

# STATES OF JERSEY



## ISLAND PLAN 2011: REVISED DRAFT REVISION – APPROVAL (P.37/2014) – TWELFTH AMENDMENT

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Lodged au Greffe on 9th July 2014  
by the Minister for Planning and Environment

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STATES GREFFE

ISLAND PLAN 2011: REVISED DRAFT REVISION – APPROVAL (P.37/2014) –  
TWELFTH AMENDMENT

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**PAGE 2 –**

- (1) For the words “The States” in paragraph 6.38 on page 232, substitute the words “Andium Homes Limited, a wholly owned States company,”.
- (2) After the word “States” in paragraph 6.43 on page 232, insert the words “Andium Homes Limited” and for the words “housing trusts” substitute the words “registered affordable housing providers”.
- (3) For the words “both land owned by the States that it proposes” in paragraph 6.45 on page 233, substitute the words “both land directly owned by the States or through other agencies wholly owned by the States that is proposed”.
- (4) After paragraph 6.48 on page 233 insert the following new paragraph: “6.49 These sites may be transferred to other agencies wholly owned by the States (such as Andium Homes Limited) or to a registered affordable housing provider over the Plan period.”, and renumber subsequent paragraphs accordingly.
- (5) In the section heading 2 on page 234, for the words “States owned housing” substitute the words “Category A affordable housing”.
- (6) For the words “States of Jersey Housing Department” in paragraph 6.53 on page 234, substitute the words “Category A affordable housing”.
- (7) In table 6.3 on page 238, in relation to the words “States owned” in line 1 of the table insert the following new footnote: “These sites may be transferred to other agencies wholly owned by the States (such as Andium Homes Limited) or to a registered affordable housing provider over the Plan period.”, and renumber subsequent footnotes accordingly; and for the words “States owned housing sites” in line 2 of the table, substitute the words “Category A affordable housing”.
- (8) For the words “the States of Jersey Housing Department or other providers of social housing such as housing associations and” in paragraph 6.83 on page 241, substitute the words “a States of Jersey approved affordable housing provider or”.
- (9) For the words “Jersey Property Holdings on behalf of the Housing Department, of for other social home providers” in paragraph 6.84 on page 241, substitute the words “Andium Homes Limited or another States of Jersey approved affordable housing provider”.
- (10) After the words “States owned land” in paragraph 6.91 on page 242, insert the words “, either directly or through other agencies wholly owned by the States,”.
- (11) After paragraph 6.99 on page 244, insert the following new paragraph: “6.100 These sites may be transferred to other agencies wholly owned by the States (such as Andium Homes Limited) or to a registered affordable housing provider over the Plan period.”, and renumber subsequent paragraphs accordingly.

- (12) After the words “compulsory purchase” in Policy H1 on page 245, insert the words “and transferred to a States of Jersey approved affordable housing provider such as Andium Homes Limited”, and for the words “registered social landlord” in the Policy on page 246, substitute the words “affordable housing provider”.
- (13) After the words “compulsory purchase” in Policy H2 on page 246, insert the words “and transferred to a States of Jersey approved affordable housing provider such as Andium Homes Limited”.
- (14) After the words “compulsory purchase” in Policy H5 on page 251, insert the words “and transferred to a States of Jersey approved affordable housing provider such as Andium Homes Limited”.

## MINISTER FOR PLANNING AND ENVIRONMENT

This amendment has been lodged by the Minister for Planning and Environment for less than 6 weeks before the start of the debate in accordance with the provisions of Article 4A of the Planning and Building (Jersey) Law 2002. Paragraphs 4A(2), (3) and (4) are in the following terms –

### **“4A Procedure for and following lodging of draft Island Plan**

- (2) An amendment to a draft Island Plan cannot be debated by the States unless it has been lodged for a minimum period of 8 weeks.
- (3) An amendment to an amendment to a draft Island Plan cannot be debated by the States unless it has been lodged for a minimum period of 6 weeks.
- (4) Paragraph (2) or (3) does not apply to an amendment lodged by the Minister if the States agree that the amendment may be debated forthwith or on a day or at a time approved by the States.”

In accordance with the provisions of paragraph (4), the Minister for Planning and Environment will seek the agreement of the States to debate this amendment during the debate on P.37/2014: Island Plan 2011: revised draft revision – approval.

## **REPORT**

This amendment simply seeks to respond to changed circumstances that have arisen since the revised draft revision of the 2011 Island Plan was lodged in March 2014. This is principally related to the transfer of the social housing assets of the States of Jersey Housing Department to Andium Homes Limited on 1st July 2014, following the coming into force of the Social Housing (Transfer) (Jersey) Law 2013.

The Minister's revised housing strategy, to deliver the necessary affordable homes, is heavily dependent upon the development of new homes through regeneration of former States Housing Department sites now owned by Andium Homes Limited, and the development of other land owned by the States, which may include additional transfers of land to Andium Homes or other agencies wholly owned by the States (such as SoJDC) or other registered affordable housing providers.

The purpose of this amendment is, therefore, to ensure that land identified for the purposes of providing Category A affordable homes in the housing strategy, as set out in the Minister's revised draft Island Plan, can deliver the necessary homes regardless of which body or agency might own or administer the land.

For clarity and the avoidance of doubt, the outcome of this further amendment, if adopted, is set out in the attached **Appendix**.

### **Financial and manpower implications**

There are no direct financial or human resource implications arising from this further amendment.

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Substitute the words "The States" with the words "Andium Homes Limited, a wholly owned States company."

### Supply of homes

6.38 In terms of the supply of homes, the current housing stock comprises approximately 45,000 dwellings,<sup>(8)</sup> the majority of which are owner occupied. The States is a major provider and manager of housing, owning some 4,500 dwellings for social rental<sup>(9)</sup>.

6.39 Over the last decade, an average of around 500 dwellings have been added to the housing stock each year, varying from 865 in 2002 to only 200 in 2010<sup>(10)</sup>

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

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

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

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

Insert the words "Andium Homes Limited" between the words "States," and "Parishes"

Substitute the words "housing trusts" with the words "registered affordable housing providers"

### Anticipated supply of homes 2013-20

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

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

9 States of Jersey Housing Department stock as at January 2013

10 2012 land Availability Report (<https://www.gov.je/Government/Pages/StatesReports.aspx?ReportID=826>)

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

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

### 1. Policy H1: Category A affordable housing sites

**6.45** It is envisaged that over 1,100 Category A affordable homes will be delivered over the Plan period on both land owned by the States that it proposes to be redeveloped to provide homes, and also on private land that is specifically zoned for this purpose.

#### States owned sites

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

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

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

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

- La Motte Street Youth Centre, St. Helier

Insert new paragraph "6.49 These sites may be transferred to other agencies wholly owned by the States (such as Andium Homes Limited) or to a registered affordable housing provider over the plan period."

Substitute the words "both land owned by the States that it proposes" with the words "both land directly owned by the States or through other agencies wholly owned by the States that is proposed"



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## Private rezoned land

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

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

**6.51** There are four sites proposed for the delivery of Category A affordable housing, and it is envisaged that these will deliver over 290 homes on a total of approximately 18 acres (40 vergées) of land;

- De La Mare Nurseries, La Rue a Don, Grouville (2.5 acres/6 vergées)
- Samares Nursery, La Grande Route de St Clement, St Clement, (10 acres/22 vergées);
- Le Quesne Nurseries, La Rue de Jambart ,St. Clement (4 acres/9 vergées)
- Longueville Nurseries, New York Lane, St Saviour (1.5 acre/3 vergées);

**6.52** Draft site assessments are set out at appendix B.

2. Re-develop existing States-owned housing land

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

Substitute the words "States of Jersey Housing Department" with the words "Category A affordable housing."

Substitute the words "States owned housing" with the words "Category A affordable housing."

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

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

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

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

- Belle Vue, St Brelade - Phase 2 (47 units)
- Ann Court, St Helier - (circa. 190 units)
- La Collette Low Rise, St Helier - Phase 1 & 2 - (circa. 100 units)

### 3. Policy H2: Other Category A sites

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

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

**6.58** In July 2008 the States approved an amendment to the 2002 Island Plan<sup>(11)</sup> to enable the provision of land for housing on eight new sites, involving an area of land of approximately 58.5 vergées. Three of these sites rezoned for housing in 2008 are either under construction or near completion and they will deliver 155 category A homes before 2015 and contribute to the supply of Category A affordable homes during the remainder of the Plan period;

<sup>11</sup> [P75/2008](#) Island Plan (2002) Amendment: provision of land for lifelong dwellings (for people over 55) and first-time buyers, 16 July 2008



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### 4. Policy H5 - Rural centre housing

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

**6.60** Two sites have been identified for rezoning under Policy H5: Housing in Rural Centres to support this objective and it is estimated that the development of these sites, over the remainder of the Plan period, could provide a total of (circa) 50 units;

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

**6.61** Further sites may also come forward over the life time of the Plan, which are not estimated in this source of supply, and Policy H5 provides the mechanism to achieve such development. Any proposal for the rezoning of land outside the existing defined Built-up Area boundary, contained within a Village Plan, would require the approval of the States as a draft revision of the Island Plan<sup>(12)</sup>

**6.62** Any proposals to provide affordable housing outside the defined settlement boundary of a rural settlement that are submitted as a planning application would represent a departure from the Plan and be treated accordingly.

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

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

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<sup>12</sup> Article 4 of the law states that the designation of land for particular development or use should be set out in the Island Plan and Article 3 of the law sets out exacting procedures for public engagement for an Island Plan or a revision of it.

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**6.64** A study of the capacity of the town<sup>(13)</sup> demonstrates that it has the maximum potential capacity to deliver between 2,000-3,600 additional housing units. The potential maximum yield of 3,600 homes has been discounted to what are believed to be realistic levels of yield providing a total capacity and potential supply of 1,500 homes<sup>(14)</sup>

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

### 6. Windfall developments outside of town

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

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

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

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

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

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

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Insert the following new footnote "These sites may be transferred to other agencies wholly owned by the States (such as Andium Homes Limited) or to a registered affordable housing provider over the plan period." after the words "States owned"

Substitute the words "States owned housing sites" with the words "Category A affordable housing."

Supply	Delivery Period				Total	
	2013-2015		2016-2020			
	Category A	Category B	Category A	Category B		
Policy H1 - Category A Housing sites	States owned	40	150	200	0	390
	Re-zoned	0	0	290	0	290
Re-develop existing States owned housing sites		125	0	275	0	400
Policy H2 - Other Category A housing sites		170	0	0	0	170
Policy H5 Rural Centres (Housing in Rural Centres)		20	0	30	0	50
Windfall developments from town of St Helier		0	450	0	750	1200
Windfall developments outside of town of St Helier		0	450	0	750	1200
<b>Total</b>		<b>355</b>	<b>1,050</b>	<b>790</b>	<b>1,500</b>	<b>3,700</b>

Table 6.3 Supply of homes 2013-20

Provision of homes

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

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

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



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Housing Category	Period						Total 2013-2020		
	2013-15			2016-2020			Total Demand	Total Supply	Net
	Total Demand	Total Supply	Net	Total Demand	Total Supply	Net			
Category A	500	355	-145	500	790	+290	1,000	1,150	+150
Category B	1,000	1,050	+50	1300	1500	+200	2,300	2,550	+250
<b>Totals</b>	<b>1,500</b>	<b>1,405</b>	<b>-95</b>	<b>+1,800</b>	<b>+2,290</b>	<b>+490</b>	<b>3,300</b>	<b>3,700</b>	<b>+400</b>

Table 6.4 Net Housing Supply 2013-20

**6.73** Provision has been made for as many as 3,700 homes over the remainder of the Plan period. In overall terms, this would suggest that the strategy of the Plan, relative to housing land availability, is reasonably healthy, with a small predicted surplus of 400 units over the Plan period.

**6.74** The average build rates required to meet the demand for housing over the remainder of the Plan period is about 412 dwellings per annum which is less than the average rate of residential development delivered since 2002 (2002-2012) of over 500 dwellings per annum.

**6.75** It is considered that the level of anticipated provision over and above the level of estimated demand is prudent, reasonable and justifiable given the estimates and assumptions upon which the forecasts are made in addition to the challenges that remain to ensure delivery of the homes required, some of which are set out below. Moreover, the potential surplus (of +290 units) of Category A affordable homes in the latter half of the plan, is considered to be justifiable and prudent having regard to the potential for increasing demand for affordable housing as currently non-qualified households moving into the qualified sector in the next 3-5 years, indicated in the [2012 Housing Needs Survey](#) and to offset an anticipated shortfall in the period 2013-15.

### Release of land for development

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

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

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

**6.78** To give effect to a policy of compulsory purchase, separate decisions of the States of Jersey would be required in accord with the procedure established by law<sup>(15)</sup>.

### Density of development

**6.79** There is also a need to ensure that land is developed at more efficient and higher densities of development than have previously been achieved, in accord with Efficient Use of Resources and Density of Development.

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

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

### Delivery of affordable homes

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

<sup>15</sup> Compulsory Purchase of Land (Procedure)(Jersey) Law 1961



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Substitute the words “the States of Jersey Housing Department or other providers of social housing such as housing associations and” with “a States of Jersey approved affordable housing provider or”

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

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

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

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

Substitute the words “Jersey Property Holdings on behalf of the Housing Department, or for other social home providers” with “Andium Homes Limited or another States of Jersey approved affordable housing providers”

**Proposal 20**

**Provision of homes**

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

The Plan makes provision for 3,700 homes to be built over the Plan period, comprising:

- 1,150 Category A homes;
- 2,550 Category B homes.

**Longer term perspective**

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

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

### Monitoring

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

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

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

After "States owned land" insert the words " either directly or through other agencies wholly owned by the States

**6.91** Given the reliance of the housing strategy in the Plan upon the delivery of affordable homes on States-owned land, it is important that this source of supply ~~performs~~ in accord with targets for completion. In the event that the supply of affordable homes from this source is not satisfactory, and, in particular, if substantial progress has not been made on the Summerland/Ambulance station site by the start of 2016, the Minister may seek to bring forward other, readily implementable alternatives requiring a further review of the plan.

### Category A affordable housing

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



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

### Category A affordable housing sites

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

**6.95** The identification and assessment of sites which could help meet this requirement has been carried out in accordance with the strategic policies of the Plan, particularly Spatial Strategy and Efficient Use of Resources, which support the delivery of a more sustainable pattern of development in Jersey. It has also involved an assessment of other factors, such as site constraints, site context and character, and existing land uses, to inform a planning assessment of each site.

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

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

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## Housing

### States-owned sites

**6.97** The use of States-owned land to help meet the need for affordable homes is identified as a clear policy objective of the States of Jersey Development Company <sup>(16)</sup>. A number of States-owned sites, within the Built-up Area, have been identified as having the potential to contribute, in whole or in part, towards the clear and immediate need for affordable homes over the Plan period and are already the subject of development briefs and planning applications: others may emerge as States departments and Jersey Property Holdings review property portfolios.

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

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

### Private rezoned land

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

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

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

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

Insert the following new paragraph "6.100 These sites may be transferred to other agencies wholly owned by the States (such as Andium Homes Limited) or to a registered affordable housing provider over the plan period."

<sup>16</sup> See statements of the Minister for Treasury and Resources during debate on P.32/2011 (07 June 2011).



**Policy H 1**

**Category A affordable housing sites**

**States-owned land**

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

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

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

3. La Motte Street Youth Centre, St. Helier

**Private land**

Other sites, currently in private ownership, listed below and shown on the Island Proposals Map, comprising a total of approximately 18 acres (40 vergées) of land, are zoned for the purpose of delivering 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase on each site. Planning permission for other forms of development will not be approved.

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

4. De La Mare Nurseries, La Rue a Don, Grouville (2.5 acres/6 vergées)
5. Samares Nursery, La Grande Route de St. Clement, St. Clement, (10 acres/22 vergées);
6. Le Quesne Nurseries, La Rue de Jambart ,St. Clement (4 acres/9 vergées)
7. Longueville Nurseries, New York Lane, St. Saviour (1.5 acre/3 vergées);

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

Insert the words "and transferred to a States of Jersey approved affordable housing provider such as Andium Homes Limited" between the words "purchase," and "in"



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## Housing

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

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

Substitute "social landlord" with "affordable housing provider"

### Previously zoned Category A housing sites

**6.104** The adopted 2002 Island Plan designated 11 sites for the purposes of meeting the need for Category A housing (under policy [H2, Sites to be Zoned for Category A Housing](#)) and all but one of these sites<sup>(17)</sup> has been developed. Planning permission is being sought for the development of the remaining site (Field 873, St. Lawrence) on the basis of the original zoning proposition, requiring a proportionate tenure split of 45% social rent and 55% first-time buyer homes or lifelong homes for purchase.

**6.105** In the event that anticipated or extant planning permission for development on this site fails to be implemented before the expiry of extant or anticipated consents, it is however, considered reasonable that it's zoning delivers homes based on the current assessment of need, which would require 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase to be provided.

### Policy H 2

#### Other Category A affordable housing sites

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

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

1. Field 873, Bel Royal, St Lawrence (0.9 acres/ 2.0 vergées);

Insert the words "and transferred to a States of Jersey approved affordable housing provider such as Andium Homes Limited" between the words "purchase," and "in"

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

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

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

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

### Affordable housing

**6.106** In 2008, the Minister for Planning and Environment commissioned Kelvin MacDonald Associates to research the potential for the procurement of affordable homes by requiring their provision as a proportion of private housing developments, or through commuted payments in lieu, and to propose a policy framework to bring this about. One of the conclusions of the Macdonald report<sup>(18)</sup> was that the nature of the problem of affordability in Jersey was such that every method of providing affordable housing must be employed and that the provisions of planning legislation and guidance must be implemented. Following the Macdonald report recommendation a new policy mechanism requiring affordable housing to be provided as a proportion of private housing development was approved by the States in the 2011 Island Plan: Policy H3 (Affordable Housing).

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

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

<sup>18</sup> *Achieving Affordable Housing as a Proportion of Private Housing Development* (June 2009)  
Kelvin Macdonald MCIH, FRTPI, FRSA



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### Viability

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

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

#### Proposal H3

##### Affordable housing proposal

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

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

### Housing mix

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

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

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

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

### Policy H4

#### Housing mix

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

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

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

### Affordable housing in rural centres

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

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



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envisaged that the total number of affordable homes to be delivered through this policy would amount to no more than 50 units over the remainder of the Plan period<sup>19</sup>, although it is accepted that other proposals may emerge.

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

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

**6.118** The following site has already been identified to support this policy objective and is specifically zoned for the purposes of providing affordable homes:

1. [Glasshouse site, Field 785, St Ouen](#) (1.5 Acres/3.5 vergées).

**6.119** The following site has also been identified to support this policy and is specifically zoned for the purposes of providing affordable homes subject to the preparation of a village plan, which must consider alternative sites and opportunities, and be adopted by the Minister for Planning and Environment. In the event of other alternative(s) sites coming forward in St. Martin, this site (field 402) would be no longer zoned for the provision of homes:

1. Field 402 St Martin (1.5 Acres/3.5 vergées);

**6.120** Other proposals for new affordable housing in or around rural centres may form part of a Village Plan. Any such Village Plans would be required to be developed by the parochial authority but be subject to a full and comprehensive assessment, including consideration of alternative sites and opportunities, and engagement with the local community and relevant stakeholders, including the relevant regulatory departments of the States of Jersey. Field 622, St Ouen, is one such site that has been put forward by the Parish of St Ouen, and it, or an alternative site may come forward in the future.

**6.121** Where Village Plans are to attain formal status as part of the planning framework for the protection and development of one of the Island's rural centres they will require the formal review, approval and adoption by the Minister for Planning and Environment as supplementary planning guidance. In such

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<sup>19</sup> this is in addition to the development of sites already designated for Category A housing (first-time Buyer and homes for the over-55s) in 2008



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circumstances, any development proposals in the Village Plan must be consistent with the Island Plan and must relate to and be within the defined Built-up Area boundary for the settlement, as defined on the Island Plan Proposals Map.

**6.122** The Minister for Planning and Environment will seek to provide help to Parishes in Village Plans to ensure that they are robust and that, where housing sites are proposed, that alternatives are assessed. The Minister will seek to work with the Parish of St. Martin in relation to its proposal for Field 402, and the Parish of St. Ouen, in the assessment of sites, including Field 622, Rue de la Croute.

**6.123** Where Village Plans contain a specific proposal for the rezoning of land outside the existing defined Built-up Area boundary, any such proposal would require the approval of the States as a draft revision of the Island Plan<sup>(20)</sup>.

**6.124** Any proposals to provide affordable housing outside the defined settlement boundary of a rural settlement that are submitted as a planning application would represent a departure from the Plan and be treated accordingly.

### Policy H5

#### Affordable housing in rural centres

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

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

1. Glasshouse site, Field 785, St Ouen (1.5 Acres/3.5 vergées);

The following site has been identified and is specifically zoned for the purposes of providing 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase, subject to the preparation and adoption of a village plan (including a full consideration of alternative sites) by the Minister for Planning and Environment:

2. Field 402, St Martin (1.5 Acres/3.5 vergées);

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

Insert the words "and transferred to a States of Jersey approved affordable housing provider such as Andium Homes Limited" between the words "purchase," and "in"

<sup>20</sup> Article 4 of the law states that the designation of land for particular development or use should be set out in the Island Plan and Article 3 of the law sets out exacting procedures for public engagement for an Island Plan or a revision of it.

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

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

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

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

1. is appropriate relative to the existing character of the village; and
2. is well-related to the existing Built-up Area and local facilities, services and infrastructure and where provision for education, leisure, recreation, local shopping, and other community facilities is adequate or can be provided, where required, to meet the needs arising from the proposals.

### Meeting other housing demand

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

### Housing development within the Built-up Area

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

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