

8. Housing

INTRODUCTION

- 8.1 Housing, and in particular the location of new housing development, is perhaps the most highly contentious and controversial subject area to be tackled by the new Island Plan. The ‘home’ is central to life, providing the fundamental human need for shelter, in addition to meeting human desires for comfort, security, privacy, independence and personal identity.
- 8.2 Of course, having reasonable accommodation should not be denied to those in need and the planning system has a crucial rôle to play in providing an adequate supply of land to meet the housing requirements of the community. In so doing, it must take account of States’ policies for the encouragement of home ownership and the provision of States’ rental housing, as well as environmental policies. The provision of housing specifically to meet need and assist affordability has been, and will continue to be, a priority of the States, but this does not mean that demands in other sectors of the housing market should be ignored.
- 8.3 The provision of housing in Jersey is linked to residential qualifications. Those without residential qualifications are able to live in lodgings, staff accommodation or registered lodging houses but cannot lease or purchase accommodation. Residential qualifications can be gained following eighteen years continuous residence or by application to the Minister for Housing. The States has approved, in principle (January 2001), a gradual reduction in the qualifying period to fifteen years. This will come under review as part of the ongoing debate in relation to the report on the Island population published in March 2002 by Policy and Resources.
- 8.4 The new Island Plan performs the important function of ensuring that sufficient land is made available to be taken forward by the States, parishes, housing trusts and the private sector to meet housing requirements to 2011. It does not however, address issues such as subsidies and other intervention in the housing market, which are beyond the scope of this land-use plan.
- 8.5 The 1987 Island Plan was based on States’ projections that significantly under-estimated the growth in the population and numbers of households that would occur over its time scale. By 1989 additional housing land had to be released to meet demand that had already overtaken the Plan’s estimates. These trends continued during the 1990s; further zoning was needed, and this was one of the issues that prompted this review of the Island Plan.
- 8.6 Recent studies have demonstrated a shortage of housing, but reconciling the need for housing with other objectives for the environment and sustainable development is difficult. Few issues arouse fiercer passions among local communities than the prospect of new housing development. It has been the subject of intense, contested debates in Jersey over the last fifteen years. There are no easy solutions, but the challenge must be confronted if the vision and objectives for the Island are to be achieved.

Relationship to the Vision and Objectives

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

Approach

- 8.8 The Island Plan aims to ensure sufficient land and opportunities for homes to meet the needs of

Island residents. The Economic and Community Strategy of the Plan seeks to achieve a vibrant economy and high quality of life in the Island, and in this respect, specifically for housing, the Plan aims to:

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

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

- integrating development with the built-up area;
- using land efficiently;
- minimising environmental impacts;
- ensuring a high level of accessibility;
- avoiding constraints; and
- achieving as far as possible, an equitable distribution of development.

Housing Requirements and Supply

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

8.11 In terms of the supply of homes to match requirements, the current housing stock comprises an estimated 31,400 dwellings (1996 Census figure with the known additions to the housing stock from 1996-2001). The majority is owner occupied. The States is a major provider and manager of housing, owning some 4,700 dwellings for rental. The housing trusts have recently emerged as a 'third sector': developing and managing social housing. Over the sixteen years of the 1987 Island Plan, an average of 353 dwellings have been added to the housing stock each year, varying from 516

in 1993 to only 17 in 1997. Of the total new dwellings, one fifth have been purpose built States loan housing (i.e. first time buyer), one quarter social rented housing and the largest percentage (57%), private sector housing.

- 8.12 Over the period of the Plan, it is anticipated that homes will continue to be supplied by the States, parishes, housing trusts and the private sector. This will be through conversions, redevelopment and infill development within the built-up area boundary, the development of St Helier Waterfront and where necessary, previously undeveloped land within and integrated with the built-up area.
- 8.13 The following sections set out the categories of housing on which the supply estimates and policies are based, summarises the housing requirements over the Plan period and the manner in which they have been derived, and then addresses the anticipated supply of homes from existing sources.

Categories of Housing

- 8.14 The 1987 Island Plan distinguishes between 'need' and 'demand' housing which are termed 'Category A' and 'Category B' housing respectively. The terms are now in common usage in the Jersey planning and housing sectors. The term Category A housing includes Social Rented Housing and homes for first time buyers. The term Category B housing is a term intended to cover all other housing, including other privately owned family homes and flats owned or rented in the private sector.
- 8.15 The two categories of housing are clearly understood in Jersey and thus will remain. However the terms 'need' and 'demand' do not properly reflect the aim of the Planning and Environment and Minister for Housings of providing affordable homes.
- 8.16 The term 'affordable housing' is generally understood to encompass both low cost market and subsidised housing that is available to people who cannot afford to occupy homes generally developed for the open market. The extent to which housing is 'affordable' will obviously vary by household, by location and over time.
- 8.17 In the Jersey context, affordable housing is available to some extent in all tenures. Provision of land for social rented housing and first time buyer homes has a key to play in providing homes that are affordable. Understanding this rôle is complicated by the fact that while there is means testing for Social Rented Housing (ruling out applicants with incomes above a certain level) this does not apply for first time buyers who instead require a sufficient income to meet the mortgage requirements. A main purpose of the States providing social rented and first time buyer housing however is to assist residents in having access to 'affordable' homes and thus homes for social renting and first time buyers are the best available mechanism to deliver affordable housing.
- 8.18 While social rented and first time buyer homes will be the main mechanism for the Island Plan to provide for affordable housing needs, other housing provides a proportion of homes that are affordable to first time buyers. Research by the Housing Task Force into the cost of homes provided in a range of developments has indicated that some 38% of homes provided by the private sector may be affordable. Moreover, provision of other demand housing has the function of releasing homes elsewhere in the housing market, thus ensuring movement and affecting the requirements for new provision of 'affordable' homes.
- 8.19 There is also a need for housing which addresses the need of those with incomes too great to be eligible for social rented housing, but who are unable to afford to buy the cheapest first time buyer home even with the assistance of a loan. In order to meet this need a category of housing will be introduced which will enable first time buyers who fall within this range to buy first time buyer

properties without paying the full first time buyer price. There will be appropriate arrangements for the repayment in due course to the vendor of the balance of the purchase price”;

- 8.20 The difficulties with the term ‘affordable’ and the categorisation of first time buyer and social rented housing under this term are recognised, but the term more accurately reflects the aims of the States for housing than the existing ‘need’ category. The categories of homes used in the estimates of supply and matched to requirements are:

Category A - Affordable Housing

- States, Parish and Housing Trust Rental Housing (including sheltered housing); and
- Jersey Homebuy Housing;
- Lifelong homes (for people over 55)²
- Homes for First Time Buyers.

Category B - Other Housing

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

- 8.21 In response to the demographic trends that are altering the make-up of the Island’s society and in particular, the increasing proportion of older people within the community, the States has set objectives in the Strategic Plan 2006 – 2011 (at objectives 2.1, 2.1.3, 2.1.6, 3.8, 3.8.6 and 4.7) 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.
- 8.22 In seeking to facilitate the provision of lifelong homes (for people over 55), a proportion will need to be accessible to those who cannot afford to occupy homes provided by development in the open market, and will need to be for social rent. Facilitating the provision of other lifelong homes (for people over 55), available to those who can afford to purchase on the open market, can enable ‘downsizing’ and encourage the release of larger homes, that may be more suitable as family accommodation, elsewhere in the housing market.
- 8.23 The parish system, and the active community engagement associated with it, is an important part of Jersey’s identity and character. The States is committed to supporting the parochial sense of community and the provision of homes for older people to remain in and contribute to their parish is considered to be important to the social fabric and identity of the place. Ensuring that there is opportunity to provide lifelong homes throughout the Island’s parishes can help support and sustain mixed communities and vibrant parish life.
- 8.24 The provision of land for lifelong dwellings (for people over 55) for social rented housing and homes to buy has a key role to play in providing this specific type of housing that is appropriately designed and which can play a role in supporting vibrant parish communities. Lifelong homes (for people over 55), to buy and for social rent, will need to be designed to accommodate both ‘fit’ and ‘less able’ people over the age of 55, in a socially supportive and stimulating environment which enables them to live independently for as long as possible in their own home.
- 8.25 This is effectively a mix of ‘need’ (or ‘affordable’) and ‘demand’ housing and, in view of increasing requirement to monitor and plan for this specific element of the housing sector relative to the

demographic changes of an ageing society, the introduction of an extension of the definition of Category A housing is warranted, to include:

- Housing for older people
- Lifelong homes (for people over 55), to buy and for social rent.

Housing Requirements

Housing Requirements Study 2000-2002

8.26 In 2000 a comprehensive survey of the housing requirements of Island residents was undertaken by David Couttie Associates on behalf of five Committees of the States. The results of the survey have subsequently been analysed by the Policy and Resources Department to arrive at an estimate of the requirements for housing over the first five years of the Island Plan (2002 to 2006). The relevance of the survey results was considerably extended by incorporating additional data on tenure status and residential qualifications from the 2001 Census. The full analysis is contained within the report 'Evaluation of Jersey's Medium-Term Housing Requirements' (Policy and Resources, January 2002).

8.27 The analysis estimates the supply and demand for housing over the five years (not including currently planned, approved or newly completed dwelling units which are discussed later in this section). The supply and demand for homes has been estimated by tenure and by size and type of property and according to whether it is related to residentially or non-residentially qualified Island residents. The shortfall or surplus for each type of housing has been calculated for the scenario of 200 net in-migration, using the population projections based on the 2001 Census.

Table 8.1: Requirements for New Homes Housing Surplus/Shortfall by Tenure and Size

(N.B. Based on migration scenario of +200 net immigration)

Size	Owner Occupier	States/ Parish/ Housing Trust Rental	Private Rental	Aggregate of all Shortfalls QUALIFIED SECTOR	Practical Total of Shortfalls QUALIFIED SECTOR *1	Private Lodging *2	Lodging House *3	Serviced *4	Aggregate of all Shortfalls UNQUALIFIED SECTOR	Practical Total of Shortfalls UNQUALIFIED SECTOR *1
1 bed	408	-953	1,045	-953	-749	-413	25	-30	-443	-418
2 bed	-1,223	-356	571	-1579	-1,579	-116	-65	-60	-241	-241
3 bed	-269	-35	188	-304	-304	-192	0	-81	-273	-273
4 bed	-443	-146	316	-589	-548	-104	0	-98	-202	-202
5 bed	41	0	95	0		-25	0	0	-25	-25
					-3,180					-1,159

Notes:

*1 The practical total shortfall is less than the aggregate of all shortfalls, since certain surpluses may reasonably be expected to ease shortfalls in other categories. For example, households may trade-up within a particular tenure category. The small surplus in owner-occupier five-bedroom properties could somewhat offset the shortfall in four-bedroom accommodation in the same category.

Furthermore, Table 8.1 is organised by aspiration of tenure, with perceived desirability increasing from right to left. Within this framework, a shortfall in one tenure category might be supplemented by a surplus in a category immediately to its left in the Table. In this way, the significant shortfall of one-bedroom units in the States/Parish/Housing Trust sector could be reduced by utilising the surplus in the owner-occupied category of this unit size. Assuming half of the relevant surplus could be used in this way, through suitable encouragement or incentive, then the effective resultant shortfall would reduce from 950 to 750 units.

*2 Private lodging = non-qualified lodger in a private dwelling

*3 Lodging House = non-qualified lodger in a Registered Lodging House

*4 Service = non-qualified occupier of tied (i.e. staff) accommodation, or a non-qualified licensee of a whole dwelling

Source: Jersey's Medium Term Housing Requirements, Statistics Unit of Policy and Resources Department, January 2002

- 8.28 The table indicates an estimated shortfall of 3,180 homes in the qualified sector and 1,160 in the unqualified sector over the five year period from 2001.
- 8.29 The housing requirement estimate has not been simply calculated as the overall balance of shortfall and surplus in each tenure or size and type of housing. A surplus of one-bedroom units of course cannot meet a shortfall in four bedroom units, likewise, there are restrictions on movement between tenures due to residential status and household characteristics. If the requirement was a direct subtraction of surplus from shortfall, there would be a requirement for only 1,900 homes over the five years.
- 8.30 The scenario of 200 net population in-migration makes a relatively small difference to the five year requirements, although it is recognised that in the longer term, this will have an impact on total requirements and demand for different sectors and types of homes. Over the five years the total requirement for nil net in-migration would be 3,110 and for 400 net in-migration would be 3,250 (i.e. only a difference of 70 units compared to the 200 net in-migration scenario).
- 8.31 The calculation of the surpluses and shortfalls include the assumptions that the five bedroom surplus will meet four bedroom shortfall and half of the surplus in owner occupied one bedroom homes will be taken up by those seeking social rented accommodation (as set out in the Policy and Resources report).
- 8.32 The estimation of housing requirements can therefore be described as a 'worse case' based on limited transferability between housing sectors. In other words, a surplus in private rental, for example, is assumed not to be available to meet the shortfall in private lodgings in the unqualified sector. The estimates are very sensitive to the assumptions. If, for example, it was assumed that one quarter of the shortfall in owner occupier and social rented homes could be met by private rented homes, then the qualified sector requirement would be only 2,500, rather than 3,180.
- 8.33 The survey also asked about household income to establish the relationship between housing requirements and affordability. Taking an assumption that a household with an income of less than £40,000 per year is unlikely to afford a home at current market prices and rents then overall 74% of households would require an 'affordable' home. The actual proportion of new dwellings that would need to be affordable is dependent on a range of factors such as how many affordable homes are released in the market by existing households moving within the Island.
- 8.34 In addition to the total requirements and affordability, the report on housing requirements identifies:
- that of the shortfall in homes, 56% is for two bedroom homes, 18% is for three bedroom homes and 18% is for four bedroom homes; and
 - the estimated need for sheltered accommodation is 200 units over the five years, comprising some 135 one-bedroom and 65 two-bedroom units. This figure is included in the total requirements.

The figure for sheltered housing does not however include sheltered accommodation for young adults with a range of special needs. The Health and Social Services Department has estimated a possible requirement for 50 additional units for this purpose.

Other Evidence of Need

- 8.35 The figures from the Housing Requirements Study provide an indication of housing needs based on the assumptions discussed. All other evidence confirms the results – that there is a significant shortfall of housing to meet the needs of Island residents.
- 8.36 The requirement can be compared with population and household projections, which would suggest a requirement for 1,711 additional homes by 2006 and a further 1,370 from 2007 to 2011 (Table 2.1 in Section Two – Context). This is based on the projected net change in the number of households. The figure for 2002 to 2006 is not very different to the 1,900 figure arising from the direct subtraction of surplus from shortfall as discussed in paragraph 8.29.
- 8.37 In addition, the Law and Economics Consulting Group report in November 2000 on the Economics of the Housing Market in Jersey (known as the Parr Report), highlights that over the long term, the number of homes has not kept pace with the number of new households. Jersey has considerably fewer homes per 1,000 people than the European average. The report concludes: ‘... it is clear that Jersey has deep rooted housing problems that have continued since the war, and that these problems will take a considerable number of years to put right’.
- 8.38 The housing requirements have been estimated through the Housing Requirements Study for the first five years of the Island Plan. Housing requirements, as well as population and household change will require monitoring and further assessment within the five years to inform the Planning and Environment and Minister for Housings and ultimately the States, on the requirements for homes between 2006 and 2011.

Supply of Homes

- 8.39 There are several sources of supply that are expected to release new homes during the Plan period. These include:
- sites that have previously been zoned for first time buyer and social rented homes and other sites being taken forward by the States or parishes for rental housing, identified as definite and probable commitments;
 - sites and opportunities within the town of St Helier as identified through an assessment of the capacity of the town;
 - the second phase of development of housing on the St Helier Waterfront area;
 - windfall developments arising in St Helier through small scale infill and conversion and change of use of properties, including those arising through urban regeneration projects;
 - windfall developments taking place in the remainder of the built-up area through infill development, conversions and changes of use; and
 - new units arising from the redevelopment of outworn housing estates.
- 8.40 The number of new homes anticipated to be supplied by each of the categories has been estimated for the Plan period, and assessed as to the likely time scale for provision by 2006 and by 2011. Each of the sources is discussed in the following paragraphs.

Sites for States Social Rented and First Time Buyer Homes

- 8.41 A number of the sites zoned for Category A housing in the 1987 Island Plan have not been developed for various reasons including access difficulties, current viable uses, restrictive covenants and other

developments taking place on site. The remaining sites are all included within the boundaries of the built-up area. There are nine sites remaining that are recommended for safeguarding for future housing needs, although their expected yield is not included in the housing supply for the first five years of the Plan due to the uncertainties as to whether they will come forward.

- 8.42 In 1999, a process of review brought an eventual re-zoning of five sites by the States in order to meet the immediate need for homes for States rental and first time buyers. There are additional sites within the built-up area that are being developed by the States for the provision of social rented or first time buyer homes (Category A and B). Tables 8.2 and 8.3 list the sites for social rented homes and first time buyer homes, as at the beginning of 2002. Between the beginning of 2002 and the end of 2006, these sites are expected to provide 692 rental homes and 289 first time buyer homes.

Table 8.2: Sites for Social Rented Homes (Start 2002 to End 2006)

Site	Total Homes (Net)
Field 818 (Parish Elderly Persons), Trinity	10
Field 413 (Parish Elderly Persons), St Martin	21
FB Cottages (Phases III and IV), St Clement	19
Le Geyt Flats (Refurbishment and redevelopment - Phase V), St Saviour/St Helier	30
Cannon Street/ Lempriere Street/ Parade Square, St Helier	41
Waterfront (Phase I) Albert Pier, St Helier	79
Le Jardin Fleuri, La Rue a Don, Grouville	16
Postal Headquarters, Mont Millais, St Helier	45
Aquila Youth Centre, Devonshire Place, St Helier	30
Berkshire Hotel, La Motte Street, St Helier	113
Oak Tree Gardens (Elysee Estate Phase III) Trinity Hill, St Helier	34
Town Park Hotel, St Helier	19
Sandybrook Hospital, St Peter	10
La Rue Le Masurier, St Helier	27
Mascot Motors, Georgetown, St Clement	9
Sunshine Hotel, St Helier	34
Le Coie Hotel Site, Janvrin Road, St Helier	96
5 St Clement's Road	10
St Helier Garages, Ann Street/La Motte Street corner, St Helier	32
Philips House, Victoria Street, St Helier	17
TOTAL COMPLETIONS DUE	692
Source: Housing Department January 2002	

Table 8.3: Sites for First Time Buyer Homes (Start 2002 to End 2006)

Site	Total Homes (Net)
Woodville Hotel, St Helier	59
Field 615, Patier Road, St Saviour	17
Hodge Nurseries, St Clement	34
Field 1078, Sion, St John	40
Waterfront (Phase I) Albert Pier, St Helier	68
Fields 378 and 379, Five Oaks, St Saviour	50
Le Champ des Fleurs, La Rue a Don, Grouville	1
Bagot Manor Farm, St Saviour	20
TOTAL COMPLETIONS DUE	289
Source: Housing Department January 2002	

Opportunities in the Town of St Helier

- 8.43 Assessments have been made of the capacity of the town of St Helier (the urban area of St Helier and the contiguous urban areas of St Saviour and St Clement). The purpose has been to provide a realistic assessment of the potential of the town for absorbing additional housing development over the Plan period. Accommodating housing development within the urban area of St Helier is a key strand of the Spatial Strategy of the new Island Plan. It helps to reduce the need to travel by locating development within reasonable walking, or cycling distance of the town centre, or close to bus routes. It makes best use of limited land resources, reduces encroachment into the countryside and supports the economy and community life of the Island's largest urban area.
- 8.44 A substantial proportion of housing development over the past fifteen years has taken place in St Helier, St Clement and St Saviour. Concentrating development within the existing urban area was a main strand of the 1987 Island Plan. Concerns have arisen, however, regarding the resulting pressure on infrastructure, environment and quality of life from 'town cramming'.
- 8.45 In undertaking the capacity study, the central aim has been to achieve a high quality of urban living. In assessing the potential for redevelopment of sites, potential yields have been based on appropriate densities for the sizes of site to achieve a balance between best use of land and quality of life. The UK Urban Task Force chaired by the architect Lord Rogers suggests densities of 150 habitable rooms per acre – greater than the current density guidelines for developments in Jersey (Planning Policy Note 5) but less than some of those being achieved in proposed developments. This is an average for a wide range of developments, with small sites being expected to generally yield lower densities. Where specific information has been available on yields for particular sites, the lowest yielding option has been taken.
- 8.46 The potential for redevelopment and re-use has been assessed in consultation with Jersey's housing task force and through detailed survey work within the town centre, as well as work undertaken as part of urban renewal. The main opportunities will arise from the redevelopment of existing sites and buildings. This does not include open space and amenity areas, which are considered to be vitally important and should be protected from development. During the first five years, most

opportunities are likely to come from the conversion of hotels and guesthouses, although it is recognised that this trend will be limited in the longer term if the tourism industry is to be protected.

- 8.47 If land can be provided for industrial uses or depots elsewhere within the Island, a significant amount of land can be released in the town through relocations. Due to the complexities of achieving relocation, however, this is not anticipated to provide housing units within the first five years of the new Island Plan.
- 8.48 It is often said that there is much wasted space above shops. Could this be used to provide accommodation? A comprehensive review using the Parish rate records, Minister for Housing records and site surveys has, however, identified only a handful of properties that could be considered vacant and possibly available for residential units. This matches the results of past surveys and it is therefore assumed that there will not be a supply of units from this source.
- 8.49 The assessment of capacity has identified that in the region of 850 homes could theoretically arise from opportunities in the town over ten years. Approximately 245 homes (two-bedroom theoretical equivalent) are anticipated to arise in the first five years. Achieving the release of sites in the second five-year period is much more uncertain, so it has been assumed that only half of the opportunities will come to fruition, yielding the theoretical equivalent of 300 additional two-bedroom homes.

The Waterfront Phase II

- 8.50 The Waterfront area of St Helier represents the largest reclamation project ever carried out in Jersey. Over the period of the 1987 Island Plan the new Elizabeth Marina has been completed, with the public park – Jardins de la Mer, car parking and Maritime House. A framework for the development of the remaining site includes 146 units of social rented and first time buyer housing and a multiplex cinema (under construction), and a 300-bed waterfront hotel. A design framework for the entire site has been prepared by Haworth Tompkins Architects and an assessment of the economic and financial implications of proposals has been undertaken by Drivers Jonas. It is estimated that in the first five years of the Plan there are likely to be 150 Category B homes developed, over and above those for Category A under construction in 2002. The number of units that may be developed on the waterfront beyond 2006 is presently uncertain.

Windfall Development

- 8.51 The contribution that windfall development (i.e. conversions, changes of use, redevelopment and infill development) will make to the supply of housing units has been estimated using the average contribution over the period 1990 to 2000, and assuming that this trend will continue at the same rate.
- 8.52 It is recognised that basing future windfall estimates on past trends is not generally considered to be an appropriate practice in urban capacity because changes in policies point to increasing densities and greater yields. In Jersey, however, the strict application of the built-up area boundary throughout the period of the 1987 Island Plan has led to high densities within the built-up area as opportunities for infill and conversions have been taken up. The opportunities for infill over the Plan period will therefore reduce. However, it is anticipated that proposed amendments to the built-up area boundary, designed to accommodate development according to the Spatial Strategy outlined in Section 3 of this Plan, will counteract this effect.
- 8.53 Over the fifteen years from 1986 to 2001 there was an annual average of 201 Category B homes developed across the Island. Assuming that overall the total for Category B will continue at the same rate, 1005 would be expected between 2002 and 2006. Subtracting the supply of Category B from the

town opportunities and the Waterfront, and using proportions from recent years, it is estimated that there will be 460 windfall homes in the parishes outside the main urban area of St Helier, St Clement and St Saviour over the five years. In addition to the town centre windfall opportunities in the town of St Helier described earlier, it is estimated that there will be 155 Category B dwellings arising in the town from conversions and changes of use.

Rehabilitation of Housing Estates

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

Summary of Supply

8.55 Table 8.4 summarises the estimated contribution of each of the sources to the future supply of homes during the first half of the Plan period. A proportion of the supply identified for Category B may in fact be taken forward for Category A, but at present this is all included under Category B. The level of supply of Category A homes from 2007 to 2011 is not known at present as sites will be brought forward by the Jersey housing task force following the monitoring of completions and housing requirements.

Table 8.4: Supply of Homes from Existing Sources 2002-2006

	Category A: Affordable Housing	Category B: Other Housing	Total
Sites for States First Time Buyer and Social Rented Housing	980	-	980
St Helier Town Opportunities	-	245	245
Waterfront Area Phase II	-	150	150
Conversions and Changes of Use in town of St Helier	-	155	155
Windfall Development in the Parishes outside of the town of St Helier	-	460	460
Total Supply	980	1,010	1,990
Annual Average	196	202	398

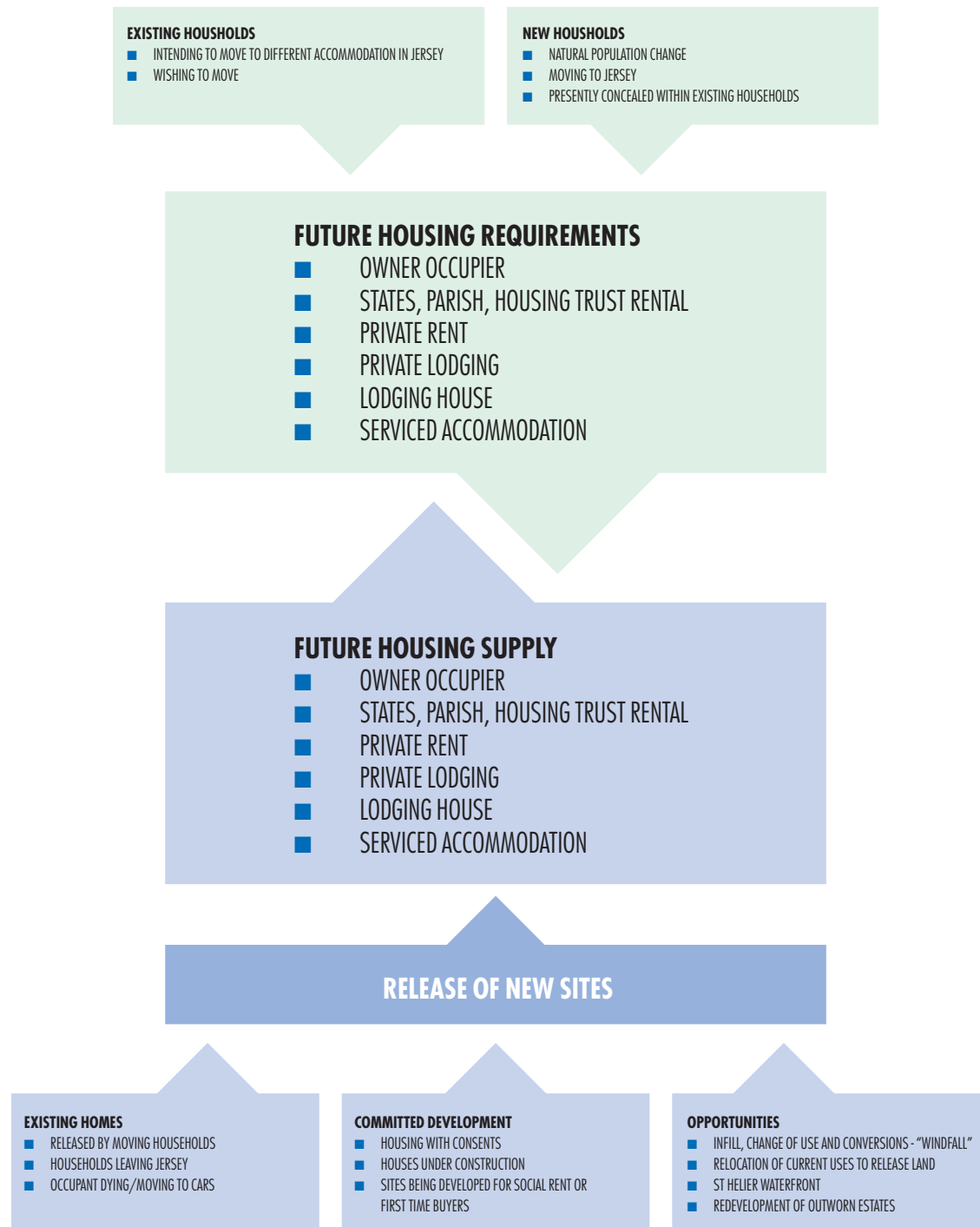
8.56 Of the expected supply of homes, a proportion already has planning permission and/or development permits and others are currently under construction. These are 'committed developments' that are expected to take place during the Plan period. They are included in the total of 1,990 commitments.

Housing Requirements and Supply Balance

8.57 The Minister for Planning and Environment is committed to addressing housing needs through the planning process. The assessment of housing requirements reveals a total requirement for 3,180 homes for the qualified and 1,610 for the unqualified sectors. These figures assume very limited movement between the qualified and unqualified sectors and a surplus in some tenure sectors and a shortfall in others.

- 8.58 There is an important debate to be had as to the ability of people to access particular sectors of housing and the rôle of housing qualifications. Potentially, considerable elements of the requirements could be met through policy changes and fiscal measures. It would not be an efficient use of the scarce land and other resources of the Island to address all of the shortfalls by the provision of new housing units when there are, in some tenure sectors, anticipated to be large surpluses of existing units but they cannot be taken up by those in need.
- 8.59 **The Minister for Planning and Environment intends to provide sufficient land and opportunities to provide for 90% of the 3,180 requirement as estimated for the qualified sector. It is therefore intended that sites for 2,860 additional homes will be provided over the first half of the Plan period.**
- 8.60 It is assumed that the remaining requirements, in particular those for the unqualified sector, will be provided through increased availability of private lodgings within the existing building stock and through the normal day-to-day development process, including new-build, conversions and changes of use. Moreover, ongoing discussions on the population and housing regulations may result in facilitating greater transfer between tenures and other means at the disposal of the States as part of an overall housing strategy. To put this assumption into context, almost all of the private lodging shortfall for the unqualified sector could be met by the private rental sector, if residents were able to access and afford this type of accommodation. In addition, it should again be emphasised that the identified housing requirements are a 'worse case' estimation for the 200 net in-migration scenario.
- 8.61 Given that the existing sources are likely to release some 1,990 dwellings, meeting the requirement for 2,860 dwellings means releasing land for some 870 additional dwellings over and above the existing supply in five years. This equates to an average annual development rate of 572 dwellings – well above the average rate achieved over the period of the 1987 Island Plan (353 per year). This is, however, necessary if the aim of the States of Jersey (and of the Island Plan) of providing adequate homes for all residents is to be realised. Adequate housing is a basic human need. Not to respond to the evidence of need would result in Island residents continuing to be disadvantaged by lack of access to appropriate and affordable housing.
- 8.62 Figure 8.1 illustrates the main components of housing supply and requirements as discussed in the preceding sections.

Figure 8.1 Housing Requirements and Supply



POLICIES AND PROPOSALS

Provision of Homes

- 8.63 The aim of the new Island Plan is to make provision for sufficient land and opportunities to meet, as far as possible, the anticipated requirements for homes over the Plan period. It also intends to assist in providing an appropriate balance between the different categories of housing, as well as parish location, type and size of site.
- 8.64 The Minister for Planning and Environment has decided, based on the estimation of requirements, that provision should be made for 2,860 homes over the first five years of the Plan period. This includes 1,990 from existing sources and a further 870 from sites zoned within the policies of the new Island Plan. This includes sites recommended for zoning and a balance that will be met from sites being further considered that will be subject to public consultation.
- 8.65 The 1987 Island Plan zoned land for Category A housing. Land was not zoned for Category B housing because there was considered to be more than sufficient opportunities for developments to take place through the normal development process. Over the fifteen years of the 1987 Island Plan, 5,650 dwellings have been completed, of which 57% are Category B homes. The new Island Plan again only includes the zoning of land for Category A – social rented (including sheltered housing) and first time buyer homes. A greater proportion of all requirements are planned to be developed as Category A homes in the new Island Plan to provide for identified needs – 65% of provision for Category A and 35% for Category B.
- 8.66 The definition of Category A housing has been extended, in 2008, in order to enable the zoning of land to enable the provision of lifelong homes (for people over 55), to buy and for social rent, - designed to accommodate both ‘fit’ and ‘less able’ people over the age of 55, in a socially supportive and stimulating environment which enables them to live independently for as long as possible in their own home.
- 8.67 It is anticipated that there is sufficient capacity within the designated built-up area to accommodate requirements for Category B homes, through infill development as well as conversions and redevelopments. This is essential to assist movement within the housing market. Ensuring sufficient opportunities for Category B homes should also result in a higher proportion of all new homes being ‘affordable’ and thus accessible to more Island households.

POLICY H1 - PROVISION OF HOMES

The 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 allows for 2,860 homes to be built over the first five years of the Plan period of which 1,850 will be for Category A homes and 1,010 will be for Category B homes. Land will be re-zoned to ensure that sufficient land is available to meet the requirements for Category A homes in the first five years to 2006.

Developers of sites designated in the Plan specifically for the construction of Category A housing in Policy H2, will be required by the Minister for Planning and Environment to provide first-time buyer homes or lifelong homes (for people over 55) to buy, and social rented homes and/or Jersey Homebuy housing, in such proportions as the Minister shall determine, having regard to the most recent available evidence on housing need and housing supply in the respective proportions of 55% and 45% of the total number of dwellings provided on each site, or where the social rent proportion is greater than 45%, in order to ensure that the identified needs for housing are met.

Sites to be Zoned for Category A Housing

- 8.68 The assessment of the likely supply of housing from already zoned sites, conversions, changes of use and windfalls within the built-up area has identified an anticipated provision of 1,990 homes from 2002 to 2006. In order to meet the requirement for 2,860 homes, there is a need for land to be provided for an additional 870 dwellings during the years 2002 to 2006.
- 8.69 During the Island Plan Review, in total some 280 sites were put forward for consideration. These included sites submitted by land owners and interested parties for consideration and other sites were identified by WS Atkins during the Review as potential sites. The sites were systematically evaluated to determine which would best meet the new Island Plan Spatial Strategy and therefore should be zoned for housing. The evaluation process involved the use of criteria to assess the relative merits of each site, based on the Spatial Strategy. This led to the identification of fifteen sites put to the public for consideration in the Island Plan Consultation Draft.
- 8.70 The Committee considered written representations made to the sites included in the Island Plan Consultation Draft as well as the views of the Independent Reviewer. Additional sites were submitted by members of the public or developers in representations. A review and evaluation of all potential sites was undertaken in December 2001 to arrive at the sites proposed for zoning or safeguarding in the Final Draft Island Plan 2002. Throughout the Island Plan Review process a consistent three stage evaluation method has been used to shortlist sites. The three stages are detailed below.

Stage One: Degree of Integration with the Built-up Area

- 8.71 Sites have been firstly reviewed to assess the degree to which they can be integrated with the existing built-up area. The aim is to ensure that new housing sites form a cohesive part of existing communities and do not encroach unduly into the countryside. Sites have then been graded according to the following settlement hierarchy:
- within the town of St Helier (including the contiguous built-up areas of First Tower, St Saviour and St Clement);
 - on the edge of, and can be integrated into, the built-up area of the town of St Helier;
 - within an urban or key rural settlement;
 - on the edge of, and can be integrated into, an urban or key rural settlement; or
 - within a small rural settlement or small built-up area.
- 8.72 Sites that fall outside all the categories were excluded at this first stage as not meeting the objectives of the Spatial Strategy and therefore not representing sustainable development.

Stage Two: Evaluation against other Strategy Criteria

- 8.73 In the second stage, the shorter list of sites was evaluated against a series of criteria related to the efficiency of land use, accessibility, environmental impacts and constraints and implementation.
- **Efficiency of land use** – Sites have been assessed according to whether they use land efficiently. Sites involving making use of land and buildings that have previously been developed have been rated in preference to those which involve taking greenfield or agricultural land. Sites which are vacant or derelict have been given precedence over sites in current use and both types over open land or agricultural land.
 - **Accessibility** – Accessibility has been measured by the ability to gain access to key facilities

(a primary school, local shop and bus route). Sites located in areas with opportunities for using travel modes other than the car have been rated more highly than those without.

- **Minimising environmental impacts** – Sites within countryside character areas of very high and high value have been generally avoided (Zone of Outstanding Character and Green Zone), as have developments that would be visually prominent in the landscape. Sites that could bring environmental benefits have been viewed favourably.
- **Constraints and implementation** – Sites that are least constrained by physical issues such as access and drainage, and will be the most efficient to develop, have been viewed favourably as have sites that bring opportunities for wider community benefits.

8.74 The evaluation process has enabled the sieving out of unsuitable sites, leaving a range of sites with future potential. The next stage involved subjecting the shortlist of suitable sites to a more detailed review and site appraisal to identify which sites would best meet the Island's housing needs. A number of sites were deemed to be suitable sites for infill development to meet the anticipated opportunities within the built-up area. The remaining sites were assessed in order to determine whether they could realistically be brought forward for development within the first five years of the Plan.

Stage Three: Balance of Development

8.75 The third stage of the process has involved trying to achieve a balanced approach to development between Island communities from the sites included in the final list. This has been based on an assessment of the appropriate overall level of development in each settlement or part of the built-up area.

Short-listed Sites

8.76 There are eleven sites recommended for zoning for housing in the first five years of the Plan. The sites are described in the following paragraphs, generally in size order, not in order of any preference or priority. The theoretical yield of homes from each site has been estimated based upon 10% of the site being public open space and the remaining area being developed at an average of 70 habitable rooms to the acre. The theoretical potential yields have then been estimated based on an average split of housing types according to the overall requirements for different sizes of dwellings identified in the Housing Requirements Study (as discussed in paragraph 8.28).

8.77 The figures are only an indication of yield per site, because the mix of size and type of homes will be determined through the development brief process for each site, including the need for sheltered homes. In particular, this will include assessment of the implications for schools (depending on the mix of housing) as well as transport and drainage requirements.

(1) Fields 848, 851, 853 and 854, Bel Royal, St Lawrence

8.78 This site comprises 9.5 acres (21.4 vergées) of land including fields 848, 851 and part of fields 853 and 854. The northern part of the site is overgrown and disused and would be mainly retained as a landscape buffer to the development. The remainder is agricultural land. The site could accommodate approximately 97 homes with 1.5 acres (3.4 vergées) of public open space/landscape area as part of the development. The site lies to the south of St Peter's Valley Road, close to community, educational and shopping facilities in Sandybrook, Beaumont and Bel Royal. The development of the site could bring forward community facilities and form a logical extension to the built-up area of Beaumont and Bel Royal.

- 8.79 The Marais de St Pierre (to the south and west of the site) is an important open space, of community, landscape and possible ecological value. The development of the site for housing provides the opportunity to improve public access to the area. It would form a significant public amenity area at the heart of the Bel Royal and Beaumont communities with potential to make use of the sites' natural drainage to create a wetland and lake area. The public amenity area is integral to the housing development and the housing must not take place without the wider benefits being achieved for the community.
- 8.80 There is likely to be a need for flood relief measures as part of the scheme, such as a pumping station or attenuation tanks. An ecological assessment should also be undertaken to identify any constraints. The site could have direct access from a new junction with the A11, St Peter's Valley Road. The Bel Royal area, however, suffers from traffic problems and inadequate pedestrian routes. As part of the development of the site, improvements should be made to routes alongside and away from the site, towards Bel Royal Primary School, as well as provision of an appropriate junction to access the site. The site is adjacent to Le Perquage and thus has strong pedestrian links to the coast. A cycle route could also be provided, linking to the coastal route.

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

- 8.81 Field 1218 encompasses 10.1 acres (22.7 vergées) of agricultural land. It is bounded to the west and east by residential areas, to the south by Mont a L'Abbé cemetery and to the north by Field 1219, which is safeguarded for future educational use.
- 8.82 Despite the site's elevation, it is well enclosed and visually would have limited impact beyond the adjacent properties. The site provides an opportunity to integrate housing into the urban fringe landscape. It is ideally located close to educational facilities and within walking and cycling distance of the town centre. There is potential to provide a footpath and cycle link to the town through the site, benefiting the wider area. Access to the site for vehicles is achievable from New St John's Road, north of the junction with Tower Road.
- 8.83 Potentially the site could yield 91 dwellings with 1.5 acres (3.4 vergées) of open space provided as a park for residents of the site and the surrounding area. As part of the development, the owners are also seeking provision of self-catering holiday accommodation to the rear of Uplands Hotel and there is potential to provide land to extend the cemeteries.

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

- 8.84 Fields 203, 204 and 252 are located to the east of Rue de Jambart, close to the centre of the settlement of St Clement. The land, which totals 5.3 acres (11.9 vergées), is in agricultural use. The site could provide approximately 75 homes and 0.5 acres (1.1 vergées) of public open space. Land to the east comprises extensive glasshouses and to the west and north are existing residential properties. Access onto Rue de Jambart would not be acceptable given the poor visibility at the junction with the inner St Clement's road to the north. The development of the site, however, could provide the opportunity to construct a new link road from Rue de Jambart to the St Clement Inner Road to access the development and also improve the traffic situation in the settlement. Alternatively, depending on the outcome of the development brief, the site could have an access from the Inner Road to the development but no through route to Rue de Jambart.

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

- 8.85 The site comprises a group of fields in agricultural use, totalling 5.4 acres (12.2 vergées). It is adjoined by Le Marais Estate to the west, and housing to the south. The landscape of the site is urban fringe in character. The site could provide approximately 71 homes and 0.4 acres (0.9 vergées) of

public open space. On the east side, Field 94 and the glasshouses of Hodge Nurseries are under development for first time buyer housing.

- 8.86 The site is located in relatively close proximity to shops, schools and other community facilities and the coastal bus route. Re-development of Le Marais Estate will present an opportunity to provide access and linkages into the site and allow it to be fully integrated with the surrounding area.

(5) Fields 181, 182 and 183, La Route de la Pointe, St Peter

- 8.87 The site comprises 4.8 acres (10.8 vergées), in agricultural use, adjoined by housing on three sides and open land to the north. It could provide approximately 68 homes and 0.4 acres (0.9 vergées) of public open space. The site is raised slightly above the level of the road and is visible from the north, but otherwise well enclosed. It represents a logical extension to the village of St Peter, a key rural settlement with a good range of facilities and services. The site is within close proximity of the primary school and local shopping centre. It is partly located within the Noise Zone 3 boundary of the airport, which would mean that the development design would need to ensure an adequate level of protection against noise (see Policy TT33).

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

- 8.88 The site encompasses 3.0 acres (6.8 vergées) including a large area of derelict glasshouses and has a frontage to La Rue des Cosnets. It could provide approximately 43 homes and 0.3 acres (0.8 vergées) of public open space. The land is flat and centrally located in this small rural settlement, immediately to the south of the playing fields for the primary school. The surrounding area is flat and the development would require a landscape buffer to protect the rural character of land to the east.

(7) Field 690A, Maufant, St Martin

- 8.89 The 2.7 acre (6.1 vergées) site is well located on the edge of the existing estate development at Maufant and would be a logical completion of the existing built-up area. The land slopes steadily northwards and is open to view from the surrounding country lanes to the south and east although it is largely enclosed by existing development and established hedgerows. The site could provide approximately 38 homes, with vehicular access to sectors of the development from three possible locations to minimise the impact on any one adjacent area. It also presents an opportunity to provide much needed public open space, linking through to the area of open space at the northern end of Les Parquets. The site would require a landscape buffer to the east to maintain the rural ambience of the adjacent country lanes and development should be sited on the lower slopes of the field.

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

- 8.90 The site comprises 1.9 acres (4.3 vergées) of land surrounded by housing and commercial development on three sides. It is in close proximity to La Moye Primary School. It could provide approximately 27 homes and 0.2 acres (0.5 vergées) of public open space. The site is low lying and of limited value for arable farming. Access can be achieved directly from La Rue de la Sergenté and, being close to La Route Orange, the site is well served by bus services.

(9) Field 40, La Rue de Maupertuis, St Clement

- 8.91 Field 40 is a narrow, overgrown field to the east of housing development at Le Squez. Although there is open farmland to the north and east, the site has a strong landscape boundary that would screen development. It is within easy walking distance of Le Squez Primary School. The site comprises 1.6 acres (3.6 vergées) and could provide approximately 25 homes.

(10) Field 873, Bel Royal, St Lawrence

- 8.92 Field 873 is a 0.9 acre (2 vergées) overgrown field of poor agricultural value. It could provide approximately 14 homes. It is bounded by housing development on two sides and an estate access road to the west. There are a number of community facilities within walking distance of the site, including Bel Royal School. Access to the site could be achieved from La Rue de Haut on the northern side of the site. The road is narrow and partly one way, but this is not expected to cause problems given the low number of dwellings that the site would yield and that this is the only site proposed for development in the vicinity.

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

- 8.93 Field 1370 is a small flat agricultural field of 0.7 acres (1.6 vergées) immediately adjacent to the Highfield Estate. It is in a small built-up area, generally not considered suited to additional development, but this is balanced by being within cycling distance of St Helier and close to a main bus route. Development on the site would be visible from the south, but is otherwise a logical extension of the existing estate, potentially providing 11 homes.
- 8.94 The eleven sites together comprise 45.9 acres (103.3 vergées) of land and could yield approximately 560 dwellings.

Sites Rezoned in P/75/2008

- 8.95 In order to contribute to meeting the requirements for Category A housing, and particularly the need and demand for dwellings for older people (over 55), from 2008 until the adoption of the new Island Plan, a further eight sites comprising a total of approximately 26 acres/ 58.5 vergées, are zoned for Category A housing at the following locations.
- 8.96 An estimated dwelling yield is given for each site. This has been produced as a theoretical yield derived from a desktop study to indicate the potential scale of development on each site. These yields are, therefore, entirely indicative and do not represent a maximum or minimum developable yield for each site, but rather give an indication of the scale of development that is likely to be achievable. Any subsequent development proposal, which will remain to be the subject of a formal planning application to be assessed against a development brief, will need to demonstrate that the estimated yield is achievable and appropriate and an efficient use of land.

(12) Fields 516, 516A, 517 and 518, St. Saviour

- 8.97 The site presently comprises approximately 27¼ vergées of agricultural land located opposite Grainville playing fields on St. Saviour's Hill and has access to good public transport and is in walking distance to shops at Five Oaks and Bagatelle. This site is a logical extension of the built-up area and the proximity to amenities and facilities makes it appropriate for older persons' homes.
- 8.98 Preliminary proposals have suggested that the development of this large site could take the form of a mixed tenure retirement village with a potential yield of approximately 98 open market and 80 social rent lifelong dwellings (for people over 55). It has been suggested that up to thirty of the social rent lifelong dwellings will be ceded by the developer to the Parish.
- 8.99 Proposals have suggested that the development of the site could also provide for a 75-bed residential care and dementia home, guardian accommodation, indoor and outdoor recreational facilities, shop, surgery, car parking and amenity space. A public car park to relieve potential on-street parking in Chasse Brunet and amenity open space will also be provided as part of the development. The amenities and facilities provided by the developer will be managed by a non profit making professional organisation and available to all residents.

8.100 This type of development will have no impact on schools and traffic impact can be reasonably managed. The site is large enough to incorporate a significant area of open space.

(13) Field 274, La Lourderie, St. Clement

8.101 This is a 'brown field' site which comprises a number of redundant glasshouses on approximately 5½ vergées. The site is located near La Rocque, is contiguous with the existing built-up area, is on a good bus route and is in walking distance to shops at Pontac.

8.102 It is considered that this site could accommodate a mix of approximately 34 lifelong dwellings for older people (over 55).

(14) Field 605, St. John

8.103 The site comprises approximately 2½ vergées of agricultural land. The site is located near the centre of St. John's Village and is in easy walking distance of all the village amenities and facilities, and is a short walk to the Parish Hall, St. John's Primary School and the recreation centre.

8.104 It could accommodate a mix of approximately 16 lifelong dwellings for older people (over 55).

(15) Fields 561 and 562, St. Mary

8.105 This is a 'brown field' site which comprises a number of redundant glasshouses on a site area of approximately 5½ vergées. The site is located to the south of St. Mary's Village and is in walking distance of the village amenities and facilities. There is also capacity at St. Mary's primary school to cater for children living in first-time buyer homes.

8.106 The site could accommodate 33 dwellings, providing a mix of first-time buyer, open market lifelong dwellings for the over-55s and lifelong dwellings for social rent.

(16) Land north east of Maison St. Brelade

8.107 The site comprises 2¾ vergées of uncultivated land. The site is located at Maison St. Brelade and in easy walking distance of the bus stop and a range of shops at Quennevais Precinct and the amenities and facilities at Les Quennevais recreation area.

8.108 This site could accommodate an extension to Maison St. Brelade providing approximately 8 units of accommodation.

(17) Field 148, Rue des Maltières, Grouville

8.109 The site is an infill development of land between Clos des Maltières and residential properties fronting Rue des Maltières and Rue Horman. It comprises approximately 4 vergées. The south east part of the site is adjacent to Grouville marsh and should be retained in its natural state. It benefits from a field access to Rue Horman, which could enable a direct pedestrian route to Gorey Village.

8.110 The site could accommodate approximately 20 lifelong dwellings for the Parish of Grouville, the development of which would be undertaken by the Gouray Lodge Charitable Trust.

(18) Fields 818 and part of Field 873, Trinity

8.111 The site presently comprises approximately 1¾ vergées of agricultural land. The site is a logical extension to the existing Parish sheltered homes and is in easy walking distance to the post office, pub, church and youth centre.

8.112 The site could accommodate approximately 12 lifelong dwellings for social rent.

(19) Field 578, Trinity

- 8.113 The site presently comprises approximately 9¼ vergées of agricultural land. The site is in a prominent and elevated position, located opposite the existing Parish sheltered homes and is in easy walking distance to the post office, pub, church and youth centre. There is also adequate capacity at Trinity primary school to cater for children living in the first-time buyer homes.
- 8.114 The site could accommodate approximately 36 homes, providing a mix of first-time buyer and one-bedroom lifelong dwellings for social rent.”

POLICY H2 - SITES TO BE ZONED FOR CATEGORY A HOUSING

In order to contribute to meeting the requirements for Category A housing for the first five years of the Plan from 2002 to the end of 2006, sites comprising a total of 45.9 acres/ approximately 103.3 vergées of land, will be zoned for Category A housing at the following locations, as shown on the Island Proposals Map:

1. Fields 848, 851, 853 and 854, Bel Royal, St Lawrence (9.5 acres/ 21.4 vergées);
2. Field 1218, Mont a l'Abbé, St Helier (10.1 acres/ 22.7 vergées);
3. Fields 203, part 204 and 252, St Clement (5.3 acres/11.9 vergées);
4. Extension to Hodge Nurseries, Fields 89, 89A, 90, 92A, 93, St Clement (5.4 acres/12.1 vergées);
5. Fields 181, 182 and 183, La Route de la Pointe, St Peter (4.8 acres/ 10.8 vergées);
6. Fields 786 and 787, La Rue des Cosnets, St Ouen (3 acres/ 6.8 vergées);
7. Field 690A, Maufant, St Martin (2.7 acres/ 6.1 vergées);
8. Fields 190, 191 and 192, La Rue de la Sergente, St Brelade (1.9 acres/ 4.3 vergées);
9. Field 40, La Rue de Maupertuis, St Clement (1.6 acres/ 3.6 vergées);
10. Field 873, Bel Royal, St Lawrence (0.9 acres/ 2.0 vergées); and
11. Field 1370, La Rue de Mon Sejour, St Helier (0.7 acres/ 1.6 vergées).

Within the sites, planning applications will be invited for a mix of social rented and first time buyer dwellings.

In order to contribute to meeting the requirements for Category A housing, and particularly the need and demand for dwellings for older people (over 55), from 2008 until the adoption of the new Island Plan, eight sites comprising a total of approximately 26 acres/58.5 vergées, will be zoned for Category A housing at the following locations, as shown on the revised Island Proposals Map;

12. Fields 516, 516A, 517 and 518, St. Saviour (12 acres/ 27.25 vergées);
13. Field 274, St. Clement (2.5 acres/5.5 vergées);
14. Field 605, St. John (1 acre/2.5 vergées);
15. Field 561 and 562, St. Mary (2.5 acres/5.5 vergées);
16. Land north of Maison St. Brelade, St. Brelade (1.25 acres/ 2.75 vergées);
17. Field 148, Rue des Maltières, Grouville (1.75 acres/ 4 vergées);
18. Field 818 and part of Field 873, Trinity (0.75 acres/ 1.75 vergées);
19. Field 578, Trinity (4 acres/9.25 vergées).

POLICY H2 - SITES TO BE ZONED FOR CATEGORY A HOUSING

Within these eight sites, planning applications will be invited for a mix of first-time buyer dwellings or lifelong homes (for people over 55) to buy and social rented lifelong homes (for people over 55) in accord with the purposes for which they have been zoned.

Development permission will not be granted until a development brief (as described in Policy H6) has been approved by the Minister for Planning and Environment

Sites for Further Consideration for Category A Housing

- 8.115 It is the intention of the Minister for Planning and Environment to provide a level of certainty to the development process and thus take forward all land required for housing from 2002 to 2006 as part of the Island Plan. However, the completion of the Housing Requirements Study led to a need to identify a greater area of land for zoning than that put forward in the Island Plan Consultation Draft. At the same time, the Minister carefully considered representations made in response to the Consultation Draft and removed three sites from the proposed zoning (fields at Patier Road, St Saviour, Field 865, Bel Royal and Field 81, St Clement) and amended the status of another to 'safeguarded' (Field 145, St Clement).
- 8.116 A second phase evaluation of sites was undertaken and a further eleven possible sites identified to meet the remaining shortfall. Bringing forward these eleven sites for zoning requires public consultation. The Minister decided that it would not be possible to undertake this with integrity and within the constraints of the current Island Plan Review programme and would not enable the Final Draft Island Plan to be debated by the States during 2002. The necessity and priority given to producing a new Island Plan in this timeframe is addressed in Section One – Introduction. In particular, not to have an approved Island Plan in 2002 would jeopardise the bringing forward of the sites in Policy H2 for development to meet urgent housing needs.
- 8.117 Consequently, the new Island Plan includes a list of eleven sites that are considered to meet the Spatial Strategy of the Island Plan but require public consultation to confirm their acceptability. Five further possible housing sites were brought forward in the Island Plan debate. These were accepted as amendments to the Plan by the States. In so doing, the States recognised that the acceptability of these sites needed also to be the subject of public consultation.
- 8.118 All of these sites are listed in Policy H3 of the new Island Plan and indicated on the Island Proposals Map. A short description of each of the original eleven possible sites identified by the Planning and Environment Minister is included in the ensuing paragraphs. The sites brought forward during the States debate are identified in paragraph 131.
- (1) Field 391 (part), La Longue Rue, St Martin*
- 8.119 The Island Plan Consultation Draft included the western part of Field 39, St Martin as a safeguarded site. Following representations, it is considered that a better form of development would arise if the eastern part was to be developed and the western part provided as a public open space or "village green", enclosed by the development. The site could have access from La Longue Rue. The development of the 2.4 acres (5.4 vergées) site could provide approximately 30 homes.
- (2) Field 1368, La Rue de Mon Sejour, St. Helier*
- 8.120 This 1.8 acre (4.1 vergées) site would be an enlargement of Site H2 (11) proposed for rezoning and

could provide an additional 14 homes. It is a square grassed field lying to the south east of Field 1370, as included in Policy H2.

(3) Field 812A, Bagot Manor Farm, St. Saviour.

- 8.121 Field 812A is a 1.1 acre (2.5 vergées) grass field with polythene tunnels lying to the north of the site at Bagot Manor Farm which was zoned for housing in 1999. It could provide approximately 15 homes. Access to the existing proposed development is to be direct from La Route de Longueville and this could also serve Field 812A to the rear.

(4) Fields 413, 415, 415A and 470, Five Oaks, St. Saviour

- 8.122 This site of 5.8 acres (13.1 vergées) comprises two open fields to the north of dense housing development at Five Oaks. Access to the site could be direct from La Grande Route de St Martin. There is potential to develop half of the site area for housing and provide open space on the remainder to serve the new development as well as the housing area to the south. With sensitive planning and landscaping it could improve the amenities for existing residents in the area, as well as provide a softer edge to the urban area. Developing half of the site would provide approximately 41 homes.

(5) Field 139, Les Quennevais, St. Brelade

- 8.123 Field 139, St Brelade comprises 2.3 acres (5.2 vergées) of land used for grazing horses, enclosed by residential development on three sides. There is a local shop directly opposite the site. It could provide approximately 29 homes. Access could be from La Petite Route des Mielles. The site slopes down to the east and would best suit low rise development to ensure that it does not interfere unduly with views out of the built-up area. It could be a suitable site for sheltered homes, having access to a wide range of shops and facilities in Red Houses, depending on the requirements for sheltered homes.

(6) Field 525, La Rue de la Mare Ballam, St. John

- 8.124 Field 525 is a large flat field of 1.9 acres (4.3 vergées) in arable use on the south side of St John's Village. There is a modern housing development on the north side of the site and a boundary of mature trees on the south side. The site could provide approximately 14 homes as well as land (0.8 acres) for an extension to facilities at St John's Primary School. A pedestrian route could be achieved through the school site and thereby to other village shops and services. Access for vehicles would be from La Rue de la Mare Ballam.

(7) Field 76B, La Vallette, Gorey, Grouville

- 8.125 The site comprises 2.1 acres (4.7 vergées) and is occupied by glasshouses. It was recently put forward by commercial glasshouse growers in the 'Fuel Purchasing Co-operative' as part of their proposed 'managed exit policy'. The site lies on the western edge of Gorey village at the foot of the escarpment and is very close to a good range of community services and facilities. Access could be from La Rue Horman. The site could provide approximately 27 homes.

(8) The Channel TV site and Field 1248, La Pouquelaye, St. Helier

- 8.126 The site comprises a field in arable use to the rear of the land occupied by Channel TV and offices (within the existing built up area) and the undeveloped part of the Channel TV site. Field 1248 is well enclosed by a tree boundary to the east and could form a logical new urban edge. The undeveloped part of the Channel TV site is open and grassed. The frontage of the site is to La Pouquelaye. The site is within walking distance of La Pouquelaye Primary School, Haute Vallée

Secondary School, a local shop and bus route into St Helier. The remainder of the Channel TV site is the subject of separate development proposals. The site, which comprises 5.6 acres/ 12.6 vergées could provide for approximately 71 homes. An access will need to be provided from La Pouquelaye.

(9) Field 402, La Grande Route de Faldouet, St. Martin

- 8.127 Field 402 is 1.5 acres (3.4 vergées) in size and is adjacent to La Grande Route de Faldouet, St Martin. It is a small field well enclosed by mature trees with a shed/ workshop on the northern part of the site. There are houses adjacent to the east side of the site. The site was identified in the St Martin's Village Plan as a possible future Category A site. The development of the site (including the part with a workshop building) could provide approximately 22 homes.

(10) Fields 890 and 888, La Rue Cappelain, St. Peter

- 8.128 The two fields comprise 1.2 acres (2.7 vergées) of land mainly used for grazing. Field 888 is almost completely enclosed by low density development. While there are no facilities in this small settlement, it is well located close to the main traffic and public transport route between Beaumont and Les Quennevais. It would suit a small, relatively low density development and could accommodate approximately 17 homes.

(11) Field 410, La Rue des Buttes, St. Martin.

- 8.129 Field 410 lies to the south of the Roman Catholic Church, off La Rue des Buttes, St Martin. It is a large flat field of 1.7 acres (3.8 vergées) in grass, facing south. The site is adjoined by the lane and properties on the west side and the cemetery to the east. There is an opportunity to provide a car park for the Catholic Church on the northern part of the site. The site could provide approximately 24 homes.

- 8.130 The rezoning of all of the eleven sites would yield approximately 313 dwellings, which with commitments and sites included in Policy H2, would achieve 2,863 homes compared to the requirement of 2,860.

- 8.131 The States of Jersey have also decided to give further consideration to the following sites for Category A housing purposes:

(12) Field 633, La Verte Rue, St Peter;

(13) Field 1341A, Le Mont de la Trinité, St Helier ;

(14) Land to the east of Field 729, Le Fonds de Longueville, Grouville;

(15) Field 423, Le Mont de la Mare Ste. Catherine, St Martin ;

(16) Field 1551 and 1552 Westmount Road, St Helier.

Status of Other Sites

- 8.132 A number of sites which were put forward in the Island Plan Consultation Draft for zoning or safeguarding are no longer included in a policy. While these sites are not favoured for development at this time, it is quite possible that they will be given further consideration as part of efforts to address housing needs in the future.

- 8.133 The sites in Policies H2 and H3 are expected to meet requirements for the first five years of the new Island Plan. It is intended that the annual monitoring and review of the Plan will measure the extent to which sites are taken up, as well as other opportunities, and will bring forward new sites for zoning as necessary within the criteria used for evaluating the initial list of sites. The Housing Land

Availability Review ('Planning for Homes') will continue to be undertaken on an annual basis to inform the process.

POLICY H3 - SITES FOR FURTHER CONSIDERATION FOR CATEGORY A HOUSING

The Minister for Planning and Environment will bring forward additional sites for Category A dwellings following public consultation, in order to meet overall requirements for the first five years of the Plan and beyond. Sites under consideration are identified on the Island Proposals Map and are listed below:

1. Field 391 (part), La Longue Rue, St Martin (2.4 acres/ 5.4 vergées);
2. Field 1368, La Rue de Mon Sejour, St. Helier (1.8 acres/ 4.1 vergées);
3. Field 812A, Bagot Manor Farm, St. Saviour (1.1 acres/ 2.5 vergées);
4. Fields 413, 415, 415A and 470, Five Oaks, St. Saviour (5.8 acres/ 13.1 vergées);
5. Field 139, Les Quennevais, St. Brelade (2.3 acres/ 5.2 vergées);
6. Field 525, La Rue de la Mare Ballam, St. John (1.9 acres/ 4.3 vergées);
7. Field 76B, La Vallette, Gorey, Grouville (2.1 acres/ 4.7 vergées);
8. The Channel TV site and Field 1248, La Pouquelaye, St. Helier (5.6 acres/ 12.6 vergées);
9. Field 402, La Grande Route de Faldouet, St. Martin (1.5 acres/ 3.4 vergées);
10. Fields 890 and 888, La Rue Cappelain, St. Peter (1.2 acres/ 2.7 vergées);
11. Field 410, La Rue des Buttes, St. Martin (1.7 acres/ 3.8 vergées);
12. Field 633, La Verte Rue, St Peter (approximately 0.4 acres/ 1 vergée)*;
13. Field 1341A, Le Mont de la Trinité, St Helier (approximately 4.8 acres/ 11 vergées)*;
14. Land to the east of Field 729, Le Fonds de Longueville, Grouville (approximately 0.1 acres/ 0.3 vergées)*;
15. Field 423, Le Mont de la Mare Ste. Catherine, St Martin (approximately 1.6 acres/ 3.5 vergées)*;
16. Field 1551 and 1552 Westmount Road, St Helier (3.5 acres/ 7 vergées 32 perch)*.

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

* possible further Category A housing sites added during States debate

Sites Safeguarded for Future Category A Housing Needs

- 8.134 In addition to the sites recommended for zoning for housing in the initial five years, there are other sites that represent opportunities for development but are either not appropriate or are not likely to be developable in the first five years. The potential of these sites for meeting longer-term housing needs, however, should not be lost.
- 8.135 Included in these sites are eight that were zoned in the 1987 Island Plan and which may come to fruition in the Plan period. The opportunity for providing for Category A homes on these sites should be safeguarded.
- 8.136 The sites include ones in settlements such as St Mary, which have seen substantial recent increases in housing and it would thus not be appropriate to propose additional land in the first five years of the Plan. There are also sites in the town centre that are in States ownership or comprise uses for which

relocation is sought, and on these sites there should be a presumption in favour of residential uses in the future, should they come forward for redevelopment.

- 8.137 The representations to the Island Plan Consultation Draft and subsequent review of possible sites identified additional possible sites for safeguarding. These are listed in the second part of Policy H4 but they have not yet been subject to public consultation.
- 8.138 Sites safeguarded for future housing needs will be brought forward by the Jersey Housing Task Force. Sites 11, and 13 to 20, will require a proposition for re-zoning when the need for the site is identified.

POLICY H4 - SITES SAFEGUARDED FOR FUTURE CATEGORY A HOUSING NEEDS

The Minister for Planning and Environment will protect the following sites, as designated on the Island and Town Proposals Maps, in order to meet longer term housing needs for Category A homes:

1. Randall's Brewery Site, Savile Street, St Helier;
2. Jersey Brewery Site and warehouse, Ann Street, St Helier;
3. Planning and Public Services Offices, South Hill, St Helier;
4. Former Jersey College for Girls, Rouge Bouillon, St Helier;
5. Le Bas Social Services Site, St Saviour's Road, St Helier;
6. Deanery Garden, Byron Road, St Helier;
7. Car Park, Common Lane, St Helier;
8. Used Car Sales site, St Saviour's Road, St Helier;
9. Box Factory, Le Breton Lane, St Helier;
10. Car Park, Royal Crescent, Don Road, St Helier;
11. Field 494, rear of Midlothian Close, St Mary;
12. Field 145, adj. to Priory Farm, St Clement;
13. Field 284, La Grande Route de la Cote, St Clement;
14. Glass houses, La Rue de la Lourderie, St Clement;

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

The following sites will be the subject of public consultation and further consideration for safeguarding:

15. Samares Nursery, La Grande Route de St Clement, St Clement;
16. Field 605, La Route de Nord, St John;
17. Le Mourin Vineries, Les Chasse du Mourin, St Martin;
18. Field 114, Le Passage, Carrefour Selous, St Lawrence;
19. Field 1404, La Grande Route de St. Jean, Trinity;
20. Field 785, La Rue des Cosnets, St Ouen; and
21. Fields 236 and 237, La Rue de la Cimetière, St John.

Meeting Housing Need

- 8.139 The Ministers' for Planning and Environment and Housing are aiming to ensure that all Island residents, including those in need of affordable or special need housing, have the opportunity of a home. Consequently, the Ministers' have sought approval from the States to ameliorate the conditions that could lead to excessive increases in prices for land subject to re-zoning for housing. The two Ministers' have stated the following objectives and their intention to achieve them:
- (a) to ensure that new social rented housing is built and to require developers to provide homes for this purpose;
 - (b) to ensure that first-time buyers have the opportunity to buy affordable housing;
 - (c) to ensure that there is a better match between new first-time buyer housing and their occupiers by requiring allocations to be made in accordance with the Housing Minister's policies; and
 - (d) to ensure that there is a faster flow of the completion of new housing following the change in zoning of land by requiring developments to be completed in a timely manner.
- 8.140 In order to meet the objectives set out above, in the first instance, the Minister for Planning and Environment intend to secure agreements with landowners to provide homes in accordance with the site development briefs. If agreement cannot be reached or the landowner wishes to sell the sites to the States, then the Minister for Planning and Environment will seek to acquire sites. Powers to secure development through planning obligations have recently been approved by the States as an amendment to the Island Planning (Jersey) Law, 1964. Powers will also be available under the new Island Planning Law to enable acquisition, by compulsory purchase if necessary.
- 8.141 In addition to the sites proposed for zoning, there will be other opportunities arising during the Plan period to provide Category A homes where these fit with the Spatial Strategy of the Island Plan. The Housing Task Force (a collaboration between Planning and Building Services, Housing, Property Services and the Treasury) is responsible for identifying and taking forward urban sites through acquisition/agreement and this process will continue to be of importance.

POLICY H5 - MEETING HOUSING NEED

Land zoned for housing will be developed through agreement with land owners/planning obligations and/or planning conditions or, where necessary, will be acquired by the States on behalf of the public, if needs be by compulsory purchase, in order to ensure that requirements for all types of Category A homes can be met.

Preparation of Development Briefs

- 8.142 The sites proposed for housing in Policies H2 and H3 represent the largest development opportunities for housing over the Plan period (apart from the Waterfront area). It is important that the sites are developed in a manner that maximises their potential to contribute to the quality of life of the community. Much housing in recent years has been developed on small sites that meet the immediate requirements of residents but may not bring wider benefits in terms of infrastructure and facilities.
- 8.143 The sites proposed for zoning in the new Island Plan will provide opportunities for improved recreation, community, health, leisure and education facilities and bring cohesion to surrounding

developments. They will also give rise to impacts on facilities and services that need to be addressed during the development of the site. In particular, each site will have implications for local schools, the road network and drainage.

- 8.144 A development brief will be prepared for each site to establish the important factors to be taken into account. This will ensure that the needs of existing residents are met and the site has a positive impact on the locality. Importantly, the development brief will establish the mix of sizes and types of homes, including the requirements for sheltered homes, thus allowing the implications to be fully assessed. The constraints of school capacity and physical infrastructure will also guide the mix of homes and other supporting uses on the sites.
- 8.145 A further key factor in the development brief will be the extent and type of provision of public open space. This may be both recreational or amenity space, including parks and children's play areas. Again, the extent of open space required will vary with each development, depending on the mix of uses (social rented homes requiring greater provision of children's play space for example) and facilities in the local area. The Mont a L'Abbé site, for example, provides an opportunity to provide a public park for the wider area and the Bel Royal/Beaumont site is linked to the public amenity space at Le Marais de St Pierre.
- 8.146 The development briefs will be the subject of consultation with the public affected by the proposals to ensure that issues such as impact on neighbouring properties and community facilities are taken fully into account.

POLICY H6 - PREPARATION OF DEVELOPMENT BRIEFS

Development permission will not be granted for sites zoned for Category A housing by the States until a development brief has been approved by the Minister for Planning and Environment. The brief will include requirements for:

- (i) appropriate mix of types, tenures and sizes of properties;
- (ii) the provision, as appropriate, of sheltered and specially designed homes to suit specific requirements of the elderly and disabled;
- (iii) design matters including density, form, landscape works, and materials;
- (iv) a satisfactory relationship between the proposed development and neighbouring uses and the local character of the surrounding area;
- (v) access by car, cycle and pedestrians and links to bus routes within and in the vicinity of the site;
- (vi) provision of car parking;
- (vii) provision of service infrastructure;
- (viii) requirements for amenity space and public open space; and
- (ix) the need for social, community, education and health facilities within the site and implications for off-site facilities.

Housing Density and Standards

- 8.147 The Minister for Planning and Environment has published planning advice on residential density standards (Planning Policy Guidance Note No. 5). The residential density standards aim to ensure that developments do not exceed a maximum, beyond which it becomes very difficult to meet

reasonable and proper demands for space within and outside the dwelling. Since the publication of the guidelines, densities achieved on housing sites have generally risen, reflecting the high cost of land and the difficulties in meeting housing requirements. On the other hand, there is recognition of the need to achieve high densities in order to use land efficiently and for sites to be feasibly served by public transport.

- 8.148 Density standards will continue to be published to guide developers in striking the correct balance between efficient use of land and acceptable living standards but the current standards need to be updated.
- 8.149 The Minister for Planning and Environment also publishes minimum specifications for new housing development (Planning Policy Guidance Note No. 6). These were created in 1994 in order to ensure that all proposed housing developments are constructed to a minimum standard. The intention, as with the density guidelines, is to avoid inadequate accommodation in which residents have insufficient amenity space, parking, open space and living accommodation. The specifications will continue to form the basis of assessment of the adequacy of proposed development but as with those for density, they require urgent review and revision to take account of changes in conditions and ensure a high quality of living environment. The main issues requiring review and revision are:
- parking standards;
 - provision of open space and amenity areas within development;
 - requirements for residents with disabilities;
 - the use of environmentally acceptable design and construction techniques and materials; and
 - designing for flexibility: 'life time housing'.
- 8.150 There will need to be regular reviews during the Plan period of the Planning Policy Guidance Notes to ensure that they continue to provide guidance in good practice, resulting in high quality developments.

POLICY H7 - HOUSING DENSITY AND STANDARDS

The Minister for Planning and Environment aims to optimise the efficient use of land commensurate with improved specifications and therefore will undertake a review of the guidelines for housing density and specifications for development in the initial years of the Plan period. Thereafter it will monitor and review at five-year intervals to ensure the continued applicability of the guidelines.

Housing Development within the Built-up Area

- 8.151 Policies H2 to H6 deal with sites specifically identified to meet the requirements for Category A homes in the Plan period. The majority of Category B homes will come forward as windfall developments within the normal development process on sites within the built-up area which are not specifically allocated for this purpose in the Plan.
- 8.152 The new Island Plan Spatial Strategy designates a hierarchy of settlements which together form the boundary of the built-up area, as defined on the Island Proposals Map. This includes the town of St Helier, eight urban settlements, eleven key rural settlements and twenty-one small built-up areas

and small rural settlements. Proposals for housing development, including new dwellings and extensions and alterations to existing homes within the built-up area, will be assessed against criteria relating to its design and impact on the local environment and neighbouring uses. This policy should be read in conjunction with the general considerations for all developments contained in Policy G2.

8.153 In particular, all new housing developments will be expected to provide a standard of accommodation that meets the requirements of the Minister for Planning and Environment, with respect to:

- site density;
- privacy, daylight and noise;
- dwelling size, internal layout and room sizes;
- energy efficiency;
- use of materials;
- car parking space;
- garden and private amenity space;
- public open space;
- children's play areas;
- designing out crime; and
- landscaping.

These requirements are specified within Planning Policy Advice Notes (see Appendix 2).

8.154 The intention of designating a built-up area boundary is to continue to contain future development within existing limits and thus prevent encroachment into the countryside. Housing development will not therefore generally be allowed outside of the boundary, except for the replacement of existing dwellings and conversions of existing buildings. It is often said that there are many small corners of land in the countryside, which could take 'infill' developments. On its own, such a development might not appear intrusive but the cumulative impact would be severe for the Island's countryside, travel patterns and cost of providing community and utility services.

POLICY H8 - HOUSING DEVELOPMENT WITHIN THE BUILT-UP AREA

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

- (i) is in accordance with the required standards for housing as set by the Planning and Environment Committee;
- (ii) will not unreasonably affect the character and amenity of the area;
- (iii) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, visual intrusion or other amenity considerations;
- (iv) will not have an unacceptable impact on a Site of Special Importance, Building of Local Importance or a Conservation Area;

POLICY H8 - HOUSING DEVELOPMENT WITHIN THE BUILT-UP AREA

- (v) will not lead to unacceptable problems of traffic generation, safety or parking;
- (vi) makes use of existing buildings where possible;
- (vii) is appropriate in scale, form, massing, density and design to the site and its context;
- (viii) incorporates where appropriate satisfactory provision of amenity and public open space, to include landscaping and children's play space;
- (ix) makes provision for satisfactory mains drainage and other service infrastructure;
- (x) takes into account the need to design out crime and facilitate personal safety and security; and
- (xi) is in accordance with other principles and policies of the Plan.

Proposals which do not satisfy these criteria will not normally be permitted.

Innovative approaches to the conversion of existing buildings to residential use will be encouraged where they conform with the other principles and policies of the Plan.

Conversion of Dwellings to Smaller Units and Multiple Occupation

- 8.155 The conversion, where appropriate, of large residential properties into smaller units of accommodation makes a valuable contribution to meeting housing need. They can provide a source of affordable accommodation, often conveniently located, in traditional housing areas. However, the impact of noise and more cars on neighbours is particularly important to consider. In the countryside, the visual impact of car parking, the means of enclosure and additional traffic movements will need to be considered. This policy should be read in conjunction with the general considerations for development set out in Policy G2.

POLICY H9 - CONVERSION OF DWELLINGS TO SMALLER UNITS AND MULTIPLE OCCUPATION

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

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

Proposals which do not satisfy these criteria will not normally be permitted.

Loss of Housing Units

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

POLICY H10 - LOSS OF HOUSING UNITS

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

Rehabilitation of Housing Estates

- 8.157 Many of the larger social rented housing estates constructed in the last thirty to forty years have become outworn with a range of problems including poor building fabric, inappropriate densities and building heights, poor quality open space, private amenity areas and infrastructure. Improving these housing estates is important for the quality of life of residents as well as sustaining the infrastructure of the Island for the future. The Minister for Housing is engaged in a programme of rehabilitation that will continue over the Plan period. While the investment in the housing stock is underway, the opportunity will be taken to improve the infrastructure of the estates and their rôle in the wider community. A development brief will be prepared to provide guidance in accordance with Policy H6.

POLICY H11 - REHABILITATION OF HOUSING ESTATES

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

Housing to Meet Special Requirements

- 8.158 The Minister for Planning and Environment wishes to ensure that new housing will, as far as reasonable, contribute to the needs of people with disabilities and enable them to live as independently as possible within the community. Whilst it would be ideal to adopt an overall policy of 'Homes for Life', at the present time it is only realistic to require the provision of a proportion of housing suitable for those with disabilities in the general housing stock. It provides choice for those with disabilities and, over time, an increasing number of people will not need to move if they become less mobile.
- 8.159 Mobility housing is an ordinary home built to a certain basic standard so that it can be adapted to be lived in by the majority of people with disabilities. Design features include ramped or level entrances, wheelchair-width doorways and a bathroom and WC on the ground floor. This type of housing requirement can be met through appropriate specifications for all new housing developments (to be incorporated in revised guidelines). Housing for permanent wheelchair users is more specialised

and generally needs to be at ground floor level. To meet these needs a proportion of units in housing schemes should be suitable for adaptation for wheelchair users.

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

POLICY H12 - HOUSING TO MEET SPECIAL REQUIREMENTS

The Minister for Planning and Environment will encourage the provision of housing to meet the specific needs of the elderly and those with disabilities. Developments of twenty or more homes should normally ensure that at least five per cent of housing units are fully accessible to those with disabilities.

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

- (i) is within a convenient distance of local shopping, public transport, community facilities and services;
- (ii) is on a site which can offer a reasonable standard of amenity and security;
- (iii) is designed and constructed or can be adapted to accommodate the specific requirements of the intended residents;
- (iv) is located where provision for education, leisure, recreation and other community facilities is adequate or can be provided to meet the needs arising from the proposals;
- (v) will not unreasonably affect the character and amenity of the area;
- (vi) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, odour, pollution, visual intrusion or other amenity considerations;
- (vii) will not have an unacceptable visual impact;
- (viii) will not have an unacceptable impact on a Site of Special Importance, Building of Local Importance or a Conservation Area;
- (ix) will not lead to unacceptable problems of traffic generation, safety or parking;
- (x) is appropriate in scale, form, massing, density and character to the site and its context;
- (xi) includes for the provision of satisfactory mains drainage and other service infrastructure; and
- (xii) is in accordance with other principles and policies of the Plan.

Proposals for sites which do not satisfy these criteria will not normally be permitted.

Registered Lodging Accommodation

- 8.162 The Minister for Housing has lifted a moratorium on the development of new registered lodging accommodation in recognition of the shortage of such accommodation. The majority of existing lodging houses are located within the town centre of St Helier and this is generally supported, given the high level of accessibility.
- 8.163 Lodging houses must at present meet the minimum requirements as set down by the Minister for Housing. Registered lodging accommodation must also meet the DHSS Code of Practice, as administered by the Health and Social Services Department. The standards are lower than those required for general accommodation. It is considered that the standards of the Minister for Planning and Environment for new housing developments should also apply to any proposals for new registered lodging houses. The Housing Requirements Study identified that more than half of respondents in registered lodging houses consider their accommodation to be inadequate (this compares to only 20% in States and parish rental homes). The main reason across all tenures for housing being inadequate was the size of properties. The Minister for Planning and Environment has accepted that in the conversion of existing properties to lodging house accommodation it may be difficult to meet the standards for residential accommodation. In such cases, the Committee will permit conversion provided that the converted lodging house accommodation meets the standards set by the Minister for Housing which will be amended, over a period of time, to match the Minister for Planning and Environment's residential standards.
- 8.164 Applying the same standards to new lodging accommodation as general housing will over time help to improve the quality of the housing stock. It also provides greater flexibility to respond to changes in the aspirations of the immigrant workforce, allowing accommodation to be readily adapted to general needs housing, such as private rental.

POLICY H13 - REGISTERED LODGING ACCOMMODATION

The building of new and conversion of buildings for registered lodging accommodation will normally be permitted, provided that the development:

- (i) meets a proven need for lodging accommodation;
- (ii) meets the required standards set for registered lodging houses;
- (iii) is not on land zoned for Category A housing purposes, unless it is provided for in a development brief;
- (iv) will not unreasonably affect the character and amenity of the area;
- (v) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, visual intrusion or other amenity considerations;
- (vi) will not have an unacceptable impact on a Site of Special Importance, Building of Local Importance or a Conservation Area;
- (vii) will not lead to unacceptable problems of traffic generation, safety or parking; and
- (viii) is in accordance with other principles and policies of the Plan.

Proposals which do not satisfy these criteria will not normally be permitted.

Staff Accommodation

- 8.165 The provision of staff accommodation by agriculture, tourism and other businesses (including the public sector) has an important rôle to play in ensuring that the Jersey economy can function effectively. It meets the housing needs of many people coming to Jersey to work. The Minister for Planning and Environment recognises that as part of the structural changes occurring in these businesses there will be a need for accommodation of varying types. The Committee expect the majority of staff accommodation to be provided within the boundary of the built-up area, however, the Committee acknowledges that some businesses which lie outside the built-up area, may require staff on site. In such cases, the Committee would expect such accommodation to be provided within existing buildings; any proposals for new buildings will require convincing evidence of both the need for the type of staff accommodation and the proposed location, which should be integrated into existing groups of buildings. The Committee will consider temporary buildings, provided that the proposed design and location meet the planning policy guidelines. All staff accommodation will be conditioned for occupancy only by those employed in the industry for which the application was made.
- 8.166 Currently, minimum standards for staff accommodation are set by four different States Committees: Planning and Environment, Housing, Agriculture and Fisheries and Environmental Health (listed in Appendix 2). There is also a separate Policy Note No. 8 produced by the Minister for Planning and Environment relating specifically to temporary accommodation on farms. Standards for staff accommodation are to be amalgamated in the Environmental Health Housing Standards (Jersey) Law. Standards for accommodation of all types require amalgamation into a single guidance document and this should form part of a review of housing standards and densities (Policy H7).
- 8.167 It is important that staff accommodation is provided flexibly. This may mean that should it no longer be required, it can be removed or, within the built-up area, is suitable for future use for other types of home.
- 8.168 This policy should be read in conjunction with Policy C18 of Section Five - Countryside.

POLICY H14 - STAFF ACCOMMODATION

The provision of staff accommodation where there is a proven need for such accommodation is generally supported, subject to being in accordance with relevant guidelines and standards and all other principles and policies of the Plan.

In exceptional circumstances, it will be necessary for staff to be accommodated at their place of work which is outside the built-up area. In such cases, staff accommodation should normally be provided through the conversion of existing buildings or temporary buildings. Temporary buildings should be removed when no longer required for staff accommodation. In exceptional cases, the Committee will consider new buildings to meet proven need.

In the built-up area, accommodation may be provided through changes of use, conversion or new build. Temporary buildings will not be permitted in the built-up area. Accommodation within the built-up area should be capable of future use for other types of home.

Staff accommodation will be conditioned for occupancy solely by those employed in the relevant industry.

Proposals for the conversion of staff accommodation to other types of dwelling will be contingent on their being no longer required for staff accommodation within the relevant industry.

Such development proposals will not normally be permitted unless they are in accordance with the general policies and criteria applying to the conversions of existing buildings to homes in the built-up area and countryside.

