



Housing outside the built-up area

Draft supplementary planning guidance

Minister for the Environment

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About supplementary planning guidance

The Minister for the Environment may publish guidelines and policies (supplementary planning guidance) in respect of: development generally; any class of development; the development of any area of land; or the development of a specified site¹.

Supplementary planning guidance may cover a range of issues, both thematic and site specific, and provides further detail about either policies and proposals in the Island Plan, or other issues relevant to the planning process.

Where relevant, supplementary planning guidance will be taken into account as a material consideration when making planning decisions.

Supplementary planning guidance is issued in a number of different forms including:

Policy notes: which can be issued by the Minister, usually following consultation with key stakeholders, in-between reviews of the Island Plan, to supplement and complement the existing planning policy framework;

Advice notes: which offer more detailed information and guidance about the ways in which Island Plan policies should be interpreted and applied in decision making;

Masterplans, development frameworks and planning briefs: provide more detailed information and guidance about the development of specific areas and sites throughout the island.

The current supplementary planning guidance is listed and can be viewed online [here](#).

¹ Article 6 of the Planning and Building (Jersey) Law

1. Introduction

This supplementary planning guidance interim policy note has been issued as a **draft for consultation** in accord with **Proposal 25** of the bridging Island Plan which states that the Minister for the Environment will develop supplementary planning guidance to assist with the interpretation and application of **Policy H9 - Housing outside the built-up area** (see policy at appendix 1).

The note also provides guidance and introduces an interim policy about the development of larger homes in the countryside where they are in excess of 279 square metres (sq.m.) or 3,000 square feet (sq.ft.) gross internal floorspace: **interim Policy H9A – Large houses outside the built-up area**. This element of interim policy and guidance complements the planning policy framework established by the bridging Island Plan and responds to the policy objectives of the government, specifically action eight of the 100 Day Plan², which seeks *'to introduce limits on the number of houses that can be built over 3,000 sq. ft. for a period of time in order to focus on tackling the housing crisis.'*

This guidance is principally aimed at those involved in the planning and design of any new residential development outside of the built-up area and it will also assist decision-makers in the determination of planning applications for this form of development.

It is issued in draft form to enable consultation prior to review and adoption.

Once adopted, this guidance and the interim policy will become material considerations in the determination of planning applications relating to the creation of new homes outside the built-up area.

It is envisaged that **interim Policy H9A – Large homes outside the built-up area** will become a material consideration for the plan period of the bridging Island Plan and will be complementary and in addition to the existing policy framework already provided by the plan. The operation and use of both Policy H9 and interim Policy H9A will be monitored during this time and their effects considered as part of any subsequent Island Plan review.

² Following their election in July 2022 the Council of Ministers set out a programme of 18 actions as the priority for the first 100 days of Government: this is the 100 Day Plan.

2. Context

Successive Island Plans have sought to strictly regulate the creation of new homes in the countryside, with a general presumption against their development. This has contributed significantly to the protection of Jersey's countryside. There has, however, been a gradual, controlled allowance of more residential development outside the built-up area, but only where this form of development has been regulated as an exceptional form of development through a series of tests, where issues of sustainability and environmental impact have been managed.

In response to the desire to make better use of existing homes in the countryside, the bridging Island Plan has sought to widen further the circumstances where new households might be created outside the built-up area. This represents an incremental and managed approach that remains consistent with the wider objective for the sustainable development of the island provided by the plan.

This more flexible but managed approach to housing development outside the built-up area is introduced, in part and at a strategic level, by the strategic policies SP2 – Spatial strategy; and PL5 - Countryside, coast and marine environment, which both feature in volume two which provides the strategic policy framework of the plan.

The spatial strategy (set out in **Policy SP2 – Spatial strategy**) retains the policy of recent Island Plans to focus and enable most development in the island's built-up area. In seeking to secure the most efficient and effective use of land, however, it also enables the optimal development and use of existing dwellings in the countryside.

This is complemented by **Policy PL5 - Countryside, coast and marine environment**, which sets the strategic policy regime for development outside the island's built-up areas. This policy states that to promote the most sustainable pattern of development in the island, support the transition to net zero carbon, protect the island's landscape and seascape character, and to protect and enhance the island's green infrastructure, the development of new homes outside of the island's built-up areas around the coast and in the countryside will only be supported in limited circumstances. The plan makes provision for the creation of new homes here where they are related to: the sub-division and/or extension of existing dwellings; the provision of personal support and care; securing the re-use of traditional farm or listed buildings; and the conversion or redevelopment of some employment buildings, where demonstrable environmental gains can be delivered.

In determining planning applications, development proposals need to be considered and tested against the plan as a whole. Proposals for residential development outside the built-up area, whilst enabled in principle by the strategic policy framework, need also to be considered in relation to the detailed policy provision set out by **Policy H9 – Housing development outside the built-up area**, and now also **interim Policy H9A – Large homes outside the built-up area**, amongst others, as relevant.

3. Interpretation and application

To assist with the interpretation and application of Policy H9 - Housing outside the built-up area and interim Policy H9A – Large homes outside the built-up area it is helpful to provide some clarification about the terminology used, as follows:

3.1 Built-up area

The built-up area is defined on the [proposals map](#) for each of the island's settlements. These are defined according to the settlement hierarchy, which includes the primary centre of Town³; a secondary centre at Les Quennevais⁴, local centres⁵ and smaller settlements⁶. Together they form the island's built-up area framework.

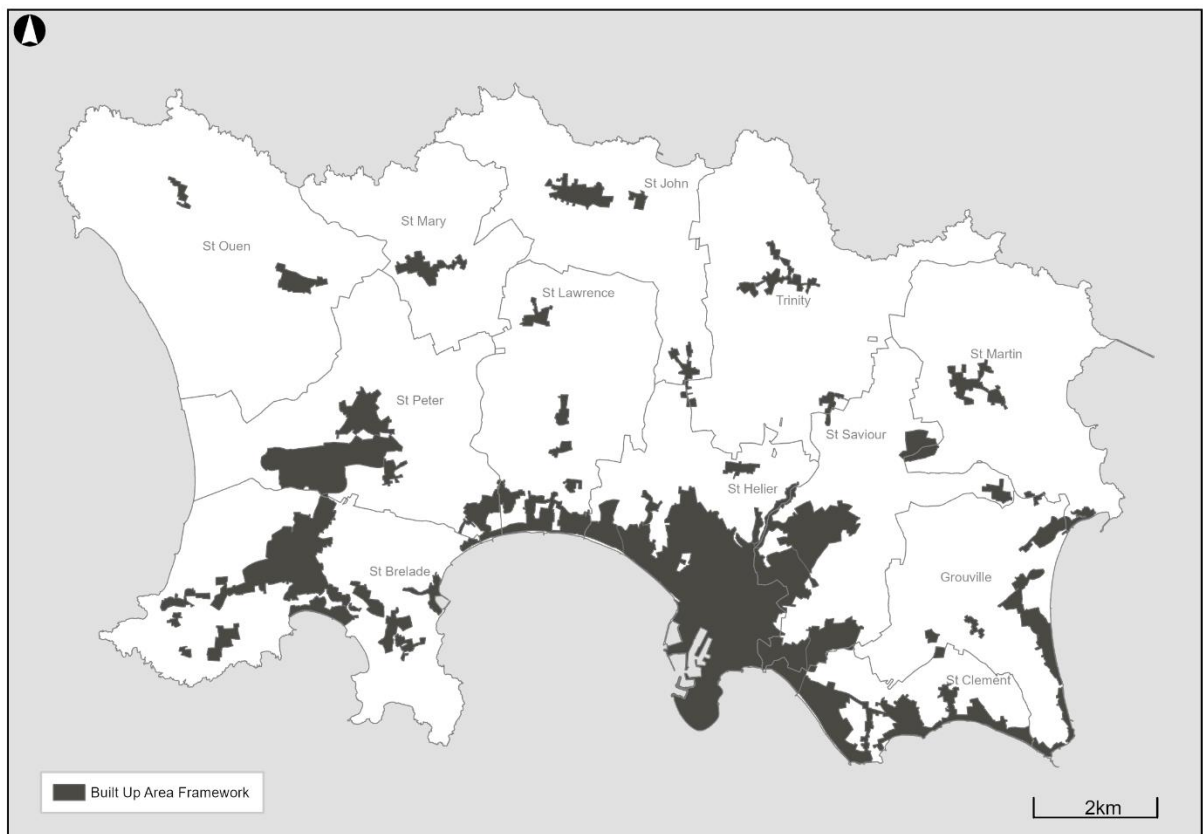


Figure 1: Built-up area framework

³ The extent of Town is defined on the bridging Island Plan proposals map [Bridging Island Plan 2022 - 2025 Interactive Web App \(arcgis.com\)](#). It extends from and embraces Grève D'Azette in the east, first Tower in the west, and up to Mont à L'Abbé, Vallée des Vaux and St Saviour's Hill in the north. Its southern edge is where it meets the sea.

⁴ The extent of Les Quennevais is defined on the bridging Island Plan proposals map [Bridging Island Plan 2022 - 2025 Interactive Web App \(arcgis.com\)](#). It extends to and embraces La Moye; Le Saut Falluet; La Petite Route des Mielles; Tabor Heights; and Park Estate.

⁵ Local centres and their extent are defined on the bridging Island Plan proposals map [Bridging Island Plan 2022 - 2025 Interactive Web App \(arcgis.com\)](#) and include: Bagot-Longueville; Beaumont - First Tower; Bellozane; Carrefour Selous; Five Oaks; Gorey Village; Grands Vaux; Grève D'Azette - Ville-ès-Renauds; Maufant; Sion; St Aubin; St Brelade's Bay; St John's Village; St Lawrence Church; St Martin's Village; St Mary's Village; St Ouen's Village; St. Peter's Village; and Trinity Village.

⁶ Smaller settlements and their extent are defined on the bridging Island Plan proposals map [Bridging Island Plan 2022 - 2025 Interactive Web App \(arcgis.com\)](#) and include Clos de Roncier; Grouville Arsenal; Grouville Church; Le Clos de L'Atlantique/Parcq de L'Oeillère; Les Fourneaux; Les Ruisseaux/Route de Noirmont; Mont au Prêtre; Mont Félard; Mont Mado; Mont-ès-Croix; Petit Port Clos; Route des Genêts/Longfield Avenue; Rue des Landes; St George's Church; St Saviour's Hospital; Teighmore Park; Victoria Village; and Ville Emphrie

3.2 Buildings

Both Policy SP2 – Spatial strategy; and Policy PL5 – Countryside, coast and marine environment state that residential development outside the built-up area will only be supported where it involves the conversion, extension and/or subdivision of existing buildings.

The pre-amble to both policies - together with Policy H9 – Housing outside the built-up area itself - make it clear that in the context of these policies, 'buildings' refers to existing dwellings; traditional farm or listed buildings; and some employment buildings.

It does not include detached ancillary or incidental residential buildings that are in, or were originally designed for, some form of domestic use. It is not the intention of this policy to permit the conversion of detached ancillary or incidental buildings such as home offices, gyms, pool houses or party/games rooms to provide residential accommodation: its intent is to make better use of existing dwellings in the countryside.

The only circumstances where an ancillary or incidental building might be developed to provide new residential accommodation outside the built-up area under the auspices of this policy is where it is attached to or immediately adjacent to an existing dwelling and is capable of conversion or redevelopment as part of an extension to that dwelling.

3.3 Gross floorspace

Gross floorspace means the entire area inside the external walls of a building.

Total gross floorspace is calculated as the entire area inside the external walls of a building including all floors, corridors, conservatories, indoor pools and entertainment rooms. Where floor area comparisons are made with existing dwellings, any 'permitted development'⁷ allowances for extensions to the original dwelling that have not been constructed will not be taken into account when calculating the floor area of the original dwelling.

Attached structures that are incidental to the enjoyment of the dwelling, such as garages, are excluded when calculating total gross floor area where it is clear that they are unlikely to be incorporated into the habitable space of the dwelling. Conditions may be imposed to prevent future incorporation.

Accommodation within the roof space is included where there is natural light (e.g. from a dormer window or roof light), a permanent staircase and a minimum headroom of two metres over at least 50% of the floor area in the roof space.

Basement areas may be included in the gross floor area calculation where they create additional habitable space for the enjoyment of the dwelling and where they have full floor to ceiling heights and ready access from within the dwelling or where they feature windows or an external door where, for example, the dwelling is built upon sloping ground.

Substantial open sided areas which are covered by a roof, such verandas and large porches may also be included in calculating gross floorspace.

⁷ Certain forms of development, including some extensions and additions to domestic properties are classed as 'permitted development' and are granted automatic planning permission by the Planning and Building (General Development) (Jersey) Order 2011.

Detached outbuildings which have not been designed or built for habitable use as part of the main dwelling will not be included in the calculation of gross floorspace. Examples include log stores, sheds, carports, detached garages and greenhouses.

4. Coastal and landscape character

The Island Plan seeks to protect (keep safe from harm) and improve the quality, character, and appearance of all of the island's landscapes and seascapes which contribute to Jersey's natural environment. When considering proposals for housing development outside the built-up area significant weight will be afforded to the island's landscape and seascape character and to the character type- and coastal unit-specific strategy and management guidelines set out in the [Integrated Landscape and Seascape Character Assessment](#).

As part of the assessment of development proposals for housing outside the built-up area, consideration will be given to the sensitivity of each of the island's existing character types and areas in terms of how vulnerable or robust the landscape or seascape character is; and to its capacity to accommodate change: the impact of any development on landscape and seascape character here will be a primary consideration in determining its acceptability.

To enable an understanding of the impact of a proposal on the character in which a site is located, an appropriate level of supporting information will be required with all planning applications that have the potential to impact upon landscape and seascape character. Determining the impact of development upon wider landscape and seascape character requires a thorough understanding and analysis of a site's context and its relationship with the wider area. All of the island's character types, and the distinct character areas within them, are defined and mapped,⁸ to enable the location of a site, relative to its specific character area.

The [Integrated Landscape and Seascape Character Assessment](#) provides guidance about how to understand the implications of a proposal on views and visibility. It also defines a series of coastal units setting out how terrestrial, intertidal and marine character types are related to one another to help to provide a framework for the proper assessment of development that might take place around the island's coastline.

The supporting information must demonstrate that features of landscape and seascape character will be protected; by avoiding and minimising impact through good design and outlining any mitigation measures, as may be required. This should include the steps expressly taken to make a positive contribution to landscape and seascape character. This could feature as part of the narrative to demonstrate how the design of the proposal responds to its context as part of a design statement⁹

Where proposals would result in the harm to or loss of landscape or seascape character, evidence will be required as part of the application to demonstrate that there are overriding public benefits or needs to justify, and outweigh, any adverse impact on the character of the area; and that there are no other mechanisms for supporting the retention of its landscape or seascape character. The nature of the predicted public benefit should be clearly described and justified, and should set out how, when and in what form the community will be expected to benefit directly from the proposed development, relative to its impact on landscape or seascape character.

⁸ See additional data layers (JILSCA polygons) [Bridging Island Plan 2022 - 2025 Interactive Web App \(arcgis.com\)](#)

⁹ [Information you need for your planning application \(gov.je\)](#)

5. Policy H9 – Housing outside the built-up area

To promote the most sustainable pattern of development, this bridging Island Plan seeks to principally meet the community's need for homes in the island's built-up areas. It would, however, be unreasonable to resist all forms of development to improve people's homes where they lie outside the built-up area; and where there is the potential to optimise the use of existing dwellings.

On this basis, the plan identifies limited circumstances where residential development, leading to the creation of new homes, outside the built-up area may be supported. Policy H9 – Housing outside the built-up area sets out those circumstances, and it is the purpose of this note to provide further guidance about the provisions of this policy against which proposals for residential development outside the built-up area will be tested, as appropriate.

5.1 Extensions to existing homes: scale and size

The plan makes provision for the creation of new homes outside the built-up area where they might be delivered through the extension of existing dwellings. The acceptability of an extension to a dwelling will be determined by its scale, design and impact on landscape character. Each case should be assessed on its merits and regard given to the sensitivity of the site and its context, relative to the capacity of the landscape character area to accept change.

The scale of any extension must remain subservient to the existing dwelling. The design of any extension should seek to ensure that the principal building remains the dominant building element and does not subsume or overwhelm it by virtue of mass, scale, size or visual impact.

Any extension should not disproportionately increase the size of residential accommodation to be provided and should always be smaller, in terms of gross floorspace, building footprint and visual impact, than the principal dwelling.

The cumulative enlargement of existing dwellings can undermine an area's character as much as new homes. A site's planning history – including the addition of any previous extensions – will, therefore, be a material consideration.

5.2 Extension and/or sub-division

The plan makes provision for the creation of new homes outside the built-up area where they might be delivered through the sub-division and/or extension of existing dwellings.

It is recognised that specific circumstances may arise where the creation of a new household in an existing dwelling outside the built-up area might be justified to enable the provision of personal support and care. This provision was already established in the previous Island Plan and this explicit provision is carried through to the bridging Island Plan and might be brought about by sub-division or extension of an existing dwelling. Where a case is put forward that independent accommodation is required for someone who requires a high degree of care and/or support for their personal wellbeing and health, the personal circumstances of an applicant or beneficiary should not be the sole determinative of an application.¹⁰

In general, where existing homes are sub-divided and/or extended, leading to the creation of a separate household(s), all of the residential accommodation to be provided as a result of the

¹⁰ The Royal Court stated at paragraph 13 of its judgment in *Le Maistre v. Planning and Environment Committee* [2001 JLR 452] that "*The personal circumstances of an applicant for development permission should not be ignored but they should rarely carry much weight and never be determinative of an application.*"

development should be capable of meeting minimum internal and external space standards for homes. This means that the residential accommodation that remains within the original dwelling, together with the schedule of accommodation for the new home(s) should both meet the minimum standards for residential accommodation¹¹ relative to their potential level of occupancy.

All of the homes to be created should also be capable of being served by and should not give rise to unacceptable impacts on the infrastructure that is required to service them. This should include consideration of both surface water and foul sewerage requirements, which may be more challenging in more remote parts of the island. Any such provision should be made with regard to the planning policy regime for drainage provided in the bridging Island Plan (at policies WER6 – Surface water drainage and WER7 – Foul sewerage, respectively).

Proposals should demonstrate how safe and suitable access to the site can be achieved for all users, and all modes, including securing adequate visibility at connections to the road network¹².

Parking provision for the original dwelling, together with that for the new home(s) should meet the minimum standards¹³ relative to their potential level of occupancy.

5.3 Significant increase in potential occupancy

In the case of sub-division and/or extension, the creation of new homes outside the built-up area should not lead to a significant increase in potential occupancy and should not disproportionately increase the number of people who might reside at a property relative to the nature and size of the accommodation being sub-divided and/or extended.

The objective of this provision is to manage the number of people living in locations that are less sustainable – where people have relatively less access to goods, services and infrastructure and will likely need to travel more, with less choice about how they travel. It also seeks to manage the pressure for more development outside the built-up area and to mitigate the ‘urbanising’ effect of new development on the character and appearance of the countryside. The creation of new households inevitably leads to the introduction of features associated with residential use such as the subdivision and enclosure of gardens with fences; together with ancillary and incidental structures such as sheds, washing lines and hard surfacing, all of which serve to erode the character of the countryside.

The objective of the policy is to secure the optimal use of existing dwellings in the countryside and to ensure better use of existing homes, particularly where they may currently be under-occupied¹⁴. For example, an existing four-bed family home, with a potential occupancy of six people (based on two double bedrooms; and two single bedrooms) might be sub-divided

¹¹ These are established by supplementary planning guidance issued by the Minister for the Environment. The current guidance [A Minimum Specification for New Housing Developments \(2009\)](#) is under review.

¹² [Standards and guidance for access onto the highway](#) sets out the technical standards required for access on to the highway network.

¹³ These are established by supplementary planning guidance issued by the Minister for the Environment. The current guidance is outdated and obsolete and is to be updated.

¹⁴ The 2021 census indicates that 44.1% of owner-occupied homes in the island were under-occupied ([R Census Bulletin 20220504 SJ.pdf \(gov.je\)](#)).

and/or extended to provide two two-bed homes (based on accommodation in each home offering one double bedroom; and one single room) with a similar level of potential occupancy.

5.4 Flexibility

To maintain flexibility in the island's housing stock, the creation of new separate living accommodation should be capable of re-integration into the main dwelling.

Any exception to this will need to be carefully regulated to ensure that the separate unit(s) of accommodation is tied to the principal dwelling (and cannot be sold separately); and to enable the ultimate re-integration of the accommodation into the principal dwelling. This will likely be regulated through the use of planning obligation agreements.

5.5 Re-using historic buildings

Retaining historic buildings – such as buildings that are listed for their special architectural and/or historical interest; or 'traditional' (pre-1960) farm buildings - in a viable use is key to their retention and maintenance. Traditional vernacular ancillary farm buildings and listed buildings, such as churches, mills, forts and towers, add character to the countryside and their conversion and re-use for residential use can provide them with a viable future. Proposals to re-use and adapt these types of buildings will be encouraged where, in the case of traditional agricultural buildings, their redundancy to agriculture and other employment uses is proven; and in all cases, where the character of the building and its landscape setting can be protected and enhanced

In the case of listed buildings, proposals for residential development which are compatible with the conservation of the fabric of the building, and which protect its special interest and its setting will generally be supported. Any changes that would cause harm to the special interest of the listed building or place should be limited to what is necessary to sustain its ongoing use, with impacts mitigated where possible.

Older farm buildings that were constructed prior to 1960 are increasingly unable to meet the needs of modern farming. Their development for the provision of new homes can help to re-use these buildings and help to retain the farmstead vernacular where they are no longer of value to the agricultural industry.

It is important that proposals for the re-use and conversion of traditional farm buildings can demonstrate an understanding of local character, and the sensitivity to and potential for change of farmsteads and their buildings. The Minister will issue further guidance to assist with the management of change in Jersey farmsteads to ensure that their character and value is understood and safeguarded¹⁵.

In all cases, proposals for the re-use of traditional farm buildings in the countryside will need to be supported by an appropriate level of additional information setting out details about the history and nature of the building related to its construction (in a heritage impact statement¹⁶) and use; together with detailed information about its structural capacity for adaptation and reuse as a dwelling(s) . This policy is applicable to traditional farm buildings that are of a

¹⁵ [Historic farmsteads and landscapes in Jersey \(gov.je\)](#)

¹⁶ [Information you need for your planning application \(gov.je\) – Listed Buildings](#)

permanent and sound construction: the conversion of modern and/or temporary agricultural buildings to residential use will not be supported.

Information will also need to be provided about the basis of its redundancy to the farm holding and the agricultural industry.

5.6 Conversion of other redundant employment buildings

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

The conversion of former hotels outside the built-up area will be expected to secure significantly reduced intensity of use. The reduction is required because permission was likely to have been granted for hotel use or expansion of an original residential use where permission for new residential development would not normally have been supported.

Sustainability at a strategic level will be a material consideration and require evidence of how this has been assessed and mitigated as part of any application. This could indicate a comparative reduction of reliance on public infrastructure, or say, trip generation. Careful regard will be given to the visual impacts of any required external space, in particular car parking and amenity areas, on landscape character.

5.7 Redevelopment of existing dwellings

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

Any proposed increase in the size of residential floorspace will require exceptional justification having regard to functional needs or necessary improvements to the standard of accommodation and should not exceed 279 sq.m. (3,000 sq. ft. gross internal floorspace). Consideration of functional needs or standards of accommodation should be related to the consideration of minimum internal space standards and specifications for homes, as set out in supplementary planning guidance.

5.8 Redevelopment of redundant employment buildings

In the case of buildings in employment use, where redundancy is proven, save for visitor accommodation and offices, and the principle of change of use to residential development is acceptable having regard to other policy considerations, their redevelopment, involving demolition and replacement, for residential use, will only be supported where significant environmental gains can be delivered. Development proposals which seek to deliver good design alone, without significant environment gains, will not be supported.

Managing this form of exception is challenging and any proposal for the redevelopment of employment buildings will need to be clear about the benefits that any such proposal might

bring. Comprehensive development of this type does, however, offer the possibility of repairing and restoring the landscape character of the area, which might be achieved by environmental gains including some or all of;

1. a significant reduction in visual mass, scale and volume of buildings in the landscape. Opportunities may arise to remove uncharacteristically large buildings, such as hotels or other tourism-related buildings, from the landscape, through their redevelopment and replacement by smaller buildings which can be more sympathetic to their locality and landscape. New buildings should be less than 279 sq.m. (3,000 sq.ft) gross floorspace, except where the existing building is considerably larger;
2. more sensitive and sympathetic siting, design and use of materials. There is ample evidence of poorly-sited and designed buildings, and additions to buildings, around the island's coastline and in the countryside. Redevelopment offers scope to remedy the existing harm. Proposals will be required to demonstrate a mindful understanding of context, and be respectful of it, especially within sensitive landscapes, having regard to the Integrated Landscape and Seascape Character Assessment;
3. a significant reduction in intensity of use. Redevelopment for residential use will be permitted only where the residential yield is extremely limited and secures significant reductions in floorspace and/or occupancy. Consideration will also be given to the intensity of use and impact of travel, traffic and noise on the character of the area; and
4. sustainability at a strategic level will be a material consideration and require evidence of how this has been assessed, such as a comparison of reliance on public infrastructure and trip generation.

5.9 Extensions of residential boundaries

The existence of homes, and the development or conversion of buildings in the countryside for residential use, can bring with it pressures to extend site boundaries to encroach into agricultural or other open or undeveloped land¹⁷. Consideration will need to be given to the potential impact of any intensification or change of use to develop new or more residential accommodation on the nature of the surrounding land, to ensure that it does not harm local landscape character.

Whilst the extent of incursion of individual proposals may, in some cases, be limited, the cumulative impact of such development is detrimental to the integrity and landscape character of the countryside. The incremental loss and erosion of landscape character to domestic use undermines the quality, cohesion and experience of the island's rural and coastal locations.

Any proposal to extend the residential boundaries of new or existing dwellings outside of the built-up area will not be supported.

¹⁷ About a quarter of Jersey's land coverage is made up of 'natural vegetation' which embraces a range of land types including woodlands, dunes, grassland, cliffs, and shrub.

6. Interim policy H9A: Large homes outside the built-up area

To make better use of existing buildings in the countryside – where those buildings include existing dwellings; traditional farm or listed buildings; and some employment buildings – the bridging Island Plan introduces greater flexibility about the creation of new homes. There is, however, concern to ensure that the new homes that are created are the right homes that help to meet the community’s specific housing needs.

In this respect, it is considered to be justifiable and appropriate to better manage the size of new homes, and in particular, to regulate the number of new large homes, where large homes are defined as those which exceed 279 sq.m. (3,000 sq.ft.) gross internal floorspace. The need for additional controls on the size of homes outside the built-up area can be justified on a number of bases:

- much of the island’s current need is for smaller homes: Jersey’s Future Housing Needs 2019-2021 report¹⁸ identified a potential shortfall of 2,750 one, two and three-bed dwellings (both flats and houses), together with a potential surplus of around 70 four- or more bed dwellings, over the report period.
- a dwelling of 279 sqm (or 3,000 sqft), is a substantial structure; over double the floor area of a standard four-bed dwelling¹⁹. Such dwellings are likely to be marketed in the ‘luxury homes’ bracket with a substantial market value.
- housing in Jersey is expensive. The median price of four-bedroom houses sold in the first quarter of 2022 was £1,110,000²⁰. This compares with a median price of a 1-bed flat of £332,000 during the same quarter and £600,000 for a 2-bed house. The median weekly household income in 2019/2020 was £790 per week before housing costs²¹ which equates to an annual household income of just over £41,000. A four-bed home at the 2022 Q1 median would, therefore, represent 27 times the median annual 2019/2020 household income, well beyond the reach of most islanders.
- the 2021 census indicates that 44.1% of owner-occupied homes in the island were under-occupied²² where households had two or more bedrooms above the standard required relative to the number of people living in the house. This suggests that larger homes in the island are not being put to optimal or best use, and that better use might be made of the existing stock; and
- larger dwellings within the countryside can also have a more significant adverse impact upon the distinctive character, quality, and sensitivity of the landscape, seascape or coastal unit in which they are sited. This impact can be experienced from wider afield as larger development is more likely to appear in longer vistas, especially when any new dwelling has been sited and orientated to maximise views.

¹⁸ [Jersey’s Housing Assessment \(gov.je\)](#)

¹⁹ SPG Policy Note 6 ‘A minimum specification for new housing developments’ (1996, updated 2009)¹⁹ set out minimum space standards for new dwellings¹⁹. The minimum net floor area quoted for four-bed dwellings ranges from 88 - 109 sqm depending upon the number of storeys. This figure is similar to the minimum gross floor areas of four-bed dwellings of between 90 to 130 sqm specified in the UK Government’s statutory guidance paper – Technical housing standards; nationally described space standard 2015¹⁹. In these figures, the difference between net and gross floor areas is not considered to be significant.

²⁰ [R House Price Index Q1 2022 20220518 SJ.pdf \(gov.je\)](#)

²¹ [Earnings and income statistics \(gov.je\)](#)

²² [R CensusBulletin2 20220504 SJ.pdf \(gov.je\)](#)

There will be circumstances where the development of large new homes outside the built-up area may be acceptable. These circumstances are, however, limited and will likely arise in relation to the following circumstances:

- The policy regime established under Policy H9 – Housing outside the built-up area, enables the conversion of some existing buildings to provide new residential accommodation. This includes listed buildings, traditional farm buildings and some redundant employment buildings. There may be cases where the existing buildings to be converted already provide in excess of 279 sqm (3,000 sqft) gross internal floorspace, and their conversion to residential use involves the retention of the external fabric of the building and a re-purposing of the internal space to provide a similar amount of residential floorspace.
- Policy H9 – Housing outside the built-up area also allows for the redevelopment of existing dwellings and redundant employment buildings (save for glasshouses and modern agricultural buildings), and there may be circumstances where the building to be redeveloped is considerably in excess of 279 sqm (3,000 sqft) gross internal floorspace. This is likely to be particularly applicable to outworn tourist accommodation such as large hotels that were developed to serve the island’s historic mass-tourism industry located around the coast and throughout the countryside. Where these large buildings exist, and are no longer required to support the tourism industry, their redevelopment ought still to deliver significant environmental improvements which should include a reduction in scale, but where there may still be a reasonable expectation that any new residential accommodation may be in excess of 279 sqm (3,000sqft).

Interim Policy H9A – Large homes outside the built-up area

Proposals for new residential development in the form of dwellings which exceed 279 sqm (3,000sqft) gross internal floor area outside the built-up area will not be supported except where:

1. the development would represent the optimal viable use of a traditional farm; and/or listed building; or the conversion of an existing employment building, where the existing building is over 279 sqm (3,000sqft) gross internal floor area;
2. in the case of the redevelopment of existing dwellings or redundant employment buildings, involving demolition and replacement, the gross internal floor area of the existing dwelling or building is considerably larger than 279 sqm (3,000sqft).

7. Schedule of accommodation

For development involving the creation of a new home or more (whether by the development of a new home(s), or the extension and/or sub-division of an existing dwelling), a schedule of the accommodation to be provided should be submitted as part of the application. Details of this requirement are set out at appendix 2.

Appendix 1: Policy H9 – Housing outside the built-up area

Policy H9 – Housing outside the built-up area

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

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

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

Appendix 2: Schedule of accommodation

For development involving the creation of a new home or more (whether by the development of a new home(s), or the extension and/or sub-division of an existing dwelling), a schedule of the accommodation to be provided should be submitted as part of the application.

It should also be updated and amended accordingly to reflect any changes to a proposed residential development scheme and that which is approved and completed, to include changes made at either the planning approval and/or building bye-law approval stages. Any updated schedule should form part of the approved documents.

This should include, as a minimum, the following information.

Existing

- Number of existing homes on the site by tenure and type
- Number of habitable rooms per existing home

Proposed

- Number of homes to be provided by tenure and type
- Net number of homes to be provided on the site by tenure and type
- Gross site area
- Net site area
- Density of development (dwellings per hectare)
- Density of development (habitable rooms per hectare)
- Number of dwellings by type (house or flat) and size (bedrooms)
- Schedule of accommodation by type (i.e. house or flats; and number of bedrooms) relative to:
 - potential occupants (bedspace, differentiating between single- and double-bedrooms)
 - living space
 - internal storage space
 - external/'dirty' storage space
 - external amenity space
 - vehicular parking provision
 - cycle parking provision