

Consultation:

A Heritage Strategy For Jersey

A 20 year vision for the heritage sector

Heritage Strategy Consultation: [gov.je/consultations](https://www.gov.je/consultations)



Government of
JERSEY

Consultation on the draft heritage strategy for Jersey

Summary

The Government of Jersey is seeking to launch a heritage strategy which aims to develop the heritage sector in a way that enables all Islanders to better understand, value and enjoy Jersey's unique heritage. This consultation seeks the views on the draft proposals, which are set out in this document.

Date published:

Wednesday 22 September 2021

Closing date:

Wednesday 3 November 2021

How will we use your information?

The information you provide will be processed in accordance with the Data Protection (Jersey) Law 2018 for the purposes of this consultation. For more information, please read our privacy notice at the end of this document.

The Government of Jersey may quote or publish responses to this consultation (including sending to the Scrutiny Office, quoting in a published report, reporting in the media, publishing on www.gov.je consultation summary etc.) but will not publish the name and addresses of individuals without consent. Confidential responses will still be included in any summary of statistical information received and views expressed. Under the Freedom of Information (Jersey) Law 2011, information submitted to this consultation may be released if a Freedom of Information request requires it, but no personal data may be released.

Do you give your permission for your comments to be quoted?

- No ☐
Yes, anonymously ☐
Yes, attributed ☐

Name to attribute comments to:

Organisation to attribute comments to, if applicable:

Questions

1. Are you broadly supportive of the need for a new strategy for the development of the Heritage sector in Jersey?

- ☐ Yes, I am broadly supportive
☐ No, I do not think it is necessary
☐ I'm not sure

2. In what ways do you participate in Jersey's Heritage? (for example, 'visitor of heritage sites', 'heritage expert')

3. Do you think that this strategy will help Jersey progress towards a better appreciation of our unique heritage?

- ☐ Yes
☐ No
☐ Not sure

4. Please add your comments to help us as we develop the strategy towards publication towards the end of 2021.

To give your views (before Wednesday 3 November 2021) please

- Respond online at gov.je/consultations - Heritage Strategy
- Email culture@gov.je or
- Submit this response to: Heritage Strategy, Local Economy, Department for the Economy
19-21 Broad Street, St Helier JE2 3RR

Privacy Notice (Fair Processing Notice)

The Office of the Chief Executive, Government of Jersey is registered as a 'Controller' under the Data Protection (Jersey) Law 2018 as we collect and process personal information about you. Our registration number is 57259. We process and hold your information in order to provide public services and meet our statutory obligations. This notice explains how we use and share your information. Information may be collected on a paper or online form, by telephone, email, or by a member of our staff, or in some cases, by an external organisation if attending organised events.

WHAT

What information we will collect about you?

Should you take part in the consultation we may collect the following types of information about you:

- Name
- Postal address
- Email address (optional)
- Any other information you choose to provide to us as part of your consultation response. Our advice is to only share details that are relevant, and that you are happy for us to view and use.

If someone else provides us with your information we may need to hold this as part of their consultation response. However please be aware if you are providing information about a third party, please ensure they are happy for this data to be shared with us prior to doing so.

HOW

How will we use the information about you and who will we share your data with.

Protecting your privacy and looking after your personal information is important to us. We work hard to make sure that we have the right policies, training and processes in place to protect our manual and electronic information systems from loss, corruption or misuse. Where necessary we use encryption, particularly if we are transferring information out of the department. Encryption means the information is made unreadable until it reaches its destination.

We will use the information you provide in a manner that conforms to the Data Protection (Jersey) Law 2018.

We may not be able to provide you with a service unless we have enough information or your permission to use that information.

We will endeavour to keep your information accurate and up to date and not keep it for longer than is necessary. In some instances the law sets the length of time information has to be kept. Please ask to see our retention schedules for more detail about how long we retain your information.

Where necessary, we may disclose your information to other Government of Jersey departments or organisations, either to fulfil your request for a service to comply with a legal obligation, or where permitted under other legislation. Examples of this include, but are not limited to: where the disclosure is necessary for the purposes of the prevention and/or detection of crime; for the purposes of meeting statutory obligations; or to prevent risk of harm to an individual, etc. These departments and organisations are obliged to keep your details securely, and only use your information for the purposes of processing your service request. We will only do this, where possible, after we have ensured that sufficient steps have been taken by the recipient to protect your personal data and where necessary we will ensure that the recipient has signed a Data Sharing Agreement. A Data Sharing Agreement sets out the purpose of the sharing and the rules that must be followed when processing your data.

We may need to pass your information to other departments or organisations outside the Government of Jersey who either process information on our behalf, or because of a legal requirement. We will only do so, where possible, after we have ensured that sufficient steps have been taken by the recipient to protect your personal data.

We will not disclose any information that you provide 'in confidence', to anyone else without your permission, except in the few situations where disclosure is required by law, or where we have good reason to believe that failing to share the information would put someone else at risk. You will be told about this unless there are exceptional reasons not to do so.

WHY

Why do we collect information about you?

We need to collect and hold information about you in order to fully consider your views on the consultation and for Government officers (on behalf of the Minister for Economic Development, Tourism, Sport and Culture), to contact you to discuss further your comments, if required.

We also collect your contact details so that we can keep you informed about key stages of the review process.

You can opt-out of being contacted please email us at culture@gov.je

Other information may be collected during the consultation, where appropriate.

We do not share or process your information overseas. We do not use web services that are hosted outside the European Economic Area.

At no time will your information be passed to organisations for marketing or sales purposes or for any commercial use without your prior express consent.

Publication of your information

If you have submitted a formal comment on the consultation, we may publish your comment on our website.

You can 'opt in' to providing more information about you, if you want these details to be shared publicly, including full name, address and/or organisation.

Any other personal information included in your consultation response will be redacted before publication.

Emails or post

If you choose to email or post us information we may keep a record of details including the email address, a copy of the email or letter for record keeping purposes.

For security reasons we will not include any confidential information about you in any email we send to you.

We would also suggest that you keep the amount of confidential information you send to us via email or post to a minimum or only offering information we have requested.

We will not share your contact details unless it is necessary for us to do so, either to fulfil your request for a service; to comply with a legal obligation, or where permitted under other legislation.

Telephone calls

We do not record or monitor any telephone calls you make to us using recording equipment, although if you leave a message on our voicemail systems your message will be kept until we are able to return your call or make a note of your message. File notes of when and why you called may be taken for record keeping purposes. We will not pass on the content of your telephone calls, unless it is necessary for us to do so; either to fulfil your request for a service; to comply with a legal obligation, or where permitted under other legislation.

Your rights

You can ask us to stop processing your information

You have the right to request that the Department (on behalf of the Council of Ministers) stop processing your personal data in relation to any of our services. However, this may cause delays or prevent us delivering a service to you. Where possible we will seek to comply with your request but we may be required to hold or process information to comply with a legal requirement.

You can withdraw your consent to the processing of your information

In the few instances when you have given your consent to process your information, you have the right to withdraw your consent to the further processing of your personal data. However, this may cause delays or prevent us delivering a service to you. We will always seek to comply with your request but we may be required to hold or process your information in order to comply with a legal requirement.

You can ask us to correct or amend your information

You have the right to challenge the accuracy of the information we hold about you and request that it is corrected where necessary. We will seek to ensure that corrections are made not only to the data that we hold but also any data held by other organisations/parties that process data on our behalf.

You request that the processing of your personal data is restricted

You have the right to request that we restrict the processing of your personal information. You can exercise this right in instances where you believe the information being processed is inaccurate, out of date, or there are no legitimate grounds for the processing. We will always seek to comply with your request but we may be required to continue to process your information in order to comply with a legal requirement.

You can ask to have your personal information erased

If you feel that personal data is no longer required for the original purpose. You can withdraw your consent, if you now object to your information being used. You cannot make this request if you are exercising a:

Freedom of expression.
A legal or official authority requirement.
A public health interest.
Data for archiving or research.
Or for the establishment, exercise or defense of legal claims.

You can ask us for a copy of the information we hold about you

You are legally entitled to request a list of, or a copy of any information that we hold about you.

You can submit a subject access request (SAR) using our online form.

However where our records are not held in a way that easily identifies you, for example a land registry, we may not be able to provide you with a copy of your information, although we will do everything we can to comply with your request.

Complaints

You can complain to us about the way your information is being used

If you have an enquiry or concern regarding how your personal data is used you can:

- Telephone: +44 (0)1534 440375
- Email: f.smith@gov.je
- Write to:
Fiona Smith
19 – 21 Broad Street
St Helier
Jersey JE2 3RR

Or you can also complain to the Central Data Protection Unit about the way your information is being used

- Telephone: +44 (0)1534 440514
- Email: DPU@gov.je
- Write to:
Central Data Protection Unit
3rd Floor, 28-30 The Parade
St Helier
Jersey JE2 3QQ

You can also complain to the Information Commissioner about the way your information is being used

The Office of the Information Commissioner can be contacted in the following ways:

- Telephone: +44 (0)1534 716530
- Email: enquiries@jerseyoic.org
- Write to:
Jersey Office of the Information Commissioner
2nd Floor, 5 Castle Street
St Helier
Jersey
JE2 3BT

Towards a heritage strategy

‘To inspire a virtuous circle of understanding, valuing, caring and enjoyment of Jersey’s heritage, contributing to the Island’s unique identity and international relationships, beautiful environment, vibrant healthy community, and sustainable economy, creating a better place to live for everyone, now and in the future.’

Contents

1. Contents of the strategy
2. Summary table

PART A

3. Context
4. Partners
5. Inputs
6. Strategic activities
7. Outputs, Outcomes and Indicators

PART B

8. Heritage Programmes 2021 - 2024

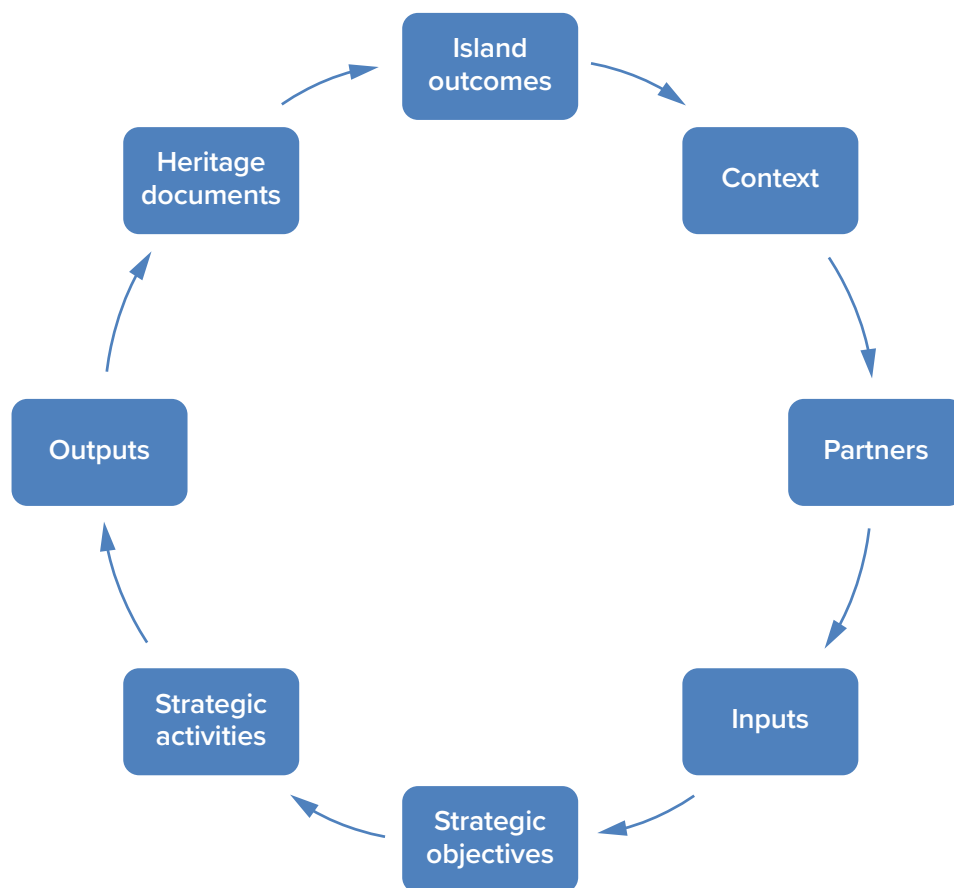
PART C

9. Appendices



1. Contents of the strategy

This paper sets out ambitions for the delivery of a heritage strategy for Jersey. Heritage is a broad term and a note on its use in a Jersey context is set out at Appendix A. The contents of the strategy are set out in this way:



The purpose of any strategy is to match aspiration and capability. But neither aspiration nor capability is static, so a strategy needs to be both planned and emergent: a balance between setting a clear direction of travel and establishing systems to respond to changing circumstances.

Accordingly, this strategy is in three parts. Part A is a set of longer-term goals consistent with the 20 year horizon of the Future Jersey vision. Part B is a number of programmes comprising specific actions that lead in the right direction and establish systems to take capacity into account. Part C includes background material for reference on the current heritage context.

This first part of the strategy begins with an assessment of the current context in which heritage is managed in Jersey. This includes the international heritage conventions to which the Government is party, the economic significance of heritage especially for tourism and construction, the high but demographically uneven social engagement with heritage, the opportunities offered by new technology, risks to the heritage environment, the complex ecology of heritage organisations and opportunities to strengthen the partnership between government and the third sector.

Local partnerships are key to success because while the government plays a vital role in law,

policy and funding, most heritage activity is provided by the third sector and by the many private owners of heritage assets. International partnerships with multilateral agencies, universities and research organisations are also vital as capacity is always going to be limited in a small island.

The contribution heritage can make to Island life depends in the first place on the strength of the inputs into the system of heritage management. The proposed increase in public investment in the cultural sector will enable much more to be achieved but needs to be set alongside developments in the role of government not only as funder but in recognising and championing heritage, leadership, consultation and co-ordination of effort of all those involved in the delivery of heritage services. Further clarification of the role of Jersey Heritage as the Government's strategic partner in the delivery of many Government heritage priorities may be required.

In this strategy, the heritage services enabled by financial and political inputs are organised in a four-part virtuous cycle of understanding, valuing, caring and enjoying. It is argued that the more immediate benefits of public enjoyment in the heritage environment and at heritage sites depend in the first place on longer term investment in projects to research, protect and conserve heritage assets, activities which have been less resourced in the past than more commercial, visitor-focused services.

To help measure progress and to show how heritage makes a contribution to the wider work of Government, indicators are proposed which link heritage activities to the outputs and outcomes set out in the Jersey Performance Framework. Those in turn draw on the public consultation in the Future Jersey project in which Islanders set out aspirations for Jersey's historic environment to be valued, to enjoy living in a vibrant and inclusive community, our unique natural environment to be protected and to benefit from rewarding jobs as part of a sustainable economy.

Having linked inputs, outputs and outcomes to ensure resources are targeted at delivering against priorities, the second part of the strategy sets out in eleven programmes a series of actions deliverable in the next Government Plan period. Much further work will be required in consultation and partnership to shape the best way to deliver these actions which depend also on the outcome of Government decisions on funding. But it is hoped they set a direction of travel in a way that can take account of evolving circumstances within the stable framework of the goals of the strategy.



2. Summary table

This paper sets out ambitions for the delivery of a heritage strategy for Jersey. Heritage is a broad term and a note on its use in a Jersey context is set out at Appendix A. The contents of the strategy are set out in this way:

Context	What are the most significant opportunities and risks currently facing heritage in Jersey? <ul style="list-style-type: none"> – Much Island heritage activity is undertaken outside Government but the Government has legal and policy obligations under international conventions to the international community – Economic uncertainties arise from the pandemic but new funding opportunities recognise positive impacts of heritage – The level of popular support for heritage in Jersey is high but uneven across socio-economic groups – Accelerated by the pandemic digital technology has changed the way Islanders and international audiences engage with heritage – Jersey's environment holds world class heritage assets with high cultural, social and economic potential but at risk from neglect and dynamic factors including climate – The rich ecology of heritage organisations, which includes Government, offers diversity and balance but also opportunities for improved synergy – Government is customer to a wide range of heritage services on behalf of the public but as a small island jurisdiction outside UK and European policy and funding frameworks, heritage administration is inevitably less developed than elsewhere in the British Isles
Partners	What organisations can help respond to those opportunities and risks? <ul style="list-style-type: none"> – Government of Jersey – Jersey Heritage – Jersey heritage sector – International heritage community – Jersey community
Inputs	What kinds of resources are necessary to support organisations delivering those responses? <ul style="list-style-type: none"> – Government revenue funding – Government capital funding – Sector funding – Government staffing – Sector staffing – Sector internal capacity (expertise) – Sector external capacity local – Government and sector external capacity, international – Political capacity

Strategic objectives	<p>What areas does the strategy need to focus on to achieve success in those responses?</p> <ul style="list-style-type: none"> – Continuous discovery of Island history to know ever more about who we are – Protection of heritage assets to pass them on to future generations in better condition – Every Islander has the opportunity to do their bit to pass on their cherished cultural inheritance – A wide and diverse audience can experience and understand the relevance of Jersey's heritage
Strategic activities	<p>What sorts of work need to be undertaken in those areas?</p> <ul style="list-style-type: none"> – Developing programmes of research into Island heritage – Monitoring, foresight and reporting to promote public understanding of the value of heritage – Acquiring, conserving and managing heritage assets and growing expertise to inform the care and development of heritage – Collecting tangible and intangible heritage, collaborating with international expertise where appropriate – Maintaining publicly accessible records of heritage assets and providing advice to those wishing to study and carry out research on heritage – Advice on retention and preservation of public records and archival material – Enhancing the public value of heritage by building capacity in local communities and investing in cultural partnerships and collaborations – Developing innovative techniques and tools to share our knowledge and expertise and promote heritage access to a wide audience – Investing in preservation and conservation of heritage assets where our expertise and resources make the most difference – Making heritage widely accessible through enabling physical access, digital availability, inclusive content and connecting with global networks to develop reputation and profile
Outputs	<p>What are the immediate results of those activities?</p> <ul style="list-style-type: none"> – Knowledge creation in necessary areas – A workforce equipped with skills and resources to share knowledge – Easier access to our records, images and research – Partnerships and collaborations that engage international institutions in our mission – Evidence-based advice and advocacy – Inspirational education programmes – Networking programmes with international heritage organisations – Heritage assets that have been protected and utilised for optimum public benefit – Partnerships and collaborations that engage cultural organisations in our mission – Increased knowledge, expertise and opportunity amongst people who want to participate in heritage conservation – Content, events and projects that illustrate the benefits of inclusion and show the relevance of heritage to people's lives – New mechanisms and formats for sharing our passion for heritage

Heritage outcomes	What positive changes for heritage are achieved by those results? <ul style="list-style-type: none"> – Decisions on change result from a full appreciation of the value of heritage – International expertise, funding and partnerships enhance our capacity and capability to manage our internationally significant heritage – Island heritage is made more resilient and sustainable, risk is better managed – Heritage is of significant educational value to all children in Jersey – The significance and status of Jersey’s world class heritage is recognised by the residents, visitors and the international heritage community enhancing destination attraction and brand – People care more about what happens to heritage both locally and internationally – Jersey’s heritage supports a sense of place and distinctive local identity – Organisations better equipped to look after and make the most of heritage and maximise its benefit to society – Heritage services are available to and equally used by all sections of Jersey’s population – Jersey’s heritage stories are discoverable digitally by international audiences supporting Jersey’s reputation, identity and profile
Island outcomes	What public ambitions for Jersey’s future will benefit from those changes? <ul style="list-style-type: none"> – Jersey’s built and historic environment is valued and enjoyed – Islanders enjoy living in a vibrant and inclusive community – Jersey’s unique natural environment is protected and conserved for future generations – Islanders benefit from a strong, sustainable economy and rewarding job opportunities

PART A



3. Context

	Context	Evidence	Risk and potential consequence	Opportunity and potential outcome	Strategic programme of change
Political	Much Island heritage activity is undertaken outside Government, but the Government has legal and policy obligations under international conventions to the international community	There are a number of international Conventions, charters and recommendations of the Council of Europe, UNESCO, ICOMOS and the UN concerning heritage, which form accepted international best practice in heritage management. Appendix C includes a review of the Island's compliance with undertakings under these conventions.	Failure to engage political support for legal, policy and strategic development of heritage in Jersey towards international best practice enabling international partnerships leading to breach of compliance with international conventions and consequent reputational damage and loss of international cooperation. Noting that the Framework for developing the international identity of Jersey agreed on 11 January 2006 by the Chief Minister of Jersey and the UK Secretary of State for Constitutional Affairs recognises the principle that 'international identity is developed effectively through meeting international standards and obligations'.	International engagement through expertise, funding and partnerships to enhance our capacity and capability to manage our internationally significant heritage Island heritage is made more resilient and sustainable, risk is better managed	P2 Extend international partnerships P3 Improve protection
Economic	Economic uncertainties arise from the pandemic, but new funding opportunities recognise positive impacts of heritage	Heritage investment can support Jersey's economy. Using economic modelling adopted in other jurisdictions it has been estimated that heritage contributes at least £61m GVA p.a. to Jersey's economy in addition to the many social and educational and identity benefits that heritage can bring. A more detailed analysis of value is set out at Appendix I .	Failure to realise the economic potential of heritage, especially in tourism development leading to sub-optimal tourism growth further impacting resources for heritage development in support of the economy	The significance and status of Jersey's heritage is recognised by residents, visitors and the international heritage community, enhancing destination attraction and brand	P9 Enhance character

	Context	Evidence	Risk and potential consequence	Opportunity and potential outcome	Strategic programme of change
Social	The level of popular support for heritage in Jersey is high but uneven across socio-economic groups	Quantitative and qualitative evidence of public opinion and value of heritage is presented at Appendix H , which shows a wide range of landscape, tangible, intangible, cultural and natural heritage that is valued by Islanders	<p>Failure to make heritage relevant to all sections of the community, leading to limitations on community engagement with heritage, leading in turn to loss of identity and dwindling financial support</p> <p>Failure within the charging model to balance access and income generation, leading to heritage engagement lacking inclusion and diversity with negative impacts on cohesion and citizenship</p>	<p>Heritage is of significant educational value to all children in Jersey</p> <p>Heritage services are available to and equally used by, all sections of Jersey's population</p>	<p>P5 Grow educational impact</p> <p>P11 Ensure heritage is for everyone</p>
Technological	Accelerated by the pandemic, digital technology has changed the way Islanders and international audiences engage with heritage	Digital engagement with heritage increased by over 25% in 2020	Failure to meet the fast pace of changing user demands, leading to loss of audience engagement, locally and internationally	Jersey's heritage stories are discoverable digitally by international audiences supporting Jersey's reputation, identity and profile	P12 Improve digital access
Environmental	Jersey's environment holds world class heritage assets with high cultural, social and economic potential but is at risk from neglect and dynamic factors including climate	Jersey's world class heritage merits world class care. A brief overview of some of our more significant heritage assets and responsibilities is given at Appendix B .	Failure to understand threats to heritage assets from climate and neglect, leading to loss of key heritage infrastructure, noting that the 2017 Visit Jersey Product audit concluded that 'dimensions that ultimately are critical to the amount and nature of tourism in an area include effectiveness of conservation of heritage, attractive public realm, and pristine natural environment'.	<p>Decisions on management of change result from a full appreciation of the value of heritage</p> <p>The significance and status of Jersey's world class heritage is recognised by residents, visitors and the international heritage community, enhancing destination attraction and brand</p> <p>People care more about what happens to heritage both locally and internationally</p> <p>Jersey's heritage supports a sense of place and distinctive local identity</p>	<p>P1 Grow and share knowledge</p> <p>P4 Realise the value of intangible heritage</p> <p>P6 Develop landscape and seascape designations inc. National Park, Marine Park and Geopark</p> <p>P7 Conservation of key heritage assets</p>

	Context	Evidence	Risk and potential consequence	Opportunity and potential outcome	Strategic programme of change
Competitive	The rich ecology of heritage organisations, which includes Government, offers diversity and balance but also opportunities for improved synergy	A brief description of key players in the Jersey heritage sector is given in Section 4	Failure to realise the potential of collaborative synergies across the heritage sector leading to unnecessarily competitive behaviour within the sector damaging overall heritage development	Organisations better equipped to look after and make the most of heritage and maximise its benefit to society	P9 Grow local collaboration
Customer	Government is customer to a wide range of heritage services on behalf of the public, however as a small island jurisdiction outside UK and European policy and funding frameworks, heritage administration is inevitably less developed than elsewhere in the British Isles	British national quality standards for heritage to which the Island aspires are at Appendix D . Jersey legislation (and Government agreements) relevant to heritage protection matters are summarised at Appendix E . Accountability lines for significant heritage activities at Ministerial and Director levels summarised in Appendix F . A summary of the evolution of policies and strategies relevant to heritage in Jersey is given at Appendix G .	Failure of leadership in Government to ensure appropriately informed advice on obligations, risks and opportunities, leading to sub-optimal value to Government and consequently, public value	<p>The opportunity to better connect heritage to Government planning for cultural, social, environmental and economic outcomes was highlighted in the 2018 Government of Jersey review of the sector and included:</p> <ul style="list-style-type: none"> – Leadership of heritage in Government – Heritage advice to Government – Measures of heritage outcomes in support of Government priorities – Co-ordination of organisations providing heritage services – Long term planning for capital investment in heritage assets and infrastructure – Funding challenges 	P8 Develop world-class management structures



4. Partners

The success of the strategy depends on strong partnerships. Specific areas of potential collaboration development are proposed in the table in section 7. This section describes the existing roles of partners in the heritage ecosystem as they are relevant to strategic development.

4.1 Government of Jersey

Department for the Economy

The Department for the Economy is the main government partner/grant-funder with Jersey Heritage, including Jersey Archive, in the delivery of government services. These services include engagement with both residents and visitors, via access to heritage sites; promotion of heritage to attract visitors at both visitor sites and unique accommodation; caring for historic properties through management and maintenance; and promoting heritage to students and engagement with other voluntary organisations to increase inclusion.

Office of the Chief Executive - External Relations

The Government of Jersey, through the Department for External Relations ('ER'), is party to those international heritage conventions that have been extended to the Island and must comply with any international obligations arising from those conventions. There may also be obligations and responsibilities from associated legislation that ensures Jersey can comply with its international obligations.

ER is not responsible for managing the obligations that arise from heritage-related treaties though, as for all treaties, has an interest in treaty obligations being met. ER manages Jersey's foreign relationships with other countries and regional organisations, including constitutional, cultural and heritage links. The aim is to raise Jersey's positive international identity and its external influence in partner jurisdictions by developing broad-based Memoranda of Understanding ('MOUs') with priority markets across a range of sectors, including heritage and culture. ER's MOUs specifically provide a framework within which to further knowledge-sharing and international cooperation. ER will continue to work with Jersey Heritage to identify opportunities for cultural heritage participation in the Government of Jersey's international MOUs.

Children, Young People, Education and Skills

The partnership between Children, Young People, Education and Skills ('CYPES') and Jersey Heritage, functions across different levels. Front-facing work with schools supports meaningful and engaging visits to local heritage sites, developing knowledge and skills for both pupils and staff. Support is also offered to teachers to enhance their delivery of the history and wider Jersey Curriculum in classrooms.

On a departmental level, Jersey Heritage has worked with CYPES to develop focused, creative cultural projects in collaboration with other arms-length organisations. These have enhanced teacher training, facilitated exhibitions with relevant resources, provided facilities for a head teacher conference, and currently support is being offered to develop and revise the local history curriculum in liaison with the Société Jersiaise and Jersey Curriculum Council. The National Trust for Jersey also work with schools to support learning.

Children, Young People, Education and Skills - Jèrriais

L'Office du Jèrriais, the Jèrriais Teaching Service (JTS) at CYPES, works closely with the Jèrriais Promotion Officer at Jersey Heritage. Two projects that have seen close collaboration are the development of the Jèrriais Language Strategy 2021-2024, that will serve to build on the momentum to revitalise the Jèrriais language. The other is seeking ratification of the European Charter for Regional and Minority Languages for Jèrriais. Other ongoing work includes the Jèrriais Promotion Officer continuing to support the JTS staff in their pursuit of fluency in the language, and collaboration on events such as La Faîs'sie d'Cidre, La Faîs'sie d'Nièr Beurre and La Fête du Jèrriais.

Infrastructure, Housing and Environment - Jersey Property Holdings

There are various relationships with heritage organisations relating to property. With Jersey Heritage, there is a perpetual usufruct for the two castles (owned by the Public of the Island), long-term leases for both the Jersey Archive and various Forts and Towers (21 in total) around the Island. There is also a management agreement for the Fort Regent Signal Station.

There is an agreement with the National Trust for Jersey for four sections of St Peter's Valley cycle path and six coastal footpaths. And there are agreements for seven occupation structures (on five sites) with the Channel Islands Occupation Society.

Justice and Home Affairs - Customs and Immigration

The Jersey Customs & Immigration Service (JCIS) controls the export of heritage goods by way of an export licence by virtue of the Customs & Excise (Import & Export) (Jersey) Order 2006. This licence is issued in agreement with the relevant authorities, taking advantage of their knowledge and expertise. Through a partnership agreement between JCIS and Jersey Heritage, both bodies work together to control the export of heritage goods from the Island, such as local art, social history, archives and archaeological objects.

4.2 Jersey Heritage

Jersey Heritage is an independent charity established by the States of Jersey in the 1980s to co-ordinate aspects of the heritage work of the Government and the Société Jersiaise. The organisation has a statutory role in respect of Public Records and operates museum, archive and historic environment services under a number of service level agreements with Government and manages heritage sites and collections under various agreements with heritage sector owners, including the Société Jersiaise, the National Trust for Jersey, Parishes and private owners. Constitutionally, the Société is represented on the Board of Jersey Heritage. Jersey Heritage operates a number of standing advisory panels including for sites conservation and for listing advice on which the Société, National Trust for Jersey, Channel Islands Occupation Society and Association of Jersey Architects are represented.

4.3 Jersey heritage sector

The Société Jersiaise

The role of the Société Jersiaise can best be explained by reference to its wide-ranging objectives, which are periodically reviewed to ensure that the Société remains relevant in a continually

changing society. Tangible outcomes are delivered through the work of Société members operating within fifteen distinct sections, whose interests vary over time. The management and promotion of important sites and collections is provided by Jersey Heritage, by means of a close working partnership. A recent focus on built heritage is reflected in the Société's involvement in significant development proposals, in emerging planning policy, and in the formation of a new Section dealing with late 19th and 20th century architecture. A programme of archaeological field work continues. Significant research resources include a unique local studies library which is in the process of bringing many of its collections on-line, and an important photographic archive which is actively promoted to a wide audience.

The National Trust for Jersey

The National Trust for Jersey is a wholly self-funded independent charity incorporated by the States of Jersey in 1937 with the objective of permanently protecting areas of natural beauty and historic interest for the benefit of the Island. The Trust now cares for 30 historic buildings ranging from mills to farmhouses, over 1700 vergées of land, including a wide range of important habitats and 10km of footpaths. Through its active campaigning, the Trust has been instrumental in securing increased protection for the Island's rural landscape and coastline, as well as saving a number of significant buildings from demolition such as 16 New Street and Tesson Mill.

Whilst generating sufficient rental and investment income to cover its day to day running costs, the Trust wholly relies on grants and bequests for capital repair projects, including major refurbishment and interpretation, as well as environmental initiatives such as the Hedge Fund and Birds on the Edge.

The Trust is a member of INTO, (International National Trust Organisation) enabling it to benefit from reciprocal visitor rights as well as opportunities to share and exchange best practice across the international heritage sector.

4.4 International heritage community

The capacity to manage our heritage is always going to be limited in a small island so partnership with international bodies can create great value for Jersey. Examples include the partnerships with La Manche Prehistoric Research Group in support of Ice Age archaeology, with York University to support the development of Elizabeth Castle and with the UK Global Geopark Committee to support Geopark, the Société's participation in the Council of Europe Megalithic Route and the National Trust for Jersey's association with the International National Trusts Organisation.

4.5 Jersey community

With over 4,000 listed buildings and places in Jersey and important collections of art and historical artefacts, mostly in private ownership, the community is important not just as stakeholders and users of the heritage service but as owners, curators and advocates.



5. Inputs

The success of the Strategy depends on maintenance and development of inputs by all partners:

Input	Indicators
Government funding	<ul style="list-style-type: none"> – Total heritage revenue expenditure in Government Plan – Total heritage capital expenditure in Government Plan – Total Government grants to Heritage Sector organisations – Total Government grants to private owners in support of heritage assets
Sector funding	<ul style="list-style-type: none"> – Total non-Government heritage expenditure raised by Heritage Sector organisations – Ratio of Government to Third Sector heritage investment
Government staffing	Number of FTE Civil Service roles directly and indirectly supporting heritage activity
Sector staffing	Number of Heritage Sector employees
Sector volunteering	Number of heritage volunteer hours contributed in Sector
Sector internal capacity	Number of qualified heritage professional expert staff in organisations
Sector external capacity local	Number of conservation accredited heritage professionals in private practice
Government and sector external capacity international	Number of off-Island experts engaged on advisory projects and committees and hours of advice provided
Political capacity	Number of political roles with official heritage remit

In summary, the strategy supports positive adjustments to these inputs to the extent necessary to achieve the outcomes proposed.

5.1 Government funding

The Government has reaffirmed its commitment to increase funding to the cultural sector based on analysis of the historic declining value of investment in the funded organisations. The strategy programme P11 proposes to extend opportunities for Government funding to the wider heritage sector.

5.2 Sector funding

The strategy programme recognises that the larger part of heritage investment in Jersey is raised by the heritage sector itself and that the capacity for self-generated income is multiplied by public investment.

5.3 Government staffing

While most of the public heritage service delivery is outsourced, sufficient staffing within Government is required to provide an intelligent client of public investment and fulfil roles requiring the authority of Government office. The strategy programme P8 proposes that the existing limited levels of professional and other Government staffing directly and indirectly involved in the support of heritage activity, which are recognised as being inadequate and unsustainable in the support of existing services, are reviewed.

5.4 Sector staffing

The heritage sector employs a relatively large number of people but perhaps constraints on resources and therefore posts have limited opportunities to recruit the next generation with associated risks to business continuity. Strategy programme P5 proposes paths to support career development in the local heritage community.

5.5 Sector internal capacity

Heritage is a specialist field and the sector is fortunate to benefit from a number of long- serving professionals qualifying when the service first developed. Strategy programme P9 proposes a collaborative approach to a training needs analysis to ensure local skills are fostered.

5.6 Sector external capacity local

The public, third sector and private heritage community depends on the local availability of heritage specific skills for outsourced work. Strategy programme P7 proposes adoption and promotion of accreditation for professional heritage services.

5.7 Government and sector external capacity international

Outside national and international funding and policy frameworks for heritage and working in a low tax environment, the Island's capacity to operate to international standards is constrained. Strategy programme P2 proposes support for development of international networks in support of the Government and the sector.

5.8 Political capacity

The Government of Jersey has important responsibilities under international conventions for appropriate arrangements for heritage conservation and management. 5.9 below proposes developments in political capacity to support a world class management structure with appropriate political oversight connected to sector expertise.

5.9 Government administration

Government oversight is a key input and change is required to enable the Government to operate effectively in this role and to invest appropriately in cultural partnerships and collaborations to bring

the heritage sector closer together and make the most of the relationship with Jersey Heritage.

Where we are now:

- The need for oversight of cultural development in Jersey was identified in the BOP Culture, Arts and Heritage Strategic Review in 2018.
- There is no formal structure for the sector, as a whole, to engage with Government to source advice that balances competing views from a technical and professional perspective in policy advice and development.
- The level of existing resources, both specialist and administrative, within Government to support heritage activity is extremely limited and dispersed and, in some other specialist areas, notably archaeology, the Island is also arguably below the essential minimum capacity in staffing to deliver heritage services effectively.
- The current relationship between Government and Jersey Heritage is ambiguous, largely one of commissioner and provider, mediated by a series of short-term service-level agreements, while the delivery of the strategy makes the continuing two-way relationship between the Government and Jersey Heritage essential.

The Government therefore undertakes to provide for:

- *Establishment of a Heritage Champion and a greater co-ordination of heritage services in and across Government* – Government will work with the heritage sector to develop an ‘intelligent client’ role within/across Government, drawing on the model of champions in the English system. It is essential that responsibility and accountability for heritage is recognised, formalised (through delegation, where required and appropriate) and better co-ordinated across ministerial portfolios. It may be important that a scheme of delegation is agreed for heritage below Ministerial level, as it has been for the Environment portfolio.
- *Establishment of a Heritage Advisory Forum* - Jersey Heritage will provide a secretariat for a Heritage Advisory Forum, chaired by the Minister with delegated responsibility for heritage, which will support Government in the implementation of heritage policy in Jersey and bring the sector’s issues, challenges and opportunities to the attention of government such as planning, environmental protection, social and economic development, education, health and wellbeing, linking the heritage sector and all government departments with an interest in, or impact on, the heritage sector in Jersey and will act as a means of enabling dialogue and driving progress on key policy areas for heritage.
- *Annual Government Heritage Statement* - Jersey Heritage will support the Minister, advised by the Forum, in producing an annual statement to set out the Government’s direction and priorities for the Island’s heritage in the coming years, building on the principles outlined in this strategy and a commitment to support and develop the heritage sector and to add value to the work of heritage organisations, specialists, professionals, volunteers and all those responsible for the management, protection and promotion of our heritage.
- *Establishment of key posts necessary for delivery of the strategy* – in the light of the strategy, Government will review necessary posts, with Jersey Heritage, particularly in those specialist areas of heritage protection and archaeology, where it is recognised that there are existing challenges and risks. If the Historic Environment Record (‘HER’) were given a statutory basis, its curation could be made the responsibility of an Archaeological Resource Manager whose role could forge an effective link between preventive archaeology, compensation for public

loss by record-making and sharing through the HER and the co-ordination of archaeological field research under the guidance of the emergent Research Framework. Government will also review, with the sector, the opportunities that exist to strengthen capacity within the sector to deliver strategic aims, including through support of posts and projects, while maintaining the independence and diversity of the sector itself.

- *A new long term Strategic Partnership Agreement between Government and Jersey Heritage*
- recognising that specific service levels will always operate within the financial constraints applying as a consequence of fundraising, income generation and Government funding at any one time. A new long term agreement, clarifying roles and responsibilities in a single document, will set out service areas undertaken on behalf of the Government including collections management and other museums services, public records management and other archival services, management of the national collection of historic properties, independent specialist advice as part of the assessment of heritage value in relation to listing and the designation of heritage assets, record management and other historic environment services.
- *User-friendly on-line guide to citizenship and heritage* – as an interim measure to any developments in legislation undertaken by Government, Jersey Heritage will develop a simple guide to heritage legislation with hyperlinks to the relevant Laws.

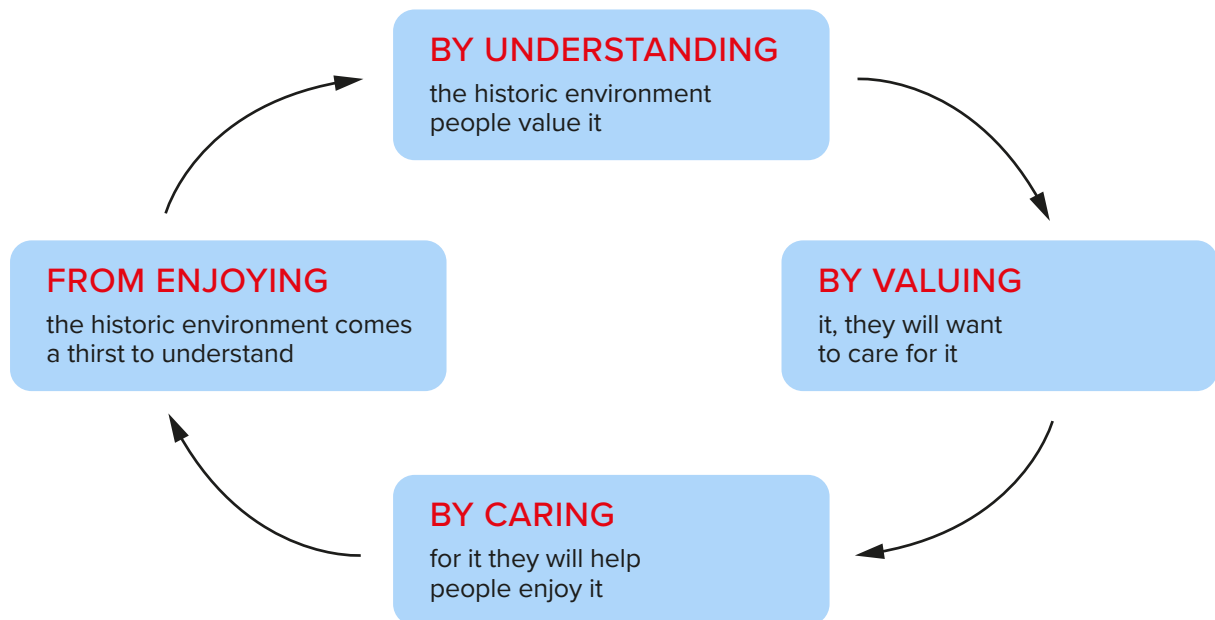


6. Strategic Activities

Focusing on outcomes relevant to Government of Jersey ambitions and drawing together lessons from international best practice, opportunities and constraints in the local statutory and policy context and public attitudes to heritage in Jersey, it is possible to suggest a number of priority activities of strategic importance, programmes and projects for the heritage service over the next period, organised in a Heritage Cycle.

The Heritage Cycle Model

The Heritage Cycle is a model which has been used for over a decade in England. The goal is a virtuous circle in which heritage is continuously strengthened over time.



The model postulates that provided the cycle is complete, the path to a healthier heritage environment is inevitable. Applying the model, the strategy needs to enable all four stages and to ensure the connections are made that achieve the cyclical flow.

- *Understanding* heritage means both the detailed understanding that comes from research on specific heritage assets (sites, collections, records, wrecks etc.) and the holistic understanding of the landscape as having an historic component that is indivisible from the natural world because it shapes habitats.
- *Valuing* manifests in collecting objects, identifying public records for retentions and listing buildings, for example.
- *Caring* involves protection and conservation of heritage assets following from the identification of their significance and better still, enhancement often expressed through restoration.
- *Enjoyment* comes from sharing the value of heritage through access, interpretation and

education programmes and often leads to the desire for deepening understanding. Further research leads to new values being revealed and so the cycle continues.

Models like this show relationships between components of a system sometimes likened to an ecosystem, the interaction between elements of a community with their environment. A gap analysis can identify the roles in the Island's heritage ecosystem that may need strengthening.

Understanding. Notwithstanding the acknowledged current limits in local capacity, the heritage sector in Jersey has been successful in fostering conditions for an impressive output of locally based heritage research. New partnerships, perhaps particularly around Masters' courses through the Jersey International Centre for Advanced Studies, will support growth in this area. The Island has also been successful in attracting top-class researchers, as witnessed by the Ice Age Island programme with off-Island partners University College London, Southampton University, University of Wales, Manchester University and the British Museum, by Cambridge University's work on Lager Wick and by the international team engaged in the Le Catillon II Hoard. The changing needs of universities and other research institutions needs to be kept under review to ensure the Island remains attractive as a place for top-flight research.

Valuing. The results of research need to be disseminated in ways that capture the imagination of Islanders as well as overseas audiences if they are to trigger the valuing stage of the heritage cycle. Relevance is the key here, relating the emerging findings to people's lives today in engaging narratives and providing islanders with the opportunity to engage in the process of assessing the public value of Jersey's heritage, and supporting their role in sustaining its value and appreciation.

Caring. The caring stage needs a range of infrastructure to enable both formal conservation measures and volunteer engagement. Formal conservation is usually enabled by grants from governments. Volunteer conservation work is often supported through charities giving small grants to organisers. Advice and encouragement is an important part of the caring stage and this is often made available as self-service web-based guidance issued by government agencies or expert groups. Civil society structures through which valuing can be expressed builds social capital as well as organising opinion into channels, which makes engagement by decision-makers easier. The flip side of encouraging positive management is the prevention of harm, usually through planning controls but also through laws prohibiting the damaging of heritage assets, but many harmful proposals result from a lack of awareness rather than malign intent. Professional advisers are often the nodal point in the process, and accreditation schemes run by the professional bodies for architects, surveyors, engineers and builders have been successful in raising the standard of work elsewhere.

Enjoyment. Where caring results in better interpretation, better presentation, better access and ultimately better experiences, people's enjoyment of the historic environment is increased, and the heritage cycle posits, increases the thirst for more information. Government's role in this stage may be direct, such as opening state-owned places up to visitors, or indirect in the form of support for third parties to open their doors and encouragement for schools to make use of heritage assets in teaching across the curriculum. Virtual access is of course, increasingly part of enabling people to enjoy heritage places. In England, since 2001, a policy of free access to national museums has been followed by successive Governments which has resulted in a doubling of visitor numbers overall, and a c.30% rise in visits by the lower socio-economic groups.



7. Outputs and outcomes and indicators – supporting the Government of Jersey Performance Framework

In March 2018, Future Jersey, a new long-term community vision for the Island, was launched. This was developed into the Jersey Performance Framework in early 2020, creating an enduring wellbeing framework for the Island which sets out a long-term vision describing Islanders' ambitions for Jersey's future. The Framework breaks this vision down into a set of desired social, economic and environmental 'Island Outcomes' and uses headline 'Island Indicators' to help tell the story of Jersey's progress towards these Outcomes.

The heritage strategy is embracing this initiative by alignment of heritage work to the Island Outcomes and proposing further indicators in the collective effort to sustain and improve Jersey's social, economic and environmental wellbeing.

There are ten high level Island Outcomes in the Jersey Performance Framework, three of which are core to heritage:

- *Jersey's built and historic environment is valued and enjoyed* - our historic environment helps define our Island. Its conservation and development play an important role in economic growth, tourism, sustainable development and regeneration.
- *Islanders enjoy living in a vibrant and inclusive community* - Jersey's future relies on people wanting to live in, or return to, the Island. An important factor influencing that choice is Jersey's attraction as a place where people and community matter, making it a great place to live, socialise, grow up and belong.
- *Jersey's unique natural environment is protected and conserved for future generations* - Jersey's natural environment, countryside and coast, is a defining feature of the Island's attractiveness as a place to live, work and visit. Good stewardship means taking action to ensure the natural environment, so treasured by Islanders, is available for future generations to enjoy.

By making a significant contribution to these three Outcomes, the role played by heritage then has an important economic dimension for the Island:

- *Islanders benefit from a strong, sustainable economy and rewarding job opportunities* - the prosperity of our Island, and the funding of the services on which we rely, depends on a sustainable, vibrant and inclusive economy, underpinned by a skilled local workforce to serve it. Heritage plays a significant part in tourism, hospitality and construction.

The objectives set out in this strategy are about how heritage development aims to maximise this contribution.

Current CSP aim	Island Outcome	Draft Heritage Strategy Outcome
Putting children first	All children in Jersey learn and achieve	Heritage is of significant educational value to all children in Jersey
Improving wellbeing	Islanders benefit from healthy lifestyles	<p>Jersey's natural and cultural heritage supports a sense of place and distinctive local identity</p> <p>People care more about what happens to heritage both locally and internationally</p> <p>Organisations better equipped to look after and make the most of heritage and maximise its benefit to society</p>
Vibrant Economy	Islanders benefit from a strong, sustainable economy and rewarding job opportunities	<p>International expertise, funding and partnerships enhance our capacity and capability to manage our internationally significant heritage</p> <p>The significance and status of Jersey's natural and cultural heritage is recognised by the residents, visitors and the international heritage community enhancing destination attraction and brand</p> <p>Jersey's heritage stories are discoverable digitally by international audiences supporting Jersey's reputation, identity and profile</p>
Income inequality	Islanders enjoy living in a vibrant and inclusive community	Heritage services are available to and equally used by all sections of Jersey's population
Valuing environment	Jersey's built and historic environment is valued and enjoyed	<p>Organisations better equipped to look after and make the most of heritage and maximise its benefit to society</p> <p>Good decisions result from a full appreciation of the value of heritage</p> <p>Island heritage is made more resilient and sustainable, risk is better managed</p>

Draft programmes to address current gaps and build on current strengths can be described in terms of the Heritage Cycle:

Heritage Cycle stage	Strategic activities	Draft Strategy programmes	Outputs	Outcomes	Indicators
Understanding <i>Continuous discovery of Island history to know ever more about who we are</i>	<ul style="list-style-type: none"> – Developing programmes of heritage research – Maintaining publicly accessible records of heritage assets – Monitoring, foresight and reporting on the heritage environment – Investing in international collaborations – Connecting Island heritage with global networks to develop reputation and profile 	P1 Grow and share knowledge P2 Extend international partnerships	<ul style="list-style-type: none"> – Knowledge creation in necessary areas – Easier access to our records, images and research – Partnerships and collaborations that engage international institutions in our mission – Networking programmes with international heritage organisations 	<ul style="list-style-type: none"> – Good decisions result from a full appreciation of the value of heritage – International expertise, funding and partnerships enhance our capacity and capability to manage our internationally significant heritage 	<ul style="list-style-type: none"> – Number of designated heritage assets – Access to records – Number and strength of active international partnerships – Number of network meetings on and off Island – Number of new publications of new research
Valuing <i>Protect heritage assets to pass them on to future generations in better condition</i>	<ul style="list-style-type: none"> – Providing expertise and advice to inform the care and development of heritage – Developing innovative techniques and tools to share our knowledge and expertise 	P3 Improve protection P4 Realise the value of intangible heritage e.g. Jèrriais P5 Grow educational impact P6 Develop UNESCO Geopark programme	<ul style="list-style-type: none"> – Evidence-based advice and advocacy – A workforce equipped with skills and resources to share knowledge – Inspirational education programmes 	<ul style="list-style-type: none"> – Island heritage is made more resilient and sustainable, risk is better managed – Heritage is of significant educational value to all children in Jersey – The significance and status of Jersey's world class heritage is recognised by the residents, visitors and the international heritage community enhancing destination attraction and brand 	<ul style="list-style-type: none"> – Number of designated heritage assets – Access to records – Number and strength of active international partnerships – Number of network meetings on and off Island – Number of new research publications

Heritage Cycle stage	Strategic activities	Draft Strategy programmes	Outputs	Outcomes	Indicators
Caring <i>Every Islander has the opportunity to do their bit to pass on their cherished cultural inheritance</i>	<ul style="list-style-type: none"> Investing where our expertise and resources make the most difference Investing in cultural partnerships and collaborations to bring the cultural sector (including Government and NGOs) closer together Building capacity in local communities in engaging and cost-effective ways Investing in knowledge creation, skills and organisations where help is most needed 	P7 Conservation of key heritage assets P8 Grow local collaboration	<ul style="list-style-type: none"> Heritage assets that have been protected and utilised for optimum public benefit Partnerships and collaborations that engage cultural organisations in our mission Increased knowledge, expertise and opportunity amongst people who want to participate in heritage conservation 	<ul style="list-style-type: none"> People care more about what happens to heritage both locally and internationally Jersey's heritage supports a sense of place and distinctive local identity Organisations better equipped to look after and make the most of heritage and maximise its benefit to society 	<ul style="list-style-type: none"> Investment in key heritage sites and collections % Islander members and volunteers of heritage organisations Volunteering hours given to heritage Partnerships between government and heritage organisations Attainment of sectoral standards and accreditations
Enjoying <i>A wide and diverse audience can experience and understand the relevance of Jersey's heritage</i>	<ul style="list-style-type: none"> Developing inclusive content, events and projects to enable all to enjoy and understand the relevance of Jersey's heritage Expanding the digital availability of our assets to improve both access to our resources and users' experience of them 	P9 Develop facilities at visitor sites P10 Ensure heritage is for everyone P11 Improve digital access	<ul style="list-style-type: none"> Content, events and projects that illustrate the benefits of inclusion and show the relevance of heritage to people's lives New mechanisms and formats for sharing our passion for heritage 	<ul style="list-style-type: none"> Heritage services are available to and equally used by all sections of Jersey's population Heritage sites, collections and stories contribute to the economy and international identity of Jersey Jersey's heritage stories are discoverable digitally by international audiences supporting Jersey's reputation, identity and profile 	<ul style="list-style-type: none"> Islander engagement in heritage by demographic Online engagement in heritage by international audience % of Islanders who rate Jersey's range of heritage events, attractions, activities and digital offer as good or very good

The potential for collaboration across Government, Jersey Heritage and the Heritage Sector in support of the Heritage Cycle:

Heritage Cycle stage	Draft Strategy programmes	Government of Jersey	Jersey Heritage	Heritage Sector
Understanding	P1 Grow and share knowledge P2 Extend international partnerships	<ul style="list-style-type: none"> – Establish status of HER in planning process – Seek and support international heritage partnerships as part of cultural diplomacy 	<ul style="list-style-type: none"> – Maintain and develop HER – Commission research frameworks – Provide monitoring and foresight of the state of the heritage environment – Maintain research and promotion of partnerships with local and international heritage institutions 	<ul style="list-style-type: none"> – Contribute data to HER – Provide expertise in support of research frameworks – Provide information in support of monitoring and foresight of the state of the heritage environment – Collaborate with international heritage partnerships
Valuing	P3 Improve protection P4 Realise the value of intangible heritage P5 Grow educational impact P6 Develop landscape and seascape designations inc National Park, Marine Park and Geopark	<ul style="list-style-type: none"> – Enact legislation necessary to enable area-based designation to protect or enhance the character or appearance of areas with architectural or historic character – Amend legislation to protect setting of heritage assets – Designate reviewed Archaeological SSIs – Enact legislation for protection of Objects of Historical and Archaeological Significance including regulation of excavation and prospection, including underwater. – Maintain political support for UNESCO designation project 	<ul style="list-style-type: none"> – Advise on designation of conservation areas and of Archaeological Sites. – Advise on new legislation to protect Objects of Historical and Archaeological Significance. – Undertake inventory of intangible heritage assets – Pilot model language plans for public bodies, publish language corpus material in support of Jèrriais and implement Island interpretation scheme to increase visibility of the language. – Establish Heritage Schools Partnerships. – Develop landscape as a tool for community engagement and work with UK UNESCO Committee on designation as UNESCO Global Geopark 	<ul style="list-style-type: none"> – Contribute expertise to Listing Advisory Group – Partner Island Geopark programme – Create opportunities for diversity in special interests to be expressed through networks (e.g. UK/French amenity societies)

Heritage Cycle stage	Draft Strategy programmes	Government of Jersey	Jersey Heritage	Heritage Sector
Caring	<p>P7 Conservation of key heritage assets</p> <p>P8 Grow local collaboration</p>	<ul style="list-style-type: none"> – Agree long term funding strategy for conservation of key public and NGO heritage assets – Review sustainable conservation management arrangements for key public heritage assets including adoption of conservation plans – Establishment of a Heritage Advisory Forum for policy support and produce Annual Heritage Statement – Identify funding opportunities for heritage NGOs – Establish grant programme for private owners of heritage assets – Adoption of Faro principles for inclusiveness. 	<ul style="list-style-type: none"> – Develop proposals for conservation of key public heritage assets – Fundraise and contribute resources to long term funding strategy for key public heritage assets – Advise on sustainable conservation management arrangements for key public heritage assets including conservation plans – Identify funding for key posts necessary for delivery of strategy. – Adoption and promotion of accreditation for professional heritage services – Publication of user-friendly on-line guide to citizenship and heritage. – Secretariat and support for Heritage Advisory Forum. – Support funding opportunities for heritage NGO projects 	<ul style="list-style-type: none"> – Develop proposals for conservation of key heritage assets in NGO management – Fundraise and contribute resources to long term funding strategy for key heritage assets in NGO management – Contribute expertise in development of conservation plans for public heritage assets
Enjoying	<p>P9 Develop facilities at visitor sites</p> <p>P10 Ensure heritage is for everyone</p> <p>P11 Improve digital access</p>	<ul style="list-style-type: none"> – Agree long term funding strategy for visitor facilities at key public heritage assets and opportunities to support development of sites in NGO management – Agree funding for Conservation Area enhancement programmes – Fund free access pilot – Provide official data on community engagement with heritage 	<ul style="list-style-type: none"> – Develop proposals for development of facilities at key public heritage visitor assets – Fundraise and contribute resources to long term funding strategy for key public heritage visitor assets – Develop programmes to increase heritage engagement with seniors and low income families including free access pilot – Develop platforms for access to digital heritage information including digitisation of landscape, heritage sites and collections – Advise on collection of official heritage participation and engagement data 	<ul style="list-style-type: none"> – Develop proposals for development of facilities at key heritage assets in NGO management – Fundraise and contribute resources to long term funding strategy for key heritage assets in NGO management – Develop programmes to increase heritage engagement with seniors and low-income families including free access pilot – Develop platforms for access to digital heritage information and upskill members to grow digital participation, reducing risk of digital exclusion – Contribute to participation and engagement data

PART B



8. Heritage programmes 2021 - 2024

Heritage Cycle Stage	Programme	Summary
Understanding	1 - Grow and share our knowledge	<p>Effective conservation of heritage depends in the first place on understanding the nature, extent and significance of heritage resources.</p> <ul style="list-style-type: none"> – How can our knowledge of Island heritage be improved through research? – How can the results of research be made available to the public? – How can current risks and future challenges best be monitored?
	2 - Extend international partnerships	<p>Limited capacity in Jersey means that partnerships with international heritage expertise at individual and institutional levels are crucial to success.</p> <ul style="list-style-type: none"> – How can the Island be made attractive to top flight researchers? – Can more be done through partnerships to foster local expertise? – How can Island heritage be showcased to attract international audiences?
Valuing	3 - Improve protection of Jersey's heritage environment	<p>Beyond the reach of British and European policy and funding frameworks, local heritage protection is nevertheless a matter of international obligation as a responsible global citizen.</p> <ul style="list-style-type: none"> – What areas of local heritage protection currently fall short of international best practice? – What legal changes need to be made to ensure Jersey meets international best practice in protection? – How can the public be more involved in decisions to protect heritage?

Heritage Cycle Stage	Programme	Summary
Valuing	4 - Realise value of intangible heritage	<p>Intangible Cultural Heritage ('ICH') includes the traditions, practices or living expressions of groups and communities, such as oral traditions, performing arts, social practices, rituals, festive events and traditional crafts.</p> <ul style="list-style-type: none"> – How can ICH in Jersey be identified? – How is information about ICH in Jersey best shared? – How can programmes to safeguard Jersey's ICH be supported?
	5 - Grow educational impact of heritage	<p>Education in heritage contributes powerfully to civic awareness and sense of place, rootedness and belonging. Heritage education supports creative and cultural industries in shaping the workforce of the future, including the heritage sector, through a different kind of learning giving access to things students might never encounter so powerfully in the classroom or in the pages of a book.</p> <ul style="list-style-type: none"> – What support is needed to promote heritage learning in schools? – What support can be given to families to promote learning between generations? – What can be done to support those who seek careers in heritage?
	6 - P6 Develop landscape and seascape designations	<p>Landscapes and nature form the bedrock of our culture and heritage, and in Jersey are the community's highest priority for heritage conservation. In recent years, the scale of loss worldwide and people's lack of understanding of the importance of nature has become increasingly stark. Never before has the need to aid nature's recovery been more urgent, and Jersey must play its part.</p> <ul style="list-style-type: none"> – What opportunities are there for international heritage designations to recognise significant heritage in Jersey? – How could the strategy address the largely untapped underwater natural and cultural heritage of Jersey? – What is the best way for heritage to support the Jersey National Park?

Heritage Cycle Stage	Programme	Summary
Caring	7 - Conservation of key heritage assets	<p>As many Islanders and tourists access heritage sites in the landscape – megaliths, guardhouses and towers, industrial sites and bunkers – as visit heritage, visitor attractions. Not all such sites are capable of monetisation to raise funds for conservation but nevertheless are an important part of the heritage landscape.</p> <ul style="list-style-type: none"> – What are the most important collections, sites, landscapes and seascapes in Jersey to protect? – How can the conservation of non-income-generating sites and landscapes best be supported? – How can the impacts of climate change and visitor use on heritage assets best be managed?
	8 - Grow local collaboration	<p>Jersey benefits from a rich ecology of heritage organisations, both professional and amateur, public and independent. This diversity is a strength in a small community, focusing special interests, broadening engagement and providing important checks and balances through different perspectives and priorities.</p> <ul style="list-style-type: none"> – How can funds best be made available to organisations without impacting their independence? – What skills development is necessary in the sector? – What professional networks should be supported to connect local and international best practice?
Enjoying	9 - Develop cultural facilities	<p>Heritage sites are civic places, welcoming and accessible, that host a wide range of events and use their collections, historic fabric and spaces for public benefit. They account for a very significant part of the visitor attraction of Jersey, used by tourists and residents. As such, they compete in a commercial market where renewal of attraction and maintenance of standards is crucial.</p> <ul style="list-style-type: none"> – What are the investment needs of public and third sector heritage sites? – How can those needs be prioritised? – How can funds from different sources be matched for best value for Jersey?

Heritage Cycle Stage	Programme	Summary
Enjoying	10 - Ensure heritage is for everyone	<p>Heritage has a crucial role to play in contributing to a flourishing, more equitable society in Jersey. Everyone should be able to participate in heritage, regardless of their background, personal characteristics or circumstances. There is still some way to go before the people who visit and benefit from heritage are reflective of Jersey society.</p> <ul style="list-style-type: none"> – How is inclusion and diversity in heritage participation measured? – What is needed to ensure better access by disadvantaged parts of the community? – How can satisfaction with and quality of access best indicated?
	11 - Improve digital access to heritage	<p>The Government considers that digital represents Jersey's great opportunity to enhance our position as a knowledge-based economy, delivering prosperity and stability for the Island and its people. Heritage has a key role to play, through online development, in the promotion of the story of Jersey's heritage and culture to an international audience. The digital space presents an opportunity to reach out and engage new, international and cross-generational audiences in the stories of Jersey's unique heritage.</p> <ul style="list-style-type: none"> – What do practitioners and audiences want from digital heritage initiatives? – What partnerships are needed to reach the potential of digital heritage engagement? – How can digital skills in the heritage sector be improved?

PART C



Appendices

- A. A note on language: defining ‘heritage’
- B. Jersey’s world-class heritage
- C. International conventions and compliance
- D. British National Heritage Quality Frameworks
- E. Current Jersey legislation and Government agreements relevant to heritage protection
- F. Current Government responsibilities for heritage
- G. Evolution of heritage policy and strategy in Jersey
- H. Public attitudes to heritage in Jersey
- I. Measuring the value of heritage in Jersey

A – A note on language: defining ‘heritage’

The term heritage is relatively recent. The founding objectives of the Société Jersiaise in the 1870s referred to ‘the history, the ancient language, the geology, the natural history and the antiquities of the Island, significant relics and records and the conservation of the environment’. The National Trust for Jersey was founded in 1936 for the preservation and benefit to the Island of ‘lands and tenements of beauty and historic interest, their natural aspect, features and plant life’. Jersey Heritage was established initially to investigate ‘historical resources [and] museums and, arts services’ although the term ‘patrimoine jersiais’ was used in the 1983 Act of Incorporation and the 2002 Public Records Law recognised archives as ‘a matter of cultural heritage’. Surveys show that in Jersey, as in the rest of Britain, landscape is the leading public association with the idea of heritage.

In this strategy the term heritage is used in a sense consistent with the ICOMOS 2002 International Cultural Tourism Charter:

‘Heritage is a broad concept and includes the natural as well as the cultural environment. It encompasses landscapes, historic places, sites and built environments, as well as bio-diversity, collections, past and continuing cultural practices, knowledge and living experiences. It records and expresses the long processes of historic development, forming the essence of diverse national, regional, indigenous and local identities and is an integral part of modern life. It is a socially dynamic reference point and positive instrument for growth and change. The particular heritage and collective memory of each locality or community is irreplaceable and an important foundation for development, both now and into the future.’

B – Jersey’s world-class heritage

The heritage of small islands is concentrated, and Jersey has a surprising volume of sites, collections and records recognised to be of international significance. With increasing engagement of international partnerships, making the most of our cultural assets in Jersey’s global brand, there is a considerable opportunity for the Island. But at the same time there is a reputational risk if these significant assets do not receive the care to international standards that they merit. These are just some examples of the impressive diversity, density and duration of heritage in Jersey.

Geology and landscape

Jersey possesses a unique range of rock assemblages. The British Geological Survey notes that their importance to geologists lies principally in the magnificent coastal sections that expose rocks which preserve an intact record of local Precambrian and Palaeozoic events.

La Cotte de St. Brelade

La Cotte is considered to be one of the most important, if not the most important, Middle Palaeolithic site in northern Europe. The site holds an unparalleled, unbroken record of human presence and absence in northern Europe spanning in excess of 200,000 years, making the record at La Cotte the most comprehensive database of Neanderthal behavioural development and adaption to climate change throughout the period.

La Hougue Bie

One of the ten oldest buildings in the world, older than the pyramids and one of the largest and best preserved Neolithic passage graves in Europe.

Le Catillon II Hoard

Discovered by detectorists in 2012, at 70,000 coins, the largest coin hoard ever to be discovered and containing an impressive array of Iron Age jewellery, the find has been hailed by the Institute of Archaeology as 'one of the most important discoveries of the last decade on a European scale'.

Military landscape

Jersey has been contested territory throughout its history and boasts an extensive landscape of fortification from the prehistoric to the Cold War including examples of fortifications unique to the Island.

Jèrriais language

Listed by UNESCO as critically endangered, our native language is our most significant intangible heritage asset and a unique repository of local identity culture with huge potential to reinforce distinctiveness in place-making.

Maritime landscape

Once one of the largest ship building areas in Britain, Jersey has a significant maritime heritage illustrating a deep history of international trade and connectivity. Maritime heritage assets include the Island's smaller harbours, a legacy of the nineteenth century oyster trade, a fleet of historic vessels and many of the Island's finest homes which originated in the wealth of the transatlantic cod trade.

Occupation archives

Recognised as of national significance by inscription in the UNESCO UK Memories of the World programme, the Jersey Occupation Archive includes the Occupation registration cards, which form a pictorial census of the Islanders who remained in Jersey during The Occupation. Within the faces of the individuals who have been registered we see those who became local heroes such as Albert Bedane, who hid a Jersey Jewish woman from the German authorities and was honoured by the State of Israel as 'Righteous Amongst the Nations'.

Claude Cahun collection

Since her 'rediscovery' over a decade ago, Claude Cahun has attracted what amounts to a cult following among art historians and critics working from postmodern, feminist, and queer theoretical perspectives. The Island collection represents the largest repository of the artistic work of Cahun, who moved to the Jersey in 1937 with her stepsister and lover Marcel Moore.

Equanimity

Equanimity, the 2004 commission of the only holographic portrait of Her Majesty the Queen, was presented to the National Portrait Gallery by the people of Jersey in 2011. The iconic body of work has since had international acclaim and demonstrates the potential of cultural heritage commissions in the international reach of the Island.

C – International conventions and compliance

International standards for heritage conservation and management come from two main sources – the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the Council of Europe (CoE). The degree of Jersey's obligation to the terms of the standards is dependent on whether or not the States, as a Crown Dependency, was included in the UK's ratification of the conventions or has actively sought inclusion for the avoidance of doubt. Irrespective of obligations, however, the conventions act as signposts to best international practice. In this section, we consider the relevant conventions and comment where appropriate on aspects that a (cultural) heritage strategy might wish to address. The delivery of obligations and best practice through strategic partnership with heritage organisations is discussed separately in Section 4 of this report.

Paris Convention (Council of Europe, 1954)

The Paris Convention established the principle of a common European cultural heritage. Signatories were responsible for safeguarding and ensuring reasonable access to objects of cultural heritage value under their control and for promoting their study both by their own nationals and those of other parties to the Convention.

This has applied on Jersey since 1999 and its implementation is through the Jersey Museum and Jersey Archive. Both Museum and Archive are fully accredited under the Arts Council and National Archives schemes.

Granada Convention (Council of Europe, 1985)

Granada required a signatory State to maintain an inventory of its 'architectural heritage' of conspicuous interest and to put in place statutory protection for it. Schemes involving demolition or alteration of protected properties were required to be submitted for approval, as were any schemes affecting their surroundings. Public financial support for maintenance and repair was a requirement, within the limitations of available budgets. Enhancement of the surroundings of protected properties was mandated, as well as powers to ensure that repairs were undertaken and to allow compulsory purchase by a public authority (albeit with an opt out clause). States were obligated to integrate conservation and planning policies and to foster the adaptive re-use of buildings. Finally, parties undertook to establish appropriate machinery for the supply of information, consultation and co-operation between the State, cultural institutions and associations, and the public.

The Convention has applied to Jersey since 1987. The main purpose of the Convention is met through the creation and maintenance of the list of sites of special interest under Section 51 of the 2002 Planning and Building (Jersey) Law. The list contains nearly 4,400 buildings and places, and proposals for works or activities affecting their special interest, even those not amounting to development, must be submitted to the Chief Officer for permission, the equivalent of listed building consent in England. As required in the Convention, planning policies are integrated with conservation policies. For example, paragraph 3.7 of the revised (2014) Island Plan cross-refers to this Convention and Section 56 of the Planning and Building Law empowers the Minister to grant aid maintenance and repairs although the only grants currently available relate to historic features of landscapes under the Countryside Enhancement Scheme (CES). Irrespective of whether or not a building is Listed, Article 84 empowers the Chief Officer to serve a land condition notice to require the owner of a ruinous or dilapidated building to 'demolish, repair, redecorate or otherwise improve' it.

The main area in which Jersey Law might be considered to fall short of the Convention's requirements is with regard to protecting not just buildings but also their settings. Although the Island Plan includes a strong statement (paragraph 2.33) quoting from English planning law the desirability of preserving a [Listed] building or its setting, there is no mention of setting in the 2002 Planning Law for Jersey. Thus the Convention's requirement for statutory protection is unlikely to have been met. It might be argued that the inclusion of setting in a number of policies in the Island Plan is tantamount to statutory protection via Article 19(2) of the Planning Law. This argument only works, however, while setting in the relevant sense is included in planning policies; alteration of the policies in the future would break the link and leave the Government unable to comply with the requirements of the Convention.

To rectify this, consideration might be given to amending the 2002 Planning Law Article 2(2b) by inserting 'and their settings' after 'Jersey' thus: 'to protect sites, buildings, structures, trees and places that have a special importance or value to Jersey and their settings'.

This would establish setting as an indisputable material consideration, which would leave no doubt that Article 19(1) was engaged by development proposals that affected the setting of protected places. The onus would be on developers to demonstrate that their proposals had either avoided or minimised harm to the setting of a protected building or place.

Whether or not a proposal did affect the setting of a protected building or place is notoriously subjective, and guidance would need to be issued to assist those proposing change with understanding the Government's approach. The guidance issued by Historic Environment Scotland may be a good model for this.

There is a risk that incorporating setting into law allows its importance to be exaggerated by objectors to development, or at least the fear of its exaggeration in the minds of proposers of change. Setting is an important and potentially powerful tool in protecting the value of heritage to society but, as with any power, it must be used responsibly. In France, a more straightforward approach is taken. The default situation is that development within 500m of a listed building requires the consent of a separate authority, the Architecte des Bâtiments de France or ABF. This gives greater certainty to prospective developers as to the relevance of setting policies to their proposals but could leave other heritage assets vulnerable to the effect of large-scale or tall developments (e.g. wind turbines) that might be more than 500m away but which could still harm the significance and/or public enjoyment of the building: this is a particular consideration where heritage assets are particularly significant features in a landscape setting, of which there are many examples in Jersey.

Valletta Convention (Council of Europe, 1992)

Archaeological heritage was the focus of the Valletta Convention. Each signatory undertook to create and maintain an inventory and to protect both specific sites and areas of archaeological importance. They also undertook to make the reporting of chance finds mandatory and to regulate both excavation and the use of metal detectors. A legal system for the protection of archaeological heritage was required to include underwater remains. As under the Granada Convention the integration of archaeological protection policies and planning was required.

Valletta has applied in the Island since its ratification by the UK in 2000. Jersey's List, which includes archaeological sites and areas, as well as areas of archaeological potential, combined with the requirement for consent for works, largely meet the principal aim of the Convention. Island Plan policy HE5 fulfils the obligation to integrate archaeological protection with planning. Statutory protection does not, however, currently include any examples of underwater archaeological heritage. There are believed to be remains of very high archaeological importance

that have been overwhelmed by rising sea levels since the last Ice Age. There are also records of some 400 wreck sites around the Island, only a small number of which have yet been located. Underwater archaeology is discussed further below.

Under Article 2 of the Convention, an obligation was created for signatories to make legal provision for the mandatory reporting of chance archaeological discoveries. This was to ensure that the potential information content, both of the find itself, and of its find spot, could be captured rather than lost forever. The obligation extended to the whole territory, including underwater (and therefore to the territorial waters limit). In that regard, reporting is already compulsory for items of wreck, which must be declared to the Receiver of Wreck (the Harbourmaster). On land, however, no such reporting is required other than 'treasure' – interpreted as gold or silver objects. Other metals and finds made of different materials such as stone, bone or ceramics are not covered, and yet may hold important information for understanding the nature and extent of human exploitation of the Island over time. In Jersey, the inscribed stone plaquettes from Les Varines are an obvious example of the wealth of information that can come as a consequence of responsible reporting of a find which was not 'treasure'.

Article 3 of the Convention sought to ensure that archaeological work was carried out with scientific rigour. Signatories undertook to regulate both excavation and prospection using metal detectors or other detection equipment (presumably including geophysical survey equipment). Jersey regulates neither except in relation to listed places.

Both the Republic of Ireland, under the National Monuments Act 1930, and Northern Ireland, under the Historic Monuments and Archaeological Objects (Northern Ireland) Order 1995, require a licence for archaeological excavation and operate a mandatory reporting system, but only the Republic regulates the use of metal detectors, whether or not it is used in protected places. The application process of the Department for Communities in Northern Ireland is less bureaucratic than that for the Republic and may serve as a suitable model for Jersey. Although it would bring with it new regulatory costs, the opportunity to capture the information that an excavation had taken place in the HER is valuable, as is the opportunity to prevent damage to fragile archaeological remains through excavation by under- or unqualified people.

Scotland, Wales and England neither regulate archaeological excavation (other than of human remains) nor licence the use of metal detectors except on protected sites. Scotland does, however, require the reporting of all finds of archaeological, historical or cultural significance. This reticence in the UK to regulate excavation is unusual in a European context; licensing systems operate to greater or lesser extents across a transect of twelve EU member states surveyed in 2009. In France, which was not part of that survey, excavation is tightly controlled, metal detector users are required to obtain a licence and the reporting of finds is obligatory.

Florence Convention (Council of Europe, 2000)

The Florence Convention brought the inheritance of landscapes into the scope of planning and protection alongside architectural and archaeological heritage. Signatories undertook to recognise landscapes in their legal systems and to implement a suite of measures such as identifying, assessing and setting quality objectives for landscapes. Multi-disciplinary training was encouraged so that landscape management could be integrated into land-use planning, cultural, environmental, agricultural, social and economic policies.

The UK ratified the Convention in 2006 but Jersey was not included at the time, and the Government of Jersey has not so far indicated a wish for its extension to cover the Island. Neither the term landscape nor seascape is used in the 2002 Planning Law. Where the term landscape is used in the revised Island Plan, it is not used in the sense of the Florence Convention, for 'an area

perceived by people’ but in an abstract sense as an unspecific amalgam of visible features taken in by the human eye – a backdrop or scenery – or as an alternative word for countryside.

A countryside character appraisal for Jersey was carried out in 1999 which, at the time, was innovative in integrating visual, physical and cultural factors. An updated appraisal was carried out in 2020 which integrated landscapes and seascapes. The resulting Character Areas, however, are defined by expert judgement and not by people’s perception as envisaged in the Convention. Consequently, landscape management is seen in current policy primarily as an environmental protection issue rather than as the multi-disciplinary forward-looking issue that the Convention describes. Thus, an opportunity is being missed to use landscape as a tool for community engagement and a device for acknowledging and reconciling competing interests in land. Continuing discussions over joining the UNESCO UK Geopark Network may lead to it being a substitute vehicle for fostering this engagement.

The Convention has been invoked in many projects across Europe since 2005, the most successful of which are celebrated in the Landscape Awards of the Council of Europe. On a small scale, the award-winning Conservation Plan for Bere Island off the County Cork coast of the Irish Republic shows how landscape can literally be the common ground over which different pressures can be resolved.

Faro Convention (Council of Europe, 2005)

The focus of the Faro Convention was on respect for and participation in heritage, with particular regard for the heritage of minorities: ‘everyone, alone or collectively, has the responsibility to respect the cultural heritage of others as much as their own heritage.’ (Article 4b)

The Convention described cultural heritage protection as a central factor in the mutually supporting objectives of sustainable development, cultural diversity and contemporary creativity. As a framework convention, Faro did not bind signatories to actions in the same way as Granada, Valletta or Florence. Instead, signatories undertook to promote and encourage the use of the cultural heritage to foster the development of a peaceful and stable society, founded on respect for human rights, democracy and the rule of law.

The UK Government is not a signatory to the Faro Convention and the Government of Jersey has no direct access to becoming a signatory. Nonetheless, Faro is having an impact on the practices of heritage management and conservation. This impact is likely to grow in the context of the live debate on the (under-) representation of minorities in what is termed the ‘authorised heritage discourse’ – the official version of the story of how a nation became what it is today. In England, the recent focus of contestation has been on memorialisation – who and what has been dignified and commemorated in physical form such as statues, but also in structures and entire designed landscapes. The narratives of heritage have long been more complex in Wales and Scotland (and to a lesser extent Cornwall), where the monumentalisation of, for example, English-built castles has been counterbalanced with protection for symbols of nationalism.

While there is no obligation to do so since Jersey is not a signatory, a heritage strategy for Jersey could respond to the sentiment of the Faro Convention by including a wide range of people in its preparation so that the strategy itself and its consequent programmes and projects could be used to help build and safeguard a stable society on the Island. This could support the Island Identity work currently in progress, which aims to better define, co-ordinate and project a coherent and inclusive Island culture. The spirit of the Faro Convention is also relevant to the discussion below about community engagement.

Underwater Cultural Heritage Convention (UNESCO, 2001)

The Underwater Cultural Heritage (UCH) Convention responded to the increased threat to seabed archaeology from excavation and salvage operations that had long been recognised. It extended the principle of preservation in-situ as the first choice from land to seabed heritage and proscribed commercial exploitation but not properly organised and funded research. It was accompanied by an Annex of 36 rules concerning activities directed at underwater cultural heritage.

Although the UK Government has not ratified the Convention it has endorsed, through the simple device of an announcement in the House of Commons. The provisions of the Annex as representing best practice. This means that it has pledged to take into account the preference for preservation in-situ and strict regulation of excavation in its own decision-making. This was recently tested in relation to the wreck of HMS Victory (1744), when an original decision to allow salvage operations on this British vessel in international waters, not far from Jersey's territorial limit, was reversed. The UCH Convention was central to the final policy position, which was that the wreck was not under significant threat and the site should remain undisturbed.

More widely, the Convention has been ratified or accepted by 64 countries around the world and the annex is accepted as best practice across the underwater archaeology community. The main advantage of the Government of Jersey following suit would be to bring Jersey closer into line with the undertakings of the Valletta Convention. As discussed below, however, the adoption and implementation of the Annex or similar measures would only provide partial protection to Jersey's underwater heritage; Jersey's marine archaeological heritage would remain vulnerable to activities that do not constitute development, planning controls being the only operable measures at present in the absence of marine licensing or similar controls.

Convention for the Safeguarding of Intangible Cultural Heritage (UNESCO, 2003)

Recognising that, for many communities, it is traditions and practices – 'living heritage' – that are valued by people as much if not more than architecture and archaeological remains, and which create distinctiveness in an increasingly globalised world, UNESCO adopted this Convention in 2003. Signatories were to compile inventories of intangible cultural heritage and to designate an appropriate organisation to document and safeguard it. Measures included training in management of living heritage, inclusion of appropriate policies in land-use planning and ensuring that space was provided for performance or expression.

The UK Government is not a signatory to the ICH Convention and the Government of Jersey has no direct access to becoming signatory. Of the 25 countries in UNESCO's Group 1 (mostly European countries), 22 have ratified this Convention, Canada and San Marino being the other recusants. Examples of ICH that have been included on national inventories include the Carnival of Granville in Normandy, shrimp fishing on horseback in Oostduinkerke, Belgium, and Fado urban singing from Lisbon, Portugal.

Jersey has some distinctive traditions. Knitting is an obvious example, the term 'jersey' being synonymous with a knitted jumper around the globe. Black butter is a traditional foodstuff which is an echo of the once-dominant cider-making industry. The Assize d'Heritage ceremony in the Royal Court is a tradition that keeps alive the memory of Jersey's break from Normandy. Vraic gathering is a distinctive agricultural practice once connected with the cultivation of another of the Island's global brands, the Jersey Royal potato. This is to name only some. The Jèrriais language is discussed separately below. Jersey could echo the practice of signatories by working

towards an inventory, which could not only signal openness to the importance amongst some communities of traditions in the context of Faro-inspired inclusivity but also pave the way for targeted funding to support the perpetuation of intangible heritage.

European Charter for Regional or Minority Languages (Council of Europe 1992)

Although called a Charter, this has the same status as the Conventions described above. It goes beyond minority protection and anti-discrimination, requiring its signatories also to take active promotional measures for the benefit of minority languages.

The UK ratified the Charter in 2001 and its coverage was extended to include the Isle of Man in 2003. Jèrriais, however, is not included in the list of languages covered by the Charter and the terms of the Charter do not apply on the Island. Nonetheless, the importance of Jèrriais to the Island sense of identity has been recognised in the Government Plan 2020-23, and the heritage strategy will need to be flexible enough to accommodate a change in the official status of Jèrriais.

Summary

In summary, the key compliance areas for particular attention in the heritage strategy are:

- Statutory consideration of settings;
- Statutory protection for underwater archaeological remains;
- Mandatory reporting of finds; and
- Regulation of excavation and prospection.

D – British National Heritage Quality Frameworks

There are a number of national quality frameworks in the heritage sector. The standards include:

Museums

- *The Museum Accreditation Scheme* - the UK industry standard for museums and galleries, it supports museums across the UK to focus on standards. The scheme is managed as a UK partnership between Arts Council England, the Welsh Government, Museums Galleries Scotland and the Northern Ireland Museums Council. Museum accreditation is the benchmark for a well-run museum and reassures local authorities that their museums meet the national standard, they're well run and taking the right steps to meet their visitors' and users' needs.
- *Visitor Attraction Quality Scheme (VAQAS)* - Visit England offers a range of quality schemes for tourism businesses in England, all of which are managed by Visit England Assessment Services.
- *Visit England* offers quality accreditation to visitor attractions participating in the VAQAS, including museums, art galleries, safari parks, gardens, historic houses, theme parks and more. Attractions are independently visited by a team of experienced quality assessors and offered support and guidance to improve the quality of their visitor experience. Visitor attractions can

gain a Visit England Accolade for exceptional facilities. Accolades include Quality Food & Drink, Hidden Gem, Best Told Story, Welcome and Gold.

- *The Associateship of the Museums Association (AMA)* - a membership level of the MA rather than a qualification. It is a professional development award recognised across the UK museum sector that acknowledges the experience, qualifications and commitment of museum professionals. The AMA is open to all museum staff, whether full or part-time, paid or unpaid. It takes two years to achieve, and participants have to make a commitment of 70 hours in that period.

Archives

- *Archive Service Accreditation* - the UK standard for archive services, it enables The National Archives, which operates the scheme, to fulfil its statutory functions relating to Places of Deposit. The accreditation defines good practice and agreed standards for archive services across the UK and looks at an organisation's ability to develop, care for, and provide access to its collections, and those areas such as resources and planning which underpin those activities.
- *Professional archivist* - becoming a qualified archivist requires postgraduate study. Archivists study for a postgraduate diploma, and many take a full Masters degree. UK universities run postgraduate courses for archive professionals which are accredited by the Archives and Records Association.

Historic Environment

- *Conservation Principles, Policies and Guidance* – first launched by Historic England in 2008, and under revision to align language and terminology with National Planning Policy Framework (NPPF), the principles respond to the need for a clear, overarching philosophical framework of what conservation means at the beginning of the 21st century. The guidance is intended by HE to guide their own staff on best practice, but as a corporate statement by UK Government's statutory advisor and consultee on aspects of the historic environment, the document has naturally become a standard reference document for practitioners within the sector. The Principles are consistent with relevant legislation, including the acts relating to both planning and designation; the objectives and policies for the historic environment, stated in the Government's NPPF, Planning Practice Guidance; and the DCMS Principles of Selection, the approach to heritage conservation required of the UK as a signatory to the Council of Europe's Granada Convention, Valetta Convention, the Florence Convention, and the 1972 UNESCO World Heritage Convention and the British Standard 7913 (2013) Guide to the Conservation of Historic Buildings.
- *Conservation Plans* – the National Lottery Heritage Fund requires a conservation plan to be submitted for large applications (over £2m) or where the project is particularly sensitive to change or particularly complex, such as sites in multiple ownership. At its most basic, a conservation management plan describes a heritage asset, why it matters and who cares about it, current threats to the heritage as well as opportunities for improvement, and factors that influence care for and management of the heritage asset.
- *Conservation accreditation schemes* – the four home country heritage bodies Historic England, Historic Scotland, Historic Environment Service (CADW – Wales), and Department for Communities Northern Ireland require suitably qualified professionals to be appointed to lead grant-funded work on historic assets. Heritage professionals use conservation accreditation to demonstrate their competence. The schemes are run by professional bodies and independent

organisations including RIBA and RICS. Each scheme has its own application and assessment process. Most schemes use the International Council on Monuments and Sites' Guidelines for Education and Training in the Conservation of Monuments, Ensembles and Sites as the basis for their assessment of a candidate's experience. There are also membership schemes for conservation professionals including The Institute of Historic Building Conservation for building conservation practitioners and historic environment experts, and Chartered Institute for Archaeologists for archaeologists.

E – Current Jersey legislation and Government agreements relevant to heritage protection

Jersey legislation (and Government agreements) relevant to heritage protection matters include:

Museums

- *Jersey Heritage Act of Incorporation 1983* – enables the body to act in a corporate capacity, to receive and make grants, legacies and donations of property but contains no specific provisions for the administration of the body or indeed objects (which are referred to in a recital).
- *Constitution of Jersey Heritage Trust 2020* – agreed by the States Assembly, sets out the objects and arrangements for the administration of the body consistent with Charities (Jersey) Law 2014.
- *Jersey Heritage/Public Services Committee Collections Management Agreement 1993* – placed responsibility with Jersey Heritage for the care, conservation, and display of those States of Jersey collections of works of art and historical artefacts under the administration of the Committee, set out in a schedule together with such additional items that may from time to time be acquired by the Committee. It includes agreement on disposal that the Committee will act on the advice of the Jersey Heritage [trustees and CEO] and that items shall first be offered to other [accredited] museums and that funds arising to be applied solely for the benefit of the Collection. This agreement does not cover items in the administration of other Committees/ Departments. It is now administered by the Office of the Chief Executive.

Portable Antiquities

- *Customary Law of Normandy qualified by the Seignorial Rights (Abolition) (Jersey) Law 1966* - the only current guidance in Jersey on the discovery of archaeological objects of significance, including those qualifying as 'treasure' comes from the commentators on the customary law of Normandy on the rights of finders and Crown.
- *Paragraph 1(a) of Schedule 3 of the Customs and Excise (Import and Export Control) (Jersey) Order 2006* – provides some limited control over the export of objects of archaeological interest found within or relating to Jersey, by prohibiting the export of any objects or other material of historic and archaeological interest found within or relating to the Channel Islands without an export licence. Unfortunately, although the Order can prevent articles of archaeological, historical or cultural significance from leaving the Island, it does not control what can become of them if discovered here. Thus while it would be unlawful for the finder of a Bronze Age burial urn to export it, nothing would prevent him/her from drilling a hole in

the bottom and using it as a flower pot. At present there is no obligation on Customs Officers to consult with any heritage body as to what conditions should be included in such export licence, albeit it is acknowledged that there is a memorandum of understanding currently in place.

- *Planning and Building (Jersey) Law 2002* - Archaeology is a material consideration in the planning process, and archaeological conditions may form part of a decision notice to manage the assessment of the impact of the development. Conditions are likely to require measures including watching brief, trial trench(s), excavation and recording actioned by a planning condition or a Planning Obligation Agreement.
- *Service Level Agreement between the Government of Jersey and Jersey Heritage in respect of the identification and protection of the historic environment* - Jersey Heritage's specific function relating to archaeological remains is to advise specifically on whether particular remains are worthy of protection, through the Listing of buildings and places of public importance. The remit includes looking after part of the archaeological record and the promotion of public awareness and access to this.

Archives

- *Public Records (Jersey) Law 2002* – law relating to records concerning States functions and other public functions in Jersey, relating to access to those records when they become archives and conferring various functions on the Jersey Heritage Trust, an Archivist and a Records Advisory Panel.
- *Departmental Retention Schedules* – as required by the law, agreement with the archivist on retention of material to be deposited at Jersey Archive.

Historic Environment

- *Planning and Building (Jersey) Law 2002* – The purpose of this Law is to conserve, protect and improve Jersey's natural beauty, natural resources and general amenities, its character, and its physical and natural environments including protection of sites, buildings, structures, trees and places that have a special importance or value to Jersey and ensuring that the coast of Jersey is kept in its natural state and sustainable development of land in a manner that best serves the interests of the community. Accordingly, the Law provides for the creation of a list of Sites of Special Interest, aspects of their protection such as a prohibition on unlicensed use of metal detectors, and the creation of an Island Plan to include policies for the protection of the historic environment.

Note that, in determining whether or not to include a building or place on the List, any person considered to have a particular knowledge of or interest in the building or place may be consulted and the views of that person may be taken into account. Obligations to consult defined statutory consultees in relation to development proposals are set out in Articles 14 to 17 and relate to developments of concern to highway authorities, ministerial portfolios and bodies or persons created by statute. (UK guidance is that ' In addition to the statutory consultees set out, local planning authorities will need to consider whether there are planning policy reasons to engage other consultees who – whilst not designated in law – are likely to have an interest in a proposed development (non-statutory consultees). An example of this is the Battlefield Trust in relation to any proposed development that may impact on a historical battlefield site. To help applicants develop their proposals, local planning authorities are encouraged to produce and publish a locally specific list of non-statutory consultees.

- *Service Level Agreement between the Government of Jersey and Jersey Heritage in respect of the identification and protection of the historic environment* - Jersey Heritage act as the Government's principal adviser on the heritage value of buildings and places in the Island. This work is carried out through an annual Service Level Agreement with the Government. JH make independent, impartial and informed recommendations to the Government about the heritage value of sites using the criteria, adopted by the Minister for the Environment, to recommend whether or not a building or place has special heritage value.
- *Island Plan 2011 (under revision for 2022-25)* – Law identifies that all development should be in accordance with the Island Plan unless there is sufficient justification for granting planning permission that is inconsistent with the Plan. The strategies and objectives of the Island Plan are translated into a framework of policies and proposals that provide the basis for land-use planning decisions and include: protection of listed buildings and places; protection of historic windows and doors; protection and enhancement of conservation areas; demolition in conservation areas; and preservation of archaeological resources.
- *Part 9 of the Shipping (Jersey) Law 2002* - this imposes a requirement on finders of wrecks to notify the Receiver (as defined in that Law), appointed under this legislation namely, the Harbour master. There is no obligation on the Harbour master to consult or inform or public authority of the wreck, albeit there is an unwritten convention that the Harbour master will notify Jersey Heritage.

F – Current Government responsibilities for heritage

Political responsibility for heritage is currently spread over different Ministerial areas and Government Directorates.

- *Department for the Economy* – responsible for culture, arts and heritage including relationship management and funding for Jersey Heritage, including Jersey Archive, in the delivery of public services. These services include:
 - Engagement with both residents and visitors, via access to heritage sites; promotion of heritage to attract visitors at both visitor sites and unique accommodation; caring for historic properties through management and maintenance; and promoting heritage to students and engagement with other voluntary organisations to increase inclusion.
 - Responsibility for the public collections falls under the Minister for Economic Development, Tourism, Sport and Culture.
 - Responsibility for the development of heritage and antiquities legislation falls under the Minister for Economic Development, Tourism, Sport and Culture.
 - Culture including grant administration in the Economy and Partnership Directorate under the Economic Development, Tourism, Sport and Culture Minister delegated to Assistant Minister for Culture
- *Infrastructure, Housing and Environment* has responsibilities which include:
 - Public property including public heritage assets, both buildings and collections, are under the Minister for Infrastructure

- The listing of buildings and places
 - The regulation of development activity affecting heritage assets
- *Chief Operating Office* – Government corporate responsibilities for records management be in the Modernisation and Digital Directorate under the Chief Minister. Under the Public Records Law, the individual in charge of the day to day running of each institution, has responsibility for implementing the law within that institution. Responsibility for funding the Archive and appointing and receiving the advice of the Records Advisory Panel is with the Minister for Economic Development Tourism Sport and Culture.
 - *Strategic Policy, Planning and Performance* - is developing a historic environment policy; supplementary planning guidance; input of specialist historic environment advice to the management of change affecting heritage assets; engagement with the owners of historic buildings under the auspices of the Planning and Building (Jersey) Law and the Minister for the Environment's portfolio.

In addition there are:

- *Tourism Development Fund* – in a previous incarnation as Tourism Investment Fund, it funded a number of very significant projects including the 1997 creation of the Maritime Museum, 1999-2006 refurbishment of Mont Orgueil Castle, 2012-2015 Ice Age Island Project, albeit to tourism-specific rather than heritage-specific criteria. At this time, there are no further funds available for distribution from the TDF. Work is underway to develop a new scheme as part of develop of the Government Plan.
- *Channel Island Lottery* – funding distributed equally between two bodies. The Association of Jersey Charities, distribute funding to member organisations, capped to each member at £50,000. It has supported a number of smaller heritage projects, albeit without heritage-specific criteria. The other body is the newly created Jersey Community Foundation. Funding will allocated to culture, arts and heritage, sport and science on a 40:40:20 ratio respectively and funding is linked to broader Government strategic priorities.
- *Jersey Heritage* – provides a range of heritage services across museum, archive and historic environment areas as an independent charity under a number of service level agreements with various Government departments. JH has statutory duties (only) in respect of archives and public records. Under contract JH is principal advisor to Government on identification for protection of sites of special historic and archaeological interest.

G – Evolution of Heritage policy and strategy in Jersey

Beyond the reach of British national policy frameworks, Jersey has been, and arguably remains, rather late in the development of government policy for heritage, compared not only to the UK but to similar British island jurisdictions.

The origins of this situation are deep rooted. Nineteenth century travel writers responding to the growth of tourism frequently referred to the ‘indifferent encouragement’ given to attempts at institutional culture in Jersey. For example Octavius Rook writing in 1856 referred to a public subscription in 1848 which succeeded in establishing an art gallery in the Royal Square in honour of John Le Capelain, Jersey’s leading mid-century artist, ‘forming the nucleus of a museum... invisible to the public for the want of twenty-five pounds a years, which sum the States refused to grant’. Ambitions for a ‘national gallery’ for Jersey (a term first used at that time) remain under discussion.

Several nineteenth-century attempts at museums and galleries met a similar fate and the Island’s prehistoric monuments fared no better. A report on The Present State and Condition of Prehistoric Remains in the Channel Islands presented to the Ethnological Society in 1870 noted that ‘a protective supervision of prehistoric structures is nowhere more needed than in the Channel Islands, and the urgent necessity for legislation on this subject has long been acknowledged by the most thoughtful island-archaeologists, who have before attempted again and again, although hitherto ineffectually, to interest their fellow-islanders in preservation’. Most monuments received statutory protection in 2018 and a project is underway to ensure adequate legal protection for portable antiquities.

In the absence of Government protection regimes through statute and policy, first the Société Jersiaise, from 1875, and then the National Trust for Jersey, from 1936, sought to protect heritage property, moveable and immoveable, by acquisition and direct management.

The States of Jersey acquired an interest in heritage management when, from 1907, Mont Orgueil, and 1923, Elizabeth Castle, were managed as historical monument directly by States departments, and an associated collection of States-owned museum objects was formed to support displays.

By the early 1970s, a situation had evolved where the Société Jersiaise provided a museums service, subsidised by the States from 1972, at Jersey Museum and La Hougue Bie, and the States of Jersey operated monuments at Mont Orgueil, Elizabeth Castle, and at Fort Regent which housed art, postal and childhood museums as part of the attraction.

Considerable discussion took place between the Public Works Committee, the Société and States Members towards better co-operation and co-ordination of these services.

The States appointed a Museum and Arts Policy Committee in 1976. The Société Museum Curator was seconded as States Museums Adviser for two years and produced proposals for the establishment of Jersey Heritage Trust.

The recommendations of the States Museums Adviser report, reflecting similar recommendations in reports of the Area Museums Service for SE England in 1974 and 1981, were not adopted at the time because of, in the words of a report laid before the States, ‘the unwillingness of the States and Société to co-ordinate their activities, an innate resistance to the admission of so much neglect over previous years and fear of the extravagant nature of some recommendations which envisaged large staff increases’.

However, the Adviser's report anticipated remarkably accurately the shape and form of the organisation which subsequently developed as Jersey Heritage, including not only museum but archive and historic environment functions supported by a trading, membership and fundraising operation. Perhaps only the natural heritage aspects of those far-sighted proposals, which in this strategy are reflected in the Geopark Programme, have not been delivered up to this point.

Jersey Heritage Trust was established in 1980 to 'examine ways and means of evolving over a period of time a more effective and co-ordinated museum and arts service for the Island and to make recommendations thereon' (P.141/1980). JHT produced its report in 1984 which was presented to the States by the Public Works Committee (P.153/1984). The report was very largely focused on the most pressing priority issue at that time which was the establishment of a new Jersey Museum, referred to as a "national" museum and gallery', and the continued roles of the Société and the Public Works Committee, but flagged a number of future strategic developments including co-ordination of Société and States heritage activities, and disbursement of States funds voted for heritage, arguably an implied responsibility for advice on States heritage policy and strategy, and:

- acquisition and conservation of art in public ownership
- grants for research into Island heritage
- renovation of Elizabeth Castle including 'major rehabilitation' of the Hospital Block
- renovation of Mont Orgueil Castle
- development of La Hougue Bie as 'the archaeological centre of the Island with increased exhibition areas, improved offices and better facilities for visitors'
- restoration and preservation of Island-wide heritage structures in public ownership including the given examples of L'Etacquerel Fort and 'the Martello towers'
- conservation of the La Cotte collections 'of world-wide significance' recently returned from Cambridge University

Many of these original ambitions have been achieved in the last 15 years including Forts and Towers 2005, Mont Orgueil 2006, La Hougue Bie from 2015, the HER in support of research from 2017, La Cotte 2019, with some – notably the Hospital at Elizabeth Castle – now underway.

This 1984 report may have been the last time a holistic, heritage specific strategy reflecting government policy was laid before the States by a Committee/Minister, although since then Jersey Heritage has continued to produce strategic plans for the organisation as an arms-length-body.

In practice, building on the landmark Agreement with the Société in 1987 for the management of museums and collections, Jersey Heritage was primarily concerned between 1984 and 1999 with a series of capital projects to build the Island's Museums Service. Jersey Museum opened in 1992, Hamptonne in 1993 in which year Jersey Heritage took on the management of La Hougue Bie, the castles and the States collections. The Occupation Tapestry Gallery opened in 1995, the Maritime Museum in 1997 and funding for a major refurbishment of Mont Orgueil was achieved in 1999.

The next major development in Government heritage provision via Jersey Heritage was the establishment of public records legislation and the Archives Service. The Jersey Heritage Trust Archives Steering Group published An Archives Service for Jersey: Background Report in 1992 under a remit from the Policy and Resources Committee following thefts of archives from the States Building in 1991. The report noted that 'Jersey [has been] left behind not only by Guernsey

(which had established a service in 1986) but also by a number of Commonwealth and Third World countries some at least less advanced in population and resources'. The subsequent Public Records Law was enacted in 2002; relating to records concerning States functions and other public functions in Jersey; to access to those records when they became archives; and conferring various functions on the Jersey Heritage Trust, an archivist and a Records Advisory Panel. Under these arrangements the strategy for the development of the service forms part of the Jersey Heritage strategic development plan and there is oversight of the performance of Jersey Heritage in respect of its functions, under the law, by the Records Advisory Panel.

The third major heritage policy area to be addressed by Government in respect of the operations of Jersey Heritage were historic environment functions in 2005; the management of the public collection of heritage monuments and advice to government on heritage protection.

Historic environment and archaeology protection in Jersey has developed within a complex set of historical and political circumstances not necessarily to its advantage. Prior to the establishment of Jersey Heritage Trust responsibility for archaeology in Jersey fell largely to the Société Jersiaise and its visiting associates. A Keeper of Archaeology, whose responsibilities included fieldwork, was one of the first professional appointments to Jersey Heritage Trust in 1985. An Archaeology Advisory Panel was established in 1989 to co-ordinate work of the three main stakeholders, (Jersey Heritage, the Société and States of Jersey) and to establish an overall policy for the development of archaeology. The Archaeology Advisory Panel was jointly funded by Société Jersiaise and Jersey Heritage Trust. However, an early review of its operation concluded that one of the principal challenges was that 'the status of the panel remains ambiguous, as it has no statutory power or mandate to implement the policies it seeks to establish'. Having struggled in those circumstances to establish a policy framework, the panel folded in 1994 when Jersey Heritage Trust was no longer able to make a financial contribution to it. An Archaeology Sub-Committee of the Planning and Environment Committee, established to consolidate and expand the work of the Archaeology Advisory Panel, was also short-lived owing to lack of funding from the States and Jersey Heritage Trust. At that time Jersey Heritage Trust wrote to the Island Development Committee of the States setting out seven priorities requiring States support, many of which have subsequently progressed:

- designation of sites (legal designation of all listed buildings and places was completed in 2018, but a review of areas of archaeological potential, other areas of archaeological interest, and maritime sites remains to be undertaken)
- portable antiquities legislation (currently underway)
- published list (now available on Government website with development of an historic environment record by Jersey Heritage in 2020)
- excavation licensing – (is now in place as part of the Planning regime)
- watching brief – (a function provided by Jersey Heritage under Service Level Agreement, where required)
- developer, funded archaeology – (is now in place as part of Planning regime)
- research framework – (Jersey Heritage commissioned work towards a research framework in 2020)

But resources for heritage within Government remained limited. The Environment and Public Services Committee reviewed its design and conservation function and transferred, under a rolling service level agreement, a number of functions to Jersey Heritage in December 2005. These functions relate to the Government's obligations under the Planning and Building (Jersey)

Law 2002; the Convention for the Protection of the Architectural Heritage of Europe (Granada, October 1985); the European Convention on the Protection of the Archaeological Heritage (revised) (Valletta, January 1992); and the Jersey Island Plan to:

- identify and protect buildings and sites of cultural significance (arising from their architectural, archaeological, historical or other relevant interests);
- maintain an inventory of these buildings and sites; and
- develop public awareness and understanding of the architectural and archaeological heritage.

This arrangement enabled the process of identifying and designating the historic built environment to be clearly separated from the process of regulating development through the planning process, by vesting it in the Jersey Heritage Trust as an independent heritage organisation on behalf of, but outside of, government and the regulatory regime. This is critical in ensuring that decisions on listing are based on a professional assessment of the architectural, archaeological, and historical or other relevant interests of a building or site only and that is undertaken in a robust, transparent and objective manner without reference to development proposals or the development potential of a building or site, consistent with Article 52(4)(c) of the Planning and Building (Jersey) Law 2002 such that, in determining whether to include a building or place on the List, the Chief Officer may consult any person s/he considers has a special knowledge of or interest in the building or place.

The agreement has developed to embrace services to:

- provide reports and recommendations to the Chief Officer on the architectural, historical and archaeological significance of buildings, places and areas;
- maintain and develop the Historic Environment Record;
- develop programmes for research and raising awareness of the historic environment; and
- undertake the monitoring of archaeological fieldwork

So many of the issues identified in the 1990s have been addressed but some elements remain a work in progress, with portable antiquities legislation perhaps the major omission as well as staff to support the administration of the listing process and development of the historic environment record including a field archaeologist. There is no post equivalent to county archaeologist within the Government, however, specialist archaeological input into the assessment of development applications affecting archaeological assets are secured effectively and efficiently by Government through an independent external contractor. It is also of note that at this earlier period some heritage interpretation in the environment was undertaken by educational staff as part of Environmental Services, but this has since been constrained by resources and it is hoped the Geopark Project will support this function.

Jersey Heritage's work on a strategy for the conservation of the 'national collection' of historic monuments, forts and towers had been anticipated in P153/1984 and in Jersey Heritage Trust's Towards 2000 report published in 1990, the first of a series of periodic strategies published by the organisation which proposed consideration of 'a strategy for costal towers and other monuments'.

In the mid-1990s Jersey Heritage established a self-catering holiday-let at Elizabeth Castle and, inspired by its success, worked with the Tourism and Planning Departments to explore similar potential at Archirondel Tower, a project that could not be delivered at that time. In pursuit of that ambition in May 2004, the States Environment and Public Services Committee Design and Conservation Section commissioned a short report to help guide future policy on Jersey's large

number of historic fortifications which further highlighted this potential. A working group from Tourism, Public Services, Planning, Historic Buildings, Property Services and Jersey Heritage reviewed the sites with the objective of making an assessment of their present condition, the estimated cost of remedial/refurbishment works, their value to the Island and their future use. Special emphasis was placed on their value to the tourism industry, either directly as structures suitable for holiday lets or event venues, or, indirectly as heritage sites with an historic significance of value to the Island generally. In September 2005 Jersey Heritage received the first of a number of grants from the Tourism Development Fund to progress the proposals and the first sites in the scheme opened in May 2006. Today the scheme incorporates around 20 buildings, both holiday accommodation and ruins in the landscape maintained by income from the former.

There have been a number of cultural strategy documents addressing government ambitions across some arts and heritage activities. A draft cultural strategy was produced in 1999 for the Finance and Economics Committee as a background to the States' creation of a department and Committee/Minister for 'culture'. Under Ministerial Government from 2006, responsibility for 'culture', in practice principally oversight of funding for Jersey Heritage and the three arts organisations, has been given to specific departments and assistant ministers, first Education, Sport and Culture and then Economic Development, Tourism, Sport and Culture.

The first States Cultural Strategy was debated and adopted in September 2005. Broadly speaking, the strategy sought to achieve a number of different outcomes: agreeing a vision and mission for the States to reflect the importance of cultural activity; setting a range of cultural objectives for the States and its partner organisations; and establishing a new framework for working across the cultural sector. One of the 2005 objectives was to put cultural services on a statutory footing.

From a heritage perspective the effectiveness of the strategy was constrained by two factors. Firstly, both of the early strategies were drafted by arts professionals who may not have been alert to heritage specific issues. Secondly, they were dominated by problematic political issues of structure, especially amongst and between the arts organisations, dominating at that time. Consequently, many of the significant issues then identified, to a degree remain. But support for the growth of Jersey Heritage as a grant funded arms-length organisation bringing together public heritage assets with heritage assets owned privately by the Société Jersiaise, National Trust, parishes and individuals, is arguably the most significant success of government heritage policy so far.

However, it would not be unfair to note that the heritage organisations themselves have not always been successful in the co-ordination of their efforts. A review commissioned by the Education, Sport and Culture Minister in 2010, which proposed the creation of a heritage alliance, along the lines of a similar structure in the UK, was not embraced and concerns about independence were raised. In the relationship between Jersey Heritage and its key stakeholder the Société Jersiaise, the museum function perhaps dominated at the expense of co-ordination around other heritage issues, until a new Management Agreement was reached in 2019.

And perhaps the very success of all the organisations outside government has obscured something of a retreat within government in relation to its heritage responsibilities. Perhaps the organisations themselves have enabled that by filling the gap and taking on activities provided by government's elsewhere. That may very well represent the best direction of travel in terms of value for money, synergies and sustainable expertise in the Jersey context. But the consequence has been the evolution of a relationship between Government and the sector based largely around often uncomfortable conversations about money and the governance and controls that come with it rather than on policy, strategy and ambition.

This strategy is a welcome opportunity for Government and the heritage sector to reset aspects of those relationships and in a sense revisit in the light of the evolution of heritage in Jersey over the last 40 years the founding remit of the Jersey Heritage Trust when it was established in 1980 to ‘examine ways and means of evolving over a period of time a more effective and co-ordinated [heritage] service for the Island and to make recommendations thereon’ (P.141/1980).

H – Public attitudes to heritage in Jersey

Positive public attitudes to heritage are shown through data on opinion, participation and interaction through media and three major themes emerge.

Heritage, landscape and nature

More than 80% of Islanders identify landscape (coast, countryside and wildlife) as well as historic buildings as ‘heritage’.

When asked about how heritage organisations should focus spending, Islanders prioritise ‘retaining local character’ and ‘passing heritage on to future generations’. 87% consider that heritage activity ‘to have an important role in modern society’ – in particular 73% agree that historic buildings are an asset in the regeneration of St Helier.

Over a third of tourists and almost half Islanders visit free-to-access heritage sites in the landscape.

All that has important implications for how the work of heritage management is best understood and planned for. Islanders understand that heritage is not solely about a series of specific venues but rather more generally about all those things that hold character and identity, especially the historic environment. Both expertise and consultation are required to define those things that hold heritage character and identity, and that work, through researching, collecting, listing, is the fundamental starting point of all heritage work.

So, in response to opinion data, heritage must be developed as a holistic Island-wide asset, not merely as a series of discreet attractions. Such preservation and conservation work is recognised a long term activity on behalf of future generations but nevertheless seen as an important contemporary activity.

Heritage and community engagement

Heritage venues and experiences are vital to the cultural life of the community. 60% Islanders visit a heritage site at least once a year, including those managed by the Société Jersiaise, National Trust for Jersey, Channel Island Occupation Society and Jersey Heritage. Jersey Heritage attractions are as a group the most visited in Jersey with around 210,000 visits in 2018, associated user generated income provides more than half the cost of the public heritage service.

Accordingly, heritage sites create shared social spaces of civic significance. Contributing to the cultural vitality of the Island heritage can, in the words of Future Jersey, ‘contribute significantly to health and well-being, social connections; and life-satisfaction. They also play an essential role in shaping vibrant, attractive places that enhance quality of life’ and create a desirable place to live, work and visit.

There are however important qualifications both in terms of opinion and participation. 75% of Islanders rate cultural events / attractions as 'good', but only one in five say 'very good', although the term culture may not help in differentiating between arts and heritage activities. Participation levels are not on average as high as UK levels. More importantly, Jersey Opinion and Lifestyle Survey reveals very uneven participation across socio-economic and educational attainment groups, perhaps reflecting, or at least associated with, different approaches to funding and charging.

- 61% of the adult population are engaged in heritage. Though significant in absolute terms this is lower than England where the DCMS Taking Part Survey shows around three quarters of adults have visited a heritage site in the last 12 months.
- By household income, heritage engagement ranged from 48% for adults in the lowest household income group (under £20,000) to 78% for those in the highest income group (over £80,000).
- Levels of engagement did not vary significantly across the various ethnic groups (around 6 in 10 adults were engaged in heritage for UK, Jersey, Portuguese and BME ethnicities). That is much more positive than national figures illustrating that, in this sense at least, heritage creates spaces that bring people together regardless of origin.
- The highest-participating group were adults aged 35-44 years, with 72% of this age group engaging in heritage in the last 12 months. The lowest levels of participation were seen for adults aged 65 and over (51% were engaged in heritage). That does not compare well to national figures and is a concern if cultural provision is to play a part in ageing society issues.
- By educational attainment, lower educational attainment groups were less likely to be engaged in heritage than those with higher educational attainment: 31% of adults without formal qualifications were engaged in heritage compared to 78% of those with degrees.

So, in response to participation data, if the full potential of heritage is to be realised, programming needs to be inclusive and relevant as well as accessible visitor facilities. But it may also be important to consider overall levels of service provision and barriers to access, including charging.

Heritage and international identity

Heritage is consumed through digital and broadcast media achieving a wide reach outside the Island.

We have recently seen how new internationally collaborative research activity can create new stories about Jersey, as in the case of Ice Age Island, a current partnership between Jersey Heritage and a consortium of staff of UK institutions including The British Museum, The Institute of Archaeology at UCL, and the Universities of Wales, Manchester and Southampton. The project aims to realise the potential of the Island's Palaeolithic (2.6 million years ago to about 12,000 years ago) archaeology and especially the Neanderthal (400,000 - 40,000 years ago) site at La Cotte de St Brelade. As a result of the project over the last few years Jersey's Ice Age sites have featured in British TV magazines programmes including Coast (about 1.6m viewers), Digging for Britain with Alice Roberts (about 2.5m), BBC documentaries including Ice Age Giants (about 6m UK views but syndicated worldwide) and the discovery of a small piece of engraved stone, which is 'the earliest art in Britain' made the 8am news on the Today Programme and, in the evening of the same day, the ITN News at 10.

These are strong stories about Jersey as a centre of expert study of our shared early human heritage. They are also significant in the development of the Island brand. In this research highlights the value of heritage institutions in reputation.

Recent research on public perceptions of the purposes of museums in society by Britain Thinks for the UK Museums Association and Arts Council England reported that:

‘Museums hold a unique position of being trusted, which is particularly important given the perceived lack of trusted organisations in society such as the government and the media. Both of these are seen as biased and operating under agendas. Members of the public who took part see museums as the guardians of factual information and as presenting all sides of the story.’

So, in response to evidence of positive Island heritage stories in international media, heritage of value can be developed in a way that promotes Jersey internationally. It is not enough merely to have culture, heritage and identity, stories of identity must be told and retold with fresh changing perspectives, new insights with academic integrity and with new voices if they are to gain an audience.

I – Measuring the value of heritage in Jersey

There have been several recent UK reports demonstrating the economic value of heritage. Historic England, report *Heritage and the Economy 2018* stated heritage generated additional Gross Value Added (GVA) of £13.1bn for England’s economy and created 196,000 heritage related jobs. When the wider impacts of heritage (e.g. increased tourism and conservation and repair and maintenance of heritage buildings) were taken into account, these figures increased to £29bn in GVA and 459,000 jobs. A similar study in 2010 looking at the value of the Welsh historic environment put the increased GVA at £840m.

These studies used economic modelling to produce their results. The economic models calculate sum of:

1. The direct value generated through employment and income of the heritage organisations
2. The indirect impact of expenditure by the heritage sector on other sections of the economy
3. The induced impact generated through the spending of those deriving additional income through the activities of the heritage sector

There are two weaknesses with economic models:

- a. They fail to take into account many of the social, environmental and cultural benefits that are outlined in this report
- b. The largest element of these calculations is the impact of heritage tourism. In order to come up with a figure in this area, it is necessary to know the percentage of tourists who are motivated to visit the country by its heritage. This is extremely difficult to determine or even estimate.

To overcome these weaknesses some other studies have tried to value heritage by establishing what people would be willing to pay (WTP) to protect and access heritage. They do this by carrying out a large number of detailed surveys. Through this approach it is hoped to estimate both the economic and non-financial impacts of heritage.

For instance, in the UK museums have free entry and a study for the UK’s Arts and Humanities Research Council used WTP to identify that the average visitor was willing to pay £6.65 for entry to the Natural History Museum and a further £2.78 to support the museum’s research and conservation work.

This approach could be used to identify the value of those activities Jersey Heritage does for free and as a way of validating the entrance fee to its sites and the museum. However, it is probably unrealistic to use WTP as a way of estimating the total value of heritage to Jersey.

Recognising the limitations of the approach, economic modelling has been used to establish an approximate value of the heritage sector to Jersey's economy. Diagram 1 indicates the approach used.

Diagram 1: Calculation

- a. (Value produced by ONS defined heritage organisations – b. Grants)
 - c. + Value produced by heritage construction
 - d. + Value produced by heritage tourism
 - e. + Indirect and induced output
-
- f. = Economic Value of Heritage

The economic value of heritage is calculated as:

- a. The direct employment and output by heritage organisations is £10m, this is based on the GVA calculated by the Statistics Jersey for the following SIC codes:
 - 47.78/1 Retail sale in commercial art galleries
 - 47.79/1 Retail sale of antiques including antique books, in stores
 - 79.12 Tour operator activities
 - 79.90/1 Activities of tourist guides
 - 91 Libraries, archives, museums and other cultural activities
 - 91.0 Libraries, archives, museums and other cultural activities
 - 91.01 Library and archive activities
 - 91.01/2 Archive activities
 - 91.02 Museum activities
 - 91.03 Operation of historical sites and buildings and similar visitor attractions

(N.B. Public libraries, their income and funding has not been included in this calculation)

- b. From this has been deducted £2.5m funding provided by Government to Jersey Heritage in 2017/18, to give the direct economic output of heritage organisations as £7.5m GVA
- c. The value of conservation, repair and maintenance to historic buildings was based on figures produced by Ecorys for the Heritage Lottery Fund and Historic England. This showed that in England there are some 375,000 listed and 4.8m pre-1919 dwellings (22% of the total). These are estimated to account for 6.4% of the total construction output.

In Jersey there are approximately 45,000 buildings in Jersey of which 4,100 (9%) are listed. The latest available figures show that total output from the construction industry is £320m GVA.

Assuming the construction output ratios in Jersey are similar to those in the UK, then the percentage of total construction output that relates to construction heritage in Jersey is 2.6%. This gives an annual output on repair and maintenance of listed buildings of £8m GVA.

d. The value of heritage tourism in Jersey is based on:

1. The total direct value in 2015 of tourism to the Jersey economy, which was estimated by Oxford Innovation to be £152m GVA.
2. The percentage of tourists primarily motivated to visit Jersey by its heritage has been estimated at 10%. This estimate is based on:
 - Figures produced by the European Union which show that the exploration of culture is the key motivator for 22% tourism in Europe
 - Visit Britain says that culture and heritage are responsible for 28% of tourism in Britain
 - The Ecotec study for Visit Wales estimated that the historic environment was the driving motivation for 20% of tourism in Wales
 - An analysis produced by Oxford Economics which showed that Heritage Tourism was approximately 10% of all tourism in the UK
 - The Island Ark 2017 Exit Survey, which found that 34% of visitors said that history and heritage was very important in making the decision to visit Jersey (see Table 3).

This gives the value for heritage-motivated tourism of £15m GVA.

Table 3: Percentage of visitors who gave the following as a very important reason for visiting Jersey

Chance to escape the usual daily routine	71%
The friendly and warm welcome	65%
A relaxing place to get away from it all	61%
The good beaches and coastline	60%
The natural environment and scenery	54%
Spend quality time with friends or family	53%
The range and quality of eating out	44%
The interesting history and heritage sites	34%
To learn more about the Island	26%
The range of activities and events	22%

- e. To the total of the direct GVA (£7.5m) and indirect GVA (£23m) must be added the indirect and induced output. Economic models used by Cebr, Oxford Economics and Ortus Economics have identified that for every £1 of direct economic GVA generated in the heritage sector, a further 80p to £1.20 of indirect and induced economic GVA is produced.
- f. If it is assumed that for every £1 of direct GVA generated there is £1 indirect and induced GVA generated then the total annual benefit of heritage is £61m GVA. This represents about £575 per head of population (which is similar to England).