

Building and Development Control
Committee

Land Use Plan Review

Housing Strategy

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Summary of Existing Conditions for Housing

Executive Summary

In recent years, Alderney's population has been characterised as ageing and transient with the number of families with children on the Island halving between 2001 and 2013 and relatively high immigration and emigration. In response to a declining population, which is placing strain the sustainable operation of the Island, the States of Alderney (SoA) is seeking to increase the population.

Housing has a fundamental role in creating a sustainable island. There needs to be the right number, type and quality of housing to meet the needs of existing and future residents. This Housing Strategy explores the existing challenges within Alderney's housing market and identifies a series of recommendations to address them around the following themes.

Who Needs Housing on Alderney

Different groups of people need different types of housing, and this need may change over time. This includes for the different life stages of residents and the variety of housing needed to support businesses and wealth creators attracted to the Island. 'Housing need' therefore refers to the housing that is required to create and maintain a sustainable and diverse population. It refers to both the absolute number of houses and the type, characteristics and mix of houses including size, tenure, typology and affordability.

Existing data and discussions with stakeholders indicate that not everyone in Alderney is living in a home which meets their needs and that there may be a lack of homes to support incoming businesses etc. A better understanding of future housing needs is also required. Based on existing data and discussions with stakeholders specific housing needs have been identified for first time buyers, homes for families, homes for older people, professional service workers and temporary workers.

How Should Housing be Delivered on Alderney

The key to a functioning housing market is for the private sector to provide the majority of rental and for sale housing on the Island. An unintended consequence of the C Permit system is that it has stifled and limited the ability of the market to respond to demand and provide the appropriate housing.

Market Sale: The C Permit system has resulted in a strong culture of self-development and an associated view that a home is a home for life. There is a preference for building ones' own home rather than buying an existing house, which has resulted in a less transitional housing market than in other similar economies. Where there are homes for sale, the pool of suitable stock is quite limited. Discussions with stakeholders have also indicated that there is a need for improved information on properties being purchased.

Market Rent: Currently there is a relatively limited demand for rented accommodation with supply meeting demand. However, ambitions to attract new residents to the Island are likely to increase demand for rented accommodation in the future. Discussions with stakeholders have indicated that the quality of rented accommodation varies significantly across the existing stock and that average low gross rental yields can make it challenging for landlords to make improvements.

C Permit: Alderney currently operates a ‘C Permit’ system, whereby the right to build a new dwelling is restricted to residency and ‘need’ (i.e. not owning another house either on Alderney or elsewhere). Residential planning permissions are therefore ‘personal’ to the applicant and do not run with the land or site. This system was introduced, in essence, as an affordable housing policy, as it was designed to allow residents to be able to access housing by building their own. However, the C Permit system is no longer fit-for-purpose and has resulted in a series of unintended consequences. A new replacement system is therefore required.

Where Should New Housing be Located

Alderney is a small island state; land is a finite resource that must be thoughtfully and efficiently used. The historic use of land and associated pattern of development have resulted in Alderney’s distinctive character, with a compact urban centre surrounded by open countryside. The current Land Use Plan (LUP) reflects and supports the continuation of this development pattern through the designation of the Building Area and Designated Area.

Discussions with stakeholders have confirmed that development should continue to be focussed in the Building Area and specifically the General Building Area. Such an approach will support the creation of vibrant places, the critical mass for service provision, reduce the likelihood of sprawl, and minimise the impact on the environment. However, the use of the General Building Area and multiple zones in the LUP creates a complex patchwork of designations which provides a lack of certainty about what forms of residential development might be suitable where.

The Building and Development Control (Alderney) Act (2002) and the LUP establish a presumption against development in the Designated Area, with development only permitted where it is deemed ‘essential’. Stakeholders confirmed that retaining the openness of the Designated Area is important. However, they raised concerns about the current restrictions on existing dwellings and called for a more flexible approach which ensures that these buildings remain in active use.

Ensuring Good Quality Housing

Design quality: Alderney has a rich and varied architectural style reflecting its long period of habitation. However, in relation to new buildings discussions with stakeholders concluded that there lacks agreement on a contemporary interpretation of ‘Alderney vernacular’. Stakeholders also felt that more guidance is required to support improvements in the quality of new development.

Quality of new homes: Separate to design quality, stakeholders have identified the varied quality of construction work on the Island. Whilst the Island has a wealth of good quality tradesmen, build costs are comparatively high due to the cost of importing materials etc., which is placing pressure on quality. Alderney's climate also causes more rapid aging emphasising the importance of good quality construction work from the outset and affordable, expedient and reliable tradesmen to undertake repair works.

Heritage properties: Stakeholders have identified the need to introduce guidance on how to tackle 'heritage properties' which are integral to the character of the Island, but in poor condition and ill-suited to modern living. This includes further information on the significance of buildings included in the Register of Historic Buildings and the scale and scope of works likely to be appropriate for heritage assets.

Underutilised housing: Given that land is finite resource on Alderney it is important that existing assets are being well used since underutilised housing impacts the availability of homes for others. Underutilised housing refers to properties which are vacant or have a low occupancy whether that be let or owned properties. In Alderney, underutilised housing includes second homes, empty homes where ownership is unknown and empty homes where ownership is known. There is a need to put in place mechanisms to address these matters.

Servicing residential development: A growing population will place demands on a range of different types of infrastructure and associated services. Whilst concentrating development within the centre of the island will create the critical mass to support more efficient service provision, this alone will not obviate the need for infrastructure improvements. There also remain historic challenges in relation to infrastructure provision including land locked development sites within the Building Area which are currently unserviceable, which may need to be addressed.

Recommendations

A series of recommendations have been identified to improve the housing stock on the Island. Some of these relate to the LUP, with others relating to the States of Alderney Building and Development Control Committee (BDCC). A limited number of recommendations extend outside the remit of BDCC. Further details on the recommendations are provided within the main body of the report.

1 Introduction

1.1 Purpose of the Housing Strategy

In recent years, Alderney's population has been characterised as ageing and transient with the number of families with children on the Island halving between 2001 and 2013¹ and relatively high immigration and emigration. In response to a declining population, which is placing strain the sustainable operation of the Island, SoA is seeking to increase the population to 2,250 in five years and to approximately 3,000 by 2036.

This aspiration is reflected in the Vision for the LUP, which is:

Alderney – a welcoming, resilient and sustainable island with a buoyant economy and a happy and healthy community, which values and protects the island's unique cultural and natural environment.

Housing has a fundamental role in creating a sustainable island. There needs to be the right number, type and quality of housing to meet the needs of existing and future residents.

In terms of the number of homes required, the increase in population means that: 100 new homes will be required over the next five years, with that figure reaching 410 new homes in total by 2036 (over the next 20 years). This represents a significant increase against current delivery rates. Existing data also suggests that the housing market is currently not functioning well². The reasons for this and potential solutions are explored in this report.

This Housing Strategy therefore seeks to:

- Understand the different housing needs of Islanders both now and in the future.
- Identify how this housing can be provided e.g. the different roles of SoA (and associated bodies) and the private sector.
- Explore strategic locations for accommodating the proposed levels of housing growth.
- Identify matters which may need to be addressed to support realisation and delivery of homes.

1.2 Implications of the Housing Strategy for the Land Use Plan

Within Alderney's planning system, land is allocated for use or development through the LUP. The Building and Development Control (Alderney) Law (2002) states that the LUP must be reviewed at least every five years.

¹ Draft Housing Strategy 2013

² Further details the 'existing conditions' of housing on the Island is provided in Appendix A.

Arup's Review of the Planning and Development Control Process on Alderney (2014) recommended that the LUP should be based on a long term vision for the future and informed by evidence. To support the forthcoming LUP review, the BDCC commissioned Arup to produce a Housing Strategy, which will form part of the LUP evidence base.

The BDCC are currently undertaking a dual review of the LUP. In mid-2016, the LUP will be updated to establish a long term 20 year vision for the island and its approach to housing. This report forms part of this review stage. This will be followed in 2017 by further updates to the LUP to take account of economic and natural and historic environmental aspirations.

The recommendations contained within the Housing Strategy will be used to inform the forthcoming review of the LUP. It also includes a number of recommendations which do not relate to the LUP review but should be considered by the BDCC and SoA to meet the current and future housing requirements for the island.

1.3 Approach

The development of the Housing Strategy has drawn on a wide range of information sources including:

- A review of existing information and data
- Housing Strategy States Workshop, including both States' Members and Officers.
- Interviews with various stakeholders including:
 - Alderney Housing Association
 - Alderney Society
 - Alderney Wildlife Trust
 - Chamber of Commerce
 - Architects
 - Builders
 - Estate agents
 - Law officer
 - Past applicants
- Stakeholders' Workshop, held on 24 November 2015.

We are grateful for all those who have contributed to the development of the Housing Strategy.

1.4 Structure of the Housing Strategy

The remainder of the Housing Strategy is structured in the following way:

- Chapter 2 considers who needs housing on Alderney, both now and in the future.
- Chapter 3 identifies the role of the public and private sectors in delivering housing.
- Chapter 4 outlines where new housing development should be located on the Island.
- Chapter 5 sets out those matters which may affect the delivery of high quality homes,
- Appendix A provides a summary of the existing conditions of housing on the Island.

2 Who Needs Housing on Alderney

2.1 What is Housing Need

Different groups of people need different types of housing, and this need may change over time. This includes for the different life stages of residents and the variety of housing needed to support businesses and wealth creators attracted to the Island. 'Housing need' therefore refers to the housing that is required to create and maintain a sustainable and diverse population. It refers to both the absolute number of houses and the type, characteristics and mix of houses including size, tenure, typology and affordability.

2.2 Different Housing Needs on Alderney

Existing data and discussions with stakeholders indicate that not everyone in Alderney is living in a home which meets their needs and that there may be a lack of homes to support incoming businesses etc. Consideration should also be given to the future needs of residents if SoA's aspirations are to be realised.

Recommendation 1: Housing should be provided to meet existing and future housing needs on the Island. To facilitate this, policies and proposals should be included in the LUP to ensure housing is brought forward to meet the identified housing needs. Such policies and proposals should be informed by an up-to-date housing needs assessment.

2.2.1 First Time Buyers

First time buyers refers to those who have not previously owned a home (on Alderney or elsewhere), and have the funds to do so. First time buyers by the virtue of their lack of property equity and likely stage in the life cycle are likely to require smaller and less expensive houses than other buyers. A key barrier to first time buyers is therefore access and prices of this type of property, as well as access to a deposit and mortgage finance to fund the purchase.

It is possible that 'concealed households' exist on Alderney. That is, there are individuals or couples who would like to form a household but cannot afford to do so, and therefore have to remain living with family or in shared accommodation.

Recommendation 2: Mechanisms should be put in place to make it easier for first time buyers to form their own households through purchasing property. If, following the repeal of the C Permit, the market does not provide such housing, the SoA (or an associated body) should take steps to ensure such housing is provided.

2.2.2 Homes for Families

SoA has an aspiration to increase the population, and specifically the number of families, on Alderney, both through retaining and supporting those already on the Island and attracting new ones. There are many existing properties on Alderney which are suitable for families; however, the small housing market means it can be difficult to ‘transition’ into the right size home for families, at the right time in the life cycle. Alongside this, the lack of smaller properties on Alderney means that homes that might otherwise be suitable for families are being occupied by smaller households (e.g. by older individuals or couples who are unable to downsize).

It is anticipated that, in combination with the other elements of the Housing Strategy the market will be able and willing to provide housing suitable for familial use (except where there is an affordability gap, as considered in Chapter 3). The strategy for family homes is therefore less concerned with the delivery of family homes per se, and more concerned with making sure that the housing stock on Alderney (both existing and new) is suited to the various needs of families.

Recommendation 3: A sufficient supply of homes suitable for families is required. The ability for homes to adapt to the changing needs of families should be considered as part the determination of any planning application. Supplementary planning guidance could be included in the LUP on matters applicants should take into account.

2.2.3 Homes for Older People

Residential care homes on Alderney are limited to the New Connaught Care Home and the Jubilee Home. However, not all older people require the more ‘intensive’ services of a residential care home, or would wish to relocate there at their current stage in life.

Existing data coupled with stakeholder feedback, suggests that there is a lack of smaller properties suitable for older people. What is more, many properties on the Island, particularly historic ones, are difficult to maintain and have poor access arrangements for less mobile or infirm people. Anecdotal and baseline evidence suggests that older people are more likely to leave Alderney, in part due to their particular housing needs.

Although there is an existing ordnance exemption for such properties, this complexity in the law may not have been understood and the C Permit may be viewed as a barrier to bringing forward such development.

Recommendation 4: The LUP should support private sector (developers) delivering new forms of housing including smaller downsize properties, independent living units and assisted living units in appropriate locations.

Recommendation 5: The LUP should support other models of housing older people which allow for continued integration in their existing communities, including freestanding or connected annexes within existing plots (provided they are consistent with other policies in the LUP, particularly within the Designated Area).

Recommendation 6: Housing for older people should be designed with the particular set of requirements in mind. Supplementary planning guidance could be included in the LUP on matters applicants should take into account.

Recommendation 7: If the market does not respond, the SoA (or associated body) should deliver the 'missing' housing products for older people. This could include through sole delivery, public/private partnership or joint venture arrangements.

2.2.4 Mass Affluent and Emerging Affluent Individuals

SoA has an aspiration to attract and retain mass affluent and emerging affluent individuals on the Island, in order to act as a catalyst for wider employment and economic growth. Based on recent experience and stakeholder views, it is considered that there are sufficient opportunities in both the Building Area and Designated Area for wealthy individuals to either move into or redevelop an existing dwelling, or construct a new dwelling on an empty or underutilised plot.

There are therefore no specific recommendations in relation to these groups of individuals.

2.2.5 Professional Service Workers

Professional service workers refers to those who belong to professional occupations which entail largely or entirely mental or clerical work. SoA has an aspiration to attract companies to locate on the Island, in order to support more professional service jobs for both existing and future residents.

Given their likely above-average incomes and that such individuals have chosen to relocate, incoming professional service workers will expect high quality accommodation. However, the size and type of accommodation required will vary; there is likely to be need for: smaller apartments suitable for young professionals; family homes; and larger executive housing. Both rental and for sale housing is required for professional services workers; it is very unlikely that incomers would choose to self-build, at least as their first option. Incoming workers may prefer to rent, in the first instance, giving them the opportunity to 'taste' the lifestyle Alderney has to offer.

There is, however, a 'Catch 22' situation regarding the provision of homes for professional services workers. Suitable housing is unlikely to be speculatively

built until businesses commit to relocating on the Island. However, businesses are unlikely to make this commitment unless they are sure their workers can be suitably housed.

Recommendation 8: SoA should encourage the private sector to provide high quality rental and for sale housing to accommodate professional service workers. This includes clear signals in the LUP that this type of development is required on Alderney.

Recommendation 9: As part of on-going discussions with potential and confirmed businesses locating on the Island, the SoA should discuss staff housing requirements and how they might be best fulfilled.

2.2.6 Temporary Workers

A growing economy is likely to require temporary workers. There are a number of large building and infrastructure projects which may come forward in the medium to long term; for example, runway expansion or other airport improvements, fort redevelopment, development of a marina, or the construction of the France-Alderney-Britain (FAB) energy link and associated interconnectors. These projects are likely to require at least some additional and/or specialist off-Island labour. In addition, growth in the tourism sector may involve seasonal workers for peak seasons.

This temporary workforce will require adequate accommodation. By their very nature, this housing need is likely to be high capacity, short term and low value. The delivery of speculative purpose-built accommodation to house temporary workers is not considered to be a viable option, nor would it necessarily be an efficient or desirable use of the constrained land supply on the Island.

Recommendation 10: Introduce a policy in the LUP which requires proposals for large schemes to submit an 'Employment Strategy' as part of the planning application for both construction and operation phases of the development. The conclusions of the Employment Strategy should form a material consideration for the determination process. SoA could publish brief supplementary guidance which explains when an Employment Strategy is required and what it should cover.

3 How Should Housing be Delivered on Alderney

3.1 Private Sector Housing

The key to a functioning housing market is for the private sector to provide the majority of rental and for sale housing on the Island. An unintended consequence of the C Permit system is that it has stifled and limited the ability of the market to respond to demand and provide the appropriate housing.

3.1.1 Market Sale

The C Permit system has resulted in a strong culture of self-development and an associated view that a home is a home for life. There is a preference for building one's own home rather than buying an existing house, which has resulted in a less transitional housing market than in other similar economies. Where there are homes for sale, the pool of suitable stock is quite limited.

Since the recession, the housing market has suffered from reduced turnover and house prices in comparison to the previous peak of the market. This may, in part, reflect the reduced number of second home owners on the island, the increased costs of living, reduced employment opportunities and increased difficulties in accessing affordable finance.

Recommendation 11: There is a need to widen routes to access housing. This includes through repealing the C Permit and increasing the mix of housing on the Island to reflect housing needs.

Recommendation 12: Mechanisms should be identified, which are suitable to the Alderney context which enable the advantages of 'volume housing building' (quality, consistency, economies of scale) to be realised.

Recommendation 13: SoA should move towards becoming more of a 'policy setter' of housing rather than a 'regulator'. This should include how tax/financial instruments can be used to incentivise the private sector and/or specific developments to meet identified housing needs.

Discussions with stakeholders have identified the need for improved information on properties being purchased; there is anecdotal evidence that purchasers do not own what they think they have bought. Information on houses is dispersed and there is a need for better integration of the Historic Building Register and title deeds. A report to the Policy and Finance Committee has also highlighted concerns over the constitutional arrangements of the Land Register and the integrity and veracity of the data it holds.

Recommendation 14: The operation of the Land Registry service should be reviewed. This could include: how information from the Registry is accessed; the validity of concerns regarding errors and omissions on title deeds; and the constitutional arrangements of the Registry.

3.1.2 Market Rent

Currently there is a relatively limited demand for rented accommodation with supply meeting demand. However, ambitions to attract new residents to the Island are likely to increase demand for rented accommodation in the future. Discussions with stakeholders have indicated that the quality of rented accommodation varies significantly across the existing stock. That said, landlords have indicated that there are challenges in making improvements to properties due to average low gross rental yields (typically less than three per cent).

Recommendation 15: A range of rental accommodation should be made available on the Island to meet the needs of different market segments (in accordance with recommendation 1).

Recommendation 16: The repeal of the C Permit may alter market dynamics in relation to quality of rental stock. Following repeal of the C Permit and should the market not respond to the need for improved quality rental accommodation then SoA should consider whether other interventions may be required.

3.2 State Provided or Supported Housing

3.2.1 C Permits and Exemption Ordinances

Alderney currently operates a ‘C Permit’ system, whereby the right to build a new dwelling is restricted to residency and ‘need’ (i.e. not owning another house either on Alderney or elsewhere). Residential planning permissions are therefore ‘personal’ to the applicant and do not run with the land or site. This system was introduced, in essence, as an affordable housing policy, as it was designed to allow residents to be able to access housing by building their own.

However, the C Permit system is no longer fit-for-purpose and has resulted in a series of unintended consequences including:

- It no longer provides an affordable route to accessing housing due to increased costs of land and building and only supports those which are long-time residents of the Island.
- It acts as a barrier to small-scale housing developers who do not qualify for C Permits but might otherwise be able to deliver more affordable housing products by benefiting from economies of scale.
- The current system ineffectively combines a planning and a legal process, with a lack of legal clarity over process, timescales and roles.

- A general feeling that the C Permit system is unfair. The system creates a commodity in right to build where for qualifying persons, houses can be built, occupied and eventually sold on.

Recommendation 17: The C Permit system should be repealed and replaced with an alternative mechanism for providing affordable housing.

3.2.2 A New System: Affordable Housing and Market Failure

Affordable housing is often defined as housing provided, usually with a subsidy, to people who are unable to meet their requirements in the housing market due to the ‘affordability gap’. The gap is the difference between the price that a household can afford to pay for a suitable dwelling, and the income required to pay for that dwelling. Affordable housing can take several forms, including renting and buying models. As identified in Chapter 2, it is important that the range of housing needs are met on the Island. Whilst the preference should be for the private sector to provide for these needs, if this is not possible, the SoA should ensure mechanisms are in place to do so.

Recommendation 18: The C Permit system should be replaced by a system comprising the following components. It is important that the SoA retains a mechanism through which affordable housing can be provided. The process of repealing the C Permit should be expedited to align with the timescales for revision of the LUP.

- Any planning applications for housing development should be determined in accordance with the Building and Development Control (Alderney) Law (2002), the LUP and any other material considerations.
- Planning permission for housing should run with the land rather than the person. Land can therefore be sought and sold with the planning permission remaining ‘live’.
- If, in the absence of C Permits acting as a control on development, it is considered that too many houses are being brought forward, the SoA should control this through subsequent LUP reviews.
- In accordance with recommendation 1, SoA should ensure it has an up-to-date understanding of housing need on the Island and should monitor whether such needs are being met.
- A SoA sponsored organisation (e.g. the Alderney Housing Association (AHA)) should be the main mechanism for providing and ensuring there is access to affordable housing on the Island (both rent and for sale) where the market is not meeting this need. The remit of the organisation should be regularly reviewed to ensure it remains able to do so.

4 Where Should New Housing be Located

4.1 Identifying Locations for Development

Alderney is a small island state; land is a finite resource that must be thoughtfully and efficiently used. The historic use of land and associated pattern of development have resulted in Alderney's distinctive character, with a compact urban centre surrounded by open countryside. The current LUP reflects and supports the continuation of this development pattern through the designation of the Building Area and Designated Area.

Recommendation 19: The LUP should provide greater clarity on which land should be used for housing development. This could include through:

- Introducing a housing land hierarchy to guide efficient use of land in the Building and Designated Areas.
- Using this hierarchy to identify land in the LUP which can accommodate (as a minimum) housing requirements arising over the next five years. A mechanism for safeguarding land for long term residential use could also be used.
- Establishing the process that be followed should it not be possible to identify a five year housing land supply within the Building Area.

4.2 Building Area

The Building Area comprises the General Building Area and other specific zones some of which essentially sit within the Designated Area. In each of these areas/zones the principle of development is supported subject to compliance with specified guidelines.

Currently, there are vacant houses and empty plots within the (General) Building Area indicating there remains land capacity to accommodate further development. The prevalence of empty plots is an unintended consequence of the C Permit system, which has also resulted in prime development land being used for other uses, most noticeably garages.

Discussions with stakeholders have confirmed that development should continue to be focussed in the Building Area and specifically the General Building Area. Such an approach will support the creation of vibrant places, the critical mass for service provision, reduce the likelihood of sprawl, and minimise the impact on the environment.

The use of the General Building Area and multiple zones in the LUP creates a complex patchwork of designations which provides a lack of certainty about what forms of residential development might be suitable where. Linked to this, low density development mainly comprising bungalows, has been a prevalent form of new housing development. If the scale of anticipated development is to be accommodated within the Building Area more efficient use of land will need to be

promoted; this includes higher density development on undeveloped plots and the ability to extend and re-develop existing homes to ensure they remain fit-for-purpose and can respond to changing occupant needs.

Recommendation 20: The LUP should provide greater clarity on how housing development can be accommodated in the Building Area. This could include:

- Simplifying the zoning within the Building Area by introducing Housing Character Areas which provide guidance on the type of housing development likely to be acceptable e.g. building heights, plot coverage etc.
- Confirming that within Housing Character Areas (unless other designations confirm otherwise) residential development should be viewed as the 'preferable use'.

4.3 Designated Area

The Building and Development Control (Alderney) Act (2002) and the LUP establish a presumption against development in the Designated Area, with development only permitted where it is deemed 'essential'.

Recommendation 21: The current approach to development within the Designated Area should be retained. The number of dwellings in the Designated Area should not change, i.e. if a dwelling were to extend it would be permitted to enlarge but would not be permitted to sub-divide.

The residential zone in the Designated Area applies to the footprint of existing residential dwellings in order to limit the potential for expansion. Where 'special considerations' can be demonstrated, the LUP permits minor extensions (up to 15% of the total internal habitable floor area) or demolition and redevelopment of a plot where the replacement building has broadly the same position, dimensions and external design/appearance of the demolished building.

Whilst the aspiration to reduce incursion into the Designated Area is supported, it is important that these buildings remain in active use and that the LUP enables sensitive extension and redevelopment where appropriate. Feedback from stakeholders indicates that the current approach does not necessarily assist in making best use of already developed land and does not provide the opportunity to build higher quality development which incorporates more modern design principles. Currently the LUP also requires existing dwellings to be demolished before a new building can be erected.

Recommendation 22: The 15% expansion rule should be replaced by a new standard. Consideration should also be given to other material planning considerations such as design quality and effect on the historic and/or natural environment.

Recommendation 23: Guidance (and legislation) in relation to demolition and redevelopment should be amended to permit a replacement building where the use remains the same (i.e. for residential use) but allow for the siting, size and design to be amended subject to criteria relating to design quality, and impact on the surrounding area.

Recommendation 24: Consider introducing a mechanism (e.g. condition or legal agreement) which enables demolition of an existing dwelling after construction of the replacement dwelling.

5 Ensuring Good Quality Housing

Beyond the key questions of who, what and where housing should go, it's important that good quality housing is provided, maintained and serviced on the Island.

5.1 Quality and Design

5.1.1 Design Quality

Alderney has a rich and varied architectural style reflecting its long period of habitation. The earliest housing was built in the valleys of the island and are characterised by one or two story buildings with thick stone walls and slate roofs. Post World War II more varied architectural styles have been introduced; the Butes whilst sympathetic to the surrounding environment represents a more modern flatted development whereas areas such as the Le Banquage comprise mainly low rise bungalows. Discussions with stakeholders have concluded that there lacks agreement on a contemporary interpretation of 'Alderney vernacular'.

Recommendation 25: Further consideration should be given to what constitutes an Alderney vernacular. In doing so, matters such as architectural features, scale and massing and materials should be considered. The LUP should make provision for the future development of supplementary design guidance.

The LUP has existing policies which promote good quality design. However, stakeholders felt more guidance needed to be provided to improve the quality of new development. This is not an issue that solely relates to housing. Therefore, whilst it is important that this matter is addressed, it should be considered holistically and in conjunction with the findings of the other Strategies being prepared as part of the Phase 2 review of the LUP.

Recommendation 26: Introduce in the Phase 2 LUP the requirement for large applications (suggested as five housing units and above) to submit a design statement as part of any planning application.

Recommendation 27: Introduce processes to improve the quality of pre-application advice available on design related matters. This could include using design reviews and preparing design briefs.

5.1.2 Quality of New Housing

Separate to design quality, stakeholders have identified the varied quality of construction work on the Island. Whilst the Island has a wealth of good quality tradesmen, build costs are comparatively high due to the cost of importing materials etc., which is placing pressure on quality. The use of employment permits whilst seeking to protect local workers reduces competition which in some cases has resulted in extended build timescales/lack of competition.

Alderney's climate also causes more rapid aging emphasising the importance of good quality construction work from the outset and affordable, expedient and reliable tradesmen to undertaken repair works.

SoA are currently re-visiting their approach to building control and are in the process of making arrangements to ensure better inspection and enforcement of building regulations. This is an important step to ensuring the quality of construction work improves and maintains a high standard.

Recommendation 28: SoA should work with trade businesses on the Island to establish an accredited contractor scheme.

5.1.3 Heritage Properties

Stakeholders have identified the need to introduce guidance on how to tackle 'heritage properties' which are integral to the character of the Island, but in poor condition and ill-suited to modern living. Heritage properties are not solely in residential use and therefore the recommendations from this Strategy should be reviewed in conjunction with the findings of the forthcoming Built Environment and Heritage Strategy and any amendments made to the LUP as part of the Stage 2 review.

Considerable importance is attached to Conservation Areas and the Register of Historic Buildings, but this is undermined by a lack of evidence over the reasons for inclusion on the Register. Without information about what the design assets of a building are, it is hard to reach a consensus about how to improve it or to contextualise and determine development proposals for it.

Recommendation 29: SoA should work with the Alderney Society (and other organisations as appropriate) to improve the quality of the Register of Historic Buildings with the aim of further detail being provided on each building to confirm the elements of the building which are of special heritage significance.

Recommendation 30: The Phase 2 LUP should include a hierarchy of heritage designations, which reflects the significance of heritage assets and provides more certainty to applicants on the scale of works which are likely to be acceptable to a Historic Building.

Heritage assets are a finite and irreplaceable resource. They should therefore be conserved in a manner appropriate to their significance. Ensuring heritage assets remain occupied and bringing unoccupied heritage assets back into active use is the best way to conserve them.

Recommendation 31: Introduce mechanisms (financial or policy instruments) which support the continued use and occupation of heritage assets. This could include policies, which provide further guidance on the scale of works likely to be acceptable to non-listed buildings within a Conservation Area.

5.2 Underutilised Housing

Given that land is finite resource on Alderney it is important that existing assets are being well used; underutilised housing impacts the availability of homes for others. Underutilised housing refers to properties which are vacant or have a low occupancy whether that be let or owned properties. In Alderney, underutilised housing applies to four different groups of properties: holiday lets, second homes, empty homes where ownership is unknown and empty homes where ownership is known.

Holiday lets will be considered as part of the forthcoming Economic Strategy. Upon completion of that strategy, the implications of it for the Housing Strategy should be considered and any recommendations reviewed and revisited as appropriate.

5.2.1 Second Homes

Second home owners, when on island, make a significant contribution to the local economy and have a role to play in supporting sustainable service provision. It is therefore recognised that a portion of homes on the Island will continue to be for second home owners. The impact of second home owners on housing provision should continue to be monitored.

Stakeholders have indicated that occupancy of second homes is relatively low. This is for a combination of reasons outside the control of this Strategy including cost of air fares and a preference of owners not to rent out second homes. However, the Island is currently facing constraints in viably servicing development, which is exacerbated by second home owners expecting services to be available but due to their low level of consumption are not paying significant rates for their use. This matter should be kept under review by SoA.

5.2.2 Empty Homes

The Housing Strategy is seeking to ensure that the Island's assets are best utilised. Discussions with stakeholders have identified a number of unoccupied properties on the Island where ownership cannot be established, which has resulted in properties falling in a poor state of repair.

Recommendation 32: Mechanisms (for example compulsory acquisition of property to enable it to be brought back into active use) should be introduced to make best use of these assets.

There are also properties on the island, which are empty but where the owner is known.

Recommendation 33: SoA could consider introducing mechanisms (financial or policy instruments) to encourage owners to bring their building back into use. This could, for example, include an empty home surcharge.

5.3 Servicing Residential Development

A growing population will place demands on a range of different types of infrastructure and associated services including: energy (for both electricity and heat), ICT (fixed line, broadband), roads, solid waste (construction, recyclable and non-recyclable municipal waste), water, wastewater, drainage, transport links (by air and water), schools, healthcare, libraries, community centres and recreation facilities including formal and informal open space.

Whilst the recommendations outlined in Chapter 4 will assist in creating the critical mass to support more efficient service provision, this alone will not obviate the need for infrastructure improvements.

Recommendation 34: Ensure that on-site and connecting infrastructure are delivered by the applicant/developer to adoptable standards.

Recommendation 35: Introduce a requirement for new roads to be built to an adoptable standard. SoA should confirm the adoptable standard and any mechanisms for ensuring the construction of roads to the standard.

Recommendation 36: The LUP should recognise that the increase in housing on the Island will result in more demand for infrastructure. The requirements for servicing new development should be taken into account in the future planning of the Island including the Phase 2 LUP review.

There remain historic challenges in relation to infrastructure provision including land locked development sites within the Building Area which are currently unserviceable.

Recommendation 37: Land locked plots located within the Building Area should be assessed as part of the Call for Sites to review their potential suitability for development. Should the assessment conclude that is an overriding public benefit in developing the land and an agreement cannot be reached with the landowner to make access provision, then SoA should consider using its powers to compulsorily acquire the land.

Appendix A

Summary of Existing Conditions for Housing

A1 Summary of Existing Conditions for Housing

A1.1 Introduction

The Housing Strategy is supported by an understanding of the ‘existing conditions’ of housing on the Island. This Chapter provides a summary of the existing conditions, including:

- Demographics – including population, age, dependency levels and migration
- Household size
- Housing stock, condition and suitability
- Housing requirements

There are a number of primary data sources which provide this baseline demographic and housing profile and inform the Housing Strategy. An overview of the purpose, method and source of these data sources are set in Appendix C. Throughout this Chapter, the source of the data is made clear.

A summary of the main conclusions arising from the existing conditions data is set out in Section 2.4.

A1.2 Demographics

A1.2.1 Population

Alderney’s population at the end of March 2014 was **2,013**³ people. This was made up of a natural increase of minus 23 people from the previous year, partially counteracted by a net migration of plus four people, resulting in a total change of **minus 19 people** (or -0.9%)⁴.

Across the longer term, between 2007 and 2014 the population has fallen by 204 people, representing a yearly decline in population from a peak in the mid-1990s⁵ (Figure 1).

³ Alderney Electronic Census Report 31st March 2014: Population snapshots, trends and forecasts (2014) (Draft), The States of Guernsey Policy Council

⁴ As a result of Rolling Electronic Census System used to record population change in the Census Report, there are some changes to the population count between March 2013 and March 2014 that do not result from natural change or migration and are recorded as ‘Administrative Changes’.

⁵ Draft Housing Strategy for the States of Alderney (2014), Cambridge Centre for Housing and Planning Research

Figure 1 Total population 2007 to 2014

Year	Total population	Annual change (migration and natural increase)		Annual change (admin changes)	
2007	2,217				
2008	2,220	3	0.1%		
2009	2,175	-45	-0.2%		
2010	2,144	-31	-1.4%		
2011	2,061	-83	-3.9%		
2012	2,040	-21	-1.0%		
2013	2,030	-10	-0.5%		
2014	2,013	-19	-0.9%	2	0.1%

Source: Alderney Electronic Census Report 31st March 2014: Population snapshots, trends and forecasts (2014) (Draft), The States of Guernsey Policy Council (adapted by Arup)

A1.2.2 Age

Between 2007 and 2014, the proportion of children (0-15) and working age (16 - 64) has decreased, while the number of people aged 65 to 84 has increased (see Figure 2 and Figure 3). The 85 and older category has remained relatively stable. This suggests a pronounced ageing population, with more deaths than births and limited positive net migration.

Figure 2 Percentage of population by age group, 2007 to 2014

Year	0-15	16-64	65-84	85+
2007	13.3	61.5	21.2	4
2008	12.3	62.8	20.9	3.9
2009	12.1	62.9	21.5	3.5
2010	11.2	62.8	22.4	3.6
2011	10.4	61.9	24.3	3.4
2012	10	60.4	26.3	3.3
2013	9.5	59.2	27.3	4
2014	9.9	58	28.3	3.8

Source: Alderney Electronic Census Report 31st March 2014: Population snapshots, trends and forecasts (2014) (Draft), The States of Guernsey Policy Council (adapted by Arup)

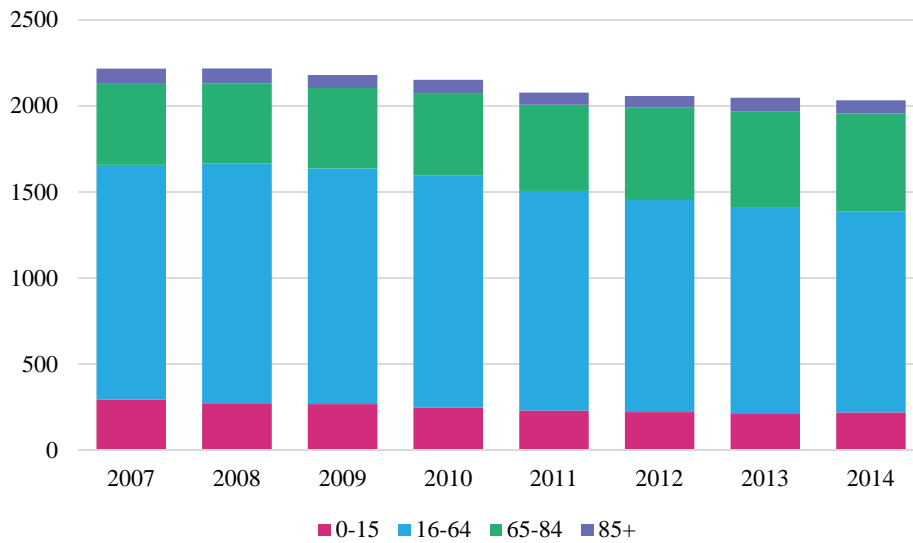


Figure 3 Population numbers by age group, 2007 to 2014

Source: Alderney Electronic Census Report 31st March 2014: Population snapshots, trends and forecasts (2014) (Draft), The States of Guernsey Policy Council (adapted by Arup)

Figure 4 shows the population split per age group and gender in 2014. In March 2014, the median age was 54 for males and 56 for females.

When compared with England, Alderney has a much lower proportion of younger ages, and a much higher proportion of older age groups. However, the over 80 age band is not disproportionately represented compared with the English average (at 9%), suggesting that people in this age group tend live elsewhere or to move into hospital or sheltered accommodation off-Island.

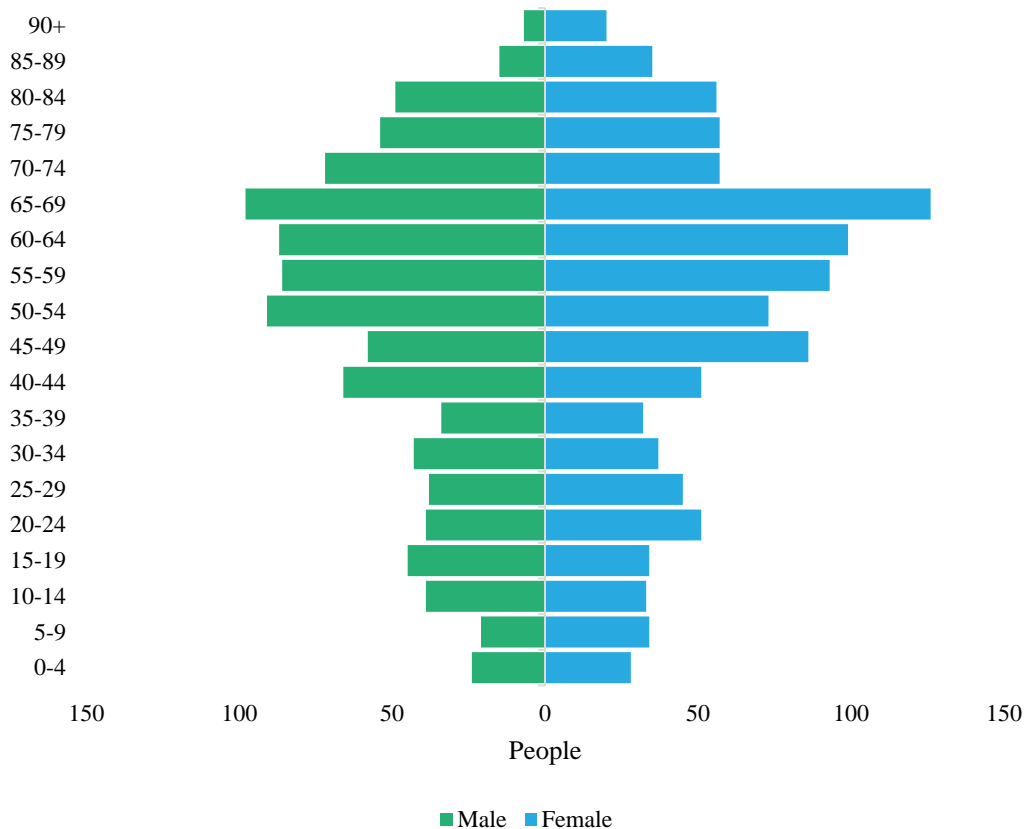


Figure 4 Population pyramid (numbers by age group), 2014

Source: data from Alderney Electronic Census Report 31st March 2014: Population snapshots, trends and forecasts (2015) States of Guernsey Policy Council (produced by Arup)

A1.3 Dependency

The dependency ratio refers to the number of dependents (those aged 0-15 and those aged over the age of 65) to the total working age population (aged 16-64). This is used to identify trends in dependency ratios over time, make projections into the future to assess future social contribution costs required to support the dependent sector of the population.

The dependency ratio in 2014 was 0.72, meaning that for every 100 working age people, there were 72 people of dependent age (Figure 5). The dependency ratio in Alderney has increased since 2012 (Figure 6), reflecting the ageing ‘baby boomer’ generation moving from working age into retirement.

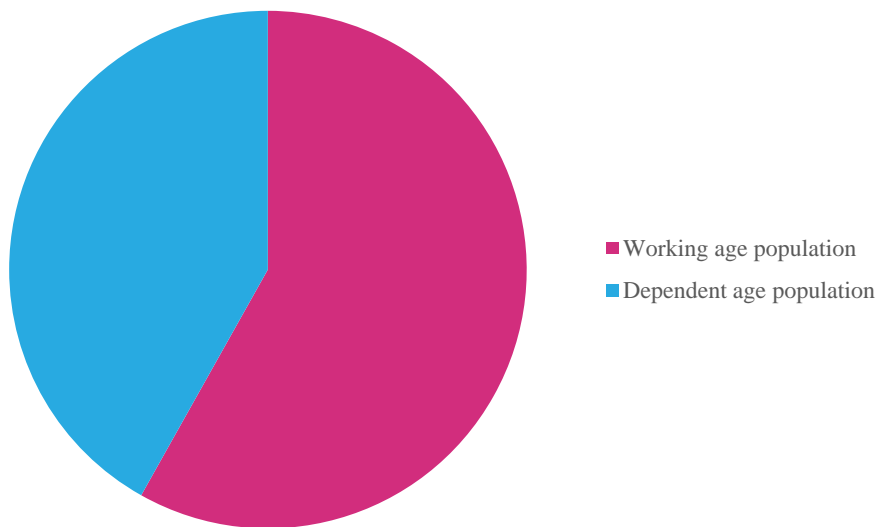


Figure 5 Dependency ratio, 2014

Source: Alderney Electronic Census Report 31st March 2014: Population snapshots, trends and forecasts (2014) (Draft), The States of Guernsey Policy Council (adapted by Arup)

Figure 6 Dependency ratio, 2007 to 2014

Year	Dependency ratio
2007	0.63
2008	0.59
2009	0.59
2010	0.59
2011	0.62
2012	0.65
2013	0.69
2014	0.72

Source: Alderney Electronic Census Report 31st March 2014: Population snapshots, trends and forecasts (2014) (Draft), The States of Guernsey Policy Council (adapted by Arup)

A1.3.1 Migration and population turnover

Levels of immigration and emigration⁶ make up a relatively high proportion of the population (8.1% and 7.9% respectively). Both immigration and emigration have seen a general decrease between 2008 and 2014 (Figure 7 and Figure 8), though this might be explained by the decreasing population base. Net migration, the difference between the numbers of those entering and leaving Alderney, has been relatively stable, accounting for plus four people in both 2014 and 2013.

⁶ For statistical purposes, an immigrant is defined as a person moving to Guernsey to work for any period of time or to live for a period of 26 weeks or more. An emigrant is defined as a person moving away from Guernsey to work for any period of time or to live for a period of 26 weeks or more.

Prior to 2013, however, emigration exceeded immigration, and net migration to Alderney between 2008 and 2014 was -59.

Figure 7 Immigration, emigration and net migration, 2008 to 2014

Year	Immigration	Emigration	Net migration
2008	252	228	24
2009	219	239	-20
2010	186	205	-19
2011	157	208	-51
2012	199	200	-1
2013	202	198	4
2014	165	161	4

Source: Alderney Electronic Census Report 31st March 2014: Population snapshots, trends and forecasts (2014) (Draft), The States of Guernsey Policy Council (adapted by Arup)

Figure 8 Immigration, emigration and net migration, 2008 to 2014



Source: data from Alderney Electronic Census Report 31st March 2014: Population snapshots, trends and forecasts (2015) States of Guernsey Policy Council (produced by Arup)

Despite the relatively modest levels of net migration, the rate of population turnover in Alderney over time is significant. Approximately 50% of the 2001 population of Alderney was no longer resident by 2013, and around 39% of the 2013 population was not resident in 2001 (though this does include children born since 2001)⁷.

Further evidence shows that the rate of population turnover varies strikingly by tenure type. The Housing Needs Survey in 2008 suggested that 55% of owner occupiers had lived in their present home for ten years or longer; this however decreases to only 36% of States of Alderney tenants, and 16% for private renters.

⁷ Draft Housing Strategy for the States of Alderney (2014), Cambridge Centre for Housing and Planning Research, Page 9

A1.4 Households and Housing Stock

A1.4.1 Household Profile

The changing number and type of households on Alderney drives housing needs and demands. Between 2001 and 2013, the number of households of parents with at least one child under the age of 18 decreased by 46%, from 206 to 113, while the number of households with only adult children increased by 61%, from 49 to 79 in the same period (Figure 9).

Figure 9 Number of households by type, 1991, 2001 and 2013

Household type	2001	2013	Difference 2001-2013
One person (65+)	193	201	8
One person (<65)	154	152	-2
Subtotal: single people living alone	347	353	6
Other	83	65	-18
Married couple living alone	283	302	19
Co-habiting couple living alone	59	57	-2
Subtotal: multi adult households without children	425	424	-1
Married couple, all children 18+	31	40	9
Co-habiting couple, all children 18+	3	5	2
Single person, all children 18+	15	34	19
Subtotal: Parents with only adult children	49	79	30
Married couple, at least one child <18	136	68	-68
Co-habiting couple, at least one child <18	34	18	-16
Single person, at least one child <18	36	27	-9
Subtotal: parents with at least one child <18	206	113	-93
Total	1027	969	-58

Source: Draft Housing Strategy 2013 (adapted by Arup)

A1.4.2 Housing Stock

Data on housing stock have been sourced from the 2008 Housing Needs survey. Given the relatively slow rate of house building in the period since, it is considered that the proportions contained in the 2008 data remain an accurate reflection of the current stock on Alderney (Figure 10).

Figure 10 Housing stock on Alderney

Stock	Percentage
Detached house	31%
Semi-detached house	13%
Terraced bungalow	18%
Bungalow	24%
Ground floor flat / maisonette	7%
Upper floor flat / maisonette	5%
Basement flat / maisonette	0%
Bedsit / room	1%
Other	1%

Source: *Housing Needs Survey (2008) (adapted by Arup)*

Detached and semi-detached houses and bungalows accounted for the majority (62%) of respondents' housing on the Island. Only 18% of respondents lived in a terraced house, and only 12% in a flat or maisonette. With respect to the age of housing, approximated one-quarter of the stock was built before 1920, whilst 37% was built between 1965 and 1990. A limited amount of housing has been built after 1990, perhaps reflecting changing economic contexts coupled with the impacts of the C Permit system (see Chapter 7).

A1.4.2.1 Condition

The 2008 Housing Needs Survey found that a significant majority (83%) of respondents self-assessed that the general condition of their home was either good or very good (Figure 11). However, housing condition varies according to tenure type and housing type (Figure 12); 38% of households who rated the general condition of their home as poor or very poor live in a flat or maisonette, compared with only 5% for those households living in a detached dwelling.

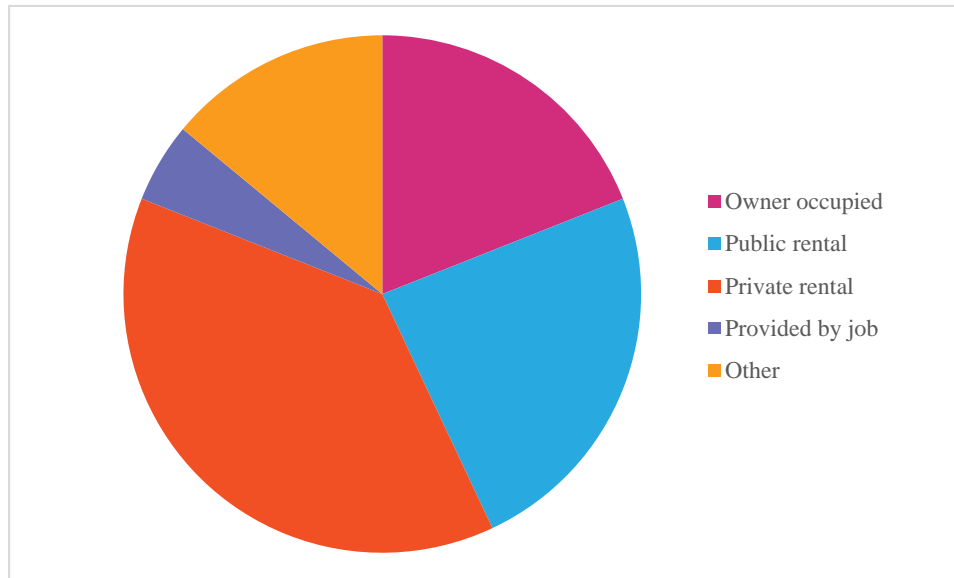
Nearly a quarter (24%) of these households in state-provided housing rate the condition of their home as poor or very poor (though it should be acknowledged that the survey pre-dates the establishment of the Alderney Housing Association). Conversely, 88% of those households who own their property outright rate the general condition of their home as good or very good.

Figure 11 Housing condition

General condition	Percentage
Very good	37%
Good	46%
Ok	14%
Poor	2%
Very poor	1%

Source: *Housing Needs Survey (2008) (adapted by Arup)*

Figure 12 Housing condition



Source: *Housing Needs Survey (2008) (adapted by Arup)*

The most common reasons given for unsuitability were size (either too small or too large) or poor condition; other reasons included layout, privacy or unsuitability for disabled or less mobile users. Those citing poor condition as a lack of suitability were either renting privately or renting from the States of Alderney.

There is generally a very high level of satisfaction with housing in Alderney, with 91% of respondents either satisfied or very satisfied with their home in 2008. However, again it is those resident in publically-owned housing who showed more dissatisfaction; 16% were either dissatisfied or very dissatisfied, compared with the overall average of 3%. However, since this survey work was undertaken the Alderney Housing Association was established to operate publically-owned housing, and has undertaken significant maintenance of many existing properties as well as the development of new dwellings. It is likely that this dissatisfaction for publically-owned properties has reduced, though no survey work has been undertaken since this change.

A1.4.2.2 Housing Costs

The findings of the 2008 Housing Needs survey show that 87% of households renting from the States of Alderney pay £300 to £500 per month, while rents in the private sector are higher, with 54% of respondents paying £500 to £800 per month. These figures, though useful, should be used with caution given the amount of time that has elapsed since the survey was undertaken, coupled with the continued effects of the global economic downturn which continue to be felt on Alderney.

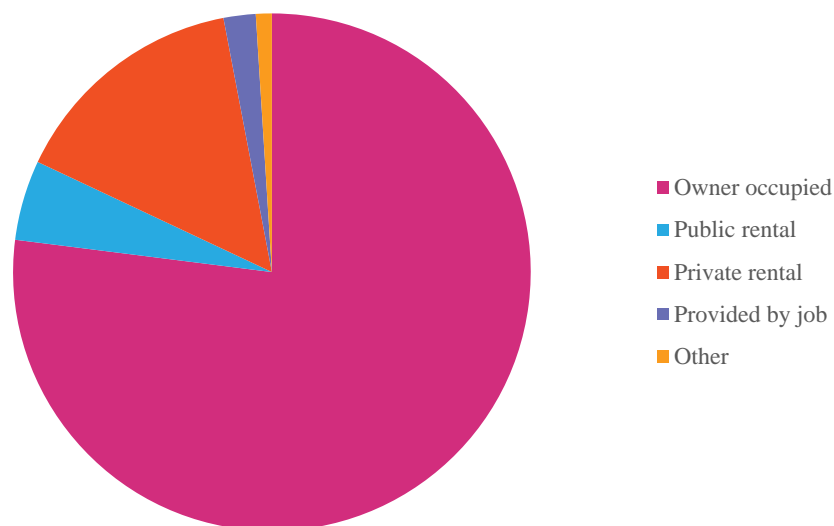
According to the 2013 Draft Housing Strategy, average house sales receipts between 2004 and 2007 were £495,000, but this fell to £246,000 between 2008

and 2012, during the recession. Analysis of these figures is challenging due to a lack of further detail, however it is likely that this has arisen from a reduction in the number of sales, a fall in house prices and an increased proportion of lower-end properties coming on to the market as young families sell up.

A1.4.3 Tenure

The dominant tenure type on Alderney is owner occupied, accounting for 77% of respondents to the 2013 Housing Strategy. Only 5% of housing stock was found to be controlled by the States of Alderney (now transferred to the Alderney Housing Association, and 15% was privately rented (Figure 13).

Figure 13 Housing by tenure type, 2013



Source: Draft Housing Strategy (2013) (adapted by Arup)

The lower proportion of rented accommodation (both privately rented and provided by the Alderney Housing Association) may inhibit households from moving easily to smaller / larger accommodation as needs change. This is particularly true for those on lower incomes who are less able to purchase, and are therefore limited to the rented sector.

A1.4.4 Housing Requirements

The 2008 Housing Needs Survey asked respondents what their housing requirements would be if they were to move home. It found that of those 24% who were likely to move, the majority were private renters; 59% of private tenants were likely or very likely to move, compared with 17% for owner occupiers. The most popular reasons for wanting to move home are the need for a smaller home (25%), need for a larger home (18%), buying a new home (12%) and reasons related to disability or illness (11%) (Figure 14).

Figure 14 Reasons for moving

Reasons for unsuitability	Percentage
Need for smaller home	25%
Need for larger home	18%
To buy a new home	12%
Disability / illness	11%
End of tenancy	5%
Landlord's request	3%
Household split up	2%
Make home with partner	1%
Other	23%

Source: *Housing Needs Survey (2008) (adapted by Arup)*

Some 4% of respondents intending to move were looking for a detached home and 22% were looking for a bungalow.

A1.4.5 Empty Properties and Second Homes

The Alderney Unoccupied Properties Survey (2013) found that there were 239 empty properties on the island, representing 23% of the housing stock. The types of empty properties suggest that many of these were occupied by younger families who left the island during the recession. Holiday rentals accounted for 18% of all unoccupied property. The majority of these were located in St Anne.

The 2008 Housing Needs Survey found that 13% of stock is currently in second home use; this proportion appears to be supported by the more recent Unoccupied Properties Survey (2013) which found 130 second homes. Whilst it is possible that the number of homes may be underestimated due to the partial response rate of the 2008 survey (i.e. that second homeowners were not on-Island to respond), these data sources are currently the only source of information available.

A1.5 Sources of Data

There are a number of primary data sources which provide a baseline demographic and housing profile and inform the Housing Strategy, as set out in Chapter 2. An overview of the purpose, method and source of these data sources is set out below.

Draft Housing Strategy for the States of Alderney, Cambridge Centre for Housing and Planning Research (2014)

This report provides an overview of the current housing context in Alderney, covering population, housing stock, housing market, empty properties, economic context and strategy, house building and planning, energy consumption and affordable housing. The report is a desk-based study prepared using a number of data sources, including: Census 2013 data, States of Alderney Housing Needs Survey 2007/2008: Final Report, Alderney Unoccupied Properties Survey (2013),

States of Alderney Strategic Plan (2014), Future Economic Planning for the Island of Alderney: A Roadmap (2012), Alderney Annual Economic Statistical Report (2013), Alderney Economic Strategy Plan.

Alderney Electronic Census Report 31 March 2014: Population snapshots, trends and forecasts, The States of Guernsey Policy Council (2014)

This snapshot document provides information on the population of Alderney sourced from ten separate States of Guernsey databases and collated using the Rolling Electronic Census IT system. The system collates, matches and process information, and brings together information which people have provided to the various States Departments. It is updated quarterly and reports are published annually or quarterly.

States of Alderney Housing Need Survey 2007/2008: Final Report, Tetlow King (2008)

This survey on housing needs was conducted by Tetlow King in June 2007, covering housing options and preferences, housing stock and condition, mobility, special housing needs, future housing needs and examining the capacity of Alderney to meet housing demand.

As this work is based on survey work dating from 2007, with a partial (59%) response rate, its findings should be considered with these limitations in mind. However, it is considered that many of the findings are still relevant.