or where there is an overriding justification to provide a particular mix and type of homes.

Proposals involving five or more homes should be supported by a schedule of accommodation and density statement: proposals that are not accompanied by this information will not be supported.

## Housing demand

Housing demand is driven by population change – comprising natural growth and in-migration – over the plan period. Ordinarily, a long-term planning assumption would be established to inform ten-year plans for housing. This Island Plan, with a shorter-term plan period, adopts a near-term planning assumption because of the difficulties involved in modelling future population and housing demand forecasts, given the uncertainty of impacts associated with the pandemic and Brexit on the island's economy, and consequently, its population. This is particularly the case in Jersey, where in-migration is very closely driven by economic performance.

As set out in the Preferred Strategy<sup>5</sup>, this Island Plan adopts a near-term planning assumption of growth in the island's population of around 4,000 people over the five years covering 2021-25, based on an average annual increase of +800 per year. The development and adoption of this near-term planning assumption has been informed by available evidence and trends related to population dynamics and changes to demographic profiles; the anticipated impact of future government policies relating to migration; and informed assumptions regarding the impact of the coronavirus pandemic and Brexit on inward migration and population change.

The Objective Assessment of Housing Need (OAHN)<sup>6</sup>, published in January 2019, makes clear that more housing is required in the coming years, regardless of migration, due to population trends such as increasing life expectancy and reductions in the average size of households. The report estimates the number of additional units that would be required under four population growth scenarios (net nil; +325; +700; and +1000) for the period 2021-2030.

In addition to the housing requirement set out in the OAHN report, it is recognised that population growth over the previous Island Plan period (2011-2020) has been significantly higher than the anticipated additional 325 people a year, averaging around 1,000 people a year. Statistics Jersey has estimated that, because of this, a net shortfall of 1,800 homes has arisen over the ten-year plan period (2011-2020). Some of the demand associated with this shortfall may have been met by existing under-capacity in the market. However, it is reasonable to assume that the remaining unsatisfied demand is contributing to the housing pressures experienced in Jersey and creating additional demand that should be reflected in the housing requirement.

Modelling undertaken using the same methodology as the OAHN suggests that the projected near-term annual population increase of +800 per year would generate a need for an additional 6,100 homes over a ten-year plan period from 2021-2030. When this is considered together with the net shortfall of 1,800 homes from the last plan period, a net target of at least 7,900 homes is required up to 2030.

Whilst there is a clear need for the development of new homes, there is also the potential to make better use of the island's existing housing stock. The Housing Policy Development Board (HPDB)<sup>7</sup> was established, in 2019, to examine the housing market in Jersey and to develop comprehensive proposals to improve the supply, affordability, access to, and standard of housing in the island. Having regard to the focus of the HPDB it is considered

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<sup>5</sup> [Island Plan Review Preferred Strategy Report](#)

<sup>6</sup> [Objective Assessment of Housing Need](#) (2019)

<sup>7</sup> [Housing Policy Development Board](#)



appropriate to conclude that, as a minimum, Government might seek to address 5% of the identified housing requirement (rounded to 200 units) through non-development policies over the plan period. This is considered a reasonable assumption given the time necessary both to develop and begin to implement those policy recommendations submitted by the HPDB that are accepted by the Government of Jersey.

Based on the above, the housing development target over a five-year planning period (from 2021 to the end of 2025) arising from changes in ageing and dwelling patterns; from increases in population over the plan period; and from the net shortfall of the last plan period, is set at 4,000 homes. This recognises a continuity of supply in the transition between the former plan; this plan; and the next longer-term Island Plan and equates to a minimum rate of supply of 800 homes per year.

In addition to this, there is a specific requirement to provide key worker accommodation to support essential public services. The OAHN recommends provision of 25 key worker homes per year to support this objective, which should be considered in addition to overall housing demand driven by population change.

### **Housing supply**

Having established a near-term housing target, a strategic analysis of the supply of land and housing, as well as the capacity of these sources to meet the demand, has been undertaken in the development of this plan. The main sources of housing supply are identified and considered in the Housing Land Availability and Site Assessment<sup>8</sup> report and their anticipated contribution to housing supply over the plan period is presented in table 1 (below) and comes from the following sources:

- homes under construction
- sites with outstanding planning permission
- capacity of the town
- Government of Jersey, and arms-length bodies-owned sites
- 'windfall' outside of town
- extensions to the built-up area (rezoning)

Recognising the ongoing development cycle in the transition between plans, there are several sites where a significant number of homes are under construction and are due to be completed post-2020. Other sites will have the benefit of planning permission, which lasts for three years, and an assumption is made that a proportion of these will come forward for development and contribute to the supply of homes.

Town has an important role to play in helping to meet the island's housing needs. Work has been undertaken to assess the potential contribution of development opportunities arising within Town, including private 'windfall' development and the development of land by government arms-length agencies, such as Andium Homes and the Jersey Development Company.

An Island Public Estates Strategy 2021-35<sup>9</sup> has been developed and adopted by the Government of Jersey to better manage its own public estate and, to help support the delivery of affordable homes and the provision of key worker accommodation. The strategy will provide a coordinated basis against which all future asset management

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<sup>8</sup> See Housing Land Availability and Site Assessment at [JPR core evidence base](#)

<sup>9</sup> [Island Public Estates Strategy 2021-35](#)

planning for public operational land and buildings can be assessed, so that they are maintained, developed, re-purposed or disposed of in accordance with the long-term requirements and aspirations of the Government relative to the needs of the community. The strategy will support the delivery of government-owned sites where there is the potential for redevelopment: those with the potential to support the delivery of homes over this plan period are included in the estimate of housing supply and are identified as a source of supply.

Based on an assessment of trend data and having regard to the policy framework provided by the plan, further windfall in other built-up areas and, to a lesser extent, some limited residential development in the countryside, will also provide a source of housing supply.

The work of the HPDB<sup>10</sup> emphasises the key role that the Government of Jersey, and its delivery agents, can play in the supply of new housing in the island, as well as actively encouraging more efficient use of existing housing through various policy interventions. The HPDB work sets out detailed policy recommendations across a range of ministerial responsibilities. The recommendations and themes most relevant to the plan are:

- delivery of new homes across a range of tenures and need groups
- encouraging 'right-sizing' to improve the availability of family-sized accommodation
- rezoning of land for specific residential classes
- encouraging conversion of large residential dwellings into multiple homes
- the introduction of an affordable housing contribution policy, and
- the use of compulsory purchase to discourage land-banking and aid site assembly.

Recognising overall housing demand, including the need for key worker accommodation; the above-mentioned sources of supply; and having regard to the Government's strategic policy commitments (improving the quality and affordability of housing and securing a consistent supply of good-quality homes that are affordable to local families),<sup>11</sup> alongside the emergent policy recommendations of the HPDB, this Island Plan seeks to make provision for additional homes over and above the anticipated level of demand - of up to 4,300 homes - to specifically address key policy objectives. In particular, the planned release of land, through rezoning, to deliver affordable homes accords with the plan's spatial strategy, shares the burden of development across the island, and supports the maintenance and enhancement of sustainable communities in local centres.

It ensures that the plan can provide for, and deliver, a mix of housing types, including family and right-sizing homes, to meet the different housing needs of different parts of the island, facilitating the better use of the existing housing stock. It also ensures a more equitable distribution of development across the island and helps to maintain a supply of homes in the transition between two longer terms plans, helping to directly tackle the need for affordable housing in particular.

This plan sets out a policy framework which responds to all these outcomes, including the allocation or rezoning of land to deliver affordable homes and to help support and maintain sustainable communities.

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<sup>10</sup> [Housing Policy Development Board](#): final report

<sup>11</sup> See Strategic priority: We will reduce income inequality and improve the standard of living [Common Strategic Policy 2018-22](#)

Supply source		Five-year supply estimate 2021-25	
		Affordable	Open Market
Under construction (end 2020)		625	700
Planning permission (March 2021)		0	700
Town Capacity	Private sites	0	600
	Government/approved housing provider sites	425	150
Windfall (outside of Town)		0	500
Rezoning – affordable housing		373	0
Rezoning – supported housing		0	87
<b>Total estimated supply</b>		<b>1,423</b>	<b>2,737</b>
		<b>4,160</b>	

Table H1: Sources of housing supply

Other than sites that are currently under construction, or government-owned sites, there is a degree of uncertainty over other sources of housing supply. At present, the most significant barrier facing housing delivery is the supply of land, and the impact of this on the cost of land. High land costs coupled with relatively high build costs are the key drivers of the supply and cost of new housing in Jersey. The current pandemic will have an impact on the supply of housing, by influencing the levels of inward migration, labour supply and cost of construction. But the specific impacts of the pandemic over the three-year period of the plan are not yet clear, and assumptions have been made about the potential yield from various sources.

This Island Plan also needs to enable and catalyse development activity over and above the recent average build rate (at about 400 homes per year) to meet the demand for homes over the plan period. As set out in the Island Public Estates Strategy, and also reflected in the emergent policy package recommended by the HPDB, stimulating supply from the release and development of government-owned sites and promoting 'right-sizing' will, directly and indirectly, support new housing delivery.

### Policy H3 – Provision of homes

The plan makes provision for the supply of up to 4,300 homes (up to the end 2025) to provide:

- up to 1,650 affordable homes (including key worker accommodation)
- up to 2,650 open market homes

To enable the supply of homes, proposals for residential development will be supported in the island's built-up areas; and on sites specifically allocated for the provision of up to 600 affordable homes.

Development proposals which would result in a net loss of housing units will not be supported except where:

- i. the proposal would result in the replacement of substandard accommodation with homes that meet current standards; or
- ii. the replacement homes would better meet the island's housing need in terms of size, type and/or tenure.

## Meeting housing need

The challenge of meeting housing need is not confined to ensuring an adequate supply of homes. Planning policy within the plan must also ensure that the size and type of housing being delivered is appropriate and meets the community's identified need, particularly in relation to affordability, which remains a critical challenge in Jersey<sup>12</sup>.

Having an appropriate mix of housing tenures, types and sizes is fundamental to creating balanced communities, as it allows for a broad range of people and households to be included within a neighbourhood. Conversely, having an overconcentration of any single housing type or tenure results in the exclusion of those with different housing needs and the spatial concentration of specific socio-economic groups. Places with an appropriately balanced mix of housing types and sizes also cater to the changing needs of our communities across the generations; enabling individuals and families to stay within their established neighbourhoods or local networks, but to move between different size and types of properties as their housing needs change. This is important in ensuring that the fabric and identity of the island's communities remains strong and resilient, as our demographic profile changes.

The Objective Assessment of Housing Need (OAHN) report assesses the scale of housing need in all tenures (non-qualified; owner occupier; qualified rent; social rent) and provides a longer-term evidence source of housing demand and size requirements, principally based upon population modelling. The report concludes that there is significant demand for larger 3- and 4-bedroom homes for private purchase across all population growth scenarios - with a demand for 69% of homes for purchase (in a +700 population growth scenario) to be 3- and 4-bedroom homes. Within the social rented tenure, however, the most significant need is for 1- and 2-bed homes – with 92% of the need for social rented homes to be smaller units.

A more direct and immediate evidence of demand, for affordable homes, is the Affordable Housing Gateway<sup>13</sup>: the Gateway is the current access point for those 'entitled'<sup>14</sup> to access affordable homes – for both rent and purchase - in Jersey and is administered and operated under the auspices of the Minister for Housing and Communities. The Gateway contains priority bands based on financial, medical and other relevant housing circumstances and, therefore, provides an evidence base for affordable housing demand needs by tenure and type.

Whilst the Gateway is operated under the auspices of the Government of Jersey, placements are made by affordable housing providers - primarily Andium Homes, Jersey's largest affordable housing provider, and other independent housing trusts. These providers allocate affordable units through use of the Gateway housing list.

The Gateway (which, over the plan period, may become the most up-to-date source of evidence for affordable housing needs) along with other surveys published by Statistics Jersey, guidance from the Minister for the Environment or the Minister for Housing and Communities, will help to determine housing need, and the most appropriate response to meet it. Consideration may also be given to evidence of local need, derived from parishes and subject to scrutiny through the Gateway, to help determine local housing needs.

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<sup>12</sup> [Jersey Housing Affordability Index](#)

<sup>13</sup> [Affordable Housing Gateway](#)

<sup>14</sup> [Residential and employment statuses and what they mean](#)



## Policy H4 – Meeting housing needs

In order to ensure the creation of sustainable, balanced communities, the development of new homes will be supported where it can be demonstrated that it positively contributes to meeting identified housing needs of the local community or the island, in terms of housing types, size and tenure, having regard to the latest evidence of need. Residential developments of five or more dwellings should, in particular, include a proportion of smaller homes to encourage and enable 'right-sizing, where appropriate.

Development proposals which would result in an unacceptable over-concentration of any type, size or tenure of housing will not be supported, except where overriding justification is provided to justify the mix.

Where development proposals are subject to site or area-specific supplementary planning guidance, the mix of specific types, size and tenure of homes should accord with that guidance, except where overriding evidence is provided to justify a different mix.

## Affordable housing

### Need for affordable housing

In Jersey, there are particular challenges around the affordability of housing: in a small island, land has 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 assistance to meet their housing needs<sup>15</sup>.

### Definition of affordable homes

Planning legislation<sup>16</sup> enables land to be designated to provide affordable homes within a broad definition and this plan seeks to ensure that affordable homes are provided to help meet the community's needs.

The detailed definition of what constitutes affordable housing, and the criteria for eligibility and access to it, will be determined by the Minister for Housing and Communities and administered through the Affordable Housing Gateway ("the Gateway")<sup>17</sup>. The Gateway manages access to affordable housing tenures including social rent, affordable purchase (managed by Andium under the Jersey HomeBuy scheme) and will be expanded to include other housing categories for key workers and 'right-sizers'.

A number of parishes have identified local housing needs through the maintenance of their own waiting lists, and parishioners will need to be assessed through the Gateway to determine their eligibility and housing needs. Where affordable homes are to be provided, the number of units that may be allocated for local parish needs on each site will be established through the Minister for Housing and Communities' affordable housing policy

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<sup>15</sup> [Housing affordability in Jersey](#)

<sup>16</sup> [Planning and Building \(Jersey\) Law 2002](#), Article 4 (4) states: "That designation may include designating land to be used to provide residential accommodation, whether it be accommodation for renting or accommodation for purchase, for persons who would otherwise have financial difficulties renting or acquiring residential accommodation in the general market for residential accommodation prevailing in Jersey."

<sup>17</sup> See: [Affordable Housing Gateway](#)

and agreed with the parishes. No more than 50% of the allocation of affordable homes for purchase should be made to people prioritised owing to parish links.

### **Demand for affordable homes**

The OAHN identifies the need for a minimum of 920 social rented and 1,100 affordable home ownership dwellings over the period 2021 to 2030<sup>18</sup>. This would equate to a minimum of 276 social rented and 330 affordable ownership dwellings over a three-year plan period: or an overall demand of approximately 1,000 affordable homes for a five-year housing supply.

Based upon evidence from the Gateway (as at February 2021) for affordable housing, there has been a shift towards affordable purchase housing. The current needs indicate a split of 55% for affordable purchase housing and 45% for affordable rental housing.

The evidence also demonstrates a continuing need for one and two-bedroom units where the elderly and smaller younger families are struggling to source suitable, affordable accommodation in the private sector. Demand for smaller homes is also driven by the number of families who need to downsize as their circumstances change.

The required mix, type and tenure of homes to be delivered on sites identified for affordable housing may change in light of new evidence of housing need, and will be revised, if necessary, through the preparation and adoption of supplementary planning guidance issued by the Minister for the Environment. The preparation and adoption of any such guidance would be the subject of consultation with the Minister for Housing and Communities and relevant stakeholders.

### **Supply of affordable homes**

This plan seeks to address the requirement to provide affordable homes from a number of sources. It is evident that there is already a significant number of affordable homes in the pipeline, to be delivered by the government's arms-length affordable housing provider Andium Homes, which are either under construction or have planning permission. This will be supplemented by other Government-owned sites being brought forward during the plan period to provide affordable homes. The plan also allocates specific private sites, arising from the call-for sites process, in order that they may be developed for the purpose of providing more affordable homes.

### **Government-owned sites and approved affordable housing providers**

The use of government-owned land to help meet the need for affordable homes is identified as a clear policy objective of the Island Public Estates Strategy.<sup>19</sup> A number of government-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 government departments and Jersey Property Holdings review property portfolios.

The extent to which all or some of these government-owned sites contribute to this need will be determined, through the development of asset management plans, supported by the objectives set out in the Island Public Estates Strategy, having regard to the public benefit to be derived from other forms of development on these sites.

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<sup>18</sup> Under the +1,000 per annum population scenario (see [Objective Assessment of Housing Need](#) (2019))

<sup>19</sup> [Island Public Estates Strategy 2021-35](#)

This Strategy will come under governance of the newly formed Corporate Asset Management Board. The Board's primary objective is to oversee implementation of the strategy to ensure that it supports long-term 'One Gov' ambitions, well beyond the four-year terms of governments. The Board will, therefore, prioritise and approve the forward programme for the short, medium, and long-term for all estate projects and related policies, including the release of sites for affordable housing. This will result in the development of an overarching residential delivery and management strategy, under the guidance of a strategic co-ordination function, to support housing delivery for arms-length housing bodies such as Andium Homes and the Jersey Development Company, and other housing trusts.

Some of these government-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. It is, however, estimated that up to 425 affordable homes will be delivered from government-owned sites over the plan period. This supply has the potential to come from public sites that may be released for development over the plan period that includes:

- Ambulance Station
- The Limes
- Le Bas
- St. Saviour's Hospital (part)
- Westaway Court
- La Motte Street offices

Available sites may be transferred to agencies wholly owned by the Government of Jersey (such as Andium Homes) or to a registered affordable housing provider over the plan period. Andium is the largest single delivery agent of affordable housing and their business plan (2019-23)<sup>20</sup> includes an ambition to deliver 2,000 new homes by 2025, including 739 homes for affordable ownership through their Andium Homebuy Scheme by 2023. At the time of developing the bridging Island Plan, over 400 homes had been completed and a further 625 homes were under construction or had the benefit of planning permission. The remaining homes are expected to emerge over the plan period.

Sites which are expected to emerge after 2025 will be identified through the housing co-ordination function so that they are made available and aligned with the delivery plans of the affordable housing providers to secure development of affordable homes in the next plan period.

### **Proposal 22 – Residential delivery and management strategy**

The coordination and allocation of public land and assets to deliver additional supplies of affordable and key worker housing on Government-owned sites, will be supported by the property strategy and a new strategic housing co-ordination function, which will work closely with the housing delivery agents and other relevant teams across government.

The strategic housing function will ensure that sufficient Government-owned sites are made available to secure development of affordable homes in accord with the Island Plan

The Minister for Housing and Communities will also explore, with others as appropriate, how developments of new homes might be expedited, including the use of pre-fabricated methods of construction.

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<sup>20</sup> [Andium Homes Strategic Business Plan 2019 – 2023](#)

### **Land rezoned for affordable homes**

This plan identifies and allocates 16 sites for the provision of affordable homes to address the island's housing needs and to help maintain sustainable communities.

Site assessments have informed the potential range of development yield that could be achieved on each of these sites, together with other identified planning issues. The definitive number, type, size and tenure of homes 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 the Environment and issued as supplementary planning guidance.

Some of these sites, where they are co-located, will need to be brought forward for development together, to provide a comprehensive form of residential development, optimising the use of land and providing greater opportunity to provide community facilities: their development, as individual sites, will not be supported.

The development briefs will be the subject of consultation with the Minister for Housing and Communities; parishes; other stakeholders and the public. To guide the delivery of homes on these sites development briefs will address planning issues along with issues related to housing need including, as appropriate:

- the mix of types, tenure and size of homes, based upon the latest evidence
- the provision of homes to suit specific requirements of the elderly or those with extra care needs.

The current evidence of need suggests that each site should be developed to deliver 45% social rent affordable housing and 55% affordable housing for purchase. This tenure split reflects current housing need based on evidence provided by the Gateway. The final tenure split may change following further evidence from the Gateway or future housing needs surveys; or changes to housing policy and will be mandated in the approved development briefs for each site and secured through planning obligation agreements attached to any subsequent granting of planning permission.

To ensure that progress is made to address the need for affordable homes over the plan period, where the development of affordable homes on sites allocated for this purpose has not commenced within three years of the approval of this plan, they may be purchased by the States of Jersey, using compulsory purchase provisions if required, and developed in accordance with this policy by transfer to an approved affordable housing provider.

### **Promoting the efficient use of existing stock: right-sizing**

As noted by the OAHN, there is a significant need for larger affordable homes. This need can, in part, be addressed through the more efficient use of existing housing stock.

At present, people over 65 make up approximately 17% of Jersey's population but account for about a third of all homeowners and live in a quarter of the homes in the island. Linked to changes in the population age profile, as well as other social and cultural changes, Jersey's households are getting smaller. Over the last forty years, local household size has decreased from 2.8 persons per household in 1971, to 2.31 persons per household in 2011.

The implications of this population change, relative to use of the existing housing stock, means that there is an increasing 'mismatch' between the number of people living in a



household and the size of the home occupied by them. The 2011 Jersey Census<sup>21</sup> recorded that around a quarter (26%) of households were under-occupying their accommodation, that is they had at least two bedrooms more than they needed as measured by the Bedroom Standard<sup>22</sup>. The rate of under-occupation was highest for owner-occupied households (42%), with levels of under-occupation concentrated among older people's households.

Enabling and supporting people to move from accommodation they are under-occupying into smaller accommodation more aligned to household size - known as right-sizing - can help promote better efficiency in the use of the existing housing stock, and specifically help 'release' larger, family homes. A package of policies is required to enable right-sizing, and to encourage the release of existing family homes: planning policies, related to the use of land will need to work alongside housing policies relating to housing need and access.

To assist in this process, this Island Plan supports and enables the provision of a proportion of right-sizing homes on sites zoned for the provision of affordable homes. Occupancy of any right-sizing homes would be regulated by planning condition, and eligibility to access any such provision would be restricted to those who are genuinely downsizing and managed through the Gateway.

Working with arms-lengths affordable housing providers, the Government of Jersey is developing incentive and support packages to encourage under-occupiers to right-size to smaller homes; whilst developing appropriate mechanisms to ensure that the existing homes which are released are appropriate for, and remain available as, affordable homes for purchase in perpetuity.

### Policy H5 – Provision of affordable homes

The following sites are specifically zoned for the provision of affordable homes and their development for any other use will not be supported:

1.	Field J1109	St. John	(1.21 hectares/6.71 vergées)
2.	Field J229	St. John	(0.3 hectares/1.7 vergées)
3.	Field J236	St. John	(0.3 hectares/1.5 vergées)
4.	Field MN410	St. Martin	(0.75 hectares/4.2 vergées)
5.	Field MY563	St. Mary	(0.65 hectares/3.6 vergées)
6.	Field O594 and O595	St. Ouen	(1.00 hectares/5.5 vergées)
7.	Field O785	St. Ouen	(0.6 hectares/3.5 vergées)
8.	Field P558	St. Peter	(0.90 hectares/5.0 vergées)
9.	Field P559	St. Peter	(1.90 hectares/10.5 vergées)
10.	Field P632	St. Peter	(1.30 hectares/7.2 vergées)
11.	Field P655	St. Peter	(0.45 hectares/2.5 vergées)
12.	Field P656	St. Peter	(0.50 hectares/2.7 vergées)
13.	Field S415A	St. Saviour	(0.30 hectares/1.7 vergées)
14.	Field S470	St. Saviour	(0.80 hectares/4.4 vergées)
15.	Field T1404	Trinity	(0.50 hectares/2.7 vergées)

<sup>21</sup> [2011 Jersey Census](#)

<sup>22</sup> The 'Bedroom Standard' (UK Housing Overcrowding Bill, 2003) defines the number of bedrooms that would be required by the household, where a separate bedroom is allowed for each married or cohabiting couple, any adults aged 21 or over, pairs of adolescents aged 10-20 of the same sex and pairs of children under 10 years. Unpaired persons of 10-20 years are notionally paired with a child under 10 of the same sex.

The development of the following sites, where they are co-located, will only be supported where they are developed together, as part of a comprehensive scheme of residential development:

- Field O594 and O595, St. Ouen
- Field P558, P559 and P632, St. Peter
- Field P655 and P656, St. Peter
- Field S415A and Field S470, St. Saviour

All of these sites (listed at 1.-15. above) should be developed in accordance with guidance to be issued by the Minister for the Environment and, unless otherwise specified, in the proportions of 45% for social rent and 55% for purchase, except where an alternative tenure split:

- (i) can be justified, having regard to latest evidence of need
- (ii) enables the 'right-sizing' of homes within the existing housing stock; or
- (iii) can be justified relative to any other overriding justification.

The following site has an existing planning permission for affordable housing and is zoned on the proposals map for this purpose:

16. Field J525                      St. John.                      (0.6 hectares/3.3 vergées)

Where States of Jersey or States-owned companies' land is brought forward for the development of new homes, these shall be for affordable homes unless it has been otherwise approved that the development needs to specifically provide open market homes, particularly where this is required to ensure the viability of public realm and community infrastructure delivery, in line with an approved Government Plan. In such cases, a **minimum** of 15% should be made available to eligible persons in accordance with "Policy H6 – Making more homes affordable", for assisted purchase housing.

The development of social rent affordable housing and affordable housing for purchase will be regulated through the grant of planning permission and planning obligation agreements to ensure that they remain available as affordable homes in perpetuity.

The provision of homes to facilitate 'right-sizing' of existing housing stock will be subject to occupancy conditions restricting occupancy to those who are genuinely 'right-sizing' from an existing home that is either over or under-occupied.

Access to all affordable homes will be controlled and managed through the Government of Jersey Affordable Housing Gateway, where no more than 50% of the allocation of affordable homes for purchase on any given site should be to people who are prioritised due to being able to demonstrate links to the Parish in which the homes are located, with no such restriction applying to people aged 55 or over, and all social rent affordable homes are to be managed by a Government of Jersey approved affordable housing provider.

Where the development of affordable homes on sites allocated for this purpose has not commenced within three years of the approval of this plan, they may be subject to compulsory purchase by the States of Jersey and developed in accordance with this policy.

## Five Oaks masterplan

Five Oaks has evolved into a significant suburban centre providing a range of accommodation but with a particular concentration of family housing. It sits at a major confluence of traffic routes into and out of the town and has a number of commercial sites within its midst.

There is considered to be a legitimate need to undertake a specific piece of work to assess and review the planning issues in this area with the local community and other stakeholders to develop and adopt a masterplan to guide its future development and to improve local community infrastructure. This should, in particular, include a review of the need for, and provision of public open space, community facilities and travel and transport improvements; and which might consider the future development and use of employment sites in the area.

### Proposal 23 – Five Oaks masterplan

The Minister for the Environment will bring forward a masterplan for Five Oaks, during the bridging plan period, in consultation with key stakeholders, including the Parish, Andium Homes, other landowners, local residents and their children, and businesses which will include consideration of travel and transport improvements, particularly for active travel (walking and cycling); the provision of community facilities and open space; and future employment land opportunities.

## Making more homes affordable

This Island Plan will meet the need to provide affordable homes, principally through the use of government-owned land, the rezoning or allocation of land and support for the direct provision of affordable homes delivered through Andium Homes.

Not all of these mechanisms are, however, sustainable in the long-term and it has been long recognised that private developers of open market homes can, and should, play a more active role in delivering more affordable homes.

The provision of affordable homes as a proportion of open market housing development is a policy mechanism that is customary practice elsewhere, such as in the UK, where 22,000 affordable homes were delivered through this mechanism in 2017/18 - equivalent to 10% of all new homes, or 47% of all new affordable homes built..

It has already been demonstrated that the adoption of this approach would be viable in Jersey<sup>23</sup>, and the bridging Island Plan introduces the requirement for open market housing developments of the largest scale in Jersey - where they provide 50 or more new homes – to allocate a minimum of 15% of the homes to islanders eligible for assisted purchase housing.

The policy targets the delivery of homes for persons who may exceed the traditional financial eligibility criteria for affordable housing, but nonetheless require some assistance to access the housing market in Jersey. The homes delivered as a result of this policy will enable additional housing products to be made available to a wider pool of eligible islanders, comprising those who meet the defined criteria, and where the availability of an affordable housing product will enable them to meet their housing need.

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<sup>23</sup> [Viability Assessment for Jersey Infrastructure Levy \(2017\)](#)

Access and eligibility criteria for such homes will be established and maintained by the Minister for Housing and Communities, which will include guidance as to the type and nature of affordable housing products which may be expected as a result of this policy.

Over the course of the plan period, further work will be undertaken to consider the viability of decreasing the threshold to which this policy applies and/or increasing the proportion of contribution that is to be made. This will be considered having regard to the need for restrictions to be put in place to ensure that contributions to the proposed Sustainable Communities Fund are viable, proportionate and appropriate in light of the provision of affordable and other types of first-time buyer and assisted purchase homes, in the next Island Plan.

### **Proposal 24 – Affordable housing**

The Minister for the Environment will develop and issue supplementary planning guidance for the operation of this policy in order that it might take effect from January 2023.

The Minister will also further assess the viability of decreasing the threshold to which this policy applies and/or increasing the proportion of contribution that is to be made. Such work will be undertaken in consultation with key stakeholders, with a view to increase the policy requirement in the subsequent Island Plan (2026-2035). The overall impact on housing supply and viability will be assessed having regard to the need for restrictions to be put in place to ensure that contributions to the proposed Sustainable Communities Fund are viable, proportionate and appropriate in light of the provision of affordable and other types of first-time buyer and assisted purchase homes.

### **Policy H6 - Making more homes affordable**

Development proposals involving the creation of 50 or more new dwellings will only be supported where at least 15% of the development is made available for sale or occupation by islanders eligible for assisted purchase housing.

Access and eligibility criteria for such homes will be established and maintained by the Minister for Housing and Communities.

Schemes that are just below the threshold level must demonstrate that the proposals do not represent an under-occupation of the site, having regard to development density levels considered appropriate for the area, or, that a large site is not being brought forward in phases in order to avoid meeting this policy requirement. In any such proven cases, development proposals may be refused, or planning obligation agreements used to ensure that a phased development will make a proportionate contribution.

The proportion of assisted purchase homes shall be provided on the site for which permission is sought, unless one or more of the following circumstances apply:

1. that the provision of the housing product(s) specified by the Minister for Housing and Communities on the site would make that development unviable, and in such cases, the applicant has demonstrated that an appropriate alternative form of discount or financial assistance will be provided as far as possible;



2. that the site is of such a size or nature that the contribution to assisted purchase housing would be maximised in the form of a commuted payment, to support the delivery and/or procurement of assisted purchase housing products elsewhere. A commuted payment will not be accepted where it is intended to cross-subsidise homes already subject to an affordable, first-time buyer or other assisted purchase requirement, but may be used to increase the supply of assisted purchase homes on another open market site;
3. where assisted purchase housing is best provided through the mechanism of a site-swap using sites within the ownership and control of the applicant, which will be secured using a planning obligation agreement.

This policy will be in effect from January 2023, following the development and publication of appropriate assisted purchase products and eligibility criteria, as relevant to the application of this policy.

The Minister for the Environment, in consultation with the Minister for Housing and Communities, will periodically review the parameters which apply to the operation of this policy and, should a need for change be identified, will issue further supplementary planning guidance to revise one or more of the following:

- the threshold size of developments to which the policy will apply;
- the proportion of homes to which the policy applies;
- the type and value of first-time housing products which might be applicable;
- the means by which the contribution can be made, including the level of commuted sum tariff;
- the housing gateway band(s) from which the homes are to be allocated.

## Supported housing

New housing must meet the diverse, specialised needs of people with disabilities, those requiring some degree of care, and vulnerable people in order to ensure equal access to housing and equitable social outcomes.

The OAHN shows that the ageing demographic of Jersey will generate an increased need for accommodation to meet the housing needs of older people in particular. Changes to the island's building byelaws in 2007 have, however, meant that all new homes constructed since that time enable occupants with disabilities to cope better with reduced mobility, which is often a factor in older age, and to stay in their own homes for longer<sup>24</sup>. In general, therefore, the need for homes that better meet the needs of older people should be met by the provision of smaller units of accommodation as part of the overall supply of homes, whether that be in the open market or as affordable homes. These are best provided in those parts of the island's built-up area with best access and proximity to local services, facilities, and public transport; or where people are best able to remain connected to their existing support network of family and friends.

Some older people will, however, have more specialist housing needs and may require a level of care provision. On the basis that approximately 15% of island residents aged 75 and over lived in care homes in 2011, it is reasonable to assume that this demand will grow as the island's population profile becomes more aged. Relative to a population increase of

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<sup>24</sup> Building Bye-laws (Jersey): technical guidance - [part 8: access to and use of buildings](#)

1,000/year, the OAHN forecasts that just over 50 additional care home bed spaces would be needed annually over the plan period.

This population-based approach to the future level of provision will, however, need to be considered against the ambitions of the new Jersey Care Model<sup>25</sup> which seeks to move away from the unsustainable institutional-based model of care, into a more modern community-based structure. The implementation of the Jersey Care Model is expected to lead to a significant change in how people engage with and experience the full spectrum of health and social care services, and may reduce the overall future facility needs for some forms of specialist care needs. The plan will still, however, support and encourage the provision of specialist housing for older people, including care home bed spaces and 'extra care' homes, where they are required.

Extra care is a principle that can be applied to a broad range of housing and which typically offers self-contained living space with access to communal facilities or some form of support, such as an on-site warden. The ethos of extra care is usually about providing an enabling environment, rather than the more intensive care and assistance provided in residential care.

It is recognised, however, that supported housing can embrace the needs of other sectors of the community outside of the needs of elderly islanders, such as people with disabilities or additional needs, who require some form of support. It is difficult to identify and predict the demand for other forms of supported housing, particularly as these needs can often be met within the existing home, as supported by the Jersey Care Model.

In general, additional supported housing should be provided within the built-up area, unless there is an overriding justification to maintain an identified network of familial or community support or service provision; or where it is proposed to re-use existing buildings in the countryside to provide supported living where this accords with other policies in the plan.

### **Policy H7 – Supported housing**

To enable the supply of supported housing, and homes that will support independent living for those with disabilities and additional needs, proposals for the development of supported homes, or specifically designed and adapted homes, including age restricted homes (for people over-55), residential care homes and extra-care homes, will be supported in the island's built-up areas.

To support the provision of homes that help meet the needs of an ageing society the following sites are specifically zoned for the provision of age restricted over-55 homes, and their development for any other use will not be supported:

- Field MN489, La Longue Rue, St. Martin - to provide homes for rent, to be administered by St Martin's Parish
- Land identified at Tabor Park, St. Brelade - for over-55s or supported living homes.

The following site is specifically zoned for the provision of purpose built fully accessible homes for people with disabilities, and its development for any other use will not be supported:

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<sup>25</sup> [Jersey Care Model for Health and Community Services](#)

- Field H1219, La Grande Route de Mont à L'Abbé, St. Helier

Development proposals which would result in a net loss of supported homes will not be supported except where:

- i. the proposal would result in the replacement of substandard accommodation with homes that meet current standards; or
- ii. the replacement homes would better meet the island's housing need.

## Key worker accommodation

As a small island community which offers a wide range of public services, the recruitment and retention of key workers is important to support key public services that are important to the wellbeing and health of islanders, particularly in the fields of health, education, and children's services provision. The provision and availability of key worker accommodation is an important part of the package of measures to enable the recruitment and retention of key staff and the Government of Jersey has undertaken work to identify how this might be addressed<sup>26</sup>. This work identifies the need to develop a definition for key worker accommodation that best meets Jersey's circumstances, and to explore options as to how accommodation might be best provided.

An initial review of the supply and demand identifies a potential shortfall of approximately 270 units of key worker accommodation. This represents a similar conclusion from the OAHN, which recommended provision of a minimum of 25 key worker units a year over any plan period. A full analysis report on key workers over the longer term is expected to be released in 2022 and will help inform future policy direction.

Whilst the long-term impact of the coronavirus pandemic on inward migration remains to be seen and will be influenced by future migration and housing policies, an annual target for the provision of key worker homes of 25-30 additional units is considered appropriate for this plan. Given that key workers tend to be in-migrants to the island to perform a specific role, this level of demand - of 125 homes over five years - is treated as being additional to the overall housing target.

Existing provision for some key workers, provided by the Government of Jersey, comprises approximately 250 homes. Future increases in supply will be supported by Proposal – 22 Residential delivery and management strategy, through the review of current and vacant/outworn key worker and other Government owned sites, with the intention that they be transferred to Andium Homes for re-development to both increase the overall supply and bring the stock up to modern standards. This is expected to enable the target of 25-30 new homes per year to be reached.

### Policy H8 – Key worker accommodation

The plan makes provision for the supply a minimum of 25 key worker units per annum up to the end of 2025; and proposals for the development of key worker accommodation will be supported in the built-up area.

Development proposals which would result in a net loss of key worker homes will not be supported except where:

<sup>26</sup> [Key Worker Housing: Final Report](#) (2018)

- i. the proposal would result in the replacement of substandard accommodation with homes that meet current standards; or
- ii. it can be demonstrated that alternative provision can be made elsewhere; and that there will be no net loss in supply of key worker homes.

Access to all keyworker homes shall be controlled and managed through the Government of Jersey and managed by a Government of Jersey approved affordable housing provider.

## Housing outside the built-up area

To promote the most sustainable pattern of development in the island, this plan will principally meet the community's need for homes in the island's built-up areas. It is, however, acknowledged that there are limited circumstances where residential development in the green zone and the Protected Coastal Area may be supported, but only where it does not cause harm to coastal or landscape character. The highest levels of protection will be given in the Protected Coastal Area.

### Extensions to existing homes and boundaries

It would be unreasonable to resist all forms of development to improve people's homes where they lie outside the built-up area; and where there is the potential to optimise the use of existing dwellings. The plan makes provision for the creation of new homes outside the built-up area where they are related to: the sub-division and/or extension of existing dwellings<sup>27</sup>; the provision of personal support and care; securing the re-use of traditional farm or listed buildings; and the conversion or redevelopment of some employment buildings, where demonstrable environmental gains can be delivered.

The acceptability of an extension to a dwelling will be determined by its scale, design and impact on landscape character. Each case should be assessed on its merits and regard given to the sensitivity of the site, relative to the capacity of the landscape character area to accept change. The design and scale of any extension must remain subservient to the existing dwelling and not disproportionately increase its size, in terms of gross floorspace, building footprint or visual impact. The cumulative enlargement of existing dwellings can undermine an area's character as much as new homes and a site's planning history will, therefore, be a material consideration.

To enable the optimal use of existing homes outside the built-up area, the creation of new households, whether by sub-division or extension, may be supported. Where existing homes are sub-divided and/or extended, leading to the creation of a separate household(s), the accommodation should be capable of meeting minimum internal and external space standards and spaces for homes (for both the existing and proposed dwellings). It should also be capable of being served by and does not give rise to unacceptable impacts on the infrastructure that is required, including access, parking and sewerage.

In the case of sub-division and/or extension, the creation of new homes outside the built-up area should not lead to a significant increase in potential occupancy and should not

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<sup>27</sup> This provision relates to dwelling houses and does not embrace the conversion of detached ancillary or incidental residential buildings that are in, or were originally designed for, some form of domestic use.



disproportionately increase the number of people who might reside at a property relative to the nature and size of the accommodation being sub-divided and/or extended.

To maintain flexibility in the island's housing stock, the creation of new separate living accommodation should be capable of re-integration into the main dwelling. Any exception to this will need to be carefully regulated and will be subject to a planning obligation agreement to ensure that the separate unit(s) of accommodation is tied to the principal dwelling (and cannot be sold separately); and to enable the ultimate re-integration of the accommodation into the principal dwelling.

The existence of homes, and the development or conversion of buildings in the countryside for residential use, can bring with it pressures to extend site boundaries to encroach into agricultural or other open or undeveloped land<sup>28</sup>. Whilst the extent of incursion of individual proposals may, in some cases, be limited, the cumulative impact of such development is detrimental to the integrity and landscape character of the countryside and will not be supported. The incremental loss and erosion of landscape character to domestic use undermines the quality, cohesion and experience of the island's rural and coastal locations.

### **Redevelopment of existing buildings**

This plan encourages reuse of existing buildings in the interests of minimising waste and promoting the most sustainable use of existing buildings. There exists a range of buildings around the coast and in the countryside, which may no longer meet the needs, or be required, for the purposes for which they were designed. Traditional vernacular ancillary farm buildings and listed buildings, such as churches, mills, forts and towers, add character to the countryside and their conversion and re-use for residential use can provide them with a viable future. Proposals to re-use and adapt these types of buildings will be encouraged where, in the case of traditional agricultural buildings, their redundancy to agriculture and other employment uses is proven; and in all cases, where the character of the building and its landscape setting can be protected and enhanced.

Conversion of other existing employment buildings in the countryside to residential use will only be supported by exception where, save for visitor accommodation and offices, the redundancy of employment use is proven; and, for all conversions, where its re-use and adaptation delivers demonstrable environmental benefits through reduced intensity of use and visual improvement to the building and its setting. Agricultural buildings (post 1960) and glasshouses are excluded from this provision and their conversion to other non-employment uses will not be supported.

The conversion of former hotels outside the built-up area will be expected to secure significantly reduced intensity of use. The reduction is required because permission was likely to have been granted for hotel use or expansion of an original residential use where permission for new residential development would not normally have been supported. Sustainability at a strategic level will be a material consideration and require evidence of how this has been assessed and mitigated as part of any application. This could indicate a comparative reduction of reliance on public infrastructure, or say, trip generation. Careful regard will be given to the visual impacts of any required external space, in particular car parking and amenity areas, on landscape character.

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<sup>28</sup> About a quarter of Jersey's land coverage is made up of 'natural vegetation' which embraces a range of land types including woodlands, dunes, grassland, cliffs, and shrub.

Proposals may be made for the redevelopment, demolition and replacement, of existing buildings in the countryside. In the case of existing dwellings, the development of replacement buildings should not be larger than that being replaced in terms of gross floorspace<sup>29</sup>, building footprint or visual impact. Evidence should be provided to demonstrate that the redevelopment of the building will deliver environmental gain, related to the repair of landscape character. This could be achieved through improvements in siting, design and use of materials in addition to the specific enhancement of landscaping to better integrate the development into its landscape context.

Any proposed increase in the size of residential floorspace will require exceptional justification having regard to functional needs or necessary improvements to the standard of accommodation and will need to be considered relative to the impact of any increase on local landscape character. Consideration of functional needs or standards of accommodation should be related to the consideration of minimum internal space standards and specifications for homes, as set out in supplementary planning guidance.

In the case of buildings in employment use, where redundancy is proven, save for visitor accommodation and offices, and the principle of change of use to residential development is acceptable having regard to other policy considerations, their redevelopment, involving demolition and replacement, for residential use, will only be supported where significant environmental gains can be delivered. Managing this form of exception is challenging and any proposal for the redevelopment of employment buildings will need to be clear about the benefits that any such proposal might bring. Comprehensive development of this type does, however, offer the possibility of repairing and restoring the landscape character of the area, which might be achieved by environmental gains including some or all of;

1. a significant reduction in visual mass, scale and volume 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 by smaller buildings which can be more sympathetic to their locality and landscape;
2. more sensitive and sympathetic siting, design and use of materials. There is ample evidence of poorly-sited and designed buildings, and additions to buildings, around the island's coastline and in the countryside. Redevelopment offers scope to remedy the existing harm. Proposals will be required to demonstrate a mindful understanding of context, and be respectful of it, especially within sensitive landscapes, having regard to the Integrated Landscape and Seascape Character Appraisal<sup>30</sup>;
3. a significant reduction in intensity of use. Redevelopment for residential use will be permitted only where the residential yield is extremely limited and secures significant reductions in floorspace and/or occupancy. Consideration will also be given to the intensity of use and impact of travel, traffic and noise on the character of the area; and
4. sustainability at a strategic level will be a material consideration and require evidence of how this has been assessed, such as a comparison of reliance on public infrastructure and trip generation.

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<sup>29</sup> 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

<sup>30</sup> [Integrated Landscape and Seascape Character Appraisal](#) 2020

## Policy H9 – Housing outside the built-up area

Proposals for new residential development outside the built-up area will not be supported except where:

1. in the case of an extension to an existing dwelling it remains, individually and cumulatively, having regard to the planning history of the site, subservient to the existing dwelling and does not disproportionately increase the size of the dwelling in terms of gross floorspace, building footprint or visual impact
2. in the case of an extension or where it involves the sub-division of part of an existing dwelling that would lead to the creation of separate households:
  - a. the accommodation is required to provide independent accommodation for someone who requires a high degree of care and/or support for their personal wellbeing and health; or
  - b. the accommodation is capable of allowing the creation of additional households, where they meet minimum internal and external space standards and specifications for homes, within the existing or extended dwelling; and
  - c. it does not facilitate a significant increase in potential occupancy; and
  - d. where the accommodation is capable of re-integration into the main dwelling.
3. the development would represent the optimal viable use of a traditional farm building, where no alternative employment use is appropriate; or, a listed building.
4. in the case of the conversion of other existing employment buildings, where the redundancy of employment use is proven and the principle of change of use to residential development is acceptable having regard to other policy considerations; where its re-use and adaptation delivers demonstrable environmental benefits through reduced intensity of use and visual improvement to the building and its setting.
5. in the case of the redevelopment of existing dwellings, involving demolition and replacement, the replacement dwelling:
  - a. is not larger than that being replaced in terms of gross floorspace, building footprint and visual impact, except where any increase can be justified having regard to functional needs or necessary improvements to the standard of accommodation; and
  - b. gives rise to demonstrable environmental gains, contributing to the repair and restoration of landscape character.
6. in the case of redevelopment of existing buildings in employment use, involving demolition and replacement, where redundancy is proven and the principle of change of use to residential development is acceptable having regard to other policy considerations, significant environmental gains can be delivered through improved design and appearance of the land and building(s); the repair and restoration of landscape character; and reduced intensity of occupation and use.

Proposals to extend the boundaries of new or existing residential development into agricultural or open undeveloped land in the green zone or Protected Coastal Area will not be supported.

## Proposal 25 – Housing outside the built-up area

The Minister for the Environment will develop supplementary planning guidance to assist with the interpretation and application of Policy H9 - Housing outside the built-up area.

### Rural workers' accommodation

The island's agricultural and tourism industries are particularly reliant on the provision of accommodation to house staff, particularly seasonal migrant workers. To accord with the overall spatial strategy of the plan, this accommodation should be provided within the built-up area.

It is recognised, however, that the agricultural and tourism industries can be based around the island's coast and countryside, outside of the built-up areas, and that the work within these industries is labour intensive involving long and unsociable hours. Average earnings for most in these industries is consistently low and access to the local housing market can pose a particular challenge.

In recognition of the specific needs of these industries and the factors outlined above, limited exceptions may be made to permit the provision of staff accommodation outside the built-up area on the basis of a proven economic need and evidenced business case. There will be a need to demonstrate that the involvement in agriculture or tourism, of those proposed to be housed, is genuine; that the location of accommodation, outside the built up-area, is related to a functional need of the business; and is capable of being sustained for a reasonable period of time sufficient to justify the development: both functional and financial tests to determine whether such accommodation is required will be applied.

It is evident that a number of consents have been awarded for the provision of residential accommodation outside the built-up area in support of the agricultural and tourism industries. Given that both industries have undergone significant structural change and now contribute proportionately less to the island's economy, there will also be a need to demonstrate that there is no availability within existing residential accommodation that has already been provided to accommodate agricultural and tourism workers, which should still be subject to occupancy conditions and accessible to those with a genuine need to live in the countryside.

Where exceptions are made, the impact of the proposal on the character of the coast or the countryside must be minimised. Accordingly, use should be made, where possible, of any existing buildings on or off-site to provide staff accommodation. Where this cannot be secured, provision should be made through the change of use, rearrangement, subdivision or extension of an existing building on the site, or lastly through the provision of new temporary accommodation.

To reduce and minimise their environmental impact, proposals for new temporary buildings should be within or adjacent to the existing farmstead or hotel, or other related buildings on the site, and should be of a size and scale proportionate to the functional need, whilst meeting minimum housing standards. The provision of temporary buildings will also be time-limited to ensure their removal when they are no longer required.

## Policy H10 – Rural workers’ accommodation

The provision of residential accommodation for workers involved in agriculture and tourism will be encouraged and supported within the built-up area.

The development of residential accommodation for workers involved in agriculture and tourism outside the built-up area will only be supported where it can be demonstrated that all of the following criteria are satisfied:

- i. it is essential to the proper function of the business and is of a size appropriate to the functional need;
- ii. it can be demonstrated that it cannot be provided on a site within the boundary of the built-up area; or within other existing occupancy-tied rural accommodation, and still meet the functional need;
- iii. the need relates to a full-time worker or one who is primarily employed in agriculture or tourism who needs to be located outside the built-up area and does not relate to a part-time requirement;
- iv. cannot be provided by an existing building, either on or off the site, and still meet the functional need;
- v. cannot be provided by rearranging, subdividing or extending an existing building on the site;
- vi. where possible, is located within or adjacent to the existing business premises, or other buildings on the site; and
- vii. the agricultural or tourism enterprise has been established for at least ten years, is currently financially sound, and has a clear prospect of remaining so.

Where the development of residential accommodation for workers involved in agriculture and tourism outside the built-up area is supported it will be regulated to:

- viii. prevent the sale of the accommodation separately from the site itself, or any part of it;
- ix. limit occupation of the accommodation to persons solely employed in agriculture or tourism.

Applications for the removal of restrictive occupancy conditions will only be granted where it can be demonstrated that:

- x. the restriction has outlived its original planning purpose, and;
- xi. there is no reasonable prospect of the accommodation being occupied by workers involved in agriculture and tourism as demonstrated by a comprehensive marketing exercise which reflects the nature of the occupancy restriction.