

# 1 Background and Context

# 1 Background and Context

**1.1** There is a legal requirement to review the Island Plan every ten years. Since the approval of the 2002 Island Plan, the rate of change in many spheres of Island life has necessitated an early review of the Plan. This was identified, and afforded a high priority, by the Council of Ministers in the States Strategic Plan 2006-2011.

**1.2** The new Island Plan sets the framework for development in Jersey to 2020. It needs to be able to respond to anticipated changes over this time period. The significant and strategic issues that will need to be addressed are summarised, as follows.

## Relationship with other plans and documents

### Law

**1.3** The Island Plan is prepared under the auspices of the Planning and Building (Jersey) Law. It is the intention of this law to ensure that 'when land is developed, the development is in accordance with a development plan that provides for the orderly, comprehensive and sustainable development of land in a manner that best serves the interests of the community'. In developing the Island Plan, specific regard has been made to all of the relevant purposes of the law. <sup>(1)</sup>

### International commitments

**1.4** The Island is subject to more than 350 international treaties, conventions and protocols, which carry legal and moral commitments as well as rights and obligations under international law. Those particularly relevant to the Island Plan include those concerning the environment. There are other agreements covering social and economic matters, such as human rights legislation, which will impact indirectly on the planning system and thus need to be taken into account.

---

1 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.(2) Accordingly it is the intention of this Law -(a) to ensure that when land is developed the development is in accordance with a development plan that provides for the orderly, comprehensive and sustainable development of land in a manner that best serves the interests of the community;(b) to protect sites, buildings, structures, trees and places that have a special importance or value to Jersey;(c) to provide for the orderly management of transport and travel, both on, and from and to Jersey;(d) to ensure that the coast of Jersey is kept in its natural state;(e) to control advertisements in Jersey; and(f) to impose other necessary controls on the development and use of land in Jersey.(3) In paragraph (1) the reference to -(a) the natural resources of Jersey includes its biodiversity; and(b) the natural environment of Jersey includes the natural environment around Jersey.(4) It is also the purpose of this Law to secure the health, safety and welfare of people in or about buildings by establishing functional requirements in respect of buildings and ensuring that buildings comply with those requirements.

## States Strategic Plan<sup>(2)</sup>

**1.5** The strategic policy context for Jersey, and thus the Island Plan, is contained within the States of Jersey's Strategic Plan 2009-2014.

**1.6** The key aim of this policy document is; *"Working together to meet the needs of our community"*.

**1.7** The following are priorities identified in the document that can be directly related to the Island Plan;

- **Maintain a strong, environmentally sustainable and diverse economy.**
- **Limit population growth.**
- **Maintain and develop the Island's infrastructure.**
- **Protect and enhance our natural and built environment.**
- **Adequately house the population.**
- **Protect and enhance our unique culture and identity**

**1.8** For each of the main strategic policy priorities, the States has also approved a series of lower-level objectives. Many of these relate to environmental, economic, social and quality of life issues and are outlined below;

### **Maintain a strong, environmentally sustainable and diverse economy**

- Invest in environmental policies that have the potential for long-term cost savings.
- Test economic growth plans for sustainability to ensure they do not diminish our natural capital
- Show the world that economic and environmental success can work together.

### **Limit population growth.**

- Devise policies to mitigate the effect of an increased population on the natural and built environment

### **Maintain and develop the Island's infrastructure.**

- Adopt appropriate internationally agreed carbon-emission standards for all new buildings
- Give priority to energy saving measures in refurbished properties

### **Protect and enhance our natural and built environment.**

- Through the Island Plan / planning process, ensure that the Island's natural beauty and environment is protected, whilst making inventive use of urban areas to cater for future business/housing needs and increasing the quality of built design.
- Identify long-term solutions for sustainable housing provision and protection of the environment
- Introduce an integrated energy policy to secure an affordable and sustainable energy supply to meet the changing world energy challenges and underpin economic and social prosperity, including assessing whether the Island's natural resources could be a future sustainable source of energy.
- Ensure that environmental education is taught at all levels in schools so that pupils are aware of issues and are able to understand environmental choices based on balance and impact.
- Work towards a low carbon economy
- In 2009 debate and implement an Air Quality Strategy for Jersey, including proposals for monitoring and publishing levels of local air pollution, and targets, policies and timescales for reductions in air pollution levels that reflect best practice globally.
- Implement the five Environmental Priorities in the Executive Summary of "The State of Jersey - a report on the condition of Jersey's environment" (January 2005).
- Adopt the overall goal of the Biodiversity Strategy for Jersey and pursue the objectives for conserving biodiversity.
- Provide an annual Report to the States by the Director of the Environment.

#### **Adequately house the population.**

- Identify sufficient appropriate development sites for housing - without further rezoning of green areas - in the Island Plan ensuring that the unit mix and tenure types meet prevailing demand.
- Support the development of affordable housing.

#### **Protect and enhance our unique culture and identity**

- Reinforce a strong sense of local identity both internally and externally through policies designed to promote the Island's distinctive local culture and tradition

Table 1.1 States Strategic Plan 2009-14 - Detailed Island Plan-related priorities

## Population

**1.9** In Jersey, as in most developed economies, people are living longer and the birth rate is declining. As a result of this, the make-up of the population is changing and there is an increasingly large proportion of older people relative to a decreasingly small proportion of younger people: this means that Jersey is becoming an ageing society.

**1.10** Other changes are happening too, and the trend of a declining household size - which is the number of people living together to form a household - is continuing, as the proportion of single people in the local population, such as divorcees or widowers, increases.

**1.11** These shifts in the composition of the Island's population are important because they have implications for development and the use of land. In setting a framework for development in Jersey over the next ten years, and seeking to plan and make provision for what the Island needs or aspires to over that period - particularly in terms of the need for homes and the specific requirements of economic growth - there is a need to make some assumptions about how the population is likely to continue to change over the Plan period to 2019.

## Ageing society

**1.12** Critically, the ageing society poses challenges, in particular, about the ability of the shrinking proportion of the population of working age to support a growing and increasingly dependent non-working proportion of the population that is not of working age (the dependency ratio). This has particular implications for the Island's tax-base and government revenue - and the quality and range of public services which Islanders presently have access to. The States of Jersey has started to examine how a long-term strategy might be developed to best manage the implications of this demographic shift. The options identified so far are;

- Further growth in the economy.
- Raising the States pension age.
- Resident population pays more.
- Allowing more people to live in Jersey.

**1.13** It is unlikely that any of these options will be enough on their own to meet the challenges of the ageing society. Instead, there is a need to think about how the different options can be combined to offer a solution that will work in the long-term.

**1.14** The option of allowing more people to live in Jersey has the most relevance to the review of the Island Plan in terms of policies and strategic options for the future. Increasing the size of the working population by allowing increased immigration could help offset the decline in economic activity caused by the fall in the working age population. It would also help to address the change in the

balance of the population and the adverse impact this would have on society. If the Island does permit inward migration, the impact will depend on the numbers involved.

**1.15** The States has undertaken major public consultation exercises about the implications of the ageing society <sup>(3)(4)</sup> Inward migration was the most contentious issue raised in the consultation. However, as people discussed and weighed the different options at both the public and youth Imagine Jersey 2035 events, many arrived at a reluctant acceptance that controlled inward migration may be necessary in the future. The concerns raised in response to the inward migration option focused on the impact that migration would have on the character of Jersey's society, culture and countryside, and how it would affect the environment.

### Planning assumption

**1.16** The States of Jersey have considered and adopted a strategy to respond to and best manage the demographic shift in the Island's population, represented by the ageing society. In doing this, it has addressed the issue of in-migration and the Island Plan responds to this key strategic direction.

**1.17** The States has agreed, in the short term, to allow maximum inward migration at a rolling five year average of no more than 150 heads of household per annum (an overall increase of c.325 people per annum) to be reviewed and reset every three years. <sup>(5)</sup> And it is this that has been used to assess and formulate all of the planning policies contained in the Island Plan, such as, for example, the level of provision that needs to be made to meet the potential housing demand over the Plan period. In the longer term the stated aim is to maintain an inward migration within a range between 150 and 200 heads of household per annum.

---

3 [Imagine Jersey 2035: preparing for the future](#)

4 Imagine Jersey 2035: Youth Event

5 States Strategic Plan 2009-2014

## 2 Island Plan Strategic Policy Framework

## 2 Island Plan Strategic Policy Framework

**2.1** The Island Plan is a policy document that will determine the way land is used in Jersey over the Plan period. The framework that it provides is based on some key strategic principles which are set out here in the form of strategic policies relating to:

**2.2 Sustainable Development**, which sets out:

- where development should be located and how different forms of development will be assessed according to the principles of a sequential test;
- how land and buildings should be used and energy use made more efficient and carbon-neutral.

**2.3 Protection of the Environment**, which sets out:

- how the Island's unique identity and character, expressed through the nature and quality of its natural and historic environment, should be protected.

**2.4 Economic Growth and Diversification**, which sets out:

- how the Island Plan will seek to protect and facilitate the maintenance, enhancement and provision of land and development opportunities to support the maintenance and growth of the Island's economy.

**2.5 Travel and Transport**, which sets out:

- how the planning system can help to reduce the need to travel and how it can provide choice to encourage the way we travel and, in particular, reduce the extent of our dependence on the private car.

**2.6 Quality of Design**, which sets out:

- how development proposals will be tested against urban design principles to ensure that they deliver quality in design and architecture.

### Sustainable development

There is a compelling scientific consensus that human activity is changing the world's climate. The evidence that climate change is happening, and that man-made emissions are its main cause, is strong <sup>(1)</sup>. As a result, in Jersey we are likely to see more extreme weather events, including hotter and drier summers and rising sea-levels. There will be permanent changes in the natural environment but also,

---

1 The Intergovernmental Panel on Climate Change. See the Summary for Policy Makers of the 4th Annual Report (November 2007) at <http://www.ipcc.ch/>

and increasingly, challenges to economic prosperity and social cohesion. Globally, it is quite likely that the impacts of climate change will be felt first, and disproportionately, by the most vulnerable in society.

Climate change is probably the greatest long-term challenge facing the world today and addressing it is a principal concern for sustainable development: Jersey has a responsibility and a role to play in this.

Even with effective policies for reducing emissions in place, the world will still experience significant climate change over the coming decades from emissions of carbon dioxide and other greenhouse gases already released. Changes in climate are likely to have far-reaching, and potentially adverse, effects on our environment, economy and society for which we need to prepare and adjust. There is therefore an urgent need for action on climate change.

Planning is of fundamental importance in delivering sustainable development in a changing global context. It is central to the delivery of the new homes that are needed; it supports the business development necessary to create jobs and prosperity; and, enables the delivery of the infrastructure which provides access for everyone to essential transport, energy and water and underpins sustainable communities.

The development and use of land clearly has environmental implications. The desirability of using land efficiently and reducing, and adapting to, the impacts of climate change have to be a key consideration given the environmental challenges that we currently face.

Done well, development can help us live within the limits of environmental resources and slow demand for energy, travel and materials. Done badly, development can increase pollution, widen social and economic inequalities and deprive future generations of environmental assets, with likely increased vulnerability to the effects of climate change.

If Jersey is to demonstrate a commitment to an environmental responsibility, it needs to continue to develop a coordinated response to current environmental challenges that manages the Island's limited resources - and particularly land and buildings - in the most efficient and effective way that ensures the most sustainable pattern and form of development for the Island.

In planning terms, this is most applicable to matters such as;

- the location of development to promote environmental and social sustainability whilst seeking to minimise vulnerability to the effects of climate change;
- the efficient and effective use of resources, in particular energy, land and buildings;

- promoting renewable and low-carbon sources of energy supply and supporting infrastructure; and
- safeguarding productive agricultural land in order to increase the security of local food supplies.

### **Location of development: spatial strategy**

The approach as to where development should be located is set out in the Island Plan's spatial strategy. The spatial strategy of previous Island Plans has been based on the principle of integrating development with the existing Built-up Area as far as possible, with some release of greenfield land and some extension of the Built-up Area boundary, to meet the Island's housing needs, in particular.

It is clear that there is generally a strong desire to protect the Island's countryside from the further loss of greenfield land to development and that open fields should not be zoned for housing. It is also clear that there is little support for the redefinition and extension of the Built-up Area boundary, into the countryside, to allow for smaller-scale incremental development opportunities. Whilst both of these elements were approved and adopted as part of the spatial strategy of the 2002 Island Plan, their implementation has been difficult and unpopular.

There is, however, a need to ensure that the new Island Plan can meet and can provide for Jersey's needs over the Plan period - in particular, in terms of the numbers and types of homes required and to support the maintenance and diversification of the economy. As well as seeking to ensure that the location of new development is sustainable on an environmental basis there is also a need to ensure that the rural economy and parish communities, in particular, remain viable and vital. Development which requires a countryside or coastal location outside the Built-up Area where it is essential and related to, for example, the needs of the rural economy, also has to be provided for and accommodated, where it is necessary and appropriate to do so.

On this basis, the spatial strategy of the Island Plan is based on the following hierarchical sequence of principles:

- Development within the main Built-up Area of the Town of St Helier <sup>(2)</sup>;
- Development within the Built-up Area outside the Town of St Helier, including those parts of the Island's urban environment identified and defined in the hierarchy of settlements and defined on the Proposals Maps;

---

2 For planning purposes, the Town of St. Helier is represented by the extent of development associated with the town, and which includes parts of the parishes of St. Saviour and St. Clement, as defined on the Proposals Map

- Development of brownfield land outside the Built-up Area, to meet an identified need and where it is appropriate to do so;
- In exceptional circumstances, the development of land outside the Built-up Area to support the rural economy or parish communities, to meet an identified need and where it is appropriate to do so

### **Town of St. Helier**

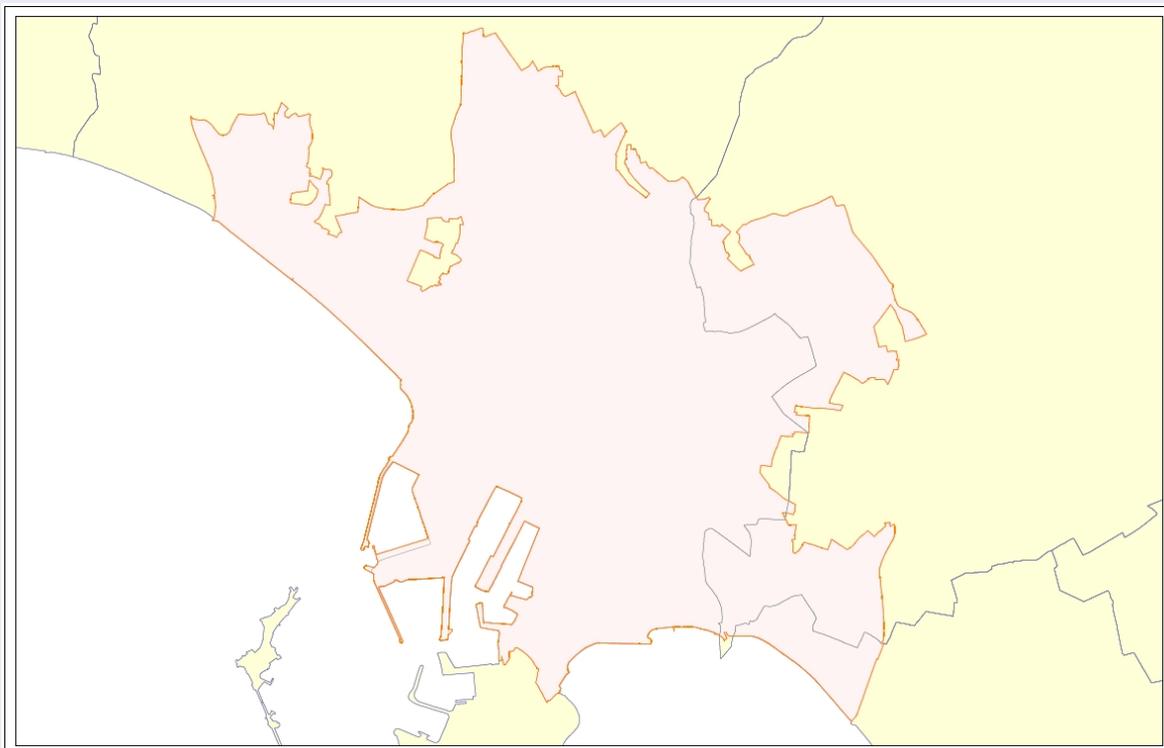
The Town of St. Helier comprises the continuous Built-up Area of development that is associated with the town, extending westward to include First Tower, eastward to Plat Douet, and northward to the top of the escarpment which creates the bowl in which the town 'sits'. The southern boundary is formed by the sea. For planning purposes, the definition of the Town of St. Helier includes parts of the urban environment of the parishes of St. Saviour and St. Clement.

Owing to the range of services and amenities already available within the town, and the potential to reduce the need to travel, or at least to travel by private car, it offers the greatest potential to meet most of the Island's development needs.

The Town Extent, as identified on the [Proposals Map](#)<sup>(3)</sup> has the capacity to accommodate new development, to maintain and enhance its pre-eminence as the Island's capital for commerce and leisure, but also to provide a high quality residential environment. The focus of the spatial strategy upon the Town should not be viewed as a threat to its inherent character and quality but as an opportunity to develop new land uses, buildings and facilities, at the same time as regenerating its historic fabric and investing in its public realm and infrastructure. In particular, it is imperative that to create an acceptable urban living environment in the Town, adequate provision of good quality and accessible public open space must be planned for and made.

---

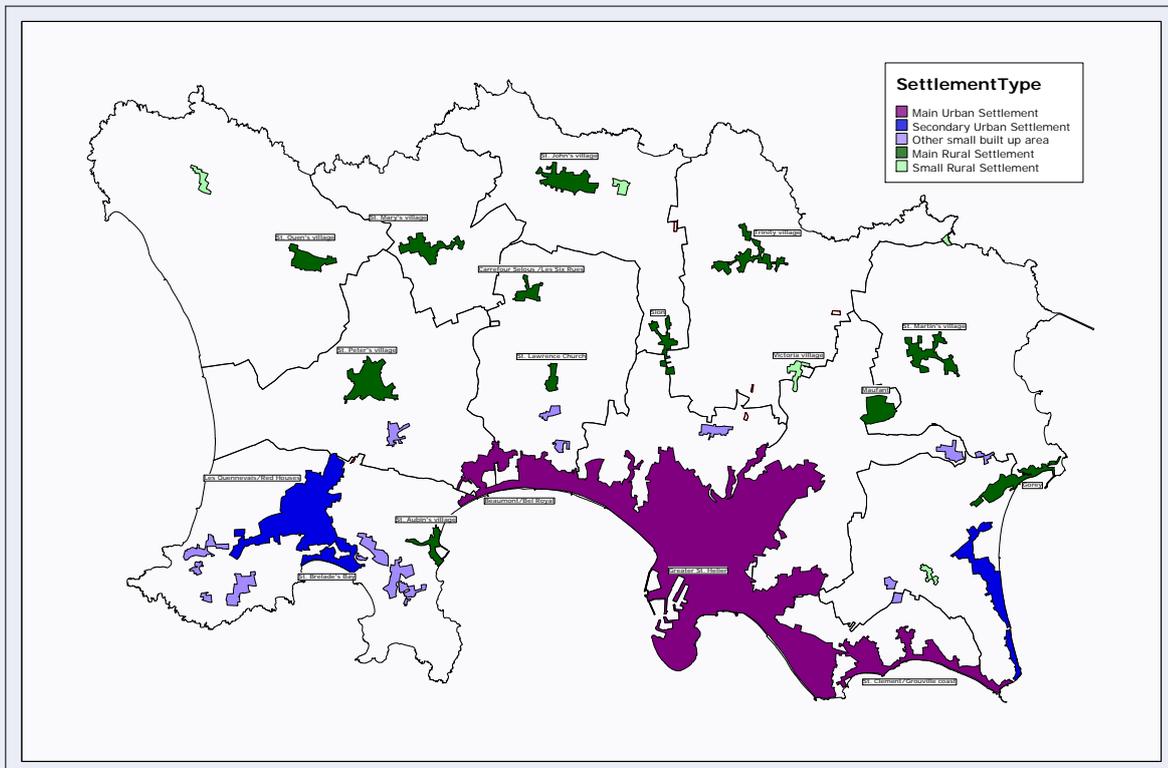
3 <http://maps.digimap.je/islandplan/?cords=42042,66002,2500>



Map 2.1 Town of St. Helier

### Other Built-up areas

The remainder of the Island's Built-up Area outside of St Helier, as defined on the Proposals Map, has an important contribution to make to meet Jersey's development needs whilst also sustaining the social fabric of local communities and, in particular, parochial identity and vitality. Whilst less capable of accommodating the same volume of development as the Town of St Helier, the other Built-up Areas of the Island have a contribution to make in meeting housing needs, in particular, and in providing different types of accommodation and development that might not be capable of being provided on more densely developed town sites. The capacity of other Built-up Areas to accommodate new development will generally decrease down the settlement hierarchy.



Picture 2.1 Settlement Types

## Brownfield land

The principle of reusing already developed land is a sound one and accords with the principles of sustainable development. The Plan's spatial strategy will focus much of the development activity over the Plan period on the Island's existing Built-up Area and will encourage the re-use, redevelopment and regeneration of already developed land and buildings, encouraging higher development yields. To meet the extent of the Island's housing needs and some commercial requirements in particular, there may also be a requirement to zone land outside of the Built-up Area.

Unlike many parts of the UK, however, Jersey does not have a stock of outworn and vacant industrial land that is ripe for development. What the Island does have, is a stock of agricultural buildings, such as redundant and derelict glasshouse sites, which may help contribute towards the Island's development needs over the Plan period. Not all brownfield land, and in particular, redundant glass, will be suitable for redevelopment because of factors of remoteness; distance from services, amenities and transport; and sensitive landscape location, and each site will need to be considered on its merits relative to specific criteria.

## Support for parish communities and the rural economy

There is a need to protect the viability and vitality of Jersey's smaller rural settlements, predominantly in the northern and central parishes of St Ouen, St Mary, St John, St Lawrence, Trinity and St Martin. Here, it is acknowledged that limited, small-scale new development related to key rural settlements - on greenfield land involving the loss of countryside - could be important in maintaining parish life. This may be considered justifiable in supporting and enhancing the critical mass of, and diversity in, the local parish population, to sustain schools, shops, pubs, public transport and other facets of parish life, such as the system of honorary service, that are unique and important to Jersey.

The extent of development required would need to be the subject of study and site-specific consideration, together with rigorous consultation within each particular parish.

The appearance of the Island's countryside is generally a result of the management of the land by those engaged in the rural economy and in particular, agriculture. Whilst the agricultural industry has gone through significant change, it is still regarded very much as the custodian of Jersey's countryside and it is important, from an environmental, economic and cultural perspective, that agriculture and the rural economy in general is supported and that development, where a countryside location is justified and appropriate, is facilitated.

### Policy SP 1

#### Spatial strategy

Development will be concentrated within the Island's Built-up Area, as defined on the [Proposals Map](#), and, in particular, within the Town of St Helier. Outside the Built-up Area, planning permission will only be given for development:

1. appropriate to the coast or countryside;
2. of brownfield land, which meets an identified need, and where it is appropriate to do so;
3. of greenfield land, in exceptional circumstances, where it justifiably supports parish communities or the rural economy and which meets an identified need and where it is appropriate to do so.

## Efficient use of resources: energy, land and buildings

### Reduce, manage, invest

**2.7** Land use planning has a responsibility to ensure the appropriate use of land and resources: the ability to continually invest at higher and higher levels in the public infrastructure of the Island, following a predict and provide approach is not sustainable in the longer term. To make better use of the investment available and to reduce wider environmental impacts, the new Island Plan, therefore, incorporates the principles of **reduce, manage, invest** within areas directly affecting natural resources, waste and transport. We should, therefore, always reduce demand, manage the impacts and by-products of development better and only then invest in new infrastructure.

**2.8** The first principle relates to the need to reduce demand for the use of natural resources, reduce the amount of waste created as a result of development, reduce the demand for travel, reduce the amount of water requiring treatment as a result of new development and reduce the amount of energy required to live in new development.

**2.9** The second principle relates to the management of demand in a more efficient way. This means allowing the management of the transport network to allow more efficient travel, to ensure that waste and energy is managed better through new developments and in their design and construction, to ensure that surface water is managed efficiently to reduce run-off or to ensure better recycling, to ensure occupants can recycle waste in new developments, and through appropriate car parking standards and type, manage appropriate private car travel.

**2.10** The final principle is to allow investment only once these other measures have effectively reduced the impact from new development and population change. This will allow the infrastructure operators to invest funds more efficiently and, through demand management measures, less new infrastructure will be required.

**2.11** Adoption and application of these principles goes beyond land use planning and will need to be embodied within the strategies and practises of the Island's operators of infrastructure. Land use planning implications relate specifically to the wise use of land, energy and buildings, some of which can be dealt with through the Island Plan, other elements of which are more appropriately considered in supplementary planning guidance and building byelaws. Planning policy implications, in so far as they relate to energy, land and buildings at a strategic level, are set out below, and picked up in detailed policies relating to transport, waste management and natural resources, as well as design.

## Energy, land and buildings

**2.12** As a small island with limited resources, Jersey needs to make wise and efficient use of land, energy and buildings. In particular, there is a need to make the most effective and efficient use of land and buildings which have previously been developed in preference to the development of greenfield sites and/or clearing existing buildings without a serious examination of their potential for re-use or adaptation.

**2.13** There is a need to protect productive farm land in order to provide both for the local and export markets.

**2.14** There is also a need to ensure that the Island can achieve a 'secure, affordable, sustainable energy' supply, which involves reducing our energy use and increasing our energy efficiency; as well as promoting the use of decentralised and renewable or low-carbon energy supplies. <sup>(4)</sup>

**2.15** A more sustainable approach to the development and redevelopment of land requires the application and delivery of higher densities and, in particular, greater housing yields than have generally been achieved in Jersey. If done well, imaginative design and layout of new development can produce a higher density of development - representing a more efficient use of land - without compromising the quality of the local environment. The density of existing development should not dictate that of new development by stifling change or requiring replication of existing style or form. In locations with good access to amenities and services, it should be possible to increase the density of development to ensure a more efficient use of land, without compromising local character or design quality.

**2.16** As part of delivering sustainable development, and in response to the challenge of climate change, new development can help secure and promote energy efficiency; a reduction in emissions and the development and use of decentralised and renewable or low carbon energy. The incorporation of effective water management techniques into new development can also assist the conservation of water resources.

### Policy SP 2

#### Efficient use of resources

Development should make the most efficient and effective use of land, energy, water resources and buildings to help deliver a more sustainable form and pattern of sustainable development and to respond to climate change. In particular;

4 Fuel for thought' Energy Policy Green Paper (September 2007)

1. the proposed provision of new development, its spatial distribution, location and design should be designed to limit carbon emissions;
2. new development should be planned to make good use of opportunities for decentralised and renewable or low carbon energy;
3. new development should be planned to minimise future vulnerability in a changing climate;
4. new development should secure the highest viable resource efficiency, in terms of the re-use of existing land and buildings; the density of development; the conservation of water resources and energy efficiency.

## Sequential approach to development

**2.17** The Town extent, as defined on the [Proposals Map](#), is to be promoted and maintained as the main focus for residential, commercial, leisure, tourism and retail development to ensure its continuing role as the Island's principal centre for commerce, shopping and housing, benefiting from its location as the focus of Jersey's transport, social and economic infrastructure.

**2.18** The Plan will seek to locate most new residential, retail and office development in the Town of St Helier to ensure the delivery of the new St Helier Waterfront; the maintenance and enhancement of the St Helier Town Centre and the regeneration of the built fabric and public space of the town, in addition to ensuring the protection of the coast and countryside. This approach can also ensure that maximum benefits are derived from existing infrastructure; that already-developed land and buildings are most efficiently and effectively used, and that the need to travel is minimised.

**2.19** The Island Plan's spatial strategy identifies a hierarchy of centres with clear priority being given to the Town of St Helier. Within the Town, further spatial distinction is made between the primary retail core and the town centre, which is of significance to the management of land uses in the town. In particular, a sequential approach will be applied to development proposals for major new retail and office development.

**2.20** The principle of the sequential test will also be applied to the assessment of other development proposals. In particular, development requiring a rural or coastal location will need to justify the development of land outside the Built-up Area and demonstrate that the proposed development is situated where it causes least harm to the character and appearance of the landscape, having regard to the Countryside Character Areas [Countryside Character Appraisal \(1999\)](#): the character of the landscape in the Coastal National Park is the most visually sensitive.

**2.21** Likewise, in considering the re-use of already developed land - particularly land that has been allowed to be developed in the countryside to support the rural economy - a sequential test will be applied to the re-use or redevelopment of that asset, starting with its re-use for the purpose for which permission was originally granted, and then for other uses that would support the rural economy, with a presumption against its development for non-employment related activities.

### Policy SP 3

#### Sequential approach to development

A sequential approach to an assessment of development proposals will be applied in support of a more sustainable pattern of development and the more efficient and effective use of land, energy and buildings.

In particular, a sequential approach will be applied to the assessment of planning applications for:

1. major new retail development based on a hierarchy of priorities in favour of development in the Core Retail Area, the Town Centre and the Town of St Helier, with a presumption against the development of such uses out of town;
2. major new office development based on a hierarchy of priorities in favour of development in the Town Centre and Esplanade Quarter, the Town of St Helier, with a presumption against the development of such uses out of town;
3. development where it is essential to provide a coast or countryside location based on a hierarchy of priorities of the Green Zone, followed by the Coastal National Park, together with the Shoreline and Marine Zones;
4. the re-use and/or redevelopment of land and buildings outside the Built up Area in employment use based on a hierarchy of priorities in favour of its use within the economic sector for which permission was originally granted, followed by its use in support of the rural economy, with a presumption against its use or redevelopment for other uses.

## Protecting the natural and historic environment

**2.22** The Island's coast, countryside and historic environment are what make Jersey unique. The interaction between human and natural influences over thousands of years of continuous occupation in Jersey has created a unique

landscape and an historic environment which is highly distinctive, visually appealing and one of the Island's greatest assets. It provides the community with a living and working environment of great distinction as well as helping to support the economy through agriculture, tourism and recreation. The States has set out to protect and enhance this most valuable asset of the natural and historic environment and the Island Plan seeks to support and facilitate this.

## Coast and countryside

**2.23** The Island Plan seeks to protect Jersey's coast and countryside for its own inherent scenic value, but also to safeguard and enhance its biodiversity, and to maintain and support the economy. The character of the Island's coast and countryside has been shaped by the factors of geology, landscape, wildlife, culture and history, and land-use and management, which has enabled three coastal and five countryside character types to be identified and defined ([Countryside Character Appraisal \(1999\)](#).)

- edges of cliffs adjacent to deep sea, including the north and south-west cliffs;
- bays with inter-tidal flats and reefs, including St Ouen's Bay, St Brelade's Bay, St Aubin's Bay and parts of the south-east coast; and
- offshore reefs and islands including Les Écréhous and Le Plateau des Minquiers;
- cliffs and headlands, including the headlands in the Parish of St Brelade, the heath land of the north coast and the wooded low cliffs in St Martin;
- the coastal plains found in Grouville and St Clement, between St Helier and St Aubin and St Ouen's Bay;
- inland escarpments enclosing the coastal plains in Grouville and St Clement, around St Aubin's Bay, St Brelade's Bay and the escarpment defining St Ouen's Bay;
- the interior agricultural land situated on a wide plateau dipping broadly to the south; and
- numerous enclosed valleys incised into the plateau and draining largely to the south.

**2.24** The definition of these character types has informed the development of planning policy for the protection of the coast and countryside and the Minister for Planning and Environment will seek to protect these assets from inappropriate and non-essential development. The guiding principle for development here is a general presumption against development, for whatever purpose, except where a coastal or countryside location is essential, combined with the objective of redirecting this development towards existing settlements. This presumption

operates, with an increasing level of exemption, from the most sensitive and visually unspoilt landscape character areas of Jersey's offshore reefs, islands, headlands and coastal dunes and valleys, to the more managed agricultural interior.

### **Marine environment**

**2.25** The Island Plan seeks to protect Jersey's marine environment - extending from the mean high water mark to its 12 mile territorial limit - because of its inherently valuable and rich biodiversity; but also because of its economic value to aquaculture, tourism and recreation; and the high scenic value of the seascape which helps to define Jersey's special identity and character. This is defined as the Marine Zone.

**2.26** The main purpose of the Marine Zone is to safeguard the varied value of the marine environment and to ensure its wise and sustainable use. There is a general presumption against any development here, except where it is marine-related and is sustainable, having regard to the intensity of use and other material factors, such as wider Island interests.

### **Biodiversity**

**2.27** Biodiversity is the variety of life forms that we see around us. It includes the whole range of mammals, birds, reptiles, amphibians, fish, insects and other invertebrates, plants, fungi and micro-organisms. Although the preservation of important species and habitats contributes to the conservation of biodiversity, there is also a need to influence what happens in the wider environment. Most uses of land and water have some impact on biodiversity. In addition, patterns of resource consumption, energy use and transport have an impact on biodiversity.

**2.28** The inter-dependence of species, including man, and the successful functioning of all its components is vital to the health of the planet as a whole. Moreover our understanding of ecosystems remains inadequate and we are not certain of the impact of removing any component. Thus the conservation of biological diversity is an issue which is in all our interests and must be taken seriously.

**2.29** Despite its relatively small size, Jersey is highly prized for its rich and diverse habitats. The variety of the Island's landscape supports a myriad of wildlife and the particular mix of wildlife is unique. Jersey has a responsibility to protect and promote its unique biological heritage. The Island also has a responsibility beyond its shores. The inter-dependence of ecosystems knows no political boundaries. Some migratory birds, for example, depend on habitats in Jersey for 'refuelling' along their migratory route. Their welcome and valued presence here is dependent on the continued existence of suitable ecosystems on their migratory paths thus demonstrating the Island's shared responsibility on a global scale.

**2.30** For all natural resources the aim should be to ensure that through their wise use, biodiversity is not only protected but is conserved and enhanced for current and future generations. Under sustainable use, we aim to pass on the Island, and its biological resources, in as good condition or better than it was before.

### **Historic environment**

**2.31** The Island's historic environment is an integral part of its identity and unique character. Palaeolithic sea caves, medieval open field systems, megalithic monuments, unique Jersey Round Towers, WWII coastal defences, forts, towers, castles and churches and a range of agricultural, domestic and commercial buildings and structures contribute to and form the backdrop to Jersey's character and are integral with it. They are an irreplaceable record which contributes to our understanding of both the present and the past. Their presence adds to the quality of our lives, by enhancing the familiar and cherished local scene and sustaining the sense of local distinctiveness which is so important to the character and appearance of our Island. The historic environment is also of immense importance for leisure, recreation and tourism.

**2.32** The historic environment of Jersey is all-pervasive - in the countryside and, in particular, in the urban environment - and it cannot in practice be preserved unchanged. Conservation and sustainable economic growth are complementary objectives and should not generally be seen as being in opposition to one another. In return, economic prosperity can secure the continued vitality, and the continued use and maintenance of historic buildings, provided that there is a sufficiently realistic and imaginative approach to their alteration and change of use, to reflect the needs of a rapidly changing world.

**2.33** There should be a general presumption in favour of the preservation of the character and integrity of protected areas, buildings and sites, except where a convincing case can be made for alteration or demolition. While the protection of a building or site should not be seen as a bar to all future change, the starting point for the exercise of control is the requirement to have regard to the desirability of preserving the building, its site or its setting or any features of particular architectural, archaeological or historic interest which it possesses. This reflects the great importance to society of protecting the historic built environment from unnecessary demolition and from unsuitable and insensitive alteration and should be the prime consideration for all those considering works to protected buildings and sites.

## Policy SP 4

### Protecting the natural and historic environment

A high priority will be given to the protection of the Island's natural and historic environment. The protection of the countryside and coastal character types; Jersey's biodiversity; and the Island's heritage assets - its archaeology, historic buildings, structures and places - which contribute to and define its unique character and identity will be key material considerations in the determination of planning applications. The enhancement of biodiversity will also be encouraged.

## Economic growth and diversification

**2.34** Jersey's economy has seen significant growth over recent decades and the Island has enjoyed greater economic prosperity relative to other jurisdictions, as well as almost full employment. It is inevitable, however, that the Island will face economic challenges during the Plan period. Recent analysis by the Economics Unit, complemented by research into current trading conditions by the Economic Development Department, suggests that the economic outlook has deteriorated significantly.

**2.35** The States seeks to maintain a strong, sustainable and diverse economy in order to protect all aspects of the quality of life that Islanders enjoy. Over the Plan period, the Island needs to create the conditions where existing business in all sectors can survive and ultimately thrive, and new business can enter the market.

**2.36** The planning system can contribute towards this objective in particular, by protecting and facilitating the use of land and buildings in support of economic activity. Land for employment-related use is constrained and economic structural change in some parts of the economy can generate competition and pressure for its redevelopment for other uses. There is pressure, for example, to redevelop brownfield sites in the countryside for residential use whilst at the same time, there is a shortage of sites available for new business development. The availability of employment land is vital to the sustainability of the Island's economy and it is important that employment land is protected.

**2.37** Some developments can accommodate particularly high value types of employment, for example, the finance industry can provide relatively high returns from within a small footprint. Other sectors of the economy, such as the service sector, tourism, retail, agriculture and creative industries are equally important to the economy and can also contribute to other aspects of the quality of Island life such as a relatively greater level of access to community benefits and services or in the case of agriculture, the quality and character of the Island's countryside.

**2.38** These sectors all contribute to improving the range and quality of employment for Jersey residents and workers. Safeguarding physical opportunities for developments which can accommodate such employment opportunities can provide economic, social and environmental benefits and contribute to sustainable development aims.

## **Policy SP 5**

### **Economic growth and diversification**

A high priority will be given to the maintenance and diversification of the economy and support for new and existing businesses, particularly where development can attract small footprint/high value business from elsewhere and foster innovation, in the following ways:

1. the protection and maintenance of existing employment land and floorspace for employment-related use;
2. the redevelopment of vacant and under-used existing employment land and floorspace for new employment uses;
3. the provision of sufficient land and development opportunities for new and existing employment use.

## **Reducing dependence on the car**

**2.39** To ensure that the planning system can help to reduce the need to travel, new developments should be designed and located to minimise the need to travel. This accords with the principles of 'Reduce, manage, invest'. Large increases in vehicular traffic as a result of proposed development will not be acceptable because existing road capacity is highly constrained and parts of the Island's primary route network in and around St Helier in particular, and on strategic approaches to the town, have poorer air quality.

**2.40** The main focus of this policy is to create the conditions necessary to minimise the worst aspects of car travel, to provide alternatives to the private car and to improve air quality. This may preclude some high private vehicle trip generating developments, or require radical restrictions on them to allow development to proceed. The policy, however, acknowledges that the car is an important aspect of most peoples' lives and that reducing dependence on car travel is a long-term objective.

**2.41** This policy is consistent with the principle of promoting development within urban areas at locations highly accessible by means other than the private car. By focusing development within the existing built-up urban area, by reusing brownfield sites, and by encouraging higher density development in appropriate circumstances, modes of transport other than the car should become more viable.

**2.42** Whilst the Island Plan can exercise general control over the location of development, there is no compulsion for individuals to travel to their nearest employment area or shopping centre or to use more environmentally sustainable modes of transport, such as walking, cycling or public transport. The achievement of the Plan's long-term aims will, therefore, be largely reliant on influencing public attitudes to travel and, in particular, improving the range and quality of travel options, especially those that are more sustainable than private car use.

**2.43** It is acknowledged that the location policies of the Island Plan can only work if supported by other measures. To complement this approach it is, therefore, proposed that new housing schemes will be at a higher density than in the past and mixed residential and employment schemes will be encouraged. New development will be directed to areas served or proposed to be served by public transport and footpath and cycle infrastructure. Traffic management, parking standards together with Travel Plans will also play a complementary role and will be a key element in reducing the use of cars and journeys to work. Support may also need to be given to the provision of infrastructure to support the use of alternative fuels.

**2.44** The scope for new road construction during the Plan period is generally considered to be limited due to; the environmental constraints of the Island's built and natural environments; and the need to avoid attracting more traffic onto the Island's highway network, and could only be justified where economic, environmental and road safety or modal switch benefits were to be delivered.

**2.45** Where the level or type of traffic to be generated from a development proposal is significant, developers will be required to submit a traffic assessment with particular types of planning application. These assessments will assist the Department of the Environment in quantifying the overall impact posed by a proposal to the Island's transport infrastructure and whether any traffic management or other transport improvements will be required as a direct result of the development.

**2.46** Developers will be required to incorporate appropriate provision for additional traffic generated by the development and for pedestrian, public transport, and cycle access in accord with the Plan's 'hierarchy of road travel'<sup>(5)</sup>.

---

5 hierarchy of travel, based on the following 1. walking; 2. cycling; 3. travelling by bus; 4. travelling by taxi; 5. car sharing; 6. single occupancy car travel

In considering whether special facilities or improvements are required, regard will be had to supplementary planning guidance <sup>(6)</sup> that they should be directly and reasonably related to the development proposal.

**2.47** Adverse environmental effects can be minimised by careful design and location and by providing other improvements and facilities. These may include speed reduction measures, park and ride facilities, pedestrian or cycle facilities or junction improvements. In appropriate circumstances, developers will be required to enter into an agreement to secure such measures or make an appropriate financial contribution.

## **Policy SP 6**

### **Reducing dependence on the car**

Applications for development, such as housing, shopping, employment, health, education or leisure proposals, must be able to demonstrate that they will reduce dependence on the private car by providing for more environmentally-friendly modes of transport.

In particular, a proposal must demonstrate that:

1. it is immediately accessible to existing or proposed pedestrian, cycle and public transport networks; and
2. it does not give rise to an unacceptable increase in vehicular traffic, air pollution or parking on the public highway; and
3. it is well related to the primary road network; and
4. appropriate provision is made for car and cycle parking; and
5. measures are incorporated to control traffic speeds and provide appropriate priority and a safe environment for pedestrians and cyclists; and
6. it does not give rise to an unacceptable deterioration in air quality.

Planning applications for significant levels of development where the type and/or level of traffic generation is an issue must be accompanied by evidence of the likely traffic impact on the public highway.

Planning applications for significant levels of development must be accompanied by a Travel Plan.

---

6 Supplementary Planning Guidance: Planning Obligation Agreements

## Better by design

**2.48** Jersey's distinctive character and identity is created not only by its celebrated coastline and countryside, but also by the urban environment and the buildings and places from which it is made. If we are to respond effectively to present and future challenges whilst maintaining and enhancing the quality of the Island environment, we must ensure that new developments provide us with buildings and public spaces that not only serve the needs of the organisations and people who use them, but also create a sustainable, attractive and safe environment from which we can all benefit. The cultural and environmental cost of the failure to commission and demand well-designed buildings and spaces can clearly be seen as a blight on the Island's landscape and townscape.

**2.49** There is, however, an ever-growing wealth of evidence that shows the ways in which good design pays off. Good design is inclusive - it helps to create places that everyone can enjoy equally. The assumptions that the cheapest cost signifies best value and that good design is an unaffordable luxury must always be challenged, as neither is true: the cost of design is a fraction of the whole-life cost of a building. The longer-term benefits of good design are substantial when viewed against the initial cost of investment in design and are extremely significant if best value is to be secured. Good design can improve functional efficiency and significantly reduce running costs and can lead to the creation of more sustainable buildings.

**2.50** The Minister for Planning and Environment is determined to significantly raise the standard of building design in Jersey and to champion high quality design and good architecture. The emphasis must be on quality and encouragement will be given to traditionally designed schemes or modern interpretations of traditional forms, provided that they are of the highest standard, where they respect their context and where they can demonstrate their local relevance to Jersey. The use of either traditional or more innovative forms of modern architecture of the highest quality will be encouraged in locations where the setting and context are appropriate, and where areas of particular quality or local character will not be damaged but may be enhanced.

### Policy SP 7

#### Better by design

All development must be of high design quality that maintains and enhances the character and appearance of the area of Jersey in which it is located.

The various components of development, including:

- layout and form;
- elevational treatment and appearance
- density and mix

- scale: height and massing
- external elements, and landscaping; and
- architectural detail and materials

will be assessed to ensure that the development proposed makes a positive contribution to the following urban design objectives:

- local character and sense of place
- continuity and enclosure
- quality of the public realm
- ease of movement and permeability
- legibility
- adaptability
- diversity
- safety by design

Applications must, where appropriate, be accompanied by a Design Statement to demonstrate and explain how the principles of good design have been incorporated into the development proposal.

