



2011 Island Plan: interim review
Revised draft revision
2011 Island Plan
March 2014

Introduction

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

Scope

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

Natural Environment

- Proposal 4a: Restrict permitted development rights in the Coastal National Park
- Policy NE6: Coastal National Park
- Policy NE7: Green Zone

Housing

- Proposal 20: Provision of homes
- Policy H1: Category A affordable housing sites
- Policy H2: : Other Category A affordable housing sites
- Proposal H3: Affordable housing proposal
- Policy H4: Housing mix
- Policy H5: Affordable housing in rural centres
- Policy H6: Housing development within the Built-up Area

Natural Resources

- Policy NR8: Safety zones for hazardous installations
- Policy NR9: Utilities infrastructure facilities

Site Assessments

- H1 (4) De la Mare Nurseries, Grouville
- H1 (5) Samares Nurseries, St Clement
- H1 (6) Le Quesne Nurseries, St Clement
- H1 (7) Longueville Nurseries, St Saviour
- H5 (1) F. 785, St Ouen
- H5 (2) F.402, St Martin

- Policy GD2: Demolition and replacement of buildings
(proposed to be deleted without modification or replacement)

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Coastal National Park

A National Park for Jersey

2.55 Parts of the Jersey coast and countryside are of national and international importance. St Ouen's Bay has long been so recognised and subject to safeguarding policies since 1968. These were superseded by the more extensive designation of a Coastal National Park in 2011. Its boundary embraces all those parts of the Island of highly sensitive and valuable landscape quality, vulnerable to change and damage, which warrant the highest level of protection against development. Its extent was informed by the Countryside Character Appraisal (1999) and includes:

- **The Coastal Plain of St Ouen's Bay:** The coastal plain of Les Quennevais dune system and St Ouen's Bay Coastal Plain with its fresh and saltwater wetland and sand dune habitats supporting exceptional birdlife and wildlife, distinguished landscapes and high recreational value, comprising:
 - B4: Quennevais Dunes
 - B5: St Ouen's Bay Coastal Plain
- **La Commune de Gouray:** The dunes at La Commune de Gouray, which form part of the Grouville Coastal Plain character area (B1), are a remnant of the historic landscape of this area and provide an important open break in the coastline. They are also valuable in terms of biodiversity, particularly for birds.
 - La Commune de Gouray (part of B1: Grouville Coastal Plain)
- **Escarpment:** The steep topography of the escarpment, forming a backdrop to the flat coastal plain, is a distinctive feature of the Island's landscape. On the exposed scarp slopes of St Ouen's Bay, stone walls are the characteristic field boundary.
 - C3: St Ouen's Bay Escarpment and Valleys
- **Cliffs and Headlands:** The cliffs and heathland of the north coast and the south-western headlands with their spectacular coastal scenery and sense of wilderness, geological and geomorphological features, birdlife and exceptional habitats, archaeological sites, common land, modern fortifications and high recreational value. Also, the north-east wooded edge with its lower, gentler coastline, cut by wooded valleys and with numerous sheltered creeks and coves along the north.
 - A1: North Coast Headland

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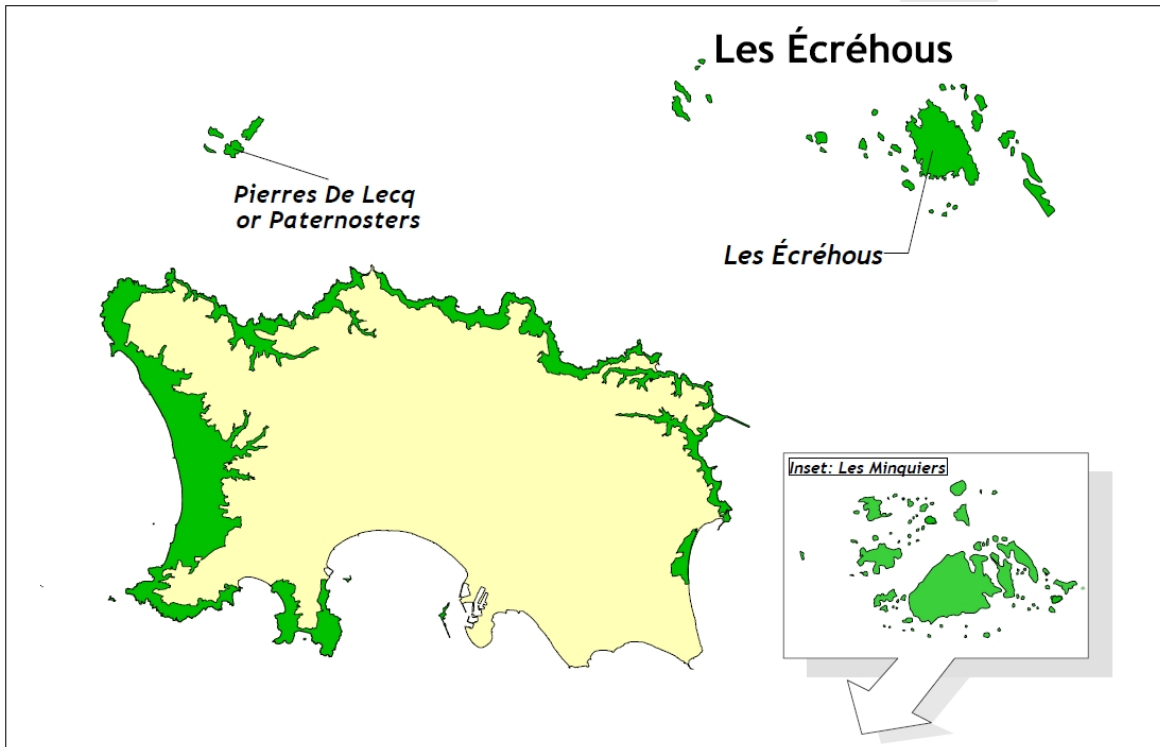
- A2: South-west Headlands
- A3: North-east Low Wooded Edge

- **Enclosed Valleys:** The majority of the Island's broad-leaved woodland occurs on the steep valleys sides. The narrow winding lanes are a distinctive feature. Lichen-clad pink granite walls are characteristic features of the interior valleys. The freshwater streams and associated wet grassland provide important habitats.
 - D4: North Coast Valleys (including Mourier Valley)
 - D5: St Martin's Valleys
 - Wolf's Caves car park and former cafe/bar

- **Cliff Edge with Deep Sea:**
 - F1: North and South-west Cliffs

- **Offshore Reefs and Islands:** The whole area of offshore reefs and islets forms one main character type:
 - H1: Les Écréhous (including the Paternosters and Dirouilles)
 - H2: Le Plateau des Minquiers

Natural Environment



Map 2.4 Coastal National Park Areas

2.56 The Coastal National Park’s primary purposes are:

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

2.57 The purpose of planning policy in the Coastal National Park is to provide the highest level of protection against development to support these primary purposes.

2.58 It is acknowledged that the National Park is a living landscape, containing buildings and land uses. Whilst there is the strongest presumption against new uses or buildings that would detract from its landscape character, there may be opportunity to secure the repair and restoration of natural beauty, wildlife and cultural heritage through exceptions where the development of existing buildings or land uses provide opportunities to repair or reduce their existing harm to landscape character. Development may also provide opportunities for public understanding and enjoyment of the Park.

2.59 There is also a need to provide for the reasonable expectation of residents to improve their homes and businesses to undertake economic activity and provide employment, having regard to the capacity of the landscape to accommodate development without harm.

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2.60 Accordingly, Policy NE6 sets a strong presumption but not an absolute moratorium against development within the Park: the key test is the capacity of the site and its context to accommodate development without harm to landscape character. This is the starting point for the consideration of development proposals. The following categories may, exceptionally, be considered though not all cases will be acceptable.

Residential

2.61 It would be unreasonable to resist all forms of development to improve people's homes. The following forms of development related to residential land use and buildings may be permitted as exceptions to the strong presumption against development here, but only where it does not cause harm to landscape character.

Extension of a dwelling

2.62 The acceptability of an extension to a dwelling will be determined by its scale, design and impact on landscape character.

2.63 Each case should be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area to accept change.

2.64 The design and scale of any extension must remain subservient to the existing dwelling and not disproportionately increase its size in terms of gross floorspace, building footprint or visual impact.

2.65 The purpose will be a material consideration and should not facilitate a significant increase in occupancy. Intensification of domestic use would place more pressure upon a fragile environment, limited infrastructure and services and be likely to increase trip generation. The cumulative enlargement of existing dwellings, and associated increases in resident population and activity, can undermine an area's character as much as new homes: a site's planning history will, therefore, be a material consideration.

Redevelopment of existing dwellings and ancillary residential buildings or structures

2.66 The principle of demolition and replacement of existing dwellings is supported only where demonstrable environmental gains can be delivered.

2.67 Comprehensive proposals of this type can offer the possibility of repairing and restoring landscape character which might be achieved by environmental gains including some or all of: reduced visual scale, mass and volume of a building; more sensitive and sympathetic siting and design; materials, colours and finishes more sensitive to the character area.

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2.68 In all cases, replacement buildings should not be larger than that being replaced in terms of any of gross floorspace⁽¹⁸⁾, building footprint or visual impact, and should not facilitate a significant increase in occupancy. Intensification of domestic use would place more pressure upon a fragile environment, limited infrastructure and services and be likely to increase trip generation.

Creation of new households

2.69 The creation of new households by the development of new dwellings or the extension of existing residential properties to provide independent accommodation will be strongly resisted.

2.70 Similarly, extensions which, due to their layout are tantamount to the creation of a separate dwelling by, for example, including sleeping, bathroom and living space will be regarded as having the potential to accommodate a separate household and will be similarly resisted, as counter to the strategic objectives of the Plan (in relation to sustainable patterns of development; reducing the need to travel; and reducing dependence on the private car), as well as challenging the strong presumption against development in the Coastal National Park with potentially serious implications for harm to its landscape character.

Extension of domestic curtilage

2.71 There is the strongest presumption against extensions of domestic curtilages, which can have an impact on the sense of wilderness, isolation and remoteness that are important in parts of the National Park. Incremental loss and erosion of landscape character to domestication would seriously undermine the quality and cohesion of landscape character.

Employment land and buildings

2.72 The Coastal National Park arises from the interaction of human and natural influences: the economic history of the Island, together with political and social influences, has been instrumental in shaping the landscape that we find today. The Park remains a working environment in many places with uses and buildings performing employment and economic functions. Economic growth and diversification are Plan objectives and Policies SP5, E1 and ERE1 seek to safeguard existing employment land and premises. The following forms of development related to employment land use and buildings may be permitted as exceptions to the strong presumption against development, but only where it does not cause harm to landscape character:

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

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Extension and intensification of use

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

2.74 The acceptability of an extension to an employment building will be determined by its scale, design and its impact on landscape character.

2.75 Each case will be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area to accept change.

2.76 In all cases, the design and scale of any extension must remain subservient to the existing building. There is a strong presumption against new ancillary buildings in the Coastal National Park.

2.77 Any proposal that would intensify an existing employment use will need to be assessed having regard to additional travel and traffic, at a strategic level, and noise and disturbance locally, particularly where the outcome could adversely affect the Park's sense of wilderness, isolation and remoteness.

2.78 The cumulative enlargement of existing buildings, and associated increases in activity, can undermine an area's character as much as new buildings: a site's planning history will, therefore, be a material consideration.

Redevelopment of existing employment buildings for the same employment use

2.79 The principle of redevelopment, involving demolition and replacement, of existing employment buildings for the same employment use is supported where demonstrable environmental gains can be delivered.

2.80 Comprehensive proposals of this type can offer the possibility of repairing and restoring landscape character, which might be achieved by environmental gains including some or all of: reduced visual scale, mass and volume of a building; more sensitive and sympathetic siting and design; materials, colours and finishes more sensitive to landscape character.

2.81 Replacement buildings should be no larger, in terms of gross floorspace, building footprint or visual impact than that being replaced. Consideration will also be given to the intensity of use and impact of travel, traffic and noise upon the Park's special character.

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Change of use: conversion to other employment use

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

2.83 Any proposal that would intensify employment use will need to be assessed having regard to additional travel and traffic, at a strategic level, and noise and disturbance locally, particularly where the outcome could adversely affect the Park's sense of wilderness, isolation and remoteness. Any visual implications will also be carefully considered having regard to landscape character.

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

2.84 There is a strong presumption against the loss of employment land and buildings to residential and other non-employment use. The conversion of modern agricultural buildings and glasshouses to residential or other non-employment uses will not be permitted.

2.85 New homes and other development in the Coastal National Park, where the availability of services, amenities and public infrastructure is generally limited does little to contribute towards the attainment of a more sustainable pattern of development. Conversion of an employment building to residential use is, therefore, most unlikely to be permitted.

2.86 Proposals may, exceptionally, be viewed more favourably where the redundancy of employment use is proven (under the requirements of Policy E1) or where the proposal involves the conversion of offices and tourism accommodation; and where it delivers demonstrable environmental benefits through reduced intensity of use and visual improvement to the building and its setting.

2.87 Former hotels proposed for residential conversion will be expected to secure significantly reduced intensity of use, since permission is likely to have been granted for hotel use, and/or an expansion of either an original residential or hotel use, on a site where permission for a large extent of residential development would not normally have been countenanced. Sustainability at a strategic level will be a material consideration and require evidence of how this has been assessed, such as a comparison of reliance on public infrastructure and trip generation.

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2.88 Such development would also need to deliver other environmental gains such as: enhanced appearance of the building; materials, colours and finishes more sensitive to the character area; and landscaping to enhance and repair the setting of existing buildings.

2.89 Careful regard will be given to the visual impacts of any required external space, in particular car parking and amenity areas, on landscape character.

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

2.90 The principle of allowing the redevelopment, involving demolition and replacement for alternative uses, including other employment uses, of existing employment buildings is supported where significant environmental gains can be delivered.

2.91 Such proposals will need to satisfy the requirements of Policy E1: *Protection of employment land* in the first instance, and a case made as to why a coastal or countryside location is required, which may require the applicant to set out what alternative locations have been considered.

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

2.93 Comprehensive development of this type offers the possibility of repairing and restoring landscape character of the area, which might be achieved by environmental gains including some or all of;

1. **a significant reduction in visual mass, scale and volume** - this might be achieved by a reduction in the mass and scale of buildings in the landscape.
2. opportunities may arise **to remove uncharacteristically large buildings** - such as hotels or other tourism related buildings - from the landscape, through their redevelopment and replacement by smaller buildings, more sympathetic to their locality and its landscape.
3. **a significant reduction in intensity of use** - redevelopment for residential use will be permitted only where the residential yield is extremely limited and secures significant reductions in floorspace and/or occupancy;
4. **sustainability** at a strategic level will be a material consideration and require evidence of how this has been assessed, such as a comparison of reliance on public infrastructure and trip generation.
5. **more sensitive and sympathetic siting and design**: there is ample evidence of poorly sited and designed buildings, and additions to buildings, around the Island's coastline; redevelopment offers scope to remedy the

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existing harm; proposals will be required to reflect principles in the Jersey Design Guide, and must, in particular, demonstrate a mindful understanding of context, and be respectful of it, especially within sensitive landscape;

6. **a more sensitive use of materials:** this may be achieved by reflecting the distinctiveness of the character area in the proposal's form, materials and finishes, including colour.

2.94 Replacement buildings should be no larger, in terms of gross floorspace, building footprint or visual impact than that being replaced. Consideration will also be given to the intensity of use and impact of travel, traffic and noise upon the Park's special character. Regard will also be had to opportunities to support the purposes of the Park including enhanced public access and addressing management threats and priorities identified in the Countryside Character Appraisal.

2.95 The redevelopment of modern agricultural buildings by demolition and replacement for another use will not be supported, since these would have been permitted to meet agricultural need. If no longer so required they should be removed or re-used for agriculture or employment-related uses. Similarly, the redevelopment of glasshouses will not be permitted.

Cultural and tourism uses

2.96 One of the Park's purposes, to promote opportunities for understanding and enjoyment of its special qualities, is likely to create tensions with its other purpose: the conservation and enhancement of natural beauty, wildlife and cultural heritage. Managing this requires that new or extended cultural and tourism development is sensitive and proportionate to the fragility and vulnerability of its landscape setting.

2.97 The Countryside Character Appraisal is a valuable tool, identifying development and management threats to the each of the Park's character areas and their capacity for change. It can be used to inform decisions on development proposals and implications for subsequent use of different parts of the Park.

2.98 Given the strong presumption against development in the Coastal National Park any exceptions related to new or extended cultural and tourism attractions must have very limited impact on its relevant landscape character area.

2.99 Examples might include proposals based on the use and enjoyment of environmental and heritage assets, and likely to relate to informal recreation, leisure and tourism.

2.100 Interpretative facilities and access infrastructure proposals will be considered favourably where designed to minimise visual impact and having no undue effects on sensitive environmental or heritage assets.

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

2.102 Leisure and tourism activities can generate a requirement for ancillary services and buildings and a number of facilities - such as cafés, bars, kiosks and toilets - exist in parts of the Park.

2.103 Proposals to extend, intensify or redevelop existing leisure and tourism facilities will be considered as with any other employment use.

2.104 New leisure and tourism buildings are unlikely to be favourably considered other than possibly small scale buildings or structures such as beach kiosks. The visual implications, infrastructure requirements and effect on the locality's intensity of the use will require careful consideration relative to the sensitivity of the landscape character. It is unlikely that they will be favourably considered where highly visible and/or unscreened by landscaping or where there are no nearby existing formal car parking and/or toilet facilities.

Minor development

2.105 Development of any scale can adversely affect the qualities of the Coastal National Park because of its sensitive, fragile landscape. Buildings in the Park presently have the same permitted development rights as those elsewhere; the Minister intends to limit these rights here to enable the impact of minor changes to be regulated. This will require amendment to the Planning and Building (General Development) Order and the Minister will consult further upon the nature of changes proposed.

2.106 These will not be intended to prohibit all forms of minor development, which would be unreasonable and unrealistic, but to make a greater range of them subject to individual assessment. Small scale proposals, incidental to the primary use of land and buildings - such as minor alterations to existing buildings, swimming pools, driveways and other forms of hard landscaping, accesses, means of enclosure, signs, flags and other advertisements, satellite dishes and other antennae - will be permissible but only if well designed and sited and their impact does not harm the character of the area.

2.107 For the avoidance of doubt, there will remain a strong presumption against the development of new ancillary buildings in the Coastal National Park with the exception of small incidental domestic outbuildings of a temporary nature - such as garden sheds and greenhouses - which may be permissible if well sited, and designed and where their impact does not harm landscape character.

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Restrict permitted development rights in the Coastal National Park

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

Strategic development

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

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

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

2.111 Any such proposals will need to be considered against Policies NR4-6: *Renewable energy*; MR3: *New or extended mineral workings*, and NR9: *Utilities infrastructure facilities* respectively

Policy NE 6

Coastal National Park

The primary purposes of the Coastal National Park are:

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

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In support of these purposes, the Coastal National Park, as designated on the [Proposals Map](#), will be given the highest level of protection from development and this will normally be given priority over all other planning considerations.

In this area there will be the strongest presumption against all forms of development, including but not limited to:

- the development of a new dwelling (other than as a replacement under 2 and 7; or conversion under 6, below);
- facilitating a separate household by means of an extension, conversion or new build;
- the change of use of land to extend a domestic curtilage;
- development of staff and key agricultural workers' accommodation;
- redevelopment of modern agricultural building(s) involving demolition and replacement with a building(s) for another use, or their conversion to a non-employment use;
- redevelopment of glasshouse(s) involving demolition and replacement with a building(s) or conversion for another use, or their conversion to a non-employment use;
- development of ancillary buildings (other than temporary domestic buildings under 9b below)

Only the following exceptions may be permissible, and only where they do not cause harm to landscape character

Residential

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

- a. it remains subservient to the existing building in terms of design and scale;
- b. it is designed appropriately relative to existing buildings and its context;
- c. having regard to its planning history, it does not disproportionately increase the size of the dwelling in terms of any of its gross floorspace, building footprint or visual impact;
- d. it does not facilitate significant increased occupancy; and
- e. it does not harm landscape character.

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

- a. not be larger in terms of any of gross floorspace, building footprint or visual impact than the building being replaced;
- b. not facilitate a significant increase in occupancy; and
- c. give rise to demonstrable environmental gains, contributing to the repair and restoration of landscape character.

Employment

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

- a. the requirement for a coastal or countryside location is adequately justified;
- b. an extension remains subservient, well related to the existing building in design and scale;
- c. an intensification does not create undue noise, disturbance or a significant increase in travel and trip generation; and
- d. it does not cause harm to landscape character.

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

- a. it would be no larger in terms of any of gross floorspace, building footprint or visual impact than that being replaced;
- b. an intensification does not create undue noise, disturbance or a significant increase in travel and trip generation; and
- c. it gives rise to demonstrable environmental gains, contributing to the repair and restoration of landscape character.

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

- a. it would accord with Policy E1: Protection of employment land;
- b. the requirement for a coastal or countryside location can be adequately justified;

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

6. the change of use of employment land and buildings (involving conversion of a building) to non-employment uses but only where:

- a. the redundancy of employment use is proven in accord with Policy E1: Protection of employment land or where the development involves office or tourism accommodation; and
- b. it gives rise to: demonstrable environmental gains, contributing to the repair and restoration of landscape character; reduced intensity of occupation and use; and improved design and appearance of the land and building(s); or;
- c. it secures a viable alternative use for a traditional farm building in accord with Policy ERE4 *Change of use and/or conversion of traditional farm buildings*.

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

- a. the redundancy of employment use is proven in accord with Policy E1: Protection of employment land or where the development involves office or tourism accommodation; and
- b. the proposal is no larger in terms of any of gross floorspace, building footprint or visual impact than the building being replaced; and
- c. it gives rise to: demonstrable environmental gains, contributing to the repair and restoration of landscape character; reduced intensity of occupation and use; and improved design and appearance of the land and building(s).

8. New cultural and tourism development, but only where it:

- a. supports the purposes of the Coastal National Park;
- b. is appropriate relative to existing buildings and its landscape context; and
- c. does not harm landscape character.

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Minor development

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

- a. it is well sited and designed, having regard to the relationship with existing buildings, landscape context, size, material, colour and form; and
- b. for an ancillary residential building, it is also of a temporary nature; and
- c. it does not cause harm to landscape character.

Strategic development

10. Where it is demonstrated to satisfy a proven Island need, relative to the proper assessment of alternative options, strategic development related to renewable energy production; new or extended utilities infrastructure; or extraction of minerals, but only where:

- a. its environmental implications are properly identified, avoided and/or mitigated as far as possible; and it accords with,
- b. Policy NR 4: Exploratory, appraisal or prototype off-shore utility scale renewable energy proposals; or
- c. Policy NR 5: Off-shore utility scale renewable energy development; or
- d. Policy NR6: On-shore renewal energy production; or
- e. Policy NR9: Utilities infrastructure facilities; or
- f. Policy MR3: New or extended mineral workings.

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

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Proposal 5

Coastal National Park Management Plan

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

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

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

Green Zone

Green Zone

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

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

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

2.116 These areas include:

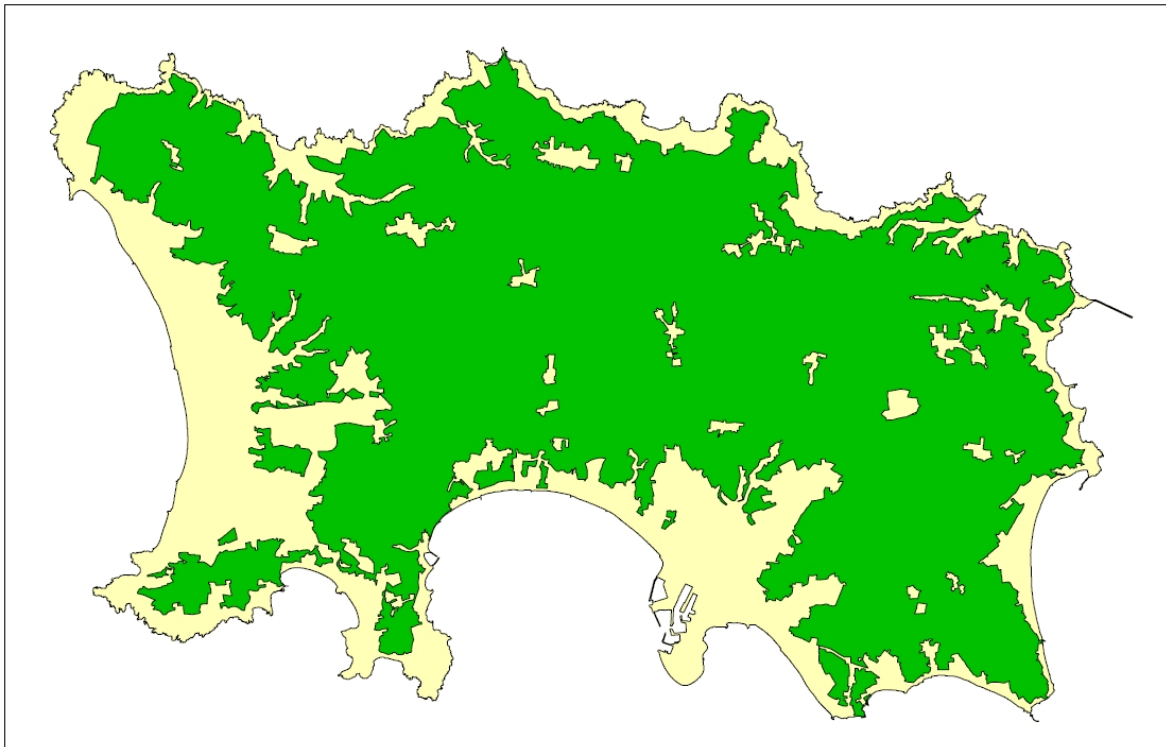
- **The main escarpments** of St Clement, Grouville, Ouaisné, and St Brelade's Bay
 - C1: Grouville - St Saviour
 - C2: South Coast

- **The wooded valleys** of St Peter's, Waterworks, Bellozanne, Grands Vaux, Vallée des Vaux, Fern and Queen's Valleys, amongst others;
 - D1: Main Interior Valleys
 - D2: Eastern Plateau Valleys
 - D3: St Brelade's Valley

- **The interior agricultural land:** to the north, including
 - E1: North-west Headland (St Ouen)
 - E3: North-east (St Martin)
 - E4: North Coast

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

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Map 2.5 Green Zone Areas

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

2.119 As in the Coastal National Park, however, the Green Zone is even more of a living landscape, containing a greater number and variety of buildings and land uses. Whilst there is a presumption against new uses or buildings that would detract from its landscape character, there may be opportunity to secure the repair and restoration of it through exceptions where the development of existing buildings or land uses provide opportunities to repair or reduce their existing harm to landscape character. Development may also provide opportunities for public access and enjoyment of the countryside.

2.120 There is also a need to provide for the reasonable expectation of residents to improve their homes and businesses to undertake economic activity and provide employment, having regard to the capacity of the landscape to accommodate development without serious harm.

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2.121 Accordingly, Policy NE7 sets a presumption but not an absolute moratorium against development within the Green Zone: the key test is the capacity of the site and its context to accommodate development without serious harm to landscape character. This is the starting point for the consideration of development proposals. The following categories may, exceptionally, be considered though not all cases will be acceptable.

Residential

2.122 It would be unreasonable to resist all forms of development to improve people's homes. The following forms of development related to residential land use and buildings may be permitted as exceptions to the presumption against development here, but only where it does not cause serious harm to landscape character:

Extension of a dwelling

2.123 The acceptability of an extension to a dwelling will be determined by its scale, design and impact on landscape character.

2.124 Each case should be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area to accept change.

2.125 The design and scale of any extension must remain subservient to the existing dwelling and not disproportionately increase its size in terms of gross floorspace, building footprint or visual impact.

2.126 The purpose will be a material consideration and should not facilitate a significant increase in occupancy. Intensification of domestic use would place more pressure upon a fragile environment, limited infrastructure and services and be likely to increase trip generation. The cumulative enlargement of existing dwellings, and associated increases in resident population and activity, can undermine an area's character as much as new homes: a site's planning history will, therefore, be a material consideration.

Ancillary buildings

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

Natural Environment

Redevelopment of existing dwellings and ancillary buildings or structures

2.128 The principle of demolition and replacement of existing dwellings is supported only where demonstrable environmental gains can be delivered.

2.129 Comprehensive proposals of this type can offer the possibility of repairing and restoring landscape character which might be achieved by environmental gains including some or all of: reduced visual scale, mass and volume of a building; more sensitive and sympathetic siting and design; materials, colours and finishes more sensitive to the character area.

2.130 In all cases, replacement buildings should not be larger than that being replaced in terms of any of gross floorspace⁽¹⁹⁾, building footprint or visual impact, and should not facilitate a significant increase in occupancy. Intensification of domestic use would place more pressure upon a fragile environment, limited infrastructure and services and be likely to increase trip generation.

Creation of new households

2.131 The creation of new households by the development of new dwellings or the extension of existing residential properties to provide independent accommodation will generally be resisted in the Green Zone: it is counter to the strategic objectives of the Plan (in relation to sustainable patterns of development; reducing the need to travel; and reducing dependence on the private car), as well as challenging the general presumption against development.

2.132 In some instances it may, however, be possible to make exception to permit the extension or conversion of part of a dwelling (such as an integral garage) to provide independent accommodation in the Green Zone for an elderly relative or a relative who requires some degree of care and/or support for their personal well-being and health. This will, however, only be permissible where the accommodation is capable of re-integration into the main dwelling and where any extension or conversion would not seriously harm landscape character. Any exception made in response to such family circumstances will need to be carefully regulated and may be subject to a planning obligation agreement to ensure the ultimate re-integration of the accommodation into the main dwelling.

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

¹⁹ Where gross floorspace and building footprint is measured to the external walls of the building to be replaced including any porches and conservatories, but excludes any detached outbuildings.

Natural Environment

Extension of domestic curtilage

2.134 There is the strongest presumption against extensions of domestic curtilages, which can result in incremental loss and erosion of landscape character to domestication in the countryside.

Employment land use and buildings

2.135 The Green Zone arises from the interaction of human and natural influences: the economic history of the Island, together with political and social influences, has been instrumental in shaping the landscape that we find today. The countryside remains a working environment in many places with uses and buildings performing employment and economic functions.

2.136 Economic growth and diversification are Plan objectives and Policies SP5, E1 and ERE1 seek to safeguard existing employment land and premises. The following forms of development related to employment land use and buildings may be permitted as exceptions to the presumption against development, but only where it does not cause serious harm to landscape character.

Extension and intensification of use

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

2.138 The acceptability of an extension to an employment building will be determined by its scale, design and its impact on landscape character.

2.139 Each case will be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area to accept change.

2.140 In all cases, the design and scale of any extension must remain subservient to the existing building.

2.141 Any proposal that would intensify an existing employment use will need to be assessed having regard to additional travel and traffic, at a strategic level, and noise and disturbance locally.

2.142 The cumulative enlargement of existing buildings, and associated increases in activity, can undermine an area's character as much as new buildings: a site's planning history will, therefore, be a material consideration.

2 Natural Environment

Ancillary employment buildings

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

Redevelopment of existing employment buildings for the same employment use

2.144 The principle of redevelopment, involving demolition and replacement, of existing employment buildings for the same employment use is supported where demonstrable environmental gains can be delivered.

2.145 Comprehensive proposals of this type can offer the possibility of repairing and restoring landscape character, which might be achieved by environmental gains including some or all of: reduced visual scale, mass and volume of a building; more sensitive and sympathetic siting and design; materials, colours and finishes more sensitive to landscape character.

2.146 Replacement buildings should be no larger, in terms of gross floorspace⁽²⁰⁾, building footprint or visual impact than that being replaced. Consideration will also be given to the intensity of use and impact of travel, traffic and noise upon the character of the area.

Change of use: conversion to other employment use

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

2.148 Any proposal that would intensify employment use will need to be assessed having regard to additional travel and traffic, at a strategic level, and noise and disturbance locally. Any visual implications will also be carefully considered having regard to landscape character.

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

2.149 There is a general presumption against the loss of employment land and buildings to residential and other non-employment use. The conversion of modern agricultural buildings and glasshouses to residential or other non-employment uses will not be permitted.

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

Natural Environment

2.150 New homes and other development in the Green Zone, where the availability of services, amenities and public infrastructure is generally limited does little to contribute towards the attainment of a more sustainable pattern of development. Conversion of an employment building to residential use is, therefore, most unlikely to be permitted.

2.151 Proposals may, exceptionally, be viewed more favourably where the redundancy of employment use is proven (under the requirements of Policy E1) or where the proposal involves the conversion of offices and tourism accommodation; and where it delivers demonstrable environmental benefits through reduced intensity of use and visual improvement to the building and its setting.

2.152 Former hotels proposed for residential conversion will be expected to secure significantly reduced intensity of use, since permission is likely to have been granted for hotel use, and/or an expansion of either an original residential or hotel use, on a site where permission for a large extent of residential development would not normally have been countenanced. Sustainability at a strategic level will be a material consideration and require evidence of how this has been assessed, such as a comparison of reliance on public infrastructure and trip generation.

2.153 Such development would also need to deliver other environmental gains such as: enhanced appearance of the building; materials, colours and finishes more sensitive to the character area; and landscaping to enhance and repair the setting of existing buildings.

2.154 Careful regard will be given to the visual impacts of any required external space, in particular car parking and amenity areas, on landscape character.

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

2.155 The principle of allowing the redevelopment, involving demolition and replacement for alternative uses, including other employment uses, of existing employment buildings is supported where significant environmental gains can be delivered.

2.156 Such proposals will need to satisfy the requirements of Policy E1: *Protection of employment land* in the first instance, and a case made as to why a coastal or countryside location is required, which may require the applicant to set out what alternative locations have been considered.

2 Natural Environment

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

2.158 Comprehensive development of this type offers the possibility of repairing and restoring landscape character of the area, which might be achieved by environmental gains including some or all of;

1. **a significant reduction in visual mass, scale and volume** - this might be achieved by a reduction in the mass and scale of buildings in the landscape.
2. opportunities may arise **to remove uncharacteristically large buildings** - such as hotels or other tourism related buildings - from the landscape, through their redevelopment and replacement by smaller buildings, more sympathetic to their locality and its landscape.
3. **a significant reduction in intensity of use** - redevelopment for residential use will be permitted only where the residential yield is extremely limited and secures significant reductions in floorspace and/or occupancy;
4. **sustainability** at a strategic level will be a material consideration and require evidence of how this has been assessed, such as a comparison of reliance on public infrastructure and trip generation.
5. **more sensitive and sympathetic siting and design**: there is ample evidence of poorly sited and designed buildings, and additions to buildings, around the Island's coastline; redevelopment offers scope to remedy the existing harm; proposals will be required to reflect principles in the Jersey Design Guide⁽²¹⁾, and must, in particular, demonstrate a mindful understanding of context, and be respectful of it, especially within sensitive landscape;
6. **a more sensitive use of materials**: this may be achieved by reflecting the distinctiveness of the character area in the proposal's form, materials and finishes, including colour.

2.159 Replacement buildings should be no larger, in terms of gross floorspace, building footprint or visual impact than that being replaced. Consideration will also be given to the intensity of use and impact of travel, traffic and noise upon the character of the area. Regard will also be had to enhance public access and to address management threats and priorities for that character area.

2.160 The redevelopment of modern agricultural buildings by demolition and replacement for another use will not be supported, since these would have been permitted to meet agricultural need. If no longer so required they should be removed or re- used for agriculture or employment-related uses. Similarly, the redevelopment of glasshouses will not be permitted.

Natural Environment

Cultural and tourism uses

2.161 New or extended cultural and tourism development in the Green Zone needs to be sensitive and proportionate to the fragility and vulnerability of its landscape setting. The Countryside Character Appraisal is a valuable tool, identifying development and management threats to character areas and their capacity for change: it can be used to inform decisions on development proposals. Given the presumption against development in the Green Zone any exceptions related to new or extended cultural and tourism attractions must have limited impact on its relevant landscape character area.

2.162 Examples might include proposals based on the use and enjoyment of environmental and heritage assets, and likely to relate to informal recreation, leisure and tourism. Interpretative facilities and access infrastructure proposals will be considered favourably where designed to minimise visual impact and having no undue effects on sensitive environmental or heritage assets. Similarly, proposals involving a change of use of land to enable activity-based tourism and leisure pursuits will be considered relative to their impacts upon the sensitivity of environmental and heritage assets, as well as the implications of greater levels of more active use of land for the character of an area.

2.163 Proposals to extend, intensify or redevelop existing leisure and tourism facilities will be considered as with any other employment use.

2.164 Leisure and tourism activities can also generate a requirement for ancillary services and buildings. New leisure and tourism buildings are unlikely to be favourably considered other than possibly small scale buildings or structures such as kiosks. The visual implications, infrastructure requirements and effect on the locality's intensity of the use will require careful consideration relative to the sensitivity of the landscape character. It is unlikely that they will be favourably considered where highly visible and/or unscreened by landscaping or where there are no nearby existing formal car parking and/or toilet facilities.

Minor development

2.165 Development of a minor scale that is ancillary to a primary use of land could adversely affect the qualities of the Green Zone depending on the sensitivity of the landscape. Small scale proposals, that are incidental to the primary use of land and buildings and outside the scope of existing permitted development rights will only be permissible in the Green Zone where they are well designed and sited and their impact does not seriously harm landscape character.

Natural Environment

Managed open spaces

2.166 Managed open spaces, such as playing fields, other amenity spaces, cemeteries and allotments, can have a limited impact upon the character of the countryside. Their provision will be considered in terms of impact upon landscape character and other policies of the Plan, such as SCO5 and SCO6.

Strategic development

2.167 There may emerge, during the remainder of the Plan period, strategic development proposals of Island-wide significance related to the generation of utility-scale renewable energy; the extraction of minerals; or the provision of elements of significant public infrastructure, such as a new secondary school in the Green Zone.

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

2.169 In accord with the Plan's sequential approach to development, consideration of alternative less environmentally sensitive locations will need to have been properly considered..

Policy NE 7

Green Zone

The Green Zone, as designated on the Proposals Map, will be given a high level of protection from development and there will be a general presumption against all forms of development, including but not limited to:

- the development of a new dwelling (other than as a replacement under 3 and 10; the provision of new, under 4; or conversion under 9, below);
- facilitating a separate household by means of an extension, conversion or new build (other than to meet changing family circumstances under 1e below);
- the change of use of land to extend a domestic curtilage;

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- redevelopment of modern agricultural building(s) involving demolition and replacement with a building(s) for another use, or their conversion to a non-employment use;
- redevelopment of glasshouse(s) involving demolition and replacement with a building(s) or conversion for another use , or their conversion to a non-employment use.

Only the following exceptions may be permissible, and only where they do not cause serious harm to landscape character:

Residential

1. the extension of a dwelling, but only where;
 - a. it remains subservient to the existing building in terms of design and scale;
 - b. its design is appropriate relative to existing buildings and its context;
 - c. having regard to its planning history, it does not disproportionately increase the size of the dwelling in terms of any of its gross floorspace, building footprint or visual impact;
 - d. it does not facilitate significant increased occupancy; and
 - e. in the case of an extension or the conversion of part of an existing dwelling that would lead to the creation of a separate household:
 - i. the accommodation is for an elderly relative or a relative who requires a degree of care and/or support for their health and well-being;
 - ii. the new accommodation is capable of re-integration into the principal dwelling; and
 - iii. it is designed to lifetime home standards, and
 - f. it does not seriously harm landscape character.
2. the development of an ancillary building and/or structure, but only where;
 - a. it is modest and is proportionate to other buildings on the site;
 - b. it is well sited and designed, relative to other buildings, the context, size, material, colour and form; and
 - c. it does not seriously harm landscape character.

2 Natural Environment

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

- a. not be larger in terms of any of gross floorspace, building footprint or visual impact than the building being replaced;
- b. not facilitate a significant increase in occupancy; and
- c. give rise to demonstrable environmental gains, contributing to the repair and restoration of landscape character.

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

- a. accord with Policy H9: staff and key agricultural worker accommodation; and
- b. not cause serious harm to the landscape character of the area.

Employment

5. the extension and/or intensification of use of existing employment buildings and land, but only where, having regard to the planning history of the site;

- a. the requirement for a coastal or countryside location can be adequately justified;
- b. an extension remains subservient, well related to the existing building in design and scale;
- c. an intensification does not create undue noise, disturbance or a significant increase in travel and trip generation; and
- d. it does not cause serious harm to landscape character.

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

- a. it is modest and is proportionate to other buildings on the site;
- b. it is well sited and designed, relative to other buildings, the context, size, material, colour and form; and
- c. it does not cause serious harm to landscape character.

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

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- a. it would be no larger in terms of any of gross floorspace, building footprint or visual impact than that being replaced;
- b. an intensification does not create undue noise, disturbance or a significant increase in travel and trip generation; and
- c. it gives rise to demonstrable environmental gains, contributing to the repair and restoration of landscape character.

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

- a. it would accord with Policy E1: Protection of employment land;
- b. the requirement for a coastal or countryside location can be adequately justified;
- c. in the case of an intensification of use, it does not create undue noise, disturbance or a significant increase in travel and trip generation; and
- d. it does not cause serious harm to landscape character.

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

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

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

- a. the redundancy of employment use is proven in accord with Policy E1: Protection of employment land or where the development involves office or tourism accommodation; and
- b. the proposal is no larger in terms of any of gross floorspace, building footprint or visual impact than the building being replaced; and

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- c. it gives rise to: demonstrable environmental gains, contributing to the repair and restoration of landscape character; reduced intensity of occupation and use; and improved design and appearance of the land and building(s).

11. new cultural and tourism development, but only where it:

- a. is appropriate relative to existing buildings and its landscape context; and
- b. does not seriously harm landscape character.

Minor development

12. Development small in scale and incidental to the primary use of land and buildings, but only where it:

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

Managed open space

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

Strategic development

14. Where it is demonstrated to satisfy a proven Island need, relative to the proper assessment of alternative options, strategic development related to renewable energy production; extraction of minerals or other elements of significant public infrastructure, such as a new secondary school, but only where:

- a. its environmental implications are properly identified, avoided and/or mitigated as far as possible; and it accords with
- b. Policy NR 6: On-shore renewable energy proposals; or
- c. Policy MR3: New or extended mineral workings.

Housing

Housing

6 Housing

H: Introduction

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

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

Policy context

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

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

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

6 Housing

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

H: Objectives and indicators

Objective H 1

Housing objectives

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

Indicators H 1

Housing indicators

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

1 see [Housing Law](#)

Housing

H: Policies and proposals

Planning for homes

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

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

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

Categories of housing

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

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

Category A - Affordable housing

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

6 Housing

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

6.12 The Minister for Planning and Environment has sought to specifically zone land for the provision of affordable homes to help meet this need. To ensure that the homes provided 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.

6.13 Category A affordable housing is defined as follows;

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

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

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

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

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

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

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Category B - Market housing

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

Demand for homes

Housing requirements

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

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

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

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

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

Population

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

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

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

Housing

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

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

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

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

6.24 A combination of population modelling, using the 2011 Census figures and average household size modelling, has been used to estimate housing requirements for Jersey for the remainder of the Jersey Plan period ⁽³⁾ This base data generates

3 [Jersey household projections 2013 release Jersey population projections 2013 release and Interim Review Residential Land Availability](#) (January 2013)

Housing

estimations of housing requirements of 1,000 homes between 2013 - 2015 and 1,300 homes for the period 2016 - 2020. This gives a total requirement, **generated by population change** of **2,300** homes during remainder of the Plan period to 2020.

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

	Period 1 2013-2015	Period 2 2016-2020	Total change over 8 years
Reduced household size ⁽⁴⁾	600	600	1,200
Net inward migration	450	750	1,200
Households to communals	-50	-50	-100
Total	1,000	1,300	2,300

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

Housing aspirations

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

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

Affordability

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

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

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

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

Housing

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

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

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

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

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

Impact of economic climate

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

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

Housing

Total demand

6.36 On the basis of population modelling and housing aspiration, moderated by considerations of realistic affordability ⁽⁷⁾, it is estimated that 3,300 homes are required over the remaining Plan period 2013 to 2020 (an average requirement of 412 dwellings per year), of which 1,000 should be affordable housing (an average requirement of 125 dwellings per year).

Demand Element	Dwellings Required		Total (2013-2020)
	2013-2015	2016-2020	
Estimated additional dwelling requirements	1,000	1,300	2,300
Affordable Housing Requirement (based upon 2012 Housing Needs Survey)	500	500	1,000
Total	1,500	1,800	3,300

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

Future updates

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

7 [Housing Affordability in Jersey 2012](#)

Housing

Supply of homes

6.38 In terms of the supply of homes, the current housing stock comprises approximately 45,000 dwellings, ⁽⁸⁾ 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⁽⁹⁾.

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 ⁽¹⁰⁾

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

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

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

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

Anticipated supply of homes 2013-20

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

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

6 Housing

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.

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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 ⁽¹¹⁾ 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;

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

6 Housing

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⁽¹²⁾

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.

12 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⁽¹³⁾ 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⁽¹⁴⁾

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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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
Total		355	1,050	790	1,500	3,700

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.

Housing

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
Totals	1,500	1,405	-95	+1,800	+2,290	+490	3,300	3,700	+400

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 ⁽¹⁵⁾.

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

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

Housing

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.

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 properly plan for the longer-term should the current sources of supply be insufficient, which might involve the further release of greenfield land or relocating St Helier's commercial port which would create further urban development opportunities.

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

Monitoring

6.88 It is vital that annual monitoring of the housing situation is 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.

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.

Housing

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 within 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.

6 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 ⁽¹⁶⁾. 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.

16 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.

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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.

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⁽¹⁷⁾ 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);

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

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 ⁽¹⁸⁾ 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.

18 *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⁽¹⁹⁾, 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

¹⁹ 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

Housing

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⁽²⁰⁾.

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.

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

Housing

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.

Housing

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

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

6.130 For clarity, all residential development - including new buildings; conversions; refurbishment; extensions and alterations; and redevelopment - regardless of its location, whether that be within the Built-up Area or in the countryside, will also be required to provide an adequate standard of accommodation in particular, in relation to dwelling size, internal layout and room sizes in accord with supplementary planning guidance to be published by the Minister for Planning and Environment. This will be assessed, along with other considerations relating to site density; privacy, daylight and noise; energy efficiency; car parking space; private and public open space; children's play areas; designing out crime; and landscaping, as appropriate, relative to the Minister's guidance.

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

Policy H6

Housing development within the Built-up Area

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

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

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

Housing to meet special requirements

6.132 The Minister for Planning and Environment wishes to ensure that new housing will, as far as possible, contribute to the needs of people with disabilities and of those who require care - including the elderly, people with disabilities and other vulnerable people.

6.133 The forecast change in population by broad age groups for the period 2009-2018 (under the +150 heads of households per annum migration scenario) predicts that almost all of the estimated growth will be in the over 60 age group. The proportion of people aged 75+ years will rise by 32% and those aged 85+ years will grow by 36%: this is a dramatic increase in potentially vulnerable elderly couple and elderly single person households. 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)⁽²¹⁾.

6.134 These statistics have the potential to pose a considerable challenge in terms of an increased demand and requirement for housing to meet special needs: special needs housing is defined to include nursing and residential care homes, and sheltered housing, where the residential accommodation meets the needs of various groups of people through the provision of varying degrees of support, for rehabilitation and out-of-hospital care.

6.135 Where new facilities are proposed, these should be located within the Built-up Areas of the Town or Key Urban or Rural Settlements as defined in the Spatial Strategy⁽²²⁾. This should enable non-car access to basic facilities, and help raise the quality of life for residents. It will also be important to consider the adequacy of and access to local health care facilities such as doctors' surgeries.

21 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 have the greatest percentage of adapted dwellings, at 8-9%, reflecting the higher proportion of elderly persons within these sectors.

22 see 'Sustainable development'

Housing

Policy H7

Housing to meet special requirements

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

1. meets an identified need;
2. is within the Built-up Area boundary;
3. is not on land zoned for Category A housing purposes, unless specifically provided for in a development brief.

Registered lodging accommodation

6.136 Lodging houses are privately owned properties offering accommodation for occupation by persons who do not possess residential qualifications and who occupy the accommodation as lodgers, not as tenants.⁽²³⁾ The [Lodging Houses \(Registration\) \(Jersey\) Law, 1962](#), as amended, administered by the Minister for Housing, regulates the amenities of this type of accommodation and licences it for maximum occupation.

6.137 In order to be registered, a lodging house must meet certain minimum standards laid down by the Minister for Housing⁽²⁴⁾. Generally, the lodging house standards adopted by the Minister for Housing are below those that would be required for other residential accommodation established by the Minister for Planning and Environment, under the auspices of supplementary planning guidance. This is clearly inequitable, a fact recognised by the States Strategic Plan 2009-2014, which sets out⁽²⁵⁾ to 'improve the equity, tenure rights and living standards for accommodation accessible to migrants'. This has also begun to pose a particular challenge for the planning system as the nature of lodgings has changed from 'serviced' bedrooms to self-contained units of accommodation.

6.138 Accordingly, the Minister for Planning and Environment will seek to secure an enhancement in the quality of lodging accommodation wherever possible in the conversion of buildings into lodging house accommodation. For new lodging accommodation, applying the same standards as general housing will help to improve

23 Lodgers do not have the same legal status as tenants in a number of respects, particularly in relation to security of tenure. Properties offering accommodation for more than a number of lodgers specified by the Minister for Housing (currently five), inclusive of children of any age, are required to be registered with the Minister and are subject to annual re-registration.

24 see [Lodging Houses \(Registration\) \(Jersey\) Law, 1962](#) for details of current standards

25 see [States Strategic Plan 2009-2014](#) pp.29-30, section 14. Adequately house the population

6 Housing

the quality of the housing stock in the lodging house sector. It also provides greater flexibility to respond to changes in the aspirations of the immigrant workforce, allowing accommodation to be readily adapted to general-demand housing. The policy regime for new housing development will be applicable to development for the provision of registered lodging accommodation.

Policy H8

Registered lodging accommodation

Proposals for new and conversion of buildings for registered lodging accommodation will be permitted within the boundary of the Built-up Area, as defined on the Island Proposals Map, provided that the proposal:

1. meets a proven need for lodging accommodation;
2. meets, or in the case of conversions of existing buildings, meets as closely as possible, the required standards for housing as established and adopted by the Minister for Planning and Environment through supplementary planning guidance.

Staff and key agricultural worker accommodation

6.139 The provision of accommodation to house staff and key workers is particularly important to the Island's agriculture and tourism industries, where they are more reliant on migrant seasonal workers, but is also an issue for other parts of the Island's economy.

6.140 As a general principle, which accords with the strategic policies of the Plan and which reflects the objectives of the States Strategic Plan 2009-2014 to improve the equity, tenure rights and living standards for accommodation accessible to migrants, staff and key agricultural worker accommodation should be of an appropriate standard and be within the Built-up Area.

6.141 The labour intensive, often seasonal nature of agriculture and tourism, the locations for which are often in sensitive coastal and/or countryside environments, however, pose particular challenges. Average earnings for workers in these industries are consistently in the lowest of all economic sectors and access to the local housing market is, therefore, difficult, in addition to which, both industries tend to operate on the basis of long and unsociable hours. In such circumstances, employers in these industries have traditionally sought to provide some of their own staff accommodation in association with existing hotel sites and on farms.

Housing

6.142 The general principle must, however, remain that staff and key worker accommodation should be of an appropriate standard and located within the Built-up Area: it is, however, recognised that because of the reasons set out above and because of the desire to support and sustain the Island's agriculture and tourism industries in particular, exceptions may be made to permit staff accommodation outside the Built-up Area on the basis of a proven economic need and evidenced business case.

6.143 Where exceptions are made, every effort should be made to ensure that the impact of the provision of staff accommodation on the character of the coast or the countryside is minimised. Accordingly, use should be made, where possible, of any existing buildings on or off the site to provide staff accommodation. Where this cannot be secured, provision should be made through the change of use, rearrangement, subdivision or extension of an existing building on the site or lastly through the provision of temporary accommodation. To reduce and minimise their environmental impact, proposals for new temporary buildings should be within or adjacent to the existing farmstead or hotel, or other related buildings on the site, and should be of a size and scale proportionate to the functional need.

6.144 The provision of temporary buildings will also be time-limited to ensure their removal when they are no longer required.

6.145 Staff accommodation should be of an appropriate standard and, where permanent, should meet, as far as possible, that required for new residential development, as set out in the supplementary planning guidance issued by the Minister for Planning and Environment. It is, however, acknowledged that this is unlikely to be viable for temporary buildings which should, as a minimum, meet the standards set for lodging houses⁽²⁶⁾.

6.146 In accordance with the strategic policies of the Plan, there is a presumption against the provision of new dwellings outside of the Built-up Area as this would contribute towards an unsustainable pattern of development in the Island and erode the character of the countryside. There may, however, be exceptional circumstances where it can be demonstrated that a new dwelling in the countryside is justified, in particular, for the essential functioning of a farm holding. Such circumstances may arise in respect of accommodation that is required for a key agricultural worker, such as a *bona fide* agriculturalist⁽²⁷⁾ who may be a new entrant to the industry, or for a member of farm staff who, for the proper functioning of the farm, needs to be on site.

6.147 Owing to the exceptional basis upon which permission may be granted for staff accommodation or key agricultural worker housing outwith the Built-up Area in support of specific sectors of the economy, the Minister for Planning and

26 see [Lodging Houses \(Registration\) \(Jersey\) Law, 1962](#) for details of current standards

27 A *bona fide* agriculturalist is someone employed in land dependent primary production, obtaining income from agriculture or horticulture which meets a target level of economic activity as defined by the [Rural Economic Strategy](#) (see section 3.2)

6 Housing

Environment will seek to ensure that the occupancy of any such accommodation is strictly limited to those employed in the relevant industry and will not be released whilst there remains a need for such accommodation within that industry.

Policy H9

Staff and key agricultural worker accommodation

Staff and key agricultural worker accommodation should be provided in the Built-up Area and be of a standard that is in accordance with the Minister for Planning and Environment's published guidance for housing.

Planning permission for staff accommodation outside the Built-up Area will not be permitted unless it is demonstrated, to the satisfaction of the Minister for Planning and Environment, that the proposal:

1. is essential to the proper function of the business,
2. cannot be provided on a site within the boundary of the Built-up Area and still meet the functional need,
3. cannot be provided by an existing building, either on or off the site, and still meet the functional need,
4. cannot be provided by rearranging, subdividing or extending an existing building on the site,
5. where possible is located within or adjacent to the existing business premises, or other buildings on the site; and
6. is of a size appropriate to its functional need.

Proposals for staff accommodation through the conversion, rearrangement, subdivision or extension of an existing building, or through the provision of temporary buildings should meet, as closely as possible, the required standards for housing as set out in the supplementary planning guidance issued by the Minister for Planning and Environment. The provision of such accommodation which does not meet those standards established for lodging houses will not be permitted.

Permission for new housing in the countryside to house key agricultural workers will not be permitted unless, in exceptional cases, it is demonstrated, to the satisfaction of the Minister for Planning and Environment, that the proposal meets all of the criteria identified above and is solely for occupation by a *bona fide* agriculturalist.

New permanent housing for key agricultural workers will not be permitted unless it meets the required standards for housing as set out in the supplementary planning guidance issued by the Minister for Planning and Environment.

Where permission is granted for staff accommodation and/or new dwellings to house key agricultural workers in the countryside, their occupation will be restricted, by condition, to those employed in the relevant industry. In the case of new dwellings for key agricultural workers, this will be related to persons employed or last employed in agriculture as *bone fide* agriculturalists. For as long as there is a need within the relevant industry, the Minister will not relinquish such occupancy conditions.

Other residential development

6.148 The previous sections have dealt with needs and demand housing requirements and supply. The following section contains policies relating to other aspects of housing development.

Conversion to flats

6.149 The conversion of larger residential properties into smaller units of accommodation can make a valuable contribution to meeting the Island's housing need and can provide a source of affordable accommodation that is often conveniently located. This will require consideration and assessment within the context of the Island's housing needs and Policy H4 'Housing mix'.

6.150 For such development to be acceptable, however, the implications of intensifying the use of such a property and it being used by several households requires particular consideration. Importantly, the quality and size of accommodation to be provided is a material consideration, including an assessment of the provision of internal living space and external amenity space. The extent of parking provision required will be dependent upon the site's location.

6.151 Assessment of all of these matters will need to be undertaken relative to supplementary planning guidance adopted and issued by the Minister for Planning and Environment. Other considerations, related to the impact on neighbouring uses, are set out in Policy GD 1 'General development considerations'.

Policy H10

Conversion to flats

The conversion of larger dwellings into smaller self-contained housing units will be permitted if the development is in accordance with the required standards for housing as set by the Minister for Planning and Environment and meets the Island's housing needs, in accord with Policy H4 'Housing mix'.

6 Housing

Loss of housing units

6.152 Housing in Jersey is an expensive commodity and there is evidence of a pent-up demand for housing. Against this backdrop, it is important that the extent of, and access to, the housing stock is maintained and that development proposals which result in the loss of residential accommodation are resisted. There will, however, be exceptions to a general presumption against the loss of housing units.

6.153 The States [Strategic Plan 2009-2014](#) makes clear the objective of ensuring that all Island residents are adequately housed. Where new development is to replace and/or improve existing sub-standard accommodation there may be an overall reduction in the number of residential units which would be acceptable on the basis of ensuring accommodation of an improved and appropriate standard⁽²⁸⁾. This may also serve to better meet Jersey's housing needs and any such proposal will require consideration under Policy H4 'Housing mix'.

6.154 The [St Helier Urban Character Appraisal](#)⁽²⁹⁾ proposed the promotion of increased owner-occupation in the Town as a means of better ensuring the maintenance and upkeep of the historic fabric and townscape of St. Helier: this proposal was based on the premise that owner-occupiers tend to take better care of premises than do absentee landlords. There are significant parts of the town, in particular, where there is a high concentration of houses in multiple occupation for rent and where proposals to convert town houses back into single household dwellings may have positive environmental benefits, of value to the town's architectural heritage, where these properties are Listed or in a Conservation Area.

Policy H11

Loss of housing units

Proposals that would lead to the loss of housing units will not be permitted except where it can be demonstrated, to the satisfaction of the Minister for Planning and Environment, that such loss is justified on the basis of:

1. the replacement of sub-standard accommodation; or
2. better meeting the Island's housing needs, in accord with Policy H4 'Housing mix'; or
3. the maintenance and enhancement of the historic environment; or where
4. the value of the development to the Island outweighs the loss or reduction in the Island's housing stock.

28 see Policy H8 'Registered lodging accommodation' and Policy H9 'Staff and key agricultural worker accommodation'

29 see p. 202 [St Helier Urban Character Appraisal](#)

Natural Resources

Natural Resources and Utilities

Safety zones for hazardous installations

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

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

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

Natural Resources and Utilities



Picture 9.1 Airport Safety Zones for Hazardous Installations

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

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

Proposal 26

Review of Safety Zones for Hazardous Installations

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

Natural Resources and Utilities

Policy NR 8

Safety Zones for Hazardous Installations

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

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

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

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

Utilities infrastructure

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

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

Natural Resources and Utilities

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

9.72 It is possible that during the remainder of the Plan period, there will be a requirement to increase the storage and supply of water resources to meet the Island's needs. Jersey Water has previously stated that the most likely means by which this could be achieved would be to increase the storage capacity of Val de la Mare Reservoir. The company continues to investigate all engineering options available. The reservoir is located within the Coastal National Park where there is a presumption against development. Should the option of extending the reservoir be pursued there will be a requirement to demonstrate that it meets a proven need that serves the Island's interests, relative to a proper assessment of alternative options of meeting that need, whilst seeking to mitigate the environmental implications as far as possible. Similar considerations would apply to any proposals to extend, replace or renew La Rosiere desalination plant.

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

Policy NR 9

Utilities infrastructure facilities

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

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

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

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

Site Assessments

Affordable Housing Site Assessments

Appendix B Affordable Housing Site Assessments

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

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

Assessing affordability levels

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

Homes for social rent (80% of units)

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

Affordable homes for purchase (20% of units)

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

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

Affordable Housing Site Assessments

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

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

Maintaining affordable homes in perpetuity

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

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

Site assessments

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

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

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

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

Affordable Housing Site Assessments

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

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

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

Affordable Housing Site Assessments

B.1 H1 (4) De La Mare Nurseries, la Rue a Don, Grouville

Site	De La Mare Nurseries, La Rue a Don, Grouville															
Exiting use/s	Horticultural site formerly used for production and sale of flowers															
Suitable use/s	Category A affordable housing, public open space and Eastern cycle route.															
Approximate site area	<p>The gross land area is approx 6 acres consisting of:</p> <ul style="list-style-type: none"> • redundant glass houses • polytunnels approx • Accommodation and associated parking (.125 acre) • Ancillary buildings, tanks and hard standing areas • agricultural land <p>Area available for housing development:</p> <ul style="list-style-type: none"> • gross development area = 2.5 acres (or 2.35 acres if existing accommodation area is not included), to include open space (10% of site approx) = 0.3 acre • remaining land to be retained in, or restored to, agricultural use / natural landscaping. 															
Estimated housing yield	<p>Accordingly, the site is capable of being developed for houses or flats yielding between 40 no. to 50 no. dwellings, ranging in density from 70 to 80 habitable rooms per acre. The following table shows the preferred percentage split.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr style="background-color: #0056b3; color: white;"> <th colspan="2" style="text-align: center;">Social rental homes (80%)</th> </tr> </thead> <tbody> <tr> <td style="width: 50%;">3 bed</td> <td style="width: 50%;">29 - 35 units</td> </tr> <tr> <td>4 bed</td> <td>3 - 4 units</td> </tr> <tr> <td>5 bed</td> <td>1 - 1 units</td> </tr> <tr style="background-color: #0056b3; color: white;"> <th colspan="2" style="text-align: center;">Affordable homes for purchase (20%)</th> </tr> <tr> <td>2 bed</td> <td>3 - 5 units</td> </tr> <tr> <td>3 bed</td> <td>4 - 5 units</td> </tr> </tbody> </table>		Social rental homes (80%)		3 bed	29 - 35 units	4 bed	3 - 4 units	5 bed	1 - 1 units	Affordable homes for purchase (20%)		2 bed	3 - 5 units	3 bed	4 - 5 units
Social rental homes (80%)																
3 bed	29 - 35 units															
4 bed	3 - 4 units															
5 bed	1 - 1 units															
Affordable homes for purchase (20%)																
2 bed	3 - 5 units															
3 bed	4 - 5 units															

Affordable Housing Site Assessments

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

Table B.1 Site Details

Location plan



Picture B.1 De La Mare Nurseries

Planning history

The existing glasshouses use was established post war.

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

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

Affordable Housing Site Assessments

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

Planning remarks

Spatial Strategy

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

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

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

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

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

Landscape Sensitivity

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

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

Affordable Housing Site Assessments

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

Response from consultees and other findings

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

Affordable Housing Site Assessments

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

Affordable Housing Site Assessments

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

Table B.2 Consultee Summary

Affordable Housing Site Assessments

B.2 H1 (5) Samares Nursery, La Grande Route de St Clement, St Clement

Site	Samares Nursery, La Grande Route de St Clement, St Clement																	
Exiting use/s	Derelict horticultural site previously used for tomato production																	
Suitable use/s	Category A affordable housing, proposed Eastern cycle route, public open space																	
Approximate site area	<p>The site is 9.8 acres (22 vergées) consisting of:</p> <ul style="list-style-type: none"> an area of commercial glass of 5 acres approx; a reservoir of 0.86 acre approx; ancillary buildings, tanks and hard standing areas <p>Area available for housing:</p> <ul style="list-style-type: none"> development: total site = 9.8 acres (22 vergées), developable area = 8.8 acres (19.8 vergées), with a village green (10% of site approx) linking onto the old railway track and possible cycle / footpath = 1 acre (2.25 vergées) 																	
Estimated housing yield	<p>Accordingly, the site is capable of being developed for houses or flats yielding between 180 - 200 no. dwellings, ranging in density from 70 to 80 habitable rooms per acre. The following table shows the preferred percentage split.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr style="background-color: #0056b3; color: white;"> <th colspan="2" style="text-align: center;">Social rental homes (80%)</th> </tr> </thead> <tbody> <tr> <td style="width: 50%;">1 bed</td> <td style="width: 50%;">60 -67 units</td> </tr> <tr> <td>2 bed</td> <td>60 -67 units</td> </tr> <tr> <td>3 bed</td> <td>24 - 26 units</td> </tr> <tr style="background-color: #0056b3; color: white;"> <th colspan="2" style="text-align: center;">Affordable homes for purchase (20%)</th> </tr> <tr> <td>2 bed</td> <td>18 - 20 units</td> </tr> <tr> <td>3 bed</td> <td>18 - 20 units</td> </tr> <tr style="background-color: #0056b3; color: white;"> <th style="text-align: left;">Totals</th> <th style="text-align: center;">180 - 200 units</th> </tr> </tbody> </table>		Social rental homes (80%)		1 bed	60 -67 units	2 bed	60 -67 units	3 bed	24 - 26 units	Affordable homes for purchase (20%)		2 bed	18 - 20 units	3 bed	18 - 20 units	Totals	180 - 200 units
Social rental homes (80%)																		
1 bed	60 -67 units																	
2 bed	60 -67 units																	
3 bed	24 - 26 units																	
Affordable homes for purchase (20%)																		
2 bed	18 - 20 units																	
3 bed	18 - 20 units																	
Totals	180 - 200 units																	

Table B.3 Site Details

Affordable Housing Site Assessments

Location plan



Map B.1 Samares Nursery, La Grande Route de St Clement, St Clement

Planning history

The original glasshouse use was established post war.

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

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

Planning remarks

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

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

Affordable Housing Site Assessments

Spatial Strategy

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

Suitability

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

Landscape sensitivity

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

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

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

Response from consultees and other findings

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

Affordable Housing Site Assessments

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

Affordable Housing Site Assessments

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

Affordable Housing Site Assessments

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

Table B.4 Consultee Summary

Affordable Housing Site Assessments

B.3 H1 (6) Le Quesne Nurseries, St. Clement

Site	<u>Le Quesne Nurseries, St. Clement</u>																	
Existing use/s	Redundant glasshouse site																	
Suitable use/s	Category A affordable housing, public open space																	
Approximate site area	<p>The total area of the land is 4.3 acres (9.5 verges)</p> <p>Area available for housing:</p> <p>Development area = 4.3 acres (9.5 verges) to include open space (10% of site approx) = 0.43 acre</p>																	
Estimated housing yield	<p>Accordingly, the site is capable of being developed for houses or flats yielding between 55 no. to 65 no. dwellings, ranging in density from 70 to 80 habitable rooms per acre. The following table shows the preferred percentage split.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr style="background-color: #0056b3; color: white;"> <th colspan="2">Social rental homes (80%)</th> </tr> </thead> <tbody> <tr> <td style="width: 50%;">2 bed</td> <td style="width: 50%;">16 - 20 units</td> </tr> <tr> <td>3 bed</td> <td>16 - 20 units</td> </tr> <tr> <td>4 bed</td> <td>12 - 12 units</td> </tr> <tr style="background-color: #0056b3; color: white;"> <th colspan="2">Affordable homes for purchase (20%)</th> </tr> <tr> <td>2 bed</td> <td>5 - 6 units</td> </tr> <tr> <td>3 bed</td> <td>6 - 7 units</td> </tr> <tr style="background-color: #0056b3; color: white;"> <th>Totals</th> <th>55 - 65 units</th> </tr> </tbody> </table>		Social rental homes (80%)		2 bed	16 - 20 units	3 bed	16 - 20 units	4 bed	12 - 12 units	Affordable homes for purchase (20%)		2 bed	5 - 6 units	3 bed	6 - 7 units	Totals	55 - 65 units
Social rental homes (80%)																		
2 bed	16 - 20 units																	
3 bed	16 - 20 units																	
4 bed	12 - 12 units																	
Affordable homes for purchase (20%)																		
2 bed	5 - 6 units																	
3 bed	6 - 7 units																	
Totals	55 - 65 units																	

Table B.5 Site Details

Affordable Housing Site Assessments

Location plan



Picture B.2 Le Quesne Nurseries

Planning history

The site consist of a derelict commercial glasshouse complex.

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

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

Planning remarks

Spatial Strategy

Affordable Housing Site Assessments

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

Suitability

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

Landscape sensitivity

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

Response from consultees and other findings

CONSULTEES	COMMENTS
Agricultural Status	No commercial benefit
The derelict glasshouses are of no commercial benefit to the horticultural industry	
Ecological Status	None Identified
None identified, however further site investigation will be required as part of any Environmental Impact Assessment.	
Environmental Health Conditions	Mitigation of contaminated land required
1. The existing oil tank and historic use presents the risk of contaminated land. A contaminated land assessment for this site is necessary prior to development.	

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
<p>2. The site is known to be a marsh and as such a site specific plan investigating potential flooding and drainage risks should be undertaken prior to development.</p> <p>3. Health Protection Policy Guidance 1 - Guidelines on Noise Control for Construction Sites</p>	
<p>Traffic And Vehicular Access</p>	<p>Site supported by TTS</p>
<p>This site has good access from St Clement's Inner Road.</p>	
<p>Public Transport</p>	<p>Good access to frequent service</p>
<p>There is a frequent public transport service for both commuters and shoppers in reasonable walking distance from either St Clement Coast or Inner Road.</p>	
<p>Educational Facilities - Primary</p>	<p>St Clement's School</p>
<p>The site is within the catchment area for St Clement's Primary School which is predicted to have sufficient capacity for the potential number of children generated from this site.</p>	
<p>Educational Facilities - Secondary</p>	<p>Le Rocquier School</p>
<p>The site is within the secondary school catchment of Le Rocquier which is predicted to have sufficient capacity to cope with the potential number of children generated from this site once the development is occupied.</p>	
<p>Other Community Facilities</p>	<p>St Clement's Church, Caldwell Hall and Co-Op Pontac in close proximity</p>
<p>Food shopping is currently available at the nearby Co-Op at Pontac.</p> <p>The site is also close to existing community facilities of St Clement's Church and Caldwell Hall.</p> <p>The site is also located within walking distance of the beach.</p>	
<p>Mains Water Supplies</p>	<p>Yes</p>
<p>The existing distribution system should be capable of supplying the size of development identified for this site and early discussion should take place with Jersey Water.</p>	
<p>Foul Drainage</p>	<p>Yes</p>
<p>There is an existing foul sewer in Jambart Lane and the developer will need to consult TTS drainage engineers to determine accessibility and capacity.</p>	

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
Surface Water Drainage	Yes
There is an existing surface water sewer in Jambart Lane and a watercourse to the west of the site. On site attenuation will be required to restrict the surface water discharge rate.	
Electricity	Yes
A new substations may be required to serve the development.	
Other Services	Yes
Other services - telecoms and gas may also be investigated by the developer.	

Table B.6 Consultee Summary



Affordable Housing Site Assessments

B.4 H1 (7) Longueville Nurseries, New York Lane, St Saviour

Site	<u>Longueville Nurseries, New York Lane, St Saviour</u>														
Exiting use/s	Retail Garden Centre														
Suitable use/s	Category A affordable housing														
Approximate site area	<p>The gross site is 2.1 acres (4.75 vergées) consisting of:</p> <ul style="list-style-type: none"> covered retail area of 1100 m.sq. approx; customer and staff parking 1680 m.sq. approx; glass & polytunnels 900 m.sq. <p>Area available for housing:</p> <ul style="list-style-type: none"> The net development area = 1.3 acres (2.5 vergées), with an area of communal open space (10% of site approx) = 0.1 acre (0.225 vergées). This represents the southern part of the site consisting of the existing retail structure and car park and excludes the poly tunnels and open land on the northern part of the site. 														
Estimated housing yield	<p>Accordingly, the site is capable of being developed for houses or flats yielding between 24 no. to 27 no. dwellings, ranging in density from 75 to 80 habitable rooms per acre. The following table shows the preferred percentage split.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th colspan="2" style="background-color: #0056b3; color: white;">Social rental homes (80%)</th> </tr> </thead> <tbody> <tr> <td style="width: 50%;"></td> <td style="width: 50%;"></td> </tr> <tr> <td>2 bed</td> <td>19 -21 units</td> </tr> <tr> <th colspan="2" style="background-color: #0056b3; color: white;">Affordable homes for purchase (20%)</th> </tr> <tr> <td>2 bed</td> <td>3 - 4 units</td> </tr> <tr> <td>3 bed</td> <td>2 - 2 units</td> </tr> <tr> <th style="background-color: #0056b3; color: white;">Totals</th> <th style="background-color: #0056b3; color: white;">24 - 27 units</th> </tr> </tbody> </table>	Social rental homes (80%)				2 bed	19 -21 units	Affordable homes for purchase (20%)		2 bed	3 - 4 units	3 bed	2 - 2 units	Totals	24 - 27 units
Social rental homes (80%)															
2 bed	19 -21 units														
Affordable homes for purchase (20%)															
2 bed	3 - 4 units														
3 bed	2 - 2 units														
Totals	24 - 27 units														

Table B.7 Site Details

Affordable Housing Site Assessments

Location plan



Picture B.3 Longueville Nurseries

Planning history

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

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

Planning remarks

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

Spatial Strategy

Affordable Housing Site Assessments

The site is in the Longueville area, to the North of the Rue des Pres Trading Estate area, immediately adjacent to the Built-up Area and has reasonable access to a main road. It is short walking distance of a bus stop, shops and Plat Douet primary school. The southern part of the site which is occupied by the existing garden centre structure and car park can, with careful design and landscaping, be reasonably integrated into the existing built-up area.

Suitability

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

Landscape Sensitivity

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

Response from consultees

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

Affordable Housing Site Assessments

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

Affordable Housing Site Assessments

CONSULTEES	COMMENTS
<ul style="list-style-type: none"> Food shopping is currently available at Longueville Stores and a greater range of services are available at Longueville Parade which is located within a safe walking distance of 450m. The site is located within walking distance of a number of recreational facilities, such as golf club, squash and tennis courts at Georgetown. 	
Mains Water Supplies	Yes
<p>Jersey Water has confirmed that the site is relatively close to water mains infrastructure, which is capable of supplying the size of development identified for this site.</p>	
Foul Drainage	Yes
<p>There is a Public foul sewer in La Route de Longueville that can be reached by a short length of off-site sewer along New York Lane. However, the downstream pumping station may require upgrading to accept the additional flows from this development as well as the construction of additional emergency storage to accept the increased volume.</p>	
Surface Water Drainage	Yes
<p>Soakways are the preferred option for disposal of surface water and these should be investigated at an early stage. If these will not work then there is a watercourse to the west that crosses under La Route de Longueville to the east of the entrance to the Rue des Pres Trading Estate. This can be reached by a short length of off-site sewer although a topographical survey will be required to determine the best connection point. Irrespective of this, on-site attenuation will be required to restrict peak flows from any development.</p>	
Electricity	Yes
<p>The Jersey Electricity Company has confirmed that two substations would be required to serve the development.</p>	
Other Services	Yes
<p>Other services - telecoms and gas may also be investigated by the developer.</p>	

Table B.8 Consultee Summary

Affordable Housing Site Assessments

B.5 H5 (1) Glasshouse Site, Field 785, La Rue des Cosnets, St Ouen

Site	<u>Glasshouse site, Field 785, La Rue des Cosnets, St Ouen</u>																	
Exiting use/s	Redundant horticultural site																	
Suitable use/s	Category A housing, communal open space																	
Approximate site area	<ul style="list-style-type: none"> The total land area is 1.5 acres (3.5 verges) consisting of an area of redundant glasshouses. <p>Area Available For Housing:</p> <ul style="list-style-type: none"> Developable site = 1.5 acres (3.5 verges), to include an area of communal open space (10% of site approx) = 0.15 acre (0.3 verges) 																	
Estimated housing yield	<p>Accordingly, the site is capable of being developed for houses or flats yielding between 15 no. to 22 no. dwellings, ranging in density from 60 to 80 habitable rooms per acre. The following table shows the preferred percentage split.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr style="background-color: #0056b3; color: white;"> <th colspan="2" style="text-align: center;">Social rental homes (80%)</th> </tr> </thead> <tbody> <tr> <td style="width: 50%;">2 bed</td> <td style="width: 50%;">3 - 4 units</td> </tr> <tr> <td>3 bed</td> <td>8 - 10 units</td> </tr> <tr> <td>4 bed</td> <td>1 - 4 units</td> </tr> <tr style="background-color: #0056b3; color: white;"> <th colspan="2" style="text-align: center;">Affordable homes for purchase (20%)</th> </tr> <tr> <td>2 bed</td> <td>1 - 2 units</td> </tr> <tr> <td>3 bed</td> <td>2 - 2 units</td> </tr> <tr style="background-color: #0056b3; color: white;"> <td style="text-align: center;">Totals</td> <td style="text-align: center;">15 - 22 units</td> </tr> </tbody> </table>		Social rental homes (80%)		2 bed	3 - 4 units	3 bed	8 - 10 units	4 bed	1 - 4 units	Affordable homes for purchase (20%)		2 bed	1 - 2 units	3 bed	2 - 2 units	Totals	15 - 22 units
Social rental homes (80%)																		
2 bed	3 - 4 units																	
3 bed	8 - 10 units																	
4 bed	1 - 4 units																	
Affordable homes for purchase (20%)																		
2 bed	1 - 2 units																	
3 bed	2 - 2 units																	
Totals	15 - 22 units																	

Table B.9 Site details

Affordable Housing Site Assessments

Location plan



Map B.2 Glasshouse site, Field 785, La Rue des Cosnets, St Ouen

Planning history

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

Planning remarks

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

Spatial strategy

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

Suitability

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

Affordable Housing Site Assessments

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

Landscape sensitivity

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

Existing land use

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

Response from consultees and other findings

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

Affordable Housing Site Assessments

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

Affordable Housing Site Assessments

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

Table B.10 Consultee summary

Affordable Housing Site Assessments

B.6 H5(2) Field 402, St.Martin

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

Table B.11 Site Details

Affordable Housing Site Assessments

Location Plan



Picture B.4 Field 402, St. Martin

Availability For Housing

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

Planning History

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

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

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

Planning Remarks

Spatial Strategy

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

Affordable Housing Site Assessments

Suitability

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

Landscape Sensitivity

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

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

Existing Land Use

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

Response from Consultees and Other Findings

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

Affordable Housing Site Assessments

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

Affordable Housing Site Assessments

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

Table B.12 Consultee Summary

DRAFT

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

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