Bridging Island Plan

March 2022

BRIDGING ISLAND PLAN

Government of JERSEY

Foreword

The Bridging Island Plan (the 'plan') is the culmination of three years of research and the review and development of policies which will serve to protect and improve our natural and urban environments, whilst meeting the island's development needs up to 2025. It is a plan that will provide a bridge between the longer-term 2011 Island Plan, and the next ten-year Island Plan.

Despite work having to take place at the time of the pandemic, the plan is the result of extensive public, stakeholder and parochial consultation; in-depth assessment by independent planning inspectors; and a rigorous two-week debate in the States Assembly. The island now has a very strong policy framework, developed through consensus and collaboration, for the management of development proposals over the next three years.

This plan, adopted unanimously by the States Assembly, provides for the much-needed development of homes, and in particular, the delivery of more affordable homes, to help meet existing housing demand driven by changes to the make-up of the island's population, and the greatly increased levels of in-migration since 2011.

Following the clear direction of the States Assembly to limit the spread of urban development into the surrounding countryside, it encourages the better use of already-developed land, and enables the development of denser, more compact forms of development, which may also include taller buildings, in parts of St Helier that are best able to accommodate them. This means that we can increase our building supply, whilst not losing any more greenfield land, which has been, and still is, a major concern to islanders throughout the development of the plan. Seeking to optimise the density of development, particularly in St Helier, presents a big challenge to maintain the special character and identity of our town and other urban environments; and to provide the essential community infrastructure which ensures that they continue to be good places to live.

This plan also affords much greater protection for our island's very special landscapes and seascapes; its rich biodiversity; and its unique heritage. These elements of Jersey are greatly valued by the community, and it is important that they are safeguarded and sustained for future generations. In particular, the Bridging Island Plan builds on the principles of previous Island Plans, which I believe are likely to endure, and ensure the preservation of the island's countryside and coast in decades to come.

Yet, there are some longer terms issue that will need to be revisited as part of the next Island Plan. The island's need for and access to materials for construction will need to be considered further, and we will need to decide whether to extract on-island or whether to establish the infrastructure with which to import the minerals we need, which will have wider environmental and economic consequences. We will need to better understand how the next Island Plan can continue to support the economic recovery that has followed the pandemic and other global events while ensuring this is sustainable. We must also consider where we will need schools and other infrastructure to support our increased population, against the challenge of climate change. These issues and others will need to be considered in light of the 2021 census once the results of which are known

This Bridging Island Plan provides a fully comprehensive framework for managing the use and development of our scarce land and marine resources during the coming years. I very much hope that it will both inform and encourage all concerned with development, and the public, to recognise the importance of embracing and committing to these policies to ensure that our unique island identity and sense of place is maintained and nurtured so that Jersey remains a very special, unique place.

Deputy John Young
Minister for the Environment

March 2022

Index

Volume and chapter index

Policy index

Proposal index

Volume 1

Introduction and strategic proposals

- Introduction
- Strategic proposals

Introduction

Bridging Island Plan

Planning is about creating a better future: protecting our environment for generations to come and enabling sensitive development that improves the lives of people now and over the long-term. The Island Plan is hugely important for Jersey. It sets out how, as a community, we will create homes; strengthen our economy; protect and improve our environment; provide for a good quality of life; and enhance what's special about our island.

The uncertainty caused by both the Coronavirus pandemic and the recent Brexit transition make it harder to plan for the future. Normally, the Island Plan would provide a ten-year planning framework, but because many issues are particularly uncertain at present, this Island Plan covers a shorter three-year plan period, 2022-2025. After this period a new longer-term plan will be put in place.

Like all Island Plans, this bridging Island Plan has been prepared to comply with the provisions of the Planning and Building (Jersey) Law 2002[1] and to meet high standards. Its preparation has included extensive research and wide-ranging public, political and stakeholder involvement. Under Jersey's plan-led system, it will become the primary consideration in any planning-related decision-making during the plan period[2].

The bridging Island Plan is the right plan for Jersey now. It provides a unique opportunity to bring forward policies to address known challenges in ways that are attuned to the post-pandemic response and recovery period, and to prepare strong, ambitious foundations for the island's next long-term plan, from 2025. For the avoidance of doubt, any reference to the Island Plan refers to the bridging Island Plan, unless otherwise specified.

Format of the Island Plan

The Island Plan comprises two parts involving this report and a proposals map.

This report is formed of four volumes. Each volume is broken into chapters, which share a common theme and address a set of issues.

Each chapter contains **policies** to guide development, and **proposals** for further work. The proposals respond to and will help make progress with the issues addressed in that chapter. Strategic proposals, which are set out in this chapter only, identify those broader initiatives to be addressed as priorities to inform the next Island Plan:

Volume one – introduction and strategic proposals

- Introduction and context
- Strategic proposals

Volume two – strategic policy framework

- Strategic policies
- Places

[1] Part 2, Planning and Building (Jersey) Law 2002, as amended by the Covid-19 (Island Plan) (Jersey) Regulations 2021.

[2] Article 19(2) Planning and Building (Jersey) Law 2002

Volume three – managing development

- General development
- Natural environment
- Historic environment
- Economy
- Housing
- Managing emissions
- Community infrastructure
- Travel and transport
- Minimising waste and environmental risk
- Utilities and strategic infrastructure
- Minerals extraction and solid waste disposal

Volume four – performance and delivery

- Delivery, monitoring and review

Each of the policies in the plan is supported by a written justification that explains the considerations that have applied in developing the policy. Policies are shown in bold type, within a blue box and are identifiable by a policy number and specific title. Proposals are found in a green box.

The policies of the Island Plan have been carefully formulated to achieve the sustainable development of the island with a balance between social, environmental, and economic considerations. The policies do not stand in isolation and should be read together, with other relevant policies and the proposals, as a holistic response to the needs and issues facing the island, which is supported by the evidence collated to support preparation of the plan.

The proposals map shows the spatial aspects of policies across the island and out to territorial limits.

The Island Plan, and all the evidence that informs it, is available online at www.gov.je/islandplan.

How to use the Island Plan

One of the stated purposes of the Planning and Building (Jersey) Law 2002[3] is to conserve, protect and improve Jersey's natural beauty, natural resources and general amenities, its character, and its physical and natural environments. Accordingly, 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: this is provided by the Island Plan.

The law requires that all material considerations must be taken into account in the determination of an application for planning permission and that, in general, planning permission shall be granted if the development proposed is in accordance with the Island Plan[4].

When considering whether a development proposal is in accordance with the plan, it is important to have regard to the plan as a whole and not to treat a policy or proposal in isolation. It is likely that several policies will be relevant to any development proposal and that some policies can, seemingly, pull in different directions. This is not a flaw in the system, but simply a product of a complex and wide-ranging plan, and a reflection of the

[3] See Article 2 Planning and Building (Jersey) Law 2002
[4] Article 19(2) Planning and Building (Jersey) Law 2002

natural tensions that arise in seeking to meet the community's economic, social and environmental objectives. It is for the decision maker to carefully balance the planning merits of a development proposal with the policy requirements of the plan.

Where policy conflicts do arise, a reasoned judgement must be made as to whether the wider benefits of a proposal outweigh any policy considerations provided by the Island Plan. This should only happen where there is considered to be sufficient justification to do so, as set out in the Planning and Building (Jersey) Law 2002.[5]

Preparation of a revised Island Plan

Initial work to review the Island Plan commenced in 2019, at the time when a 10-year plan was intended. In response to the impact of the Coronavirus pandemic, the Minister for the Environment, in consultation with other ministers, proposed the development of a bridging Island Plan to cover a shorter period, 2022-25. This decision, and the process to arrive at it, have been considered by the Environment, Housing and Infrastructure Scrutiny Panel[6].

The Island Plan Review has enjoyed the benefit of regular engagement from States Members, stakeholders and the public in a range of ways and at different times. Key stages of the Island Plan review have included the following.

Strategic Issues and Options consultation

The Government of Jersey held a public consultation, over a three-month period from 10 July 2019 to 11 October 2019, on the strategic issues and options the island is facing, providing islanders with an opportunity to have their say.

The consultation was structured around four areas: the spatial strategy, a sustainable island environment, a sustainable island economy and sustainable island communities. Consultation documents were published in two formats: a shorter summary paper (with 27 questions)[7] and a full technical paper (with 47 questions)[8]. In total, 2,254 responses were received to the consultation from a variety of sources. A findings report was published following the consultation[9].

Ministerial and States Member engagement

The Council of Ministers were closely engaged with the development of the bridging Island Plan, and individual ministers have been engaged in the development and review of policy direction where they are of relevance to their portfolios, to ensure a plan that is integrated across government.

In July 2020, the Minister for the Environment requested an in-committee debate to provide all States Members with an opportunity to discuss, and express their views about, the changes that were necessary to enable the delivery of a bridging Island Plan and the key planning challenges that the plan should seek to address. The discussion was informed by a report presented by the Minister for the Environment and was followed by an outcome summary report[10] and ministerial response.

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[5] Ref to Article 19(3) Planning and Building (Jersey) Law 2002

[6] S.R.3/2021 Environment, Housing and Infrastructure Scrutiny Panel: An analysis of the revised Island Plan Review process

[7] Strategic Issues and Options: summary consultation

[8] Strategic Issues and Options: technical consultation

[9] Strategic Issues and Options Findings Report

[10] Island Plan Review: in-committee debate – output summary

States Members were engaged, through their parishes, to explore key parish and policy issues, in a series of briefing meetings during the policy development of the plan.

Call for sites

A call for sites was undertaken in late 2019. Over 500 sites were put forward both for development and for protection from development. All sites were assessed and prioritised, and the associated information is published alongside the Island Plan at www.gov.je/islandplan.

The process of site analysis and selection was robust, objective and professionally led. Political oversight of the process and final selection of all sites, including those for affordable housing, was provided by the Minister and Assistant Minister for the Environment.

The Council of Ministers, in reviewing the draft Island Plan, offered their support for the approach taken to respond to the need for affordable housing but took no role in site assessment or selection.

Preferred Strategy Report

Having considered the views raised during the Strategic Issues and Options consultation in 2019, the views of the States Assembly raised during the in-committee debate in 2020, the wider established priorities of government, and the emergent evidence base, the Minister for the Environment developed and published a Preferred Strategy report[11] for the bridging Island Plan in October 2020.

The Preferred Strategy established a high-level vision for the bridging Island Plan; its strategic policy framework; the spatial strategy for development; the planning assumption; and provided an analysis of housing needs and delivery mechanisms, following its consideration and endorsement by the Council of Ministers.

Covid-19 (Island Plan) (Jersey) Regulations 2021

On 10 February 2021 the States Assembly agreed the Covid-19 (Island Plan) (Jersey) Regulations 2021. These regulations[12] provided the legal route to progress the bridging Island Plan in the current term of government and were supplemented by a revised Island Plan Order[13], published on 22 March 2021, which sets out, amongst other things, how the examination in public was to be progressed and the processes for amendments by States Members and Minster for the Environment. These changes to the legally prescribed process of undertaking an Island Plan Review enabled a bridging Island Plan to be developed and brought forward.

Evidence base development

The Island Plan Review is supported by an extensive and up to date evidence base that addresses the key issues to which the revised Island Plan is required to respond to. All the relevant evidence is published and available online[14].

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[11] Preferred Strategy Report (2020)

[12] Part 2, Planning and Building (Jersey) Law 2002, as amended by the Covid-19 (Island Plan) (Jersey) Regulations 2021

[13] Planning and Building (Covid-19 Bridging Island Plan) (Jersey) Order 2021

[14] Core evidence base documents for the Island Plan Review 2021

A wide range of engagement was undertaken to inform the evidence base studies, including direct stakeholder engagement and liaison, focused workshops, online consultations, focus groups and surveys. Each commissioned study explains the methodology followed to prepare the report including how the work has engaged the public and key stakeholders.

Consultation

The draft bridging Island Plan was lodged *au Greffe* (P.36/2021) on 19 April 2021, for consideration by States Members in order that they might propose amendment to it; and published for public consultation at the same time, for a period of three months, from 19 April-12 July 2021.

On 01 September 2021 the Minister for the Environment published a post-consultation report, which responded to all public comments received, and all States Member amendments. The report was in seven parts:

- **Part 1 and 2: Introduction and consultation summary**
- **Part 3: Minister's statement responses:** 67 individual reports compiled by the Minister for the Environment on key or complex issues raised through the consultation.
- **Part 4: Summary of consultation responses**: provided a breakdown of representations made to the consultation; and response from the Minister to all of them, by chapter, and where possible, grouped by relevant policy or theme
- **Part 5: Summary of States Member amendments**
- **Part 6: Minister's proposed modifications schedule**
- **Corrigendum**

Examination in public

Independent planning inspectors undertook an examination in public in November and December 2021. Having reviewed the draft bridging Island Plan and its evidence base; and all of the representations and States Members' amendments made in relation to the draft plan, the inspectors published a draft list of topics and participants for the EiP hearing sessions on 22 September 2021. The programme was finalised on 04 November 2021, following further consultation on sites to be the subject of examination.

Thematic hearing sessions, with selected participants, were undertaken over two weeks commencing 15 November 2021 at The Members' Room, Société Jersiaise, 7 Pier Road, St. Helier and streamed online. The hearings concluded on 02 December 2021, with a plenary session in accordance with the requirements of the Order.

The Minister for the Environment received and published the inspectors' report, together with his initial response to it, on 26 January 2022.

Publication of the inspectors' report afforded States Members a further limited opportunity to lodge further amendments in relation to the draft plan, but only in relation to matters that had been substantively raised during the consultation period; at the examination; or in the inspectors' report. The Minister for the Environment was also able to lodge amendments at this time, and prior to the States debate.

Approval of the Bridging Island Plan

In advance of the States debate, the Minister for the Environment published his consolidated comments on all the amendments, and amendments to amendments, that

had been lodged in relation to the draft plan. The States debate on the draft Bridging Island Plan began on Monday 14 March 2022. A total of 103 amendments were lodged in relation to the draft plan, in addition to a number of further amendments to amendments. The debate was managed relative to the ordering and themes of the draft plan and the amendments made to them.

After two weeks of debate, the Bridging Island Plan was unanimously approved, as amended, by the States Assembly on the afternoon of Friday 25 March 2022, and came into immediate effect.

Superseded plans and guidance

For the avoidance of doubt, all previous development plans will be superseded by the approval of the bridging Island Plan, and specifically:

1. Revised 2011 Island Plan (2014); and
2. St Mary's Village Development Plan (1994).

It will also be necessary to develop new supplementary planning guidance to support and complement the function and interpretation of the Island Plan and to comprehensively review and refresh existing guidance where required[15].

The vision and purpose of the bridging Island Plan

The Island Plan promotes the sustainable development of land and buildings to maintain and enhance Jersey as a special place, that faces future challenges; values and protects its environment and unique island identity; and acts with confidence to provide the homes, employment and infrastructure that sustain community and family life.

This vision is informed by the legal and strategic purpose of the Island Plan; the ambitions set by ministers and the States Assembly in the Common Strategic Policy and other key strategic plans; and the findings of key public and stakeholder consultations, including Future Jersey[16].

Future Jersey tells us what people in the island want to see retained and improved in years to come. Progress in each area is measured and regularly reported, through a set of indicators, as part of Jersey's Performance Framework[17]. Because the Island Plan shapes the physical context for the island, it links closely with all parts of the performance framework: the policies and proposals of the Island Plan aim to support the sustainable wellbeing of islanders and balance environmental, community and economic matters as suggested in the figure (see figure 1 Jersey Performance Framework) below.

More information about how the Island Plan contributes to improving sustainable wellbeing of islanders and how the performance of the plan is monitored and reviewed are set out in volume four: performance and delivery.

[15] see Volume four: performance and delivery

[16] Future Jersey

[17] Jersey's Performance Framework: measuring sustainable wellbeing

Figure 1 – Jersey Performance Framework

The bridging Island Plan is a unique response to a unique context. Initially, the Island Plan Review undertook to prepare a new long-term Island Plan. This review became delayed, in 2020, because resource was redirected to support the public health response to the Covid-19 pandemic and workstreams were disrupted and delayed. Rather than return to the preparation of a long-term Island Plan, which would delay publication of the plan to a later date, the bridging Island Plan provides the means to make important progress in key policy areas now. Bringing forward a shorter plan also recognises that, while there is always uncertainty in seeking to plan for the longer-term, that uncertainty is currently heightened by the potential impacts of the Coronavirus pandemic and changes associated with new post-Brexit arrangements.

With these issues in mind, there are three specific and strategic reasons to pursue a bridging Island Plan now rather than retain the current Island Plan until a point in the coming years when it can be replaced by another long-term Island Plan.

The bridging Island Plan provides an early response to current challenges, especially to address the availability and affordability of homes; strengthen protection from inappropriate development; respond to climate change; improve our transport systems; and make improvements to the Town of St Helier[18], particularly for residents.

The bridging Island Plan represents an initial response to the period of significant uncertainty brought about by the Coronavirus pandemic and Brexit transition, which can be iterated and improved in the subsequent Island Plan, in particular, to respond to the then current economic and population contexts.

[18] See Volume two: strategic framework, places: Plan for Town

The bridging Island Plan builds stronger foundations for the next long-term plan by establishing updated strategic policies; updating and refining the spatial strategy for where in the island development should be focused; and setting out clear strategic proposals for the work that will ensure the next Island Plan can best respond to major long-term sustainability challenges.

These three strategic reasons are suggested in the figure below (Figure 2: The basis for the bridging Island Plan) and expanded further in this section. Together, they justify the conclusion that, at this time, when there is real uncertainty, it would be wrong to delay the introduction of a new Island Plan just as it would be wrong to make, with undue certainty, a plan for the next ten-years.

Figure 2: The basis for the bridging Island Plan

An early response to current challenges

This Island Plan was considered by the States Assembly in March 2022. While the plan provides direction on relevant policy matters which contribute to achieving sustainable development and is informed by robust evidence and extensive consultation, it has been possible to prepare the plan by this date because of a number of factors: States Members agreed that the plan could be lodged, and amendments proposed to it at the same time as the public consultation period[19]; and the shorter timeframe of the plan means that matters that need to be dealt with on a longer-term horizon can be reserved for the next Island Plan, which in turn has allowed resources to be prioritised to prepare this plan more quickly.

A key justification for bringing forward a bridging Island Plan is that it provides an early response to current challenges. The Strategic Issues and Options consultation, undertaken in 2019, included an online survey, 12 parish drop-ins, stakeholder briefings, town pop-up stalls, a youth engagement programme, and a range of other events. The consultation attracted over 2,000 responses, which described the challenges that islanders want to see addressed.[20]

[19] Amendments are changes that are proposed to the plan by States Members. This was enabled by the adoption of the Covid-19 (Island Plan) (Jersey) Regulations 2021
[20] Strategic Issues and Options Findings Report

The updated planning policies made in this Island Plan help make earlier progress on many of the challenges identified in the Strategic Issues and Options consultation. In particular, the Plan seeks to respond to the key issues set out below.

Making homes more affordable for islanders

The Objective Assessment of Housing Need[21] (OAHN) makes clear that more homes are required in the coming years as people live longer and household size continues to reduce, as well as to respond to increases in the island's population. The OAHN also concludes that there is particularly significant demand for larger three- and four-bedroom homes for purchase.

Data from the Jersey House Price Index, compiled by Statistics Jersey, shows: that the price of an average house in Jersey was c.£630,000 in 2020, up from c.£430,000 at the start of the previous Island Plan period in 2011; and that the average cost of a four bedroom family home is currently £1.164m[22]. During the same period, the Housing Affordability Index, which indicates whether a working household with average (mean) income can purchase a property affordably, declined by 11%[23].

The approach adopted for this Island Plan Review, as set out in the Island Plan Preferred Strategy[24], recognised that population growth over the current Island Plan period has been significantly higher than the anticipated additional +325 people a year, averaging around +1,000 people a year over the years 2011-2019. Statistics Jersey has estimated that, because of this, a net shortfall of 1,800 homes had arisen over this period. The Preferred Strategy concludes that, while some of the demand associated with this shortfall may have been met by existing supply in the housing market, it is reasonable to assume that the remaining unmet demand is contributing to the housing pressures (and associated increases in price) currently experienced in Jersey. This additional demand should be reflected in the number homes being planned for in the Island Plan (the housing requirement).

The Minister for the Environment recognised this issue in discussion with the Environment, Housing, and Infrastructure Scrutiny Panel in September 2020, saying:

> *"we are in a serious, serious problem about housing issues. I think that is probably one of the biggest areas that probably the majority of States Members are really focusing on the new plan[25]."*

The bridging Island Plan takes steps to address the provision of and affordability of homes, including:

- making provision for over 4,150 new homes (up to the end of 2025) that will provide a range of types, sizes and tenures to meet the island's different housing needs;
- within the overall provision of homes, planning for over 1,400 new affordable homes, both for rent and purchase, and aligning the plan with new housing policies that will update and improve the range of affordable housing products and ensure all affordable homes are allocated through the Housing Gateway in line with relevant criteria;

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[21] Objective Assessment of Housing Need (2019)
[22] House Price Index: Fourth Quarter - 2020
[23] Housing Affordability Index
[24] Preferred Strategy Report (2020)
[25] Bridging Island Plan Review Public Hearing: The Minister for the Environment (29th September 2020)

- allocating sites for new affordable homes
- introducing a new 'right-sizing' policy recognising that many residents might choose to move – and release larger houses to become affordable family homes – if they could remain within their local community;
- providing enabling policies that are aligned to the Government of Jersey's Public Estates Strategy[26] to maximise the use of publicly owned land and buildings to support the development of new homes; and
- planning to address 50% of the identified backlog of homes over the plan period.

Making improvements for Town residents and placemaking

The Island Plan introduces new policy to ensure that homes are built to high standards and in an environment that better supports the wellbeing of residents, particularly in Town[27].

The Spatial Strategy (set out in Policy SP2 – Spatial strategy, strategic policies chapter) retains the policy of recent Island Plans to focus and encourage the majority of development in Town. The plan, however, recognises that this strategy, over time, has the potential to create additional challenges for Town residents if it is not also possible to continually improve the experience of town living by, for example, increasing access to open space, reducing the impact of vehicles on the townscape, protecting the character of Town, and improving the public realm and access to community facilities including good schools. This challenge is reflected in the findings of the Jersey Opinions and Lifestyle Survey 2018[28], which found that just 36% of St Helier residents were satisfied with their local neighbourhood, compared to 81% of residents of rural parishes and 63% of largely suburban parishes.

The bridging Island Plan recognises that the sustainable development of the island hinges on the sustainable development of Town and sets out, for the first time, a strategic Plan for Town (see volume two: places – Plan for Town). This plan advances eight strategic concepts, underpinned by detailed policies, that seek to create a town that is better for people to live in, with more open space; good homes; an improved built environment and the schools, jobs and other community facilities and services that support a better quality of life and the creation of a better place.

To support the Plan for Town, the Island Plan proposes the introduction of a Sustainable Communities Fund to invest in improvements over the long-term by capturing a small proportion of the value created when planning consent is given, and recognising that it is legitimate to use this to make wider improvements to benefit the local communities in which development occurs.

Responding to the climate emergency and improving transport

One of the most significant opportunities presented by the bridging Island Plan is to make early progress in strengthening the response that the planning system can make to the climate emergency. The States Assembly has declared a climate emergency and agreed a Carbon Neutral Strategy that has set in train a people-powered approach to establishing how Jersey should become carbon neutral.

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[26] Island Public Estate Strategy 2021-35

[27] The extent of Town is defined on the proposals map. It extends from and embraces Grève D'Azette in the east, first Tower in the west, and up to Mont à L'Abbé, Vallée des Vaux and St Saviour's Hill in the north. Its southern edge is where it meets the sea.

[28] Jersey Opinions and Lifestyle Survey (2018)

Alongside the development of this process, the bridging Island Plan takes steps – which are in line with the existing commitments of the adopted Energy Plan[29] – to ensure carbon emissions are reduced throughout the life cycle of new development (from design through to deconstruction). These policies include increased environmental design standards for new developments and support for carbon sequestration schemes and ground mounted solar arrays, where appropriate.

Protecting and improving the natural environment is a key part of the island's transition to net zero. The bridging Island Plan reflects the importance of biodiversity throughout the island and seeks to ensure that new development protects and improves green infrastructure and networks.

The bridging Island Plan also integrates the new Sustainable Transport Policy[30]. It provides support for related initiatives and strengthens the requirement for contributions to support bus services and to deliver new walking, cycling and wheeling infrastructure as part of new developments.

Strengthening protection from inappropriate development

The bridging Island Plan is informed by two important new studies into the landscape and seascape character of Jersey and the urban character of St Helier[31]. Both studies reflect, in detail, the many valuable places, settings and contexts throughout the island and its territorial waters, and how best to manage development that might affect them, to protect their special character.

The bridging Island Plan increases the protection afforded to the special and unique assets in the island from inappropriate development. The Protected Coastal Area extends the highest level of protection to sensitive landscapes around the Jersey coast and its waters; new historic environment policies recognise and strengthen the protection afforded to the settings of listed buildings; and the policy regime for the green backdrop zone is retained and enhanced.

An initial response to the pandemic and Brexit

The impacts and aftermath of the Coronavirus pandemic will be the defining story of the bridging Island Plan period. The pandemic dramatically impacted the quality of people's lives, individually and as a community. The implications will be significant and long-lasting. It will take many years to fully understand the impact that the pandemic has had on our children's education, on our economy, our social habits and behaviours and, perhaps most significantly, on our mental and physical health and wellbeing. These downstream effects will impact the long-term trends and sustainable wellbeing of Jersey in ways that will need to be understood and responded to in future years.

The pandemic has had pronounced and direct impacts on our relationship with the physical environment, both for good and bad. The initial period of lockdown in 2020 was experienced very differently by people in smaller homes and with less access to outside space. Similarly, new experiences, such as extended working from home, or periods of self-isolation, were made much easier through access to additional and separate space within a home. At the same time, many people across the world reported feeling a new affinity for the natural environment and recognised how different environments and road space could feel with the prolonged absence of vehicles.

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[29] See: Jersey Energy Plan
[30] Sustainable Transport Policy
[31] See: IPR core evidence base

Our experience has highlighted the significance of the quality of our homes and our neighbourhoods to personal and community wellbeing. The bridging Island Plan recognises this and seeks to ensure that the design and quality of new homes and access to open space is improved as an integral and important part of new development.

These new experiences give glimpses of potential future economic, social, and environmental changes. The period during which the bridging Island Plan was prepared – throughout late 2020 and early 2021 – was too early to determine whether these experiences might be sustained and embed themselves as new behaviours that require a planning policy response; or, whether they may be replaced by previous behaviours or, over time, create entirely new behaviours and requirements.

In many cases, the pandemic brought to a much wider community, new experiences that reflect the strategic policy objectives of the Island Plan for many years. The experience of reduced peak time congestion (down almost 13% in 2020 compared to previous years) and increased use of the island's cycling and walking infrastructure may accelerate the shift to an entirely sustainable transport system by 2030, as set out in the Sustainable Transport Policy. In these instances, the Island Plan seeks to accelerate the process of establishing these new experiences as shared and sustained behaviours.

If the Coronavirus pandemic had not occurred, it is likely that the defining story of the first years of the Island Plan would be, in large part, determined by the impacts of Brexit. In December 2020, the States Assembly voted to participate in the agreement between the UK and the EU on their future relationship[32]. This maintains, as closely as possible, the conditions of Jersey's current EU trading relationship and ensures that goods destined for the EU are treated fairly, without tariffs, and equal to those goods originating from the UK.

Following Brexit, the period of this Island Plan will see significant changes to the current system for managing immigration into the Common Travel Area (CTA) and migration from within the CTA to Jersey. These include both the introduction of a new points-based immigration system by the UK Government (and the introduction of related and comparable controls within Jersey) and the introduction of a migration control policy by the Government of Jersey[33].

The development of the Island Plan has been able to progress in tandem with the States Assembly's consideration, debate and approval of a migration control policy, and the anticipated future publication of a population policy, because the impact of that new policy on the overall population of the island will not take effect for some time. In the meantime, the primary impacts on migration are likely to stem from the post-pandemic and post-Brexit economic and immigration contexts, rather than the adoption and implementation of local policy which seeks to further regulate migration.

The new migration control policy and future population policy, together with the results of the 2021 Census; greater learning about both the performance of the island's economy following the pandemic and the impact of post-Brexit immigration changes; and the development of a longer-term economic framework for the island; will all inform long-term planning in the coming years and can be fully reflected in the subsequent Island Plan from 2025. Strategic Proposal 1, below, commits to undertaking the necessary work, based on these developments, to establish a long-term planning assumption, to inform the requirement for homes, for the next Island Plan.

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[32] P.170/2020: UK-EU trade and economic cooperation agreement – inclusion of the Bailiwick of Jersey
[33] P.137/2020: Migration control policy

Building the foundations for a long-term Island Plan

The bridging Island Plan looks forward to the strategic requirements of the island over time; sets a vision of a sustainable future; and helps build the foundations for a long-term Island Plan to follow, from 2025.

The Island Plan Review, initiated in 2019, was intended to prepare a long-term Island Plan for the period 2021-30. Because of this, the programme to review and update the evidence base to which the bridging Island Plan responds has been comprehensive, thorough and forward-looking.

Several key studies, on which successive previous Island Plans and planning policy have been based, have been updated and are expected to remain relevant into and potentially beyond this, and the next, Island Plan period. These include the award-winning Jersey Integrated Landscape and Seascape Character Assessment[34] and the updated St Helier Urban Character Appraisal[35].

Steps have been taken to ensure that the bridging Island Plan is informed by a longer-term view of infrastructure needs, for example, through the development of the Minerals, Waste and Water Study[36] and the Infrastructure Capacity Study[37], which consider requirements over several decades and a 15-year period respectively. The Island Plan also provides a policy response to the Shoreline Management Plan[38], which models and responds to sea-level rise over three epochs during the next 100 years.

This longer-term evidence base is used to shape detailed policies that take effect now. Importantly though, the evidence is also used to inform the strategic policy framework for the Island Plan, to which all development proposals should accord. The strategic policy framework is also informed by the Strategic Issues and Options consultation[39] and by a range of other strategies and policies, including those referenced in the strategic context section below. Because these strategic policies are rooted in a wide-ranging and long-term analysis, it is likely that they will remain, in large part relevant to the next Island Plan.

The bridging Island Plan cannot address all the strategic matters relevant to the next Plan period. In order to make progress in areas that are currently uncertain, or are simply emergent, the Island Plan sets out for the first time, a series of strategic proposals, which frame and direct further work that will be required to ensure the next Island Plan can appropriately plan for a longer-term period.

As the diagram below suggests, the Island Plan now forms part of the Government of Jersey's adopted long-term strategic framework, which guides decision-making, performance review and improvement across Jersey's public service. The development of this framework, which was established as a priority in the Common Strategic Policy 2018-22[40], expects that these strategic proposals, as well as proposals made elsewhere in the Island Plan will, in turn, be included as priorities for delivery in future Government Plans – providing additional resources where required – and consequently included in future departmental operational business plans in coming years.

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[34] Jersey Integrated Landscape and Seascape Character Assessment
[35] St Helier Urban Character Appraisal
[36] Minerals Waste and Water Study
[37] Infrastructure Capacity Study
[38] Shoreline Management Plan
[39] Strategic Issues and Options Findings Report
[40] Common Strategic Policy 2018-22

Figure 3: Performance management and business planning standards and principles

Strategic context

The strategic context to the bridging Island Plan is wide-ranging, and the inter-relationships between different policies, aims and objectives is complex. The Island Plan has been developed with regard to, and in many cases, helps to progress this wider strategic context. In some cases though, the policies of the Island Plan may be in tension with certain other ambitions, for example, where planning policy performs a necessary regulatory function.

This section summarises a selection of key strategic documents that help set the context for the bridging Island Plan. It does not summarise the additional evidence base that has been prepared to inform, and is published alongside, the Island Plan; key elements of that evidence base are summarised in the context of the relevant policies set out in later sections.

Sustainable wellbeing

Jersey is one of only a small number of jurisdictions across the world that have made an explicit and binding commitment to promote wellbeing in all their actions.[41.] Sustainable wellbeing is a holistic concept that uses different tools to measure how well society is doing across the key areas that contribute to overall quality of life. It supports a focus on long-term progress rather than short-term intervention, and enables community, environmental and economic indicators of wellbeing to be measured.

The Island Plan shapes the places that promote good health and wellbeing; defining how people live and travel; where they work and learn; and determines the quality of the built and natural environment that all islanders share. The plan deals with both the direct and indirect land use implications of change and sets out a means to balance competing needs and objectives.

The majority of people surveyed in Jersey support focusing the Island Plan on promoting sustainable wellbeing[42], as defined by the Future Jersey community vision[4316] published in March 2018, which sets out a range of priorities across ten social, environmental and economic areas. It presents an aspirational vision for how people want Jersey to develop in the coming 20 years.

Future Jersey highlights that islanders want Jersey to be developed in a sustainable way and that all community, environmental and economic needs are met without being detrimental to the island. Through the sustainable development of the island, the Island Plan is committed to ensuring that the needs prioritised in Future Jersey will be met for all islanders both in the short and long-term. This requires the Island Plan to have sustainability objectives, each of which are interdependent, and assessed based on the following themes:

- community – seeking to protect and improve the quality of people's lives and the island's cultural heritage and identity;
- environment – seeking to protect and improve the quality of Jersey's urban, rural and marine environments and biodiversity;
- economy – seeking to maintain and improve the performance of the local economy within sustainable limits.

Jersey's Performance Framework launched in January 2020, provides the means to monitor progress towards the Future Jersey vision of sustainable wellbeing. Volume four sets out how the approach to monitoring, delivery and review of the Island Plan now integrates with the Jersey Performance Framework.

An independent Sustainability Appraisal of the Island Plan has also been undertaken and is published alongside the plan. The Sustainability Appraisal provides a more detailed understanding of sustainability and how the different facets of this have informed the development of the Island Plan.

Common Strategic Policy

The Common Strategic Policy, which details the priorities agreed by this Council of Ministers for its current term of office, was agreed unanimously by the States Assembly in

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[41] Jersey's Performance Framework: measuring sustainable wellbeing
[42] Strategic Issues and Options Consultation – findings report, p.15
[43] Future Jersey

December 2018.[44] The Island Plan incorporates each of the strategic priorities, as outlined below.

We will put children first:

- ensuring that our children have access to high-quality infrastructure – such as schools, health care facilities and community amenities;
- helping address the provision and affordability of family homes in Jersey; and
- maintaining and creating play, open and green space that serves the needs of children, present and future, which will contribute to helping children be safe, active, social and imaginative. Access to high quality and safe places for children and young people to play is critical to the development of the physical, emotional, social and cognitive skills that they need to thrive.

We will improve islander's wellbeing and mental and physical health:

- ensuring that all development must consider the potential health, wellbeing and wider amenity impacts on Jersey's residents;
- prioritising the development of a new hospital and safeguarding the 'Our Hospital' development site agreed by the States Assembly; and
- supporting new and extended community, health and social care facilities; access to Jersey's coast and countryside; and major improvements and access to the walking, cycling, public transport and active travel networks. Focusing on these areas in the plan is critical to the maintenance of vibrant and sustainable communities, whilst also supporting islanders' physical and mental wellbeing.

We will create a sustainable vibrant economy and skilled local workforce for the future:

- giving priority to the maintenance of a productive and diverse economy, with support for new and existing businesses, particularly where they encourage the development of a local market for goods and services, attract small footprint/high value business and foster innovation;
- safeguarding key economic infrastructure throughout the post-pandemic period;
- supporting new, extended, or improved tourism or cultural attractions in the built-up area, where the development positively contributes to the range and quality of the island's tourism and cultural offer; and
- ensuring that the distribution and accessibility of additional educational facilities and future educational sites meet the needs of the community they serve, and that they are otherwise sustainable and adaptable to future generations and changing needs.

We will reduce income inequality and improve the standard of living:

- making a substantial response to the current challenging cost of housing, which is a major determinant of the standard of living available to islanders; and
- making provision for the supply of at least an additional 750 homes per year to meet the housing needs of Jersey's population, including over 1,000 affordable homes, and supporting the provision of homes to meet specific housing needs.

We will protect and value our environment:

- protecting and improving the island's natural environment, its landscapes, coastline, seascapes, biodiversity, and geodiversity;

[44] Common Strategic Policy 2018-22

- defining a new Protected Coastal Area to provide the highest level of protection to Jersey's most sensitive coast and countryside locations; and
- integrating with and supporting the Carbon Neutral Strategy and Sustainable Transport Policy.

Population context and planning assumption

Understanding current and potential future population levels is of central importance to Jersey and the bridging Island Plan. The importance of population was raised frequently in the Strategic Issues and Options consultation in 2019 and is a theme of public comment whenever the Island Plan is discussed.

While the shorter-term bridging Island Plan is intended to mitigate the risks of making long-term plans in a volatile context, it is still based on the best available data. An agreed planning assumption was set out in the Preferred Strategy, that has directly informed policy development and site selection. [45] Strategic Proposal 1 of the plan commits to the further work necessary to ensure that a more detailed long-term planning assumption, based on the latest 2021 Census data and adopted population policy, is available to inform the next Island Plan from 2025 (see Strategic Proposal 1 - Development of a long-term planning assumption, later in this chapter) .

Current population of Jersey

As of the year-end of 2019, the estimated resident population of Jersey was 107,800[46]. During 2019, the resident population increased by around 1,100 people: net inward migration accounted for 1,000 of this annual increase; whilst natural growth (births minus deaths) accounted for the remainder. Natural growth in 2019 was the lowest since 2002.

The average increase in the resident population of the island between 2011 and 2019 was 1,000 per year, with licensed employees[47] and their dependents accounting for approximately 40% of this population. In comparison, between 2001 and 2010, the average increase in population was 650 per year, with licensed employees and their dependents representing approximately 43% of this. The global financial crisis had a significant impact on inward migration between 2008 and 2015, with inward migration reducing by over 40% from 2008 levels in this period. Inward migration peaked at 1,500 in 2015 and has steadily decreased in the years since, to 1,000 in 2019.

Changes in the island's economic performance directly impact inward migration, regardless of licensed or registered employees. Following the Coronavirus pandemic, the economic outlook now looks very different and hence its impact as a driver of net migration will be different. Quite how these differences will manifest – both in our economy and in net migration figures – is difficult to model given the current high levels of volatility.

The switch to a shorter-term bridging Island Plan is a means of ensuring that progress in key planning policy areas can be made whilst ensuring sufficient strategic agility to respond to the impacts of the pandemic and Brexit over time.

Age

The 2016 Population Projections[48] found that, by 2035, the number of Jersey residents aged over 65 could reach up to 30,000 (depending on the changes migration could bring),

[45] Preferred Strategy Report (2020)
[46] Jersey Resident Population: 2019 Estimate
[47] Residential and employment statuses and what they mean
[48] 2016 Population Projections

which could account for 29% of the total population. This is a change of over 60% in residents aged over 65, with Jersey currently having 18,500 residents aged over 65. As of 2019, 17.1% of Jersey's population was aged 65 and over, an increase from 16.3% in 2015.

The diagram below, compiled by Statistics Jersey, shows the age and sex of Jersey residents as at the end of 2019.[49.]

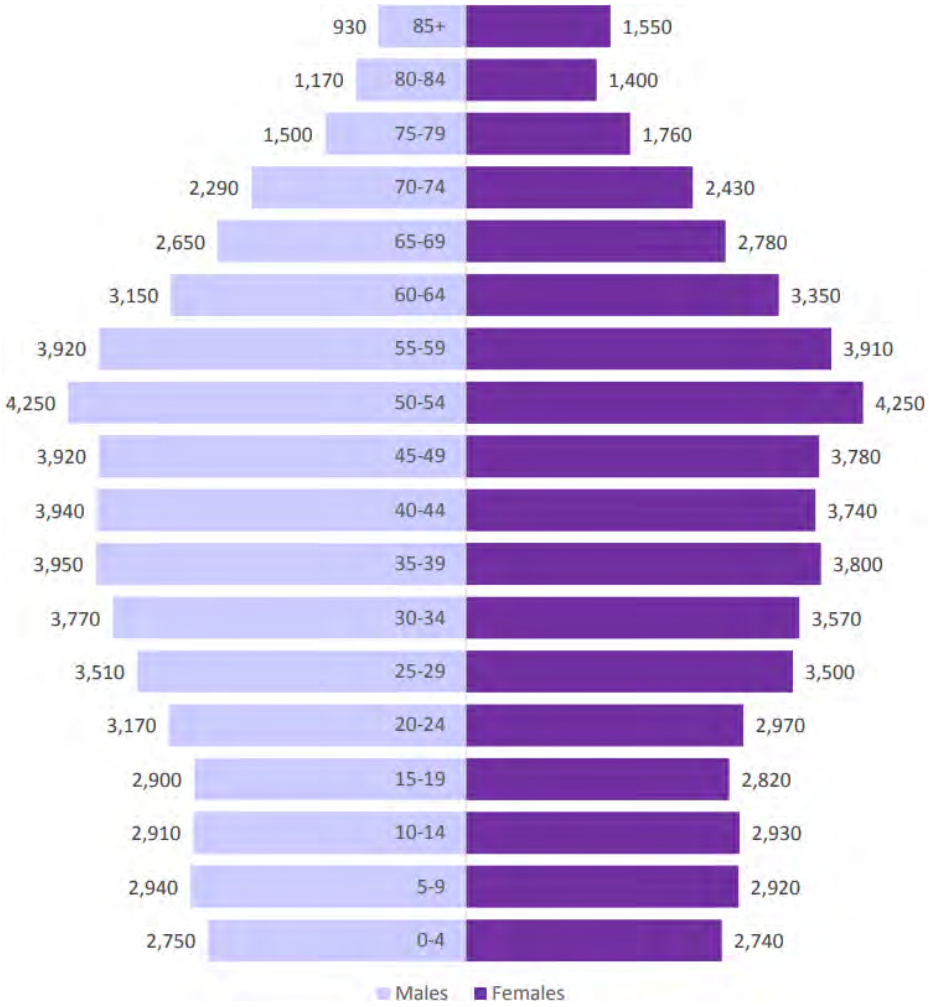


Figure 4 – Jersey population by age and sex, year-end 2019

Dependency ratio

The 'dependency ratio' refers to the ratio of non-working age to working age persons in the population. A high dependency ratio represents a high number of non-working age being supported by a relatively small number of working-age residents.

The dependency ratio in Jersey was 50% at year-end 2015[50]. The dependency ratio in the future will depend on patterns of net migration, as well as wider natural change in population of the island. The 2016 Population Projections report looked at the overall impact of a range of net migration levels on the dependency levels. It found that, by 2035, the dependency level could be anywhere between 57% and 71% depending on the level of migration.

Planning assumption

As the Preferred Strategy makes clear, the issue of population is fundamental to the Island Plan – since it provides the starting point for understanding how many homes need to be planned for and is linked to the likely scale of economic activity (which in turn affects the

[49] Jersey Resident Population: 2019 Estimate
[50] 2016 Population Projections

demand for employment premises/floorspace). A reasoned and justifiable planning assumption ensures that appropriate provision of land and development opportunities are made in the Island Plan in order that a sustainable balance is struck overall. The shorter timescale of the bridging Island Plan is proposed precisely because it is very difficult, currently, to model the shape of future population trends.

The Island Plan Review has considered evidence from Statistics Jersey and across government departments in order to ensure that the planning assumption is fully informed – particularly about population dynamics and changes to the demographic profile of our community – and, where appropriate, the anticipated impact of future government policies.

However, the work also reflects a series of informed assumptions about population changes that might unfold in the coming years, given the high degree of uncertainty about changes to population brought about by the Coronavirus pandemic in 2020 and beyond.

In the five-year period leading to the development of the bridging Island Plan, the average population change has been an additional 1,370 people a year. However, a consistent downward trend underlies this average, with the total annual increase falling by around 100-200 people each previous year, from a high point of 1,700 in 2015. This trend is driven by reductions in both natural growth and net inward migration, as shown in table 1 below.

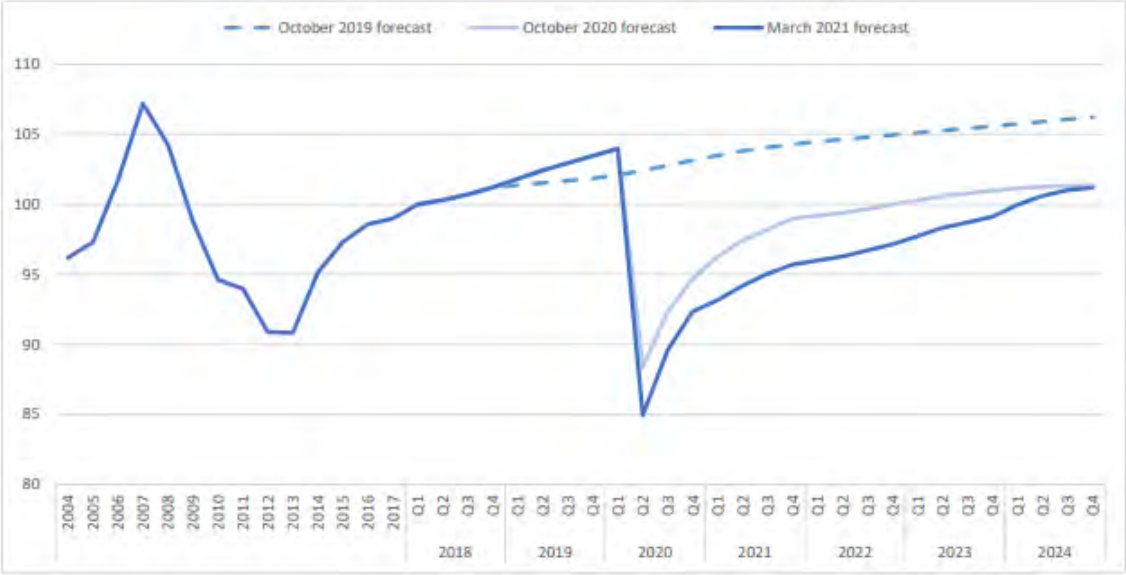
Calendar year	Natural growth	Net inward migration	Total annual change
2015	220	1,500	1,720
2016	200	1,300	1,500
2017	130	1,200	1,330
2018	100	1,100	1,200
2019	90	1,000	1,090
		5-year average	**1,370**

Table 1: Change in Jersey's resident population, 2015 – 2019

As in previous years, the level of net inward migration will largely determine the total annual change in population over the Island Plan period. In turn, the level of net migration is largely interdependent with the level of employment growth over the period of the plan.

Following the Coronavirus pandemic, the economic outlook for the period of the bridging Island Plan looks challenging. The graph below shows the illustrative forecast of the Fiscal Policy Panel's updated economic assumptions from April 2021.[51]

[51] Economic assumptions (gov.je)



Index of real gross value added (GVA), Q1 2018=100

Figure 5: Fiscal Policy Panel – economic growth projections, April 2021

The current period is likely to be characterised by steep falls in the non-finance sectors, such as hospitality. Changes in registered employment – as a primary driver of in-migration – are well explained by changes in GVA, but crucially non-finance GVA has an impact on registered employment that is three times greater than the impact of finance GVA. It is considered highly likely that this increase in unemployment, and the predicted sustained dampening of economic growth, will have a depressant effect on employment and lead to a further substantial slowing of the growth in annual net migration.

The situation for 2022-2025 is further complicated by the challenge of assessing the future direction of economic and immigration trends in the post-Brexit period. Whilst there remains a high degree of uncertainty regarding the potential economic and immigration impacts of Brexit, it is reasonable to conclude that there is a high likelihood that a challenging Brexit transition would also have depressant effect on employment and lead to a further slowing of the growth in annual net migration, in addition to the impact of Coronavirus outlined above.

The nature and scale of this depressant effect is difficult to judge. In establishing a comparator, it is reasonable to draw on evidence from the impact of the global financial crash of 2007-08. Net inward migration fell sharply in the five years after the crash (2009-2013), with average inward migration over this period running at +600 people each year. In the five years prior to the crash (2004-2008) average inward migration was +920 people per year. This represents a 35% fall in the average annual inward migration rate.

To account for the general downward trajectory of growth in inward migration in recent years, a 35% reduction might equally be applied to the more recent three-year trend of 1,100 per year (see table 1 above). In this case, the average over the coming five years would be expected to fall to around 700 people per year. Such a figure is supported by consideration of:

- the 'gearing' effect of the anticipated falls in non-finance GVA (at three times the greater impact on registered employment than equivalent falls in finance sector GVA in 2008); and
- the *cumulative* likely effects of:

- the economic impacts of coronavirus;
- the numbers of registered employed that, during the pandemic, returned to a permanent place of residence outside Jersey;
- the economic impacts of Brexit; and
- the immigration impacts of Brexit.

The bridging Island Plan, therefore, assumes that average annual net migration for the next five years will fall at the lower end of this range, at +700 per year and a total of +3,500 over the five years 2020-24. Within this average, it would be expected that net migration:

- is likely to be lower than +700 in 2020, in particular driven by the departure of previously resident islanders during the pandemic;
- may remain below +700 in 2021, and potentially 2022, given the projected economic challenges. This is more likely because of the additional restrictions in place over winter 2020-21, both in Jersey and elsewhere, and the potential for a European third wave in 2021; and
- will gently rise during the plan period of 2022-25 as the economy recovers.

Overall population growth also includes natural growth. It is considered reasonable to assume a continuation of the recent three-year trend of around +100 per year.

Taken together, the suggested natural growth and average net migration figures suggest a near-term planning assumption of around 4,000 over the five years from 2021-25, based on an average annual increase of +800 per year.

Providing homes in Jersey

The planning system has a key role to play in addressing the availability and cost of housing in Jersey. The bridging Island Plan is informed by the emergent recommendations of the Housing Policy Development Board[52] and by the Island Public Estates Strategy[26,] and establishes a policy framework to ensure the right open market homes are built and makes provision for the sustainable development of affordable housing.

The Objective Assessment of Housing Need[53] (OAHN) makes clear that more housing is required in the coming years, regardless of migration, as people live longer, and household size continues to reduce. The OAHN also assesses the type of housing required against all tenures (non-qualified; owner occupier; qualified rent; social rent). Applied to an average annual population growth scenario of +800 per year, the OAHN methodology suggests that around 6,100 homes will be required over the ten-year plan period 2021-30.

In addition to the housing requirement set out in the OAHN report, it is recognised that population growth over the current Island Plan period has been significantly higher than the anticipated additional 325 people a year, averaging around 1,000 people a year. Statistics Jersey has estimated that, as a consequence of this, a net shortfall of 1,800 homes has arisen over the current ten-year plan period (2011-2020), of which approximately half will be in the unqualified sector[54]. Some of the demand associated with this shortfall may have been met by existing under-capacity in the market, but it is reasonable to assume that the remaining unsatisfied demand is contributing to the housing pressures experienced in Jersey, and creating additional demand that should be reflected in the Island Plan housing requirement.

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[52] Housing Policy Development Board (report pending)
[53] Objective Assessment of Housing Need (2019)
[54] Statistics Jersey analysis (2019).

Recognising this net shortfall raises the ten-year housing requirement to 7,900. It is proposed that the target should be profiled evenly over the coming ten years, with 50% of the target – or 3,950 homes – to be met in the first five years, 2021-25. This includes homes already under construction and the duration of the bridging Island Plan period.

Based on the work of the Housing Policy Development Board, it is considered appropriate to conclude that, as a minimum, Government might seek to address 5% of the identified housing requirement (rounded to 200 homes) through non-development policies (i.e. policies that make better use of the existing housing stock).

The draft bridging Island Plan assumed a housing development target of 3,750 homes, over a five-year period (2021-2025). This has been revised in the approved bridging Island Plan to account for a slight reduction in the estimated yield of homes delivered in 2020 by the Revised 2011 Island Plan.

The bridging Island Plan, therefore, assumes a housing development target, over a five-year planning period (2021-25), of 4,000 homes, of a type and tenure consistent with the OAHN analysis. This requirement arises from changes in ageing and dwelling patterns; from increases in population over the plan period; and from the net shortfall of the last plan period.

Government Plan

The Government Plan[55] is a detailed one-year plan with a rolling four-year approach that brings together income and expenditure decisions, for the 12 months ahead, as part of a four-year financial outlook. It sets out how public money will be spent to deliver the day-to-day business of government and on strategic priorities and areas for improvement, including the prioritisation of infrastructure delivery.

The Island Plan Review has been funded through and developed alongside both the 2020-23 and 2021-24 Government Plans. This includes work to explore long-term future infrastructure requirements in order to inform future Government Plans and financial forecasts. The initial phases of this work are published as an Infrastructure Capacity Study, and future phases will form a long-term infrastructure plan.[56]

Future Economy

The bridging Island Plan is, in part, a response to the challenge of understanding short-term economic trends given the impacts of the Coronavirus pandemic and changes brought about by Brexit. Nevertheless, certain medium- and long-term trends are likely to continue to impact the shape of Jersey's economy. These include wider global trends, such as the impacts of new technologies and changes in consumer behaviours and in Jersey's dominant finance sector.

Work to frame and respond to these trends, in the form of a future economic framework for Jersey, is underway. The Island Plan has been developed alongside this work and has also developed and assessed scenarios for key employment land uses, which are published as part of the evidence base[57].

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[55] Government Plan
[56] Infrastructure Capacity Study
[57] Employment Study (2020)

Carbon Neutral Strategy and Energy Plan

The Carbon Neutral Strategy[58] sets out a people-powered approach to respond to the aim for Jersey to be carbon neutral by 2030. The strategy builds on the progress made through the Pathway 2050: An Energy Plan for Jersey[59] and sets out a strategic framework of principles and a central planning scenario.

The Island Plan incorporates the principles set out in the Carbon Neutral Strategy and presents policies that respond to the requirements of the Energy Plan. In particular, new policies are included to support the delivery of renewable and low carbon energy schemes and innovative forms of infrastructure and land use which aid a transition to carbon neutrality. Carbon emissions will be reduced further; new development will be required to secure enhanced energy performance ratings; and all new development must accord with the energy hierarchy, which in order of importance, seeks to minimise energy demand, maximise energy efficiency, utilise renewable energy, and utilise low carbon energy.

Sustainable Transport Policy

In 2020, the States Assembly agreed a Sustainable Transport Policy[60] (STP) framework that aims to create an entirely sustainable transport system by 2030. This requires a fundamental re-think of how road space is allocated in Jersey, how the transport system is funded and what benefits are secured in return. This vision, of a transport system that supports the sustainable wellbeing of future generations, is closely related to the Carbon Neutral Strategy and key to securing a wide range of environmental, social and economic improvements.

The Island Plan incorporates and requires development to respond to the ten decision making principles for a sustainable transport system. The plan also supports future improvements to walking, cycling, public transport and active travel networks, and evolutionary reform to parking standards, as these improvements are delivered.

Children and Young People's Plan

The Children and Young People's Plan 2019 to 2023[61] is a fundamental new plan for Jersey's children, young people and families, which aims to make sure Jersey is the best place to grow up and also improves everyday lives. The physical environments in which our children grow up can have a profound effect on their physical and emotional wellbeing, often to the same extent as the social and economic factors that are traditionally understood to influence children's life outcomes.

A range of steps were taken to ensure the voice of young people was heard in the Strategic Issues and Option consultations, and the Island Plan introduces a range of new policies to shape development in ways that improve family life. A Children's Rights Impact Assessment[62] of the Island Plan has been produced and published alongside the Island Plan as part of the government's ongoing commitment to progress the implementation of the UNCRC.

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[58] Carbon Neutral Strategy
[59] Pathway 2050: An Energy Plan for Jersey
[60] Sustainable Transport Policy
[61] Children and Young People's Plan 2019 to 2023
[62] Children's Rights Impact Assessment: see IPR core evidence base

Disability Strategy

The Disability Strategy for Jersey[63] sets out the proposed priorities and actions to help ensure the key outcome of the strategy: that people living with disability enjoy a good quality of life.

The Island Plan incorporates and supports the priorities and action plans set out within the Disability Strategy by:

- giving greater explicit emphasis to the needs of people with disabilities
- prioritising the development of accessible infrastructure across the island;
- ensuring increased specialist housing is developed; and
- responding to the need for new and extended community, health and social care facilities.

Air Quality Strategy

The Air Quality Strategy[64] adopted in 2013, supports the principle that 'everyone in Jersey should have access to outdoor air without significant risk to their health and that there should be minimal impacts from air pollutants on the environment of Jersey or our neighbours'. Air quality in Jersey is generally good, and this is due to the location of the island and the prevailing weather conditions, together with the structure of the local economy and the limited amount of industrial and manufacturing processes that take place on-island. The current air quality monitoring programme[65] demonstrates that pollution levels in Jersey are below thresholds of concern to human health and the environment[66].

The Island Plan incorporates the Air Quality Strategy through the formulation of planning policies which require planning applications to be determined in a manner which:

- supports measures to improve current air quality;
- discourages polluting activities;
- ensures that air quality issues associated with proposed developments are carefully and appropriately considered;
- determines the location of developments which may give rise to air pollution (either directly or from traffic generated) through dust, smell, fumes, smoke, heat, radiation, gases, steam, or other forms of airborne emissions; and
- prevents an increase in pollution, or allows for mitigating air quality impacts from new developments, particularly in areas already suffering high levels of air pollution.

Retail in Jersey

The Retail in Jersey[67] report was published in 2018 to consider the challenges facing retail in Jersey, as it is one of the largest industries in the island. The report's recommendations were all encompassing and prioritised the local growth of the sector in the years to come, be that through adjustments to retail tax or adapting existing infrastructure to increase consumerism. The Island Plan acknowledges the recommendations in the Retail in Jersey report and aims to prioritise the retail sector through:

- identifying distinct areas, including the core retail area and town centre of St Helier and a defined centre for Les Quennevais, to help maintain and enhance retail

[63] Disability Strategy
[64] Jersey Air Quality Strategy
[65] Air quality monitoring in Jersey
[67] Economic Affairs Scrutiny Panel: Retail in Jersey

vitality and viability; and ensure and enable complementary land uses and activities;
- maintaining and improving the core retail area, St Helier town centre and Les Quennevais centre by supporting the development, refurbishment or extension of existing retail premises, whilst also only supporting proposals for a change of use away from retail under specific circumstances;
- not supporting development proposals that would result in the loss of employment land unless there are overwhelming reasons to do so;
- prioritising pedestrian activity to maintain and encourage the growth of a vibrant core in the cultural and economic heart of St Helier; and
- improving transport development to increase accessibility of retail to all.

The previous Jersey Retail Strategy (2006) has also been considered, as well as regard to the emergent new retail strategy for the island, which is in development.

Sport Strategy

The Inspiring an Active Jersey Strategy[68] seeks to increase islanders' physical activity by 10%, by 2030 and help create more active people for a healthier island. The strategy sets a vision in which Jersey will be a healthier, more productive and fairer society by being one of the most physically active populations in the world. The recently published Inspiring Active Places consultation[69] builds on the strategy to explore options for major improvements in the island's sports facilities and infrastructure.

The Island Plan has been developed alongside the research that has informed Inspiring Active Places and provides a number of specific policies and site designations to enable its future conclusions to be brought forward to benefit the community. The plan aims to support the improvement and redevelopment of current sporting facilities, whilst also supporting new sporting facilities that provide a more efficient and effective use of the buildings and facilities to the benefit of the community.

Jersey Culture, Arts and Heritage Strategic Review and Recommendations

The Jersey Culture, Arts and Heritage Strategic Review and Recommendations[70], published in 2018, sets out the findings and recommendations from an independent review into Jersey's culture, art and heritage. The findings and recommendations encapsulate five core themes, that culture, art and heritage:

1. are central to learning and growth, helping everyone realise their potential;
2. support long, healthy and active lives;
3. shape vibrant, inclusive, attractive communities and places;
4. drive local economic development and position Jersey externally; and
5. underpin an outstanding quality of life.

The Island Plan understands the importance of culture, art and heritage in islanders' lives, which is why it is incorporated in the strategic policies of the plan. The plan will promote and protect the island's distinct identity and support culture, art and heritage through ensuring that:

- all development should seek to protect and where possible improve the historic environment where it impacts listed buildings and places; and conservation areas (once introduced), and their settings;

[68] Inspiring and Active Jersey
[69] Inspiring Active Places consultation
[70] Jersey Culture, Arts and Heritage Strategic Review and Recommendations

- the provision of public art, through the development process, will be sought;
- the provision of new or enhanced cultural facilities to support and grow the island's cultural and creative industries and support the island's cultural diversity is encouraged; and
- existing cultural infrastructure is protected from redevelopment or changes to other uses.

Strategic Proposals

As set out above, a range of steps have been taken to look forward to the strategic requirements of the island over time, set a vision of a sustainable future and help build the foundations for a long-term Island Plan after the bridging plan period. This Island Plan though clearly cannot address all the strategic matters relevant to the next Plan period. In order to make progress in areas that are currently uncertain or are emergent, the Island Plan also sets out, for the first time, a series of strategic proposals.

These strategic proposals are intended to frame and direct further work that will be required to ensure the next Island Plan can appropriately plan for a longer-term period. They address thematic and spatial issues that are pertinent to good plan-making in Jersey. Unlike the strategic policies of the Island Plan, where a degree of consistency and continuity are likely over the long-term, these strategic proposals are issues that are specific to the current context and plan period, and they will need to be explored and understood over that period in order to inform the next Island Plan. They are also issues that inter-relate and hence need to be progressed in alignment and in some cases in sequence.

Each Government and States Assembly is responsible for directing resources and policy priorities during its term of office. The intention, in raising certain key issues as strategic proposals and subjecting these, through the plan-making process, to wide-ranging public and political scrutiny and consideration, is to endow these proposals with greater weight and significance in future prioritisation exercises, such as the development of a Common Strategic Policy, following the next general election.

Strategic Proposal 1 – Development of a long-term planning assumption

Each Island Plan responds to an agreed planning assumption. A long-term planning assumption is used to inform (usually) ten-year requirements for homes, economic development and infrastructure along with other community needs, such as accommodating an ageing population and meeting education and health care requirements. A reasoned and justifiable planning assumption ensures that appropriate provision of land and development opportunities is made in the plan in order that a sustainable balance is struck overall.

The role of the planning assumption in informing the bridging Island Plan is somewhat different, because a shorter timescale has been proposed due to the difficulty, in the midst of the on-going Coronavirus pandemic, to model the potential future population and demand figures. This is particularly the case as previous in-migration to Jersey has been very closely driven by economic performance.

It has also been difficult to establish a long-term planning assumption for the bridging Island Plan because of uncertainty about the impacts of post-Brexit arrangements for immigration into the Common Travel Area, and because of on-going work to implement new migration controls and to develop a new population policy for Jersey.

The new Migration Control Policy (P.137/2020, as amended[71]), amongst other things, creates a more responsive set of controls on the number of migrants who acquire the right to settle permanently in Jersey and removes the automatic 'graduation' from one Control of Housing and Work Law permission to another. The Migration Control Policy also requires the development of a further population policy, which should consider a range of issues and be updated annually.

The long-term Island Plan that will follow the bridging Island Plan will benefit from these new arrangements as they will provide both a policy basis and justification to inform the planning assumption of the next Island Plan, and the necessary controls to ensure that future migration trends are more likely to broadly reflect this assumption.

However, as the final report of the Migration Policy Development Board[72] makes clear (based on pre-pandemic work to develop a long-term planning assumption as part of the Island Plan Review) there are tensions inherent in setting an effective population policy, of which (as suggested in the diagram below) sustainable development considerations are only one part.

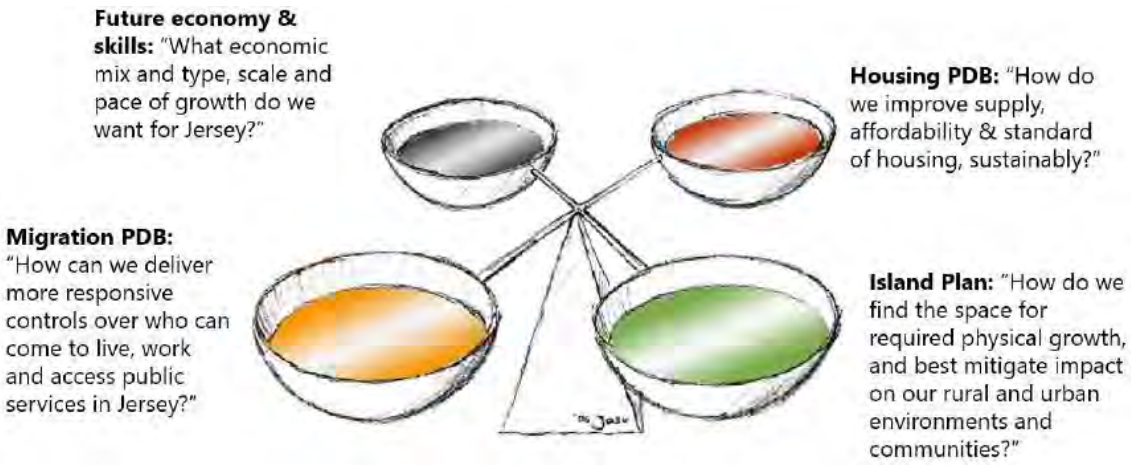

Figure 6: Key issues in delivering sustainable development

Recognising this, it will also be important to respond to wider plans being developed as part of the Future Economy Programme, which will produce a range of outputs to shape the long-term future direction of the Jersey economy, with a focus on productivity and skills. The programme will, amongst other things, provide decision support tools to help guide decisions about investments in fiscal, land use and other policy areas, such as skills, infrastructure and technology, in order to support increases in productivity.

In the same way that the Coronavirus pandemic has impacted on the Island Plan Review, it has also impacted on the development of migration, population, economic and skills policies, leading to some delays, but also increasing the uncertainty to which those policies must respond. Nevertheless, the bridging Island Plan period presents the opportunity to properly conclude work in each of these areas and to establish the legal basis for new migration controls, in order that these might be synthesised into a long-term planning assumption for the next Island Plan.

[71] P.137/2020: Migration control policy
[72] Migration Policy Development Board; final report (2020)

Strategic Proposal 1 - Development of a long-term planning assumption

Ministers will work together to develop a long-term planning assumption, with a clear and comprehensive methodology, for the next and future Island Plans, that reflects and responds to:

- the migration control policy;
- the forthcoming population policy;
- the findings of the Future Economy Programme; and
- the future development of wider relevant policies, including skills.

Strategic Proposal 2 – Understanding the long-term requirements of Jersey's energy market

Strategic energy policy in Jersey is currently framed by two key documents: Pathway 2050: An Energy Plan for Jersey[73] and the Carbon Neutral Strategy (CNS).[74] Pathway 2050 outlines 27 targeted actions to reduce energy demand; ensure energy security and resilience; and ensure energy is affordable. The CNS establishes a people-powered approach, which includes Jersey's Climate Conversation and the Citizens' Assembly on Climate Change[75] to inform a new Carbon Neutral Roadmap for the island. The CNS has a narrower strategic scope than the Energy Plan[76]. It, therefore, builds on the existing energy affordability and security of supply policies established by Pathway 2050, which were the product of several years research and development.

The CNS is clear that accelerating our departure from the use of hydrocarbons, and significantly increasing the use of centrally generated electricity using existing infrastructure, is the only realistic, achievable and affordable route to carbon neutrality in Jersey by 2030. If this strategy is ultimately adopted by the States Assembly in the Carbon Neutral Roadmap, it provides an important frame of reference for wider energy policies and subsequent infrastructure investments that will need to be considered in further detail.

The CNS recognises that our current electricity model has served the island well, and provides an affordable, reliable and secure product with strong investment and a good return to shareholders (note that the Government of Jersey is the 62% majority shareholder of Jersey Electricity with the annual dividend being returned to general revenue). The current low carbon supply of electricity contributes to lower overall per capita carbon dioxide emissions in Jersey, which the CNS recognises, are a necessary foundation for any rapid progress to carbon neutrality.

The current model of centralised energy importation and distribution from the European grid may continue to be the right one for Jersey in the future. However, the strategic implications of this approach for other energy policies, and the strategic implications, space use and infrastructure considerations of other energy policy choices on the current approach – under a scenario of rapid electrification – will need to be explored. Key considerations for this will include:

- establishing the objectives and requirements of the energy market in Jersey over the long-term, which will encompass the drive to become carbon neutral but also explore:

[73] Pathway 2050: An Energy Plan for Jersey
[74] Carbon Neutral Strategy
[75] Climate Conversation and the Citizens' Assembly on Climate Change
[76] The scope of the CNS and the time available to prepare it were both set by the States Assembly in P.27/2019

    - views on the future significance of, and routes to, a sustained and appropriate degree of energy sovereignty in the post-Brexit period;
    - the role of renewable energy generation in the Jersey context (including utility-scale generation in terrestrial waters) and in particular the impact that increased local generation might have on energy affordability over both the medium- and long-term; and
    - islanders' expectations and ambitions for decentralised energy systems in the future; and
- work, stemming from P.88/2017[77], to review the current Electricity Law.

Regardless of the specific expectations of the forthcoming Carbon Neutral Roadmap, and the impact of this on issues of energy affordability and sovereignty, it is also clear that rapid changes in technology, and the increased potential to democratise power generation, distribution and storage, will create future changes to our energy system and the way we choose, use and distribute energy. Future Island Plans will need to respond to this challenge. Building on the progress and strengthened policies set out in this Island Plan, this strategic proposal ensures that the next and future Island Plans can respond to these changes and plan confidently for future energy infrastructure requirements.

Strategic Proposal 2 - Understanding the long-term requirements of Jersey's energy market

The Minister for the Environment, in discussion with the Minister for Infrastructure and the Minister for Economic Development, Tourism, Sport and Culture, will explore the range of issues necessary to understand the long-term requirement of Jersey's energy market including:

- spatial and land use requirements for future Island Plans;
- infrastructure requirements; and
- regulatory or other economic requirements.

Ministers will engage with a range of stakeholders to undertake this work, including the Jersey Energy Forum.

Strategic Proposal 3 – Creating a marine spatial plan for Jersey

Jersey's planning system extends to the marine environment, and the bridging Island Plan includes a policy regime that responds to known and potential future developments related to a range of activities such as offshore utility scale renewable energy development, aquaculture and shoreline management. The bridging Island Plan also seeks to ensure that the impact of development on areas of high marine biodiversity and seascape value is given significant weight in the decision making process and creates a new Protected Coastal Area to best regulate and limit development of the unique intertidal zones and offshore reefs.

The marine environment is, however, a complex ecosystem where a range of activities and interests occur which extend beyond the sphere of the planning process and the regulation of development activity. These include energy generation and transmission, recreation, fishing, shipping and conservation. There is, therefore, a significant and strategic opportunity to strengthen the planning and management regime for the marine environment. To best manage and to secure the comprehensive and sustainable use of

[77] See: P.88/2017

marine and coastal resources, it is proposed to develop a marine spatial plan for the island's waters.

A marine spatial plan enables the development of a coordinated and coherent approach to governance and decision making in the marine environment by creating a framework to ensure that decisions are consistent with Government policies and objectives for all aspects of its use and management. Such a plan has a range of potential benefits across different policy areas, providing a context for new approaches to decarbonisation; environmental and economic regulation; and potential economic and energy sector opportunities.

The preparation and adoption of a marine spatial plan requires and enables extensive consultation and engagement with all interested stakeholders including government, technical experts, professional bodies, commercial interests, and community groups. It is proposed that this work is undertaken during the period of the bridging Island Plan in order to inform policies for the management of development activity as part of the next Island Plan Review.

Strategic Proposal 3 – Creating a marine spatial plan for Jersey

The Minister for the Environment will undertake further work to develop a Marine Spatial Plan before 2025, to organise human and marine resources and activities in Jersey's territorial waters and in particular, to develop a network of marine protected areas, which will be consistent with overall environmental, economic and social objectives.

This work will inform the policies of the next iteration of the Island Plan and support coordinated policy development and decision-making on all aspects affecting the marine environment.

Strategic Proposal 4 – A west of island planning framework and area masterplans

Successive Island Plan spatial strategies have sought to direct the majority of new development towards St Helier. The spatial strategy for the bridging Island Plan continues this overall approach, which meets a range of sustainable development objectives and makes best use of previously developed land in order to protect the island's countryside and urban open space. However, in setting out the Plan for Town (see Volume 2: Places), the bridging Island Plan also recognises that there are limits to the sustainability of this strategy and that it can create challenges for the built environment of the town and the quality of life experienced by its residents.

The question of where best to accommodate development in Jersey will remain a key consideration of future of Island Plans regardless of the outcome of current debates about population policy. The Objective Assessment of Housing Need makes clear that, even with a net-zero migration outcome over the period 2021-2030, 2,200 new homes would still be required to account for changes in ageing and dwelling patterns within the existing resident population. Development to support future economic, community and other infrastructure needs would also be required during and beyond the period of the next Island Plan.

The Sustainability Appraisal[78] of the bridging Island Plan considers the merits and demerits of alternative spatial strategies for the Island. In simple terms, these involve either accommodating development within the built-up area; new development in previously undeveloped locations, either in a scattered fashion or via the creation of a new settlement; or development of the marine environment through land reclamation, as has happened consistently with the growth of St Helier.

The bridging Island Plan begins a process of evolving the island's spatial strategy in order to respond to these longer-term considerations. In particular the spatial strategy introduces a settlement hierarchy that establishes Les Quennevais as the island's secondary urban centre, and the Places section of the plan introduces a policy regime to support this designation that seeks to protect and enhance the range of local services currently provided in the area.

Building from this base, it will be possible to further explore future planning options and opportunities linked to Les Quennevais and neighbouring areas including Jersey Airport. Such work should explore the full range of land use considerations, including the appropriate role of these areas in meeting the island's long-term residential and economic development needs; placemaking considerations; key opportunity sites including use of the former Les Quennevais school site once its intended use by Health and Community Services has concluded; any infrastructure considerations; travel and transport matters; and the importance of developing Les Quennevais in a manner that supports and complements the role of St Helier as the island's primary urban area and core retail location.

The work would need to engage closely with local and island-wide stakeholders, including the parishes of St Brelade and St Peter, and others, to consider the strategic issues and options for such a planning framework. The framework may take a range of forms, depending on progress and resource availability over the period of the bridging Island Plan, including working papers, published studies and supplementary planning guidance. The framework may serve to identity the need for more focused masterplans that are specific to a place or an area.

Strategic Proposal 4 – A west of island planning framework and area masterplans

The Minister for the Environment will bring forward a west of island planning framework together with a series of more focused masterplans, for Les Quennevais and adjacent areas, including Jersey Airport, as appropriate, in consultation with key stakeholders, including the parish, landowners, local residents and their children, and businesses. The planning framework will be brought forward first, with specific areas-based masterplans, as necessary, to follow during the bridging plan period up to 2025, subject to the availability of resources.

Strategic Proposal 5 – An infrastructure roadmap for Jersey

Despite its near-term focus, the bridging Island Plan benefits from being informed by a comprehensive Infrastructure Capacity Study.[79.] The study represents the first two phases of a three-phase project to develop a long-term infrastructure plan for Jersey and has,

[78] See – www.gov.je/islandplanreview

[79] Infrastructure Capacity Study

together with the Minerals, Waste and Water Study,[80] informed a range of policies set out in this plan.

Infrastructure may be defined in physical, environmental and social terms, across a broad range of scales. Infrastructure ranges in form: from large scale assets such as major roads and airports; to community services and open space. Infrastructure, in all its forms, is an essential requirement to support society and to achieve Jersey's wider aspirations.

A strong network of utilities, transport connections, energy supply and digital connectivity are a prerequisite for the future. This hard infrastructure must, however, be supported by social infrastructure, in the form of education, health, community space, leisure and sports facilities, open space and emergency services facilities. This social infrastructure encourages social interaction and cohesiveness, promotes learning, improves health and wellbeing, and assists in creating equitable, vibrant, liveable places.

In addition, the creation and strengthening of the island's green infrastructure networks and new transport modes and technologies is important in achieving sustainable development for the island. Green infrastructure assets can take many forms including open space, play space, trees, and hedgerows. Green infrastructure enhances wellbeing, provides access to outdoor recreation, improves health and wellbeing, enhances biodiversity, influences food and energy production, results in urban cooling and builds resilience to climate change.

Accommodating infrastructure is a particularly acute challenge for a small island like Jersey. The large opportunity costs associated with allocating land for infrastructure, and the proportionately large scale of major infrastructure investments relative to the island's economy and public finances, means that the decisions about the sequencing and timing of necessary future infrastructure are very significant.

The Infrastructure Capacity Study will, therefore, be used as a basis for future scenario and foresight planning to inform an Infrastructure roadmap for Jersey. The roadmap will inform short and long-term strategic policymaking and help to understand the costs and consequences for the environment, economy and wider society of key future infrastructure choices.

Because of the concentration of critical island infrastructure in the area, and in order to respond to the recommendation of the Public Accounts Committee[81], this work will also address options for the long-term development of La Collette.

The development of the infrastructure roadmap will need to be informed by: the outputs of the work, identified at Strategic Proposal 2, to understand the long-term requirements of the energy market in Jersey; as well as the work, recognised in Strategic Proposal 1, to develop a new population policy and associated long-term planning assumption.

In Jersey, as in many other jurisdictions, much of the necessary operational expertise, as well as the responsibility to maintain and invest in the island's critical infrastructure, rests with organisations at arms-length of government. As such, it will be particularly important to engage with all these stakeholders, those within government, the public and States Members, in developing the infrastructure roadmap.

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[80] Minerals Waste and Water Study

[81] Public Accounts Committee: Fuel Farm Lease Renewal (2016)

Strategic Proposal 5 – An infrastructure roadmap for Jersey

The Minister for the Environment, in discussion with other ministers including the Minister for Infrastructure and Minister for Economic Development, Tourism, Culture and Sport, will develop an infrastructure roadmap for Jersey.

The roadmap will build on the Infrastructure Capacity Study to inform short and long-term strategic policymaking and help to understand the costs and consequences for the environment, economy and wider society of key future infrastructure choices.

The roadmap will address options for the long-term development of La Collette.

Volume 2

Strategic policy framework

- Strategic policies
- Places

Volume 2

Strategic policies

Strategic policies

Responding to climate change

Climate change is probably the most significant challenge facing our society. The scientific evidence of climate change is overwhelming, and the global impacts of climate change will be severe. It is often seen as a long-term challenge, but the impacts are being experienced now, through unprecedented global trends and through more localised severe weather events. In recognition of the threat posed by climate change, the Government of Jersey declared a climate emergency in May 2019[1] and committed to bringing forward a plan for how Jersey could aim to become a carbon-neutral jurisdiction by 2030. The Carbon Neutral Strategy[2] was lodged and adopted by the States Assembly in February 2020.

Climate change will have a lasting impact on the lives of islanders, our natural environment and our biodiversity. It will also help define future economic progress and growth, as the cost of carbon pollution is expected to continue to rise and climate resilience becomes a more significant consideration in insurance and investment decisions. The Carbon Neutral Strategy (2020) recognises that our strongest moral and legal responsibility is to the future generations of islanders that will live in and look after Jersey, our children, and our children's children.

Decarbonising our society and economy is a complex task which will require a variety of routes, investments and policies over different timeframes. The Carbon Neutral Strategy sets out a people-powered process to develop a carbon neutral roadmap which will identify and set out the timing of interventions and policies that will enable Jersey to achieve carbon neutrality. This bridging Island Plan must confidently embrace this challenge and provide a new framework to plan for this future. It can directly help mitigate climate change by both reducing emissions, tackling the root cause of climate change; and promoting adaptation to withstand the impacts of our changing climate.

At present, a third of the island's emissions arise from road transport. Through the spatial strategy, the Island Plan can reduce the need to travel by private vehicle, increase the use of sustainable and active modes of transport, and minimise vulnerability to the impacts of climate change. The Island Plan will help secure radical reductions in carbon emissions through prioritising the use of public and sustainable forms of transport, including ultra-low emission vehicles.

More than a third of the island's emissions arise from energy use in buildings. The Island Plan can reduce this impact by requiring and supporting development which enables a reduction in energy consumption and whole life-cycle carbon impacts. Development must demonstrate how it incorporates the highest level of sustainability measures, including energy efficiency, waste reduction and the use of sustainable drainage systems. This also requires us to critically consider our approach to the use and treatment of existing buildings, where energy and carbon has already been spent in their construction and fabric, and the plan requires the demolition of existing buildings to be critically appraised. The plan also supports the retrofitting of existing buildings, in an appropriate manner, to increase energy efficiency and reduce emissions. Adaptation measures are encouraged,

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[1] P.27/2019: Climate change emergency: actions to be taken by the Government of Jersey (as adopted on 2nd May 2019)

[2] Carbon Neutral Strategy (2020)

where these enhance environmental resilience and will not unacceptably harm the historic environment and landscape character.

The location of new development must be suitable in the long term, taking into account increased risk from sea level rise, flooding, increased temperatures and extreme weather events.

Policy SP1 – Responding to climate change

To promote and achieve a meaningful and long-term reduction in carbon emissions and to mitigate against and adapt to the impact of climate change, the Island Plan will:

1. direct growth to areas of previously developed land, or locations which minimise the need to travel by private vehicle;
2. secure improvements to walking, cycling, public transport and active travel networks and promote the use of sustainable forms of transport;
3. direct growth to areas which are least vulnerable to the long-term impacts of climate change, including flood risk;
4. support the retention and appropriate re-use and retrofitting of existing buildings;
5. ensure building design and the public realm is resilient and adaptable;
6. reduce the carbon impact of new development by requiring development to optimise land use through efficient forms of development which minimises energy demand, maximises energy efficiency and which utilises renewable forms of energy and the use of renewable and recyclable construction materials;
7. support the delivery of renewable and low carbon energy schemes and innovative forms of infrastructure and land use which aid a transition to carbon neutrality; and
8. better protect and improve the island's green infrastructure to maintain and promote climate regulation.

Spatial strategy

Planning is of fundamental importance in delivering sustainable development in a changing global context. The development and use of land clearly has environmental implications. The desirability of using land efficiently and reducing, mitigating, and adapting to the impacts of climate change, and supporting a transition to carbon neutrality, must be a key consideration given the environmental challenges that we currently face.

If Jersey is to demonstrate a commitment to an environmental responsibility, it needs to continue to develop a co-ordinated response to current environmental challenges that manages the island's limited resources – particularly land and buildings - in the most efficient and effective way that ensures the most sustainable pattern and form of development. This Island Plan seeks to balance a response to environmental challenges whilst meeting the community's economic and social needs through development and the use of land. It is a key tool in managing and directing how development can be sustainably accommodated in the island and this is most applicable to matters such as;

- the location of development to promote environmental, economic and social sustainability whilst seeking to minimise vulnerability to the effects of climate change, particularly flood risk;

- the efficient and effective use of resources, in particular energy, water, land and buildings;
- safeguarding productive agricultural land, in order to increase the security of local food supplies, whilst supporting the long-term maintenance of the agricultural industry, and diversification of the rural economy; and
- protecting the intrinsic value of the island's countryside, coast and marine environment.

To help deliver the most sustainable pattern of development, and to promote the most efficient use of land and buildings, the Island Plan's spatial strategy will focus much of the development activity over the plan period in the island's existing built-up areas.

Significant development and growth should be focused on those locations in the island which are, or can be made, sustainable and which are, or can be made, resilient to the impacts of climate change. This will be where there exists a greater range of facilities and services, limiting the need to travel, whilst offering genuine access to sustainable transport modes. This is informed by the development of a built-up area framework for the island which sets out a clear hierarchy for its urban areas, as shown in figure SP1.

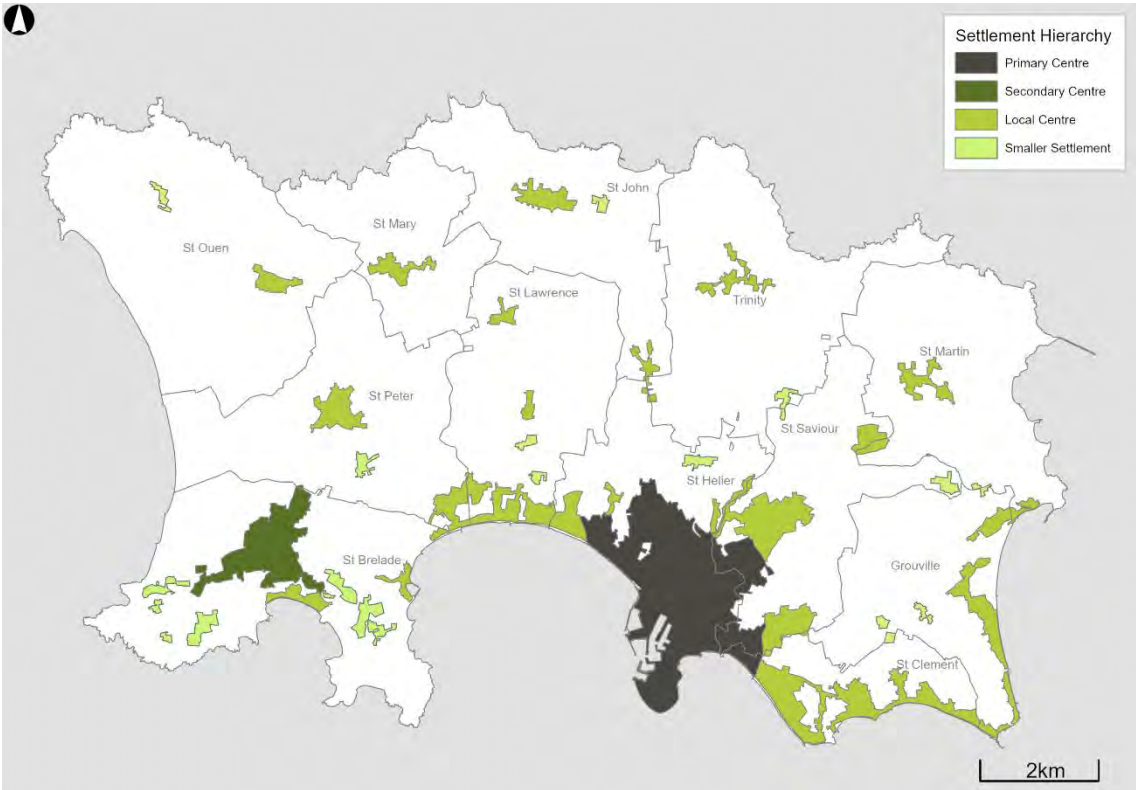

Figure SP1: Settlement hierarchy

The classification of different parts of the island's built-up area, relative to the settlement hierarchy, is described below and defined on the proposals map.

Main centres

Town[3] has developed as the island's primary centre for commerce, shopping, housing and public services, benefiting from its location as the focus of Jersey's transport, social and economic infrastructure.

[3] Town is defined as the primary centre on the proposals map. It extends from and embraces Grève D'Azette in the east, first Tower in the west, and up to Mont à L'Abbé, Vallée des Vaux and St Saviour's Hill in the north. Its southern edge is where it meets the sea.

Town will continue to provide land and development opportunities to meet much of the island's development needs over the plan period. It will be the focus for new high quality residential and commercial development which provides an opportunity to make better use of already developed land, whilst creating better and more sustainable urban neighbourhoods and communities through improvements to the public realm and community infrastructure. This focus will support the delivery of the new St Helier Waterfront; ensure that we continue to enhance the vitality and viability of St Helier as a town centre; facilitate the delivery of key elements of strategic community infrastructure, such as the new hospital; whilst protecting the coast and countryside from development.

Les Quennevais[4] has developed as a secondary urban centre in the island, providing much residential accommodation supported by a good range of community, education and sports facilities, and a secondary island retail centre. As one of the island's main urban centres, Les Quennevais can continue to provide a focus for new development enabling investment and regeneration, and being supported as a sustainable alternative place for new development to happen, which might otherwise be located in St Helier by encouraging the redevelopment of already developed land and buildings at higher densities that are appropriate to the character of the area, and by accommodating a broader range of employment uses, such as the development of office accommodation (up to 200sqm).

Local centres

Within the built-up area framework there is a range of local centres[5], providing sustainable urban communities and places in which most of people's daily needs can be met within a short walk or cycle. This embraces traditional parish centres; historic harbour villages; suburban centres and some areas characterised by development along the south and east coast.

There is a need to protect the viability and vitality of Jersey's local centres and some new well-related development can enable and support the sustainable growth of local communities and help to sustain local schools, shops, pubs, public transport and other facets of parish life. There are opportunities for some growth and development of these areas to ensure their continued vitality and viability. This necessitates the release of some greenfield land to provide new opportunities for the development of affordable homes, supporting and enhancing the critical mass and diversity of the local community. Any such development in these areas will need to positively respond to its context in scale, character and use.

Some of the island's local centres are also important for parts of the island's economy where they provide specific land uses which support, for example, tourism, and the development of these sectors here will continue to be supported.

[4] Les Quennevais extends to and embraces La Moye; Le Saut Falluet; La Petite Route des Mielles; Tabor Heights; and Park Estate.

[5] Local centres include: Bagot-Longueville; Beaumont - First Tower; Bellozane; Carrefour Selous; Five Oaks; Gorey Village; Grands Vaux; Grève D'Azette - Ville-ès-Renauds; Maufant; Sion; St Aubin; St Brelade's Bay; St John's Village; St Lawrence Church; St Martin's Village; St Mary's Village; St Ouen's Village; St. Peter's Village; and Trinity Village.

Smaller settlements
The remainder of the island's built-up area comprises a mixture of small, mostly suburban residential forms of development, often with little or no local facilities and services, where opportunities for development will be more limited[6].

Countryside, coast and the marine environment
Much of Jersey's coastline and marine environment remains undeveloped and beyond the built-up area boundaries there is a clear transition into open countryside. It is important that these undeveloped parts of Jersey's natural environment are protected for their intrinsic value; for the health and wellbeing, and recreation of islanders and visitors; and for the island's economy.

The appearance of large parts of the island's countryside is, however, 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 very much regarded as the custodian of Jersey's countryside. It is important, from an environmental, economic, community and cultural perspective, that agriculture and the rural economy, in general, is supported and that development, where a countryside location is justified and appropriate, in scale, character and use, is facilitated.

Similar support is required for other forms of development which are related to the use of the countryside, coast, and the marine environment; or where it involves the reuse or redevelopment of already developed land and buildings in the countryside, where it is appropriate, justified and where its impact on the essential character and quality of the island's sensitive landscapes and seascapes is acceptable in planning terms.

Coastal and rural development opportunity will be most limited in the Protected Coastal Area to protect its important and sensitive landscape and seascape character. Jersey's Coastal National Park, which sits within and is a subset of the Protected Coastal Area, is primarily a designation to protect its outstanding landscape and seascape character, along with its special heritage and biodiversity value.

Making effective use of land
The plan promotes an efficient use of land in meeting the need for homes and other uses, while safeguarding and improving the quality of local environment, creating good places, and ensuring healthy living space. It will encourage the appropriate re-use or redevelopment of already developed or under-utilised land and buildings (for example converting space above shops and supporting development on car parks). In this respect, redundant and derelict glasshouses are considered to be temporary structures associated with the agricultural use of the land and are not considered to be brownfield land.

In seeking to secure the most efficient and effective use of land, the plan encourages and enables development at optimum levels of density. As a small island, with significant pressure and competition for the use of land, it is important that planning policies avoid homes being built at low densities in the island's built-up areas, making optimal use of a site's development potential. The plan also encourages the optimal development and use of existing dwellings in the countryside. This must take into account the need for different

[6] **Smaller settlements** include Clos de Roncier; Grouville Arsenal; Grouville Church; Le Clos de L'Atlantique/Parcq de L'Oeillère; Les Fourneaux; Les Ruisseaux/Route de Noirmont; Mont au Prêtre; Mont Félard; Mont Mado; Mont-ès-Croix; Petit Port Clos; Route des Genêts/Longfield Avenue; Rue des Landes; St George's Church; St Saviour's Hospital; Teighmore Park; Victoria Village; and Ville Emphrie

types of homes, achieving high quality internal and external living spaces and ensuring there is sufficient capacity and accessibility of local community infrastructure and services that are required to support the development.

Land reclamation

In order to remain resilient to the impacts of the climate change, especially the risk of coastal flooding as a result of rising sea levels and the increasing frequency and severity of storm events, the Island Plan needs to enable the implementation of the Shoreline Management Plan[7]. This sets out policy options for the island's entire coastline, over three epochs covering a 100-year time period, and essentially seeks to protect the existing developed parts of the island's coastline at risk of coastal flooding. Along some parts of the coastline it is proposed that new coastal defences are developed in front of the existing coastal structures: the advance-the-line option. Where this option is pursued along the St Helier coastline, land reclamation may also present development opportunities.

The Island Plan will seek to enable the development of advance-the-line policy options for those parts of the Town's coastline most at risk from coastal flooding in the short-term. Any such proposals will need to be subject to comprehensive environmental impact assessment to determine their detailed feasibility.

Policy SP2 – Spatial strategy

Development will be concentrated within the island's built-up area, as defined on the proposals map.

In particular, development will be focused within the island's primary main urban centre of Town which will accommodate much of the island's development needs. Development will also be focused within the secondary main urban centre of Les Quennevais.

More limited development will take place within the island's local centres, with the scale of development related to local community need and context, as well as support for some parts of the island's economy. In order to support their vitality and sustainable growth, some limited expansion of local centres will take place, where sites are identified in the Island Plan.

In smaller settlements, development will be much more limited.

Outside the defined built-up area, within the countryside, around the coast and in the island's marine environment, development will only be supported where a coast or countryside location is justified, appropriate and necessary in its location; or where it involves the conversion, extension and/or subdivision of existing buildings. Development in the Protected Coastal Area will be very limited to protect its outstanding landscape and seascape character.

The appropriate development of previously developed land and of under-utilised land and buildings will be supported. In particular, development which makes the most efficient use of land, and which optimises the density of development, will be encouraged.

[7] Shoreline Management Plan (2020)

Proposals for land reclamation will be supported where they provide an appropriate response to increase the Town's resilience to the impact of climate change and where their environmental impacts are acceptable or can be appropriately managed and/or mitigated.

Placemaking

Jersey's distinctive character and identity is created not only by its celebrated coastline, countryside and heritage but its urban environments and the buildings and places from which they are made. We must ensure that new development not only provides us with buildings, spaces and the essential community infrastructure that we need, but that it also helps to create a sustainable, attractive and safe environment from which we can all benefit, including children and people with disabilities and chronic health conditions, as well as older members of our community. New development should respond to local character, help to maintain and enhance our sense of place, and be recognisable as development that is distinct and related to its locality and the island.

Placemaking is fundamental to this. It is a process and way of thinking aimed at achieving better quality places as the physical setting for life in our urban and rural environments. It requires development to respond to the context of a place, through an understanding of its evolution, functionality and character; the needs of the local community; and the impact that it has on everything that surrounds it. Ultimately, good placemaking helps to ensure that we can provide a high-quality environment for everyone, promoting health, happiness and wellbeing, whilst creating opportunity for sustainable economic activity, attracting residents, visitors and investment, and better managing our natural environment and resources.

The key to achieving better places for all islanders is to make sure that the planning policy framework for managing development, delivering community infrastructure, protecting the unique identity of the island and its settlements, and conserving and protecting both natural and built assets is tailored to deliver these objectives.

Local communities can play a key role in achieving well-designed places and buildings including the relationship between the built environment and quality of life. Designers and developers are encouraged to actively engage with local communities so they can play a role in shaping development proposals and be involved in design processes. To further promote placemaking the plan sets out policies to improve the quality of design, ensure wellbeing in new development, aid healthy and sustainable communities and improve community participation in shaping and caring for the places where they live. Delivering these outcomes can be secured through the planning process and the tools available to it, including the use of targeted planning obligation agreements.

Policy SP3 – Placemaking

All development must reflect and enhance the unique character and function of the place where it is located. New development must contribute to the creation of aesthetically pleasing, safe and durable places that positively influence community health and wellbeing outcomes, and will be supported where:

1. it is responsive to its context to ensure the maintenance and enhancement of identity, character and the sense of place;
2. it is environmentally responsible and sustainable through optimisation of resource efficiency;

3. it enhances and optimises the provision of green infrastructure by integrating existing and incorporating new natural features into a multifunctional green network that supports the quality of place;
4. it achieves the highest standards of accessible and inclusive design having regard to the needs of those with disabilities; is well connected, and creates successful and comfortable public and private spaces, active frontages, streets and links for all, that work as social spaces, supporting wellbeing and healthy living, and enabling successful integration into a place;
5. it makes provision for all modes of transport in a way that prioritises and supports active travel choices, and where such provision is well-integrated into the development;
6. residential development provides housing types and tenures that reflect local housing need and market demand, designed and planned for the long-term; and provides good quality internal environments that are comfortable, resilient and adaptable;
7. it is appropriate relative to the capacity of the local community and social infrastructure; and it supports and enables the provision of new or enhanced facilities, where necessary, to enable communities to thrive; and
8. where required, it has been informed by engagement with the local community.

Protecting and promoting island identity

Jersey is a small island nation with an unusually rich cultural heritage, including its own language; a rare degree of legal and political independence; and a unique sense of place derived from its natural, physical and built environment. These qualities imbue the island with a strong sense of identity.

Understanding Jersey's distinctive identity and heritage is a critical step in the process of helping people to fully engage with it and care for it. It is important that awareness of, access to, and education about our unique and diverse culture is promoted and is accessible to all islanders and visitors regardless of their background.

In 2019, the Chief Minister established the Island Identity Policy Development Board to look afresh at Jersey's distinctive qualities and to explore how they might be best protected, nurtured and promoted. This reflects the strategic priority of Government to protect and value our environment, to retain its sense of place, culture and distinctive local identity, and for the island to enhance its international profile. The Island Identity Policy Development Board's interim findings[8] support the development of a stronger, broader and distinctive sense of identity for Jersey, both within and outside the island, in support of the delivery of a number of goals prioritised by Government.

Providing education about and promoting awareness of the island's heritage, providing access to the arts, and celebrating the island's cultural diversity, all make an important contribution to maintaining our unique identity, whilst supporting islanders' quality of life and sense of wellbeing. Protecting and promoting a strong local cultural identity can also help foster stronger social and community cohesion, regardless of where people or their families come from. It can also provide a broader, more assured and distinct platform for

[8] Island Identity Policy Development Board (2020) Jersey's National and International Identity: interim report (*pending*)

the island to engage internationally, to sustain and grow economic opportunity in commerce and tourism, particularly in the face of Brexit and a post-Covid recovery.

The Island Plan has an important role to play in helping to protect and promote island identity, and Jersey's heritage is an integral part of this. Our heritage includes a variety of features, evidence and traditions surviving from the past. The most obvious heritage features benefit from formal designation[9] as listed buildings and places and, in the near future, conservation areas. Our landscapes and seascapes, the most valued of which are embraced by the Protected Coastal Area, are also integral to our sense of identity and place. The setting of listed buildings and places, townscapes, seascapes and landscapes, including important views and vistas, can be just as important as the recognised value of local placenames, customs, memories and oral histories. Our heritage gives the island a distinctive look and feel, engages islanders inclusively in shared experiences and activities, articulates and disseminates credible cultural stories about Jersey and its place in the world, and attracts visitors to the island. Our historic environment must, therefore, be conserved, protected and, where possible, improved to sustain its heritage value for future generations to enjoy.

Heritage also has intrinsic value and is a fragile resource which, once lost, is gone for ever. Most heritage can be adapted and altered to suit new uses and modern needs but some, such as archaeology, is very sensitive to change. Any development will need to protect and value heritage for its own sake.

Whilst our historic environment plays a significant role in defining the island's character, the community's sense-of place is also significantly influenced by the quality of new development and local places which form the backdrop to the daily life of many islanders. It is, therefore, important that new buildings and the public realm in Jersey positively contributes to the built environment, reflecting and celebrating the distinctiveness of the island in its form, materials, function and finishes. New buildings and spaces should also demonstrate an understanding of their context and be mindful and respectful of it, both in urban, rural, coastal and marine settings.

Our island identity also matters for our future economic success. A major aspect of Jersey's identity has been formed by the production and global export of high-quality local produce – ranging from knitwear, to cows and dairy produce, potatoes and seafood. The recognition that this brings to the island is considered to be hugely important to the identity and regard in which the island is held in a competitive global marketplace. It is also key to the island's role as a tourist destination, where the value of heritage and culture is important to marketing and the attractiveness of the island as a destination. The extent to which development may contribute to the island's cultural values, in terms of both its local and international identity, should form part of and be material to the decision-making process.

The island's creative industries are also important in sustaining and nurturing local culture and identity and can help support economic growth and diversification. These smaller but important small- to medium-sized enterprises can have a significant role in supporting the local economy. The Island Plan can contribute by offering support for diversification, mixed-use schemes, and developing space and places for smaller cultural start-up business. The plan will also require the provision of public art, through the development

[9] Designated under Article 51 of the Planning and Building (Jersey) Law 2002

process, to secure an artistic input into the design of buildings and places to enhance its local relevance and its relationship with place.

Our identity is also expressed through our language, art and cultural activity and it is important that the Island Plan protects and supports the maintenance and enhancement of the associated cultural infrastructure, in terms of the buildings, venues and performance spaces, that are required to support this aspect of island life.

Policy SP4 – Protecting and promoting island identity

The protection and promotion of the island's identity will be given a high priority by ensuring that:

1. all development should protect or improve the historic environment. Any development that affects a listed building and/or place, or conservation area, and their settings, will need to protect or improve the site or area and its setting, in accordance with its significance;
2. all development should respect the landscape, seascape or townscape character of the area in which it is proposed to be located, and make a positive contribution to the local character and distinctiveness of a place;
3. the provision of public art, through the development process, is sought;
4. existing cultural infrastructure is protected and the enhancement of its provision supported;
5. the provision of new or enhanced cultural facilities to support and grow the island's cultural and creative industries, and to support the island's cultural diversity, is encouraged; and
6. economic development, which serves to strengthen and contribute positively to Jersey's local and international identity, will be supported.

Protecting and improving the natural environment

Jersey's countryside, coast and marine environment are unique and precious assets, which are treasured by islanders and attract visitors from across the world. The natural environment has inherent landscape and seascape character, as well as biodiversity[10] and geodiversity[11] value, that requires protection, maintenance and, where appropriate, improvement.

Jersey's natural environment, including its biodiversity and geodiversity, provides vital natural capital and benefits for people – called ecosystem services – which are vital to the functioning of the island. Ecosystem services are classified into four categories - provisioning, regulatory, supporting and cultural – and each of Jersey's distinct landscapes and seascapes is home to a specific combination of natural capital and ecosystem services.

- **provisioning services** describe the material and energy outputs provided by ecosystems.
- **regulatory services** relate to the influences of specific landscape characteristics on hydrological, climatic and other natural systems. This is particularly important in

[10] Biodiversity is the variety and diversity of life and species that exist anywhere in and around the island, including its built-up area, countryside, coast and seas. It includes the whole range of mammals, birds, reptiles, amphibians, fish, insects and other invertebrates, plants, fungi and micro-organisms, whether rare or common.
[11] Geodiversity is the natural and diverse quality of geological (rocks, minerals and fossils), geomorphological (landform and processes) and soil features[11]. It plays a fundamental role in sustaining biodiversity, supporting society, such as ensuring sustainable agriculture and industry, and ensuring resilience to climate change.

the context of climate change and in safeguarding the future resilience of natural systems.

- **supporting ecosystem services** are those necessary for the production of all other ecosystem services. Some examples include biomass production, production of atmospheric oxygen, soil formation and retention, nutrient cycling, water cycling, and provisioning of habitat.
- **cultural ecosystem services** refer to the benefits that people gain from interaction with the natural environment as a setting for physical activities, recreation, and education.

The development and use of land and water, consumption of natural resources and energy, and movement around the island has an impact on the island's stock of natural capital and the way that its ecosystem services function. Management decisions affecting ecosystems and natural capital will, therefore, impact on the future provision of ecosystem services in the island and its marine environment, so they need to be considered in decision-making about development and the use of land/water through the planning system.

The natural environment also makes a significant contribution to the economy, directly and indirectly, through recreation, tourism, agriculture and aquaculture. It also provides less tangible benefits, for example, it has scientific, cultural, spiritual, health and wellbeing and aesthetic value. The protection of the natural environment and addressing the challenges of climate change and biodiversity loss, are identified as key priorities in the Government's strategic policy.[12.]

The pressures on the natural environment - terrestrial and marine – are, however, significant. Landscape and seascapes are dynamic, under constant pressure from natural processes, but increasingly influenced by human activities. Globally over a quarter of assessed animal and plant species are threatened, and around one million species already face extinction, unless action is taken to reduce biodiversity loss.

The greatest challenge presented to the natural environment is that of climate change; Jersey is facing a climate emergency – as recognised by the declaration of a Climate Emergency in Jersey in May 2019. With increased global temperatures, rising sea levels, increased wave heights and increased occurrence and severity of extreme weather events will come significant changes to the way that the natural environment looks and functions. Climate change will impact on crop choice, potentially affecting the appearance and character of the countryside. It will provide suitable conditions for a range of tree pests and diseases, with oak and ash trees particularly vulnerable. Marine areas will experience a change in sea temperatures, water acidity and water circulation patterns which are likely to impact on the marine environment and its habitats. The rate of climate change predicted exceeds the rate at which the island's ecosystems are capable of change.

On top of this global challenge are more local challenges. Perhaps most obvious is the pressure for development of land – particularly for housing. Development can have a significant impact on visual character if poorly sited and badly designed. Some areas, such as escarpment slopes, are particularly sensitive as they are visible in long-range views across the island. Other development can introduce urban features into rural parts of the

[12] Common Strategic Policy 2018-2022

island, harming their character. Poorly designed development can also harm biodiversity and influence natural processes, such as flooding.

The global coronavirus pandemic has altered the pressures on the natural environment associated with activities, such as travel, recreation, domestic and overseas tourism. It has also raised the value placed on the natural environment and its intrinsic relationship with health and well-being.

Recognising the breadth of benefits provided by the natural environment, the Island Plan seeks to protect and improve the intrinsic natural beauty of Jersey provided by the character of its landscapes and seascapes, and its biodiversity and geodiversity. Since the publication of the 2011 Island Plan, further research has been undertaken to better understand and more comprehensively quantify the character, biodiversity and geodiversity value of the natural environment, and to provide the evidence needed for robust protection policies[13].

There is, however, a need for the island to change and adapt to meet the community's needs. In light of these pressures, whilst recognising the intrinsic value of the whole Bailiwick of Jersey, this plan affords the most significant protection to those parts of it with the highest aesthetic quality or biodiversity and geodiversity value. By employing a hierarchical approach and directing development to the least sensitive and vulnerable areas, a sustainable future for the island can be ensured. The plan also recognises the need to improve the island's stock of natural capital – in urban as well as rural, coastal and marine environments - and to support the growth of the island's green infrastructure, and to protect and improve the value of its biodiversity, geodiversity, landscape and seascape character.

The careful use of resources of the natural environment – the countryside, coast and seas and associated biodiversity and geodiversity - is fundamental to deliver sustainable development. This principle is particularly important given the multiple issues and challenges faced by the natural environment, including the potentially far-reaching impacts of climate change. This Island Plan sets out policies that support its wise use to bring about a balance between development, economic activity and environmental protection.

Policy SP5 - Protecting and improving the natural environment

The protection and improvement of the island's natural environment, its landscapes, coastline, seascapes, biodiversity, and geodiversity, is a high priority. These considerations will be material in the determination of planning applications.

Development proposals will need to demonstrate how they will protect or improve the quality, character, diversity and distinctiveness of the island's landscapes, coastlines, and seascapes, in a manner commensurate with its identified quality.

All development should contribute to and improve the natural environment of the area in which it is to be located. Development will avoid, minimise, mitigate or compensate for significant impacts on terrestrial and marine habitats and ecosystems and should, wherever possible, improve local environmental conditions.

[13] See: Jersey Integrated Landscape and Seascape Character Assessment (2020); Jersey multispecies distribution, habitat suitability and connectivity modelling (2018); Geodiversity Audit for Jersey (2020)

Any development that could affect a designated or protected site or area of biodiversity or geodiversity value, whether within or outside it, will need to protect or improve the site or area, in accordance with its significance.

Development that would improve the natural environment, including proposals for green infrastructure and a better-connected green network, will be supported.

Sustainable island economy

The prosperity of the island, and the public services on which we rely, depends on a sustainable, productive and diverse economy, underpinned by a skilled local workforce to serve it.

Jersey has a rich economic history, based on agriculture and fisheries, tourism and the now-dominant international financial and legal services sectors. Brexit and the Covid-19 pandemic has, however, created considerable uncertainty for the long-term future shape and performance of the island's economy. Both events have been a catalyst for change and innovation, accelerating the use of technology and altering the way we all live, work, travel and do business. It is too early to tell the extent to which the changes experienced from these events will be permanent.

For Jersey's economy to flourish, the Economic Council's recent report[14] considers that the island needs regeneration, having regard to both the infrastructure and quality of life that it can offer. It suggests that Jersey's infrastructure – including public buildings, and the public estate that supports sporting and cultural facilities, utilities and the digital environment – needs to be fit for our future needs. This will require investing in St Helier to make it a more desirable place to live, work, do business and visit, and means:

- supporting the maintenance of a productive and diverse economy, encouraging the development of a local market for goods and services;
- promoting and enabling small footprint/high value business, and fostering innovation;
- enabling the creation of attractive and rewarding sustainable employment opportunities; and
- supporting and enabling the development and enhancement of local skills and training in order to reduce the reliance on in-migration.

The bridging Island Plan seeks to further these ambitions, support the island's economic recovery and boost economic productivity. It can also ensure the planning framework provides sufficient flexibility to enable the island to respond to changing circumstances that support our transition to carbon neutrality, increasing productivity, and attractiveness as an international island economy, and to enable innovation to take place once the pandemic has eased and the implications of Brexit are better known. It also provides time to take stock and plan for the longer-term needs of the economy in a way that is sustainable so that they can be addressed in a subsequent Island Plan Review.

Skills and education are core to maximising the island's productivity, developing a workforce fit for the island's future employment needs and enabling all islanders to benefit and share in our prosperity. Access to skills training improves the quality of islanders' lives and provides greater access to higher value employment opportunities. It also maximises our ability to meet our own skill needs which, over time, will reduce our reliance on

[14] New Perspectives Critical Considerations for Sustainable Economic Growth (2020)

economic related in-migration and manage the pressures that this brings on housing, infrastructure and services.

The planning system plays a critical role in protecting and facilitating the use of land and buildings that support economic activity, whilst providing sufficient flexibility for businesses to innovate, adapt and evolve in response to changing circumstances; it also enables the provision of the infrastructure required to support new development and a good quality of life.

Access to appropriate land for employment uses in Jersey is constrained and needs to be balanced against competing demands for other uses of land, such as new homes, and supporting infrastructure for education, health care and open space. It is, therefore, vital that the Island Plan protects land for employment uses and provides flexibility to enable employment land and buildings to adapt to the changing requirements of the island's economy.

In the countryside, the Island Plan safeguards productive agricultural land in order to increase the security of local food supplies, whilst supporting the long-term maintenance of the agricultural industry, and diversification of the rural economy. It also supports the maintenance and growth of the island's fishing and aquaculture industries.

Policy SP6 – Sustainable island economy

A high priority will be given to the creation and maintenance of a sustainable, productive and diverse economy, with support for new and existing businesses, particularly where they encourage the development of a local market for goods and services, attract small footprint/high value business and foster innovation.

In particular, there will be support for:

1. the protection and maintenance of existing employment land and floorspace for employment-related uses;
2. the redevelopment of vacant and under-used existing employment land and floorspace for employment uses;
3. the provision of sufficient land and development opportunities, in the right places, for new and employment uses;
4. economic development that: supports and enhances the vitality and viability of Town as a place to shop, work, do business and visit; helps regenerate Les Quennevais; and supports and responds to local retail needs in other local centres;
5. development which can help to maintain and enhance a sustainable rural economy, where a rural or coastal location is justified, and where it protects the character of the landscape and seascape, and high-quality agricultural land.

A high priority will be given to the development of the hard and soft infrastructure required to support and facilitate innovation, productivity, diversification and the development and enhancement of skills across all sectors of the economy, where this infrastructure is proven to be in the long-term interests of a sustainable island economy and will enable the creation of attractive and rewarding employment opportunities.

Planning for community needs

Meeting the needs of the community is at the heart of the planning system in Jersey, and the Island Plan must provide for the orderly, comprehensive and sustainable development of land in a manner that best serves the interests of the community[15].

Central to meeting the needs of our community is ensuring that everyone has a safe and secure place that they can call home. To create strong, healthy and sustainable communities, this primary need must be fulfilled. The Island Plan seeks to ensure that all islanders can access a home which is suited to their needs, enabling the location, size, tenure and affordability of new homes in a way that is responsive to current and future housing needs. The Covid-19 pandemic has highlighted how extremely important it is for homes to have good living and space standards, both inside and out, and for this space to be adaptable to different needs. The plan also recognises that new homes must be of a design that is sustainable and that this must be achieved by ensuring that new homes are built at optimal densities, relative to where the development is taking place.

Homes alone, however, do not create sustainable communities. In all its guises, infrastructure forms an essential pillar within our society and continued investment is necessary to ensure islanders can access high quality services and facilities that will support healthy and enriched lives. To respond to this, the Island Plan makes specific provision for key infrastructure projects, such as safeguarding land for the development of Our Hospital[16], educational use and sports and leisure developments, whilst also prioritising sustainable and active travel and softer measures, such as open space provision, and ensuring that the needs of children can be met through specific provisions for play space. There is also a need to promote the intangible qualities of community life, such as ensuring that development supports people in feeling like they belong to their locality or neighbourhood, where they can get to know their neighbour, and live without fear of crime.

The plan plays a key role in supporting the health and wellbeing of islanders, whilst also identifying and managing development that has the potential to pose a risk to health and wellbeing, or which may arise from other land uses or processes and changes in the natural environment. Planning policies must, therefore, be robust in preventing, or be capable of properly managing exposure to both land-use related and natural environmental risks, taking account of flood risk, road safety and potential emissions from different types of development, such as noise.

Jersey has an increasingly diverse community with different needs and makes a commitment to inclusivity, and to putting children first. In taking a holistic and proactive approach to supporting the community through the Island Plan we can fulfil the need to create an environment in which all islanders can flourish, with opportunities available to all, to create a fairer and more equitable society, and one where our children can thrive.

Policy SP7 – Planning for community needs

All new development must be able to demonstrate that it is helping to meet the identified needs of our community, both in the short and long-term. In particular:

[15] (Article 2(2)(a)) Planning and Building (Jersey) Law 2002
[16] Home | Our Hospital

1. residential development must make a positive contribution to the island's housing stock, by delivering homes at optimal densities in sustainable locations, of the right type, tenure and size;
2. new homes must be of a good design, standard and specification that is capable of adaptation to meet the changing needs of individuals and families, including those with disabilities and additional needs;
3. the design of new development should contribute to the sense of place; and support and enable the creation of sustainable communities where people can know their neighbours and have a sense of belonging;
4. development must make a contribution to physical infrastructure or community facilities where improvements are identified as necessary to meet an impact arising from the development;
5. development must be located and designed to avoid environmental risks and, where necessary, demonstrate how measures to minimise and mitigate any impacts arising from identified environmental risks have been incorporated, as far as reasonably practicable;
6. development must be designed in a way that reduces the potential for crime and the fear of crime; and
7. new or improved public infrastructure will be supported where it is required and will be resilient to future, changing needs.

Volume 2

Places

Places

The Places chapter of the Island Plan seeks to do two things. First, to help islanders navigate the plan by signposting the key policies that relate to development and the management of change in a particular area. Second, and more significantly, it outlines the nature and extent of development that is planned for different parts of the island to meet the community's development needs over the plan period. The Places chapter sets the context for how the different policies of the Island Plan will apply, relative to where development is proposed to take place, including all of the built-up area, the countryside, coast and the island's marine environment, out to territorial limits.

Both the 2002 and 2011 Island Plans described a single built-up area (BUA) within which, and having regard to other policies, development was supported. The nature of these built-up areas as places varies significantly, from Town, to suburban settings, and historic parish centres.

The spatial strategy for this plan[1] establishes a new settlement hierarchy for Jersey that better recognises and responds to the scale and character of different places within the BUA.

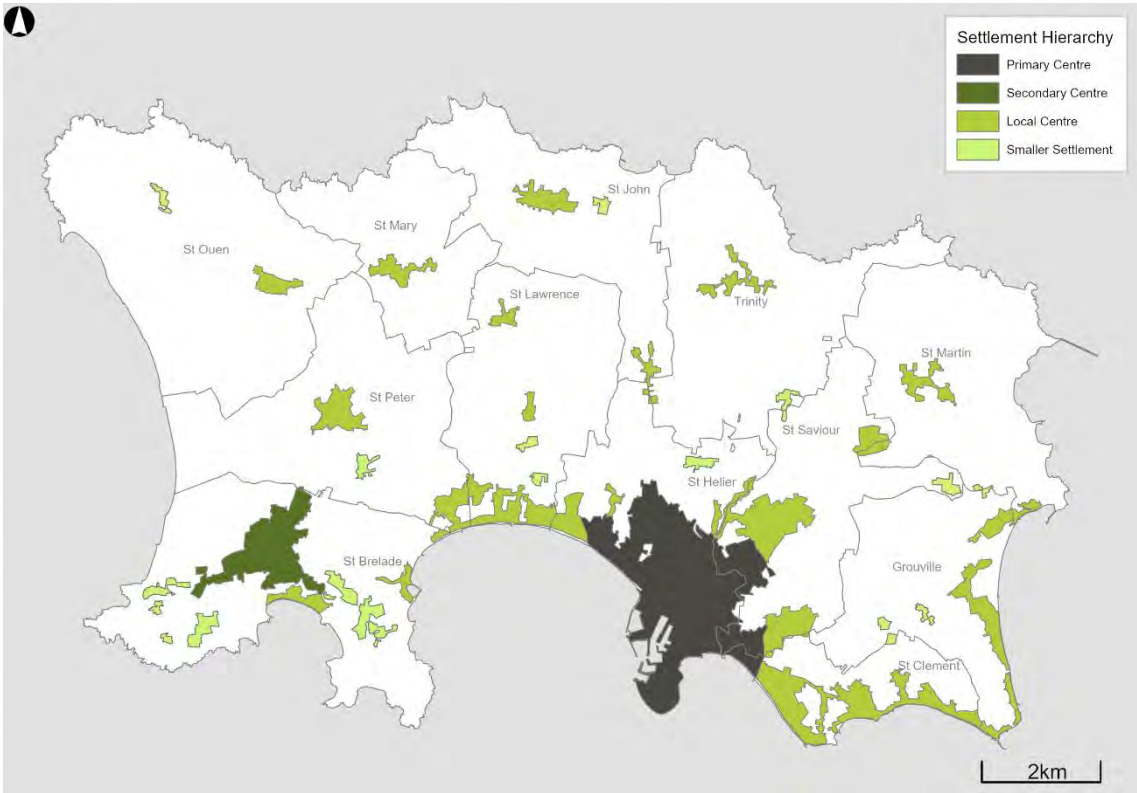

Figure PL1: Settlement hierarchy

Significantly, the chapter sets out a strategic **Plan for Town**, establishing a framework of eight strategic concepts which are intended to guide and inform both individual developments and planning applications, but also the evolution of Town as a coherent whole, in a way that works for town residents, other islanders and the business interests that are based there. As the plan makes clear, only by securing the sustainable development of Town can the sustainable development of the island be secured.

[1] See Policy SP2: Spatial strategy in Volume two: Strategic policies chapter

The chapter also sets out overarching place-based policies and signposts to other relevant policies and proposals in the Island Plan, for:

- Les Quennevais
- local centres[2]
- smaller settlements[3]
- Jersey's countryside, coast and the marine environment

This chapter is an important aspect of the bridging Island Plan. It presents a strategic approach that is intended to inform future long-term Island Plans and a framework that can be supplemented as new place-based planning policy and proposals are developed in future years. In particular, the Strategic Proposal 4 (A west of island planning framework and area masterplans) is intended to provide the basis for an expanded policy response for Les Quennevais and related places; and Strategic Proposal 3 (creation of a Marine Spatial Plan) is intended to provide a comprehensive and integrated plan for the island's marine environment, to inform the next Island Plan.

Plan for Town

The island's primary urban centre exists as an integrated built-up area across much of the parish of St Helier, and parts of St Saviour and St Clement, and is referred to in the Island Plan as 'Town'. This area has become the island's main centre and its development and establishment as such is linked to its historic role in changing and adapting to the island's social and economic growth. The extent of Town is defined on the proposals map. It extends from and embraces Grève D'Azette in the east, First Tower in the west, and up to Mont à L'Abbé, Vallée des Vaux and St Saviour's Hill in the north. Its southern edge is where it meets the sea.

Town will continue to provide land and development opportunities to meet most of the island's development needs over the plan period in its role as the island's primary centre for economic activity and growth; government functions and services; retailing; hospitality; tourism and culture. This role includes the need to provide for the delivery of some key elements of strategic public infrastructure, such as the new hospital, and it will remain the focus for new residential and commercial development.

Planning for the future of Town is critical to the sustainable development of the island in the widest sense, having regard to environmental, economic and social issues. However, recent surveys[4] show that only 36% of people living in St Helier are satisfied with their local neighbourhood, compared to 63% living in suburban parishes, and 81% of people living in rural parishes. It is important that Town residents can enjoy access to the same amenity and facilities - including access to open space, schools and community facilities - which other parts of the island might benefit from.

In the face of development pressure, it is essential that the new Island Plan is used as a tool to plan positively for change. It must enable and facilitate the development that new

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[2] Bagot-Longueville; Beaumont - First Tower; Bellozane; Carrefour Selous; Five Oaks; Gorey Village; Grands Vaux; Grève D'Azette - Ville-ès-Renauds; Maufant; Sion; St Aubin; St Brelade's Bay; St John's Village; St Lawrence Church; St Martin's Village; St Mary's Village; St. Peter's Village; St Ouen's Village; and Trinity Village.

[3] Clos de Roncier; Grouville Arsenal; Grouville Church; Le Clos de L'Atlantique/Parcq de L'Oeillère; Les Fourneaux; Les Ruisseaux/Route de Noirmont; Mont au Prêtre; Mont Félard; Mont Mado; Mont-ès-Croix; Petit Port Clos; Route des Genêts/Longfield Avenue; Rue des Landes; St George's Church; St Saviour's Hospital; Teighmore Park; Victoria Village; and Ville Emphrie.

[4] Jersey Opinions and Lifestyle Survey (2018)

and existing town residents - and the wider island community - want and need, so that Town can develop in an enduring and sustainable way. The Island Plan aims to support Town to grow in a way which enhances and complements its character and identity; where people have a good living environment and neighbourhood, with access to open space and community facilities; and it becomes a place of choice to live.

To do this, the Plan for Town has been developed as an integral part of the Island Plan, to provide a comprehensive framework to enable and manage its future development.

St Helier's urban environment is complex and rich; and similarly faces a range of multifaceted challenges and issues. In order that the Island Plan might best respond to these, the Plan for Town has been developed around three themes of vibrancy, growth and sustainability. Within each theme, a series of concept statements are set out to complement relevant policies and to guide the more coherent development of Town.

A vibrant town

A vibrant town focuses on three strategic concepts to connect, enliven and enhance Town:

- **Connect Town:** promote active travel journeys and enhanced public realm
- **Enliven Town:** the town centre, professional services and digital
- **Enhance Town:** the liveability of homes and neighbourhoods

Figure PL2 – Plan for Town: a vibrant town

Concept statement – connect Town
Promote active travel journeys and enhanced public realm

The chance to connect with new people, places and opportunities lies at the heart of what makes urban environments exciting and vibrant. As the island's capital, St Helier sits at the heart of a web of connections and networks that stretch across Jersey.

In one important way though, there are some key connections that can be improved in Town. There is increasing recognition that the dominance of vehicular traffic on the town's roads not only creates congestion, blocking our connections to each other, but also has wider negative impacts on our built and natural environment, and on the character of

Town. When set against the challenges of climate change and the growing problems of sedentary lifestyles and increasing levels of obesity in the population, particularly children, there is a clear need to review the use and priority afforded to different modes of travel through the network of town roads and streets.

In preparing the Island Plan the current and potential future function of St Helier's roads has been critically appraised to assess each road's role in enabling movement, as well as its characteristics as a place.

The St Helier Public Realm and Movement Strategy[5] recommends a reprioritisation of streets in favour of safe and efficient travel by walking, cycling and other active modes; enhancements to the vibrancy of key commercial areas; steps to ensure that servicing and logistics can operate efficiently; and opportunities to create social interaction, creativity and play.

The strategy sets out four key concepts to improve connection in Town and deliver these objectives, creating a future town in which:

- the current degree of **severance caused by the Ring Road is addressed** through a range of interventions, including responding to the challenges presented by Esplanade and La Route de la Liberation, as well as wider Ring Road connectivity;
- **more liveable neighbourhoods are created**, allowing residents to reclaim ownership of the public realm;
- **there is a growing, vibrant core** that prioritises pedestrian activity within the cultural and economic heart of St. Helier, whilst enabling the essential servicing and logistics of the town centre;
- **an active travel network is embedded**, designating routes of a particular character that enable and encourage safe travel by walking, cycling, and other active modes. This will seek to establish key travel corridors for active travel which links key destinations with connections into town, including the bus station, car parks, schools, open spaces and other public/community facilities. The plan also proposes new ways to better connect town residents with the countryside in and around the town including: Grands Vaux; Vallée des Vaux; Fern Valley; and La Blinerie.

To ensure that new development supports the **connect Town** concept, Island Plan policies and proposals on travel and transport and countryside access, in particular, will be applied and developed having regard to the need to promote active travel journeys and enhanced public realm in Town.

The **CONNECT TOWN** concept statement is reflected in a range of detailed policies and proposals, including the following:

- Policy CI9 – Countryside access and awareness
- Proposal 30 – Access to Grands Vaux Reservoir and valley
- Policy TT1 – Integrated safe and inclusive travel
- Policy TT2 – Active travel
- Policy TT3 – Bus service improvement
- Proposal 31 – Active travel network
- Proposal 32– Public realm works programme

[5] St Helier Public Realm and Movement Strategy (2021)

Concept statement – enliven Town

The town centre, professional services and digital

An enormous change has taken place in retail in recent years. The traditional pattern of making purchases in physical stores has been profoundly disrupted by the growth of online shopping, a phenomenon which has been accelerated by the impact of the pandemic. Whilst St Helier may have been less affected by this trend, it is still an issue for retailing in Jersey, and the Island Plan needs to respond to help the town centre adapt.

With online shopping set to continue to grow, town centre retail needs to carve out a distinct role, focusing on providing 'experience' and 'convenience'; and it is also likely that traditional retail use will make up a smaller part of the town centre offer. In this respect, the Island Plan allows greater flexibility for the town centre to embrace a wider range of uses and activities based on 'experiential' uses, social and community interactions, rather than just shopping. This needs to be accompanied by an improvement to the town's public realm to create a more attractive environment in which to spend time.

To ensure that the primary retail core remains active and vibrant its spatial extent is condensed, focused on the primary shopping frontages, with an enlarged town centre providing and supporting complementary retail activity along with recreation, cultural and leisure uses. These other uses around the retail core will help to support and sustain the vitality and vibrancy of St Helier town centre as a whole.

The impact of the pandemic upon ways of working and economic performance, as well as Brexit, means that it is unclear whether pre-Covid trends for town centre office space and use will continue. This Island Plan affords an opportunity for this be monitored and reviewed, as necessary, ahead of adopting any appropriate longer-term policies in the subsequent Island Plan Review. Provision and flexibility exists for the provision of further grade A office accommodation in and around the waterfront, where the market requires this.

Jersey has seen a growth in the cluster of digital sectors around the eastern end of St Helier and around the waterfront, largely making use of secondary office accommodation. The Island Plan seeks to support the digital sector by helping to manage the evolution of secondary office stock in Town to ensure accessible office space remains available to early stage and growing digital businesses.

Daytime and evening economy uses in St Helier, including restaurants, bars, clubs and cafés, are important for islanders and visitors alike, and their provision will be supported throughout a broadened town centre. St Helier's role as the island's cultural hub will also be supported and its further development enabled.

To ensure that new development supports the **enliven Town** concept, Island Plan policies and proposals on retail, office use and daytime and evening economy uses, in particular, will be applied and developed having regard to the need to promote and support the town centre, professional services and digital in Town.

The **ENLIVEN TOWN** concept statement is reflected in a range of detailed policies and proposals, including the following:

- Policy ER1 – Retail and town centre uses
- Policy ER4 – Daytime and evening economy uses
- Policy ER5 – Meanwhile retail and town centre uses
- Policy EO1 – Existing and new office accommodation
- Policy CI5 – Sports, leisure and cultural facilities
- Policy TT2 – Active travel
- Proposal 31 – Active travel network
- Proposal 32 – Public realm works programme

Concept statement – enhance Town
The liveability of homes and neighbourhoods

The way new homes are accommodated in existing town neighbourhoods will be key to making Town a more attractive place to live. There is concern that the density of residential development has been increasing rapidly without sufficient consideration about how to create socially successful communities in the long term. Very high density can challenge successful placemaking and liveability policy objectives, sometimes resulting in poor quality development[6]. If higher density implies concentrating on smaller units with smaller rooms this is not building for the future and will not help to ensure sustainable communities and acceptable living standards[7].

Concept statement 4 of the Plan for Town recognises the need to integrate more and higher density development in town, in order to meet the strategic objectives of the Island Plan. In doing so, focus must be given to the need to enhance the liveability of these new homes and the neighbourhoods they help create.

Success in this regard will, in many ways, be determined by the quality of the internal design of new homes and access to and the availability of external space. As density and height increase, these factors become more important and greater scrutiny is needed to maintain the quality of high density and high-rise living[8]. Nothing will work without better design and greater flexibility of internal space - as well as more space per person.[7] Enhancing existing and new neighbourhoods also requires development of a range of accommodation types and sizes to meet the island's housing needs, and to create mixed and more sustainable communities; this means providing larger residential units that are capable of accommodating families, and not just one- or two- bedroom flats.

People, and especially children, need access to safe and convenient open space, at home and nearby, as well as being able to get to the coast or the countryside. Access to allotments can also be important for people without gardens of their own.

The COVID-19 pandemic lockdown has highlighted the importance of the 'liveability' of places, and the idea that good neighbourhoods are those where most of people's daily needs can be met within a short walk or cycle. The benefits of this approach - known as

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[6] Superdensity: the Sequel report (2015) hta *et al*

[7] Whitehead, Christine M E (2012) The density debate: a personal view. London School of Economics and Political Science

[8] https://www.three-dragons.co.uk/news/high-density-residential-development--three-dragons-study-for-gla.htm

the '20 minute neighbourhood'[9] - are multiple: people become more active in the way they travel, improving their mental and physical health; traffic is reduced, and air quality improved; local shops and businesses thrive; and people see more of their neighbours, strengthening their sense of community.

To ensure that new development supports the **enhance Town** concept, Island Plan policies and proposals on design quality, community support infrastructure, and the provision and enhancement of open space and play space, in particular, will be applied and developed having regard to the need to improve the liveability of homes and neighbourhoods in Town.

The **ENHANCE** concept statement is reflected in a range of detailed policies and proposals, including the following:

- Policy GD6 – Design quality
- Policy H1 – Housing quality and design
- Policy H4 – Meeting housing needs
- Proposal 20 – Design for homes
- Policy CI4 – Community facilities and community support infrastructure
- Policy CI6 – Provision and enhancement of open space
- Policy CI8 – Space for children and play
- Policy C10 – Allotments
- Policy TT2 – Active travel

A growing town

A growing town focuses on two strategic concepts to introduce and integrate Town:

- **Integrate Town** - more and higher density development
- **Introduce to Town** - new public infrastructure and assets

Figure PL3 – Plan for Town: a growing town

[9] Twenty Minute Neighbourhood (2021)

Concept Statement – integrate Town
More and higher density development

The Island Plan Preferred Strategy[10] proposed a housing delivery of 3,750 homes by 2025. Of these, it is expected that around 45%, or c.1,700 homes, would be provided in Town.

To accommodate growth in Town in a responsible way, every new development needs to make the most efficient use of land. This will often mean developing at densities above those of the surrounding area. A design-led approach to optimising density is required that should be based on an evaluation of the site's attributes, its surrounding context and capacity for growth, and the most appropriate development form, in order that development can have a positive impact on the local community and the environment.

Jersey is not alone in seeking to deliver more efficient forms of urban development: planning policy in the UK has sought to deliver increased numbers of homes in towns and cities and to secure a balance between higher density housing and quality of life. It can be harder for very high-density development to deliver a positive response to context, successful placemaking and liveability aspirations, sometimes resulting in poor quality development[11]. If higher density just results in smaller units with smaller rooms; a lack of communal space; and an unattractive neighbourhood where buildings are over-scaled and out of context; and where people's quality of life is poor, this is not a sustainable approach to building for the future, and can contribute to long-term and recurrent challenges for local communities and public services. To engender sustainable communities, it is also important that there is a range of homes available to meet different housing needs, and not an over-concentration of one particular form of accommodation, such as one- or two-bed flats.

In seeking a managed and sustainable increase in density within Town it is particularly important to carefully manage the contribution that taller buildings will make. Taller buildings *can* make a contribution to the sustainable densification of Town, where they are carefully located and designed in context, and particularly where they are deployed as part of neighbourhood-scale interventions that also make use of mid- and low-rise housing elements. Carefully crafted medium-rise developments can also achieve higher densities in areas that are not suited to taller buildings and can often deliver better amenity for residents, providing a human-scale and family-friendly environment and making a positive contribution to townscape character.

Some parts of Town offer opportunities for more significant increases in density than others; these are areas with fewer contextual constraints and larger development sites where there is potential for new development to define its own setting. The refreshed St Helier Urban Character Appraisal[12] has undertaken a sensitivity analysis to determine where the urban environment is best able to accommodate more dense and taller forms of development.

Based on this, the Island Plan establishes a density policy, which will be supported, through the preparation of supplementary planning guidance, with minimum standards and guidance for different parts of Town. A robust, design-led tall buildings policy also aims to ensure that high quality taller buildings might be accommodated in the most appropriate

[10] Island Plan Preferred Strategy (2020)
[11] Superdensity: the Sequel report (2015) hta *et al*
[12] St Helier Urban Character Appraisal (2021)

locations and contexts in Town, whilst guarding against the very real risks that can stem from over-development, and/or unsympathetic development of taller buildings in inappropriate locations.

To ensure that new development supports the integrate Town concept, the Island Plan contains a number of policies and proposals which cover housing density, housing needs, tall buildings and skyline, views and vistas, in particular. These policies will be read together to ensure that new development can successfully achieve more and higher density development in Town.

The **INTEGRATE TOWN** concept statement is reflected in a range of detailed policies and proposals, including the following:

- Policy GD6 – Design quality
- Policy GD7 – Tall buildings
- Policy GD9 – Skyline, views and vistas
- Policy H1 – Housing quality and design
- Policy H2 – Housing density
- Policy H4 – Meeting housing needs
- Proposal 21 – Minimum density standards

Concept Statement – introduce to Town

New public infrastructure and assets

Town is home to many key public buildings and services and will see the introduction of new and regenerated public infrastructure over the period of this Island Plan.

Most significant amongst these is the project to deliver a new hospital for the island. The Island Plan identifies and safeguards the site at Overdale as the new location for the island's general hospital[13].

Other key changes for Town and its supporting community infrastructure will include:

- a review of the education estate to ensure that the needs of education can be better met now and into the future, particularly for primary schools in Town;
- the delivery of new and enhanced sporting facilities, enabling the decant and regeneration of Fort Regent;
- the continued delivery of the St Helier Waterfront, creating a new quarter for the town; and
- improvements to the road and pedestrian network, supporting safer, more sustainable and active movement across and around Town.

To help deliver the number of homes required over the plan period, particularly affordable homes, it is essential that a number of sites in public ownership are brought forward for development. These will be delivered through the Island Public Estate Strategy[14] and are identified in the Island Plan in order to help demonstrate that the plan is able to deliver the homes that are required; and to also ensure that the associated community infrastructure – including schools and open spaces - can be enhanced or provided in the right locations. The use of public-owned land, and land owned by States-owned companies, will be required to demonstrate evidence of the consideration of its use for wider community needs when the subject of development proposals.

[13] P.123/2020: Our Hospital site selection: Overdale

[14] Island Public Estate Strategy 2021-35

The Minister for the Environment has already published supplementary planning guidance for parts of the town to encourage and enable development opportunities to meet the island's needs. The plan supports the delivery of the objectives of the **South West St Helier Planning Framework**,[15] and the **North of Town Masterplan**,[16] both of which provide opportunity for new development and regeneration.

The Minister for the Environment is also cognisant of the work that has been undertaken to prepare the **Port of St Helier Masterplan**. This sets out some key objectives to ensure that the operation of the port can be made more efficient and effective, thus safeguarding and improving this critical element of strategic public infrastructure. It also presents some other development opportunities, for residential and other uses, to help meet the need for homes; and to reconnect St Helier with its maritime heritage. The new plan will provide a framework to support and enable the delivery of the masterplan objectives, against an appropriate regulatory regime.

In a similar vein, work is being undertaken to explore the regeneration and re-purposing of St Helier's historic **Fort Regent**[17], and the plan will seek to establish a similar policy framework, as appropriate, supported by new supplementary planning guidance.

To ensure that new development supports the **introduce to Town** concept, the Island Plan contains a number of policies which specifically cover the delivery of new homes, community infrastructure and facilities, and which will help to guide the appropriate delivery of new public infrastructure and assets in Town.

The **INTRODUCE TO TOWN** concept statement is reflected in a range of detailed policies, including the following:

- Policy H6 – Making more homes affordable
- Policy H7 – Supported housing
    - Field H1219, La Grande Route de Mont à L'Abbé, St. Helier
- Proposal 22 – Residential delivery and management strategy
- Policy CI3 – Our Hospital and associated sites and infrastructure
- Policy CI4 – Community facilities and community support infrastructure
- Policy CI5 – Sports, leisure and cultural facilities
- Policy TT5 - Port operations

A sustainable town

A sustainable town focuses on three strategic concepts to restore, protect and prepare Town:

- **Restore Town** – natural connections, urban biodiversity and public open space
- **Protect Town** - Town character and heritage assets
- **Prepare Town -** to adapt to and mitigate climate change

[15] South West St Helier Planning Framework (2019)
[16] Revised North of Town Masterplan (2011)
[17] Inspiring Active Places Strategy (2021)

Figure PL4 – Plan for Town: a sustainable town

Concept Statement – restore Town
Natural connections, urban biodiversity and public open space

Attractive and accessible parks, squares and streets make for a better quality of life and help to support physical and mental health and wellbeing. A network of well-designed and cared-for open spaces and streets adds to the character of places where people want to live, work and visit. Vital green infrastructure, comprising open spaces and trees, enable us to deal with floods or mitigate and adapt to climate change, contribute to urban cooling, provide shade and store water and carbon; they also provide important wildlife habitats. Open spaces provide sporting facilities, areas for children to play or beautiful parks for people to relax in. The availability of this local green and community infrastructure becomes increasingly important in those neighbourhoods where there is higher density housing.

Jersey has its own example of the importance and value of open space. The transformation of the car park at Gas Place into the very popular Millennium Town Park has had a significant, positive impact on the surrounding area. By providing a space for a range of recreational uses, it has become a focal point for the community that now cements a convivial residential character in the northern part of the town: it is a model of successful regeneration and placemaking.

The Island Plan introduces a new policy regime to support the provision of new open space - both private and public. The plan also proposes new steps to enhance biodiversity in urban settings and will explore the delivery of biodiversity net gain in public development. It will also safeguard all existing public open space in Town. New development will be required to respond to these policies, and thus support the restoration of natural connections, urban biodiversity, and protection and enhancement of public open space across Town.

This plan will also support and enable new connections to the countryside, so that town residents can enjoy and benefit from access to nature and green spaces, with proposals to open up access to Grands Vaux Valley and a new country park at Warwick Farm. It will

better connect the town to its waterfront and town beaches. A new Protected Coastal Area, embracing all of the island's intertidal zones, including St Aubin's and St Clement's Bay, will help manage the urban seascape.

To ensure that new development supports the **restore Town** concept, the Island Plan contains a number of polices and proposals which specifically support the maintenance and enhancement of green infrastructure and networks, urban biodiversity and public open space which will be applied and developed during the plan period.

The **RESTORE** concept statement is reflected in a range of detailed policies and proposals, including the following:

- Policy NE1 – Protection and improvement of biodiversity and geodiversity
- Policy NE2 – Green infrastructure and networks
- Proposal 12 – Biodiversity net gain
- Policy CI6 – Provision and enhancement of open space
- Policy CI7 - Protected open space
- Policy CI9 – Countryside access awareness
- Proposal 28 – St Helier Country Park
- Proposal 30 – Access to Grands Vaux Reservoir and valley

Concept Statement – protect Town

Town character and heritage assets

The character of Town is key to its charm and attractiveness. Character is a subtle concept but has a powerful influence on peoples' desire to be in a place, whether to live or visit. Historic buildings and places make an important contribution to the character, identity and sense of a place, especially in Town, which is home to about 40% of the island's listed buildings and places. Islanders consistently recognise the significance of the historic environment in contributing to the quality of life enjoyed in Jersey; and ministers have committed to protect and value our environment by improving the built environment, to retain its sense of place, culture and distinctive local identity in their Common Strategic Policy[18]. Jersey is also bound to protect its heritage assets under international convention obligations, for their intrinsic value, but also because of their contribution and role as part of a wider shared heritage.

An analysis of the town's character, and an assessment of the distinct and individual qualities of its constituent parts, can be a positive tool to best guide development in terms of integrating within the existing fabric. It can also serve to establish those parts of the town where there is opportunity to generate a new character, which complements and adds to the existing qualities of the town, such as at the new waterfront.

The original 2005 Urban Character Appraisal[19] identified ten distinct character areas in St Helier. In 2021, most of these character areas still describe parts of the town that have distinct qualities that distinguishes them from neighbouring areas and this work has been refreshed, revised and extended to bring it up to date, and to provide a broader spatial coverage embracing the suburbs. It has informed the plan's approach to determine how Town might best respond to the need to accommodate much of the island's development

[18] Common Strategic Policy 2018 to 2022

[19] St Helier Urban Character Appraisal (2005)

needs, whilst still protecting and improving the character of the town as a place to live, work and visit.[20]

Work has also been undertaken to review the efficacy of the protection regime for Jersey's historic environment[21]. This demonstrates that it is comparable with other jurisdictions, in terms of the level of regulatory control exercised, and that it is an important tool in serving to protect local identity and character; and contributing to economic regeneration, where historic buildings are regarded as assets to be worked with rather than constraints.

Planning policies of the Island Plan provide proactive support for the re-use of historic buildings; for appropriate flexibility in response to climate change; and strengthen and clarify the management of development that affects the setting of listed buildings.

Imminent changes to legislation[22] will enable the designation of conservation areas to recognise and better protect those areas of the island with a distinct architectural and/or historic character. Areas of Town, such as Havre des Pas, for example, might benefit from conservation area designation, following engagement and consultation, and Island Plan policies will help to protect and improve the character of conservation areas, once introduced.

To ensure that new development supports the **protect Town** concept, polices to enhance design quality and to protect or improve heritage assets and their settings, and the character of town, will be applied, and proposals to designate conservation areas brought forward.

The **PROTECT TOWN** concept statement is reflected in a range of detailed policies and proposals, including the following:

- Policy GD6 – Design quality
- Policy HE1 – Protecting listed buildings and places, and their settings
- Policy HE3 – Protection or improvement of conservation areas
- Policy HE5 – Conservation of archaeology
- Proposal 15 – Conservation area designation

Concept Statement – prepare Town
To adapt to and mitigate climate change

While climate change affects the whole island, there are some specific climate change issues that are likely to have a greater impact and relevance to Town.

At a building and neighbourhood level, the impacts of higher temperatures resulting from climate change are likely to be felt more greatly in Town because of the urban 'heat island' effect. More open space and tree cover will be needed as Town develops further, to provide cooling and shade for people and buildings and to enhance public open space.

Surface water run-off, from rainfall, is also a greater challenge in urban areas, and may require additional flood attenuation and temporary water storage, including the use of existing and new green spaces, the creation of water bodies, and other sustainable urban drainage features.

[20] St Helier Urban Character Appraisal (2021)
[21] Historic Environment Review (2020)
[22] See statement from Minister for the Environment (Hansard 23rd March 2021) about proposed amendment 8, Planning and Building (Jersey) Law 2002

But the biggest challenge is to make Town more resilient to the effects of sea level rise and wave overtopping. The island's Shoreline Management Plan[23] already prioritises the need for action to be taken in the short- to medium-term, both to the west of Town in St Aubin's Bay, and to the east at Havre des Pas. An 'advance-the-line' response in both areas is proposed, which could involve the creation of new sea defences, but may also provide opportunities for other forms of development to bring improvements in these areas.

At the same time, there are opportunities to address climate change that are particularly relevant to the town environment. These include the chances to deploy solar PV technology on larger office and residential buildings in Town, to develop and expand green infrastructure using roof and wall space, the introduction of sustainable urban drainage systems (SuDs), to accommodate and further develop shared transport schemes and infrastructure, and to require more sustainable building standards from new developments.

There are a number of policies throughout the Island Plan that will help to **prepare Town**, such as those which require new development to adopt lower carbon building and development practices, to ensure that new development considers and adapts in response to flood risk, whilst also enabling the delivery of essential shoreline management plan schemes. Together, these policies are critical to ensuring that new development in Town supports the necessary and ongoing adaptation and mitigation of the effects and threats of climate change.

The **PREPARE TOWN** concept statement is reflected in a range of detailed policies, including the following:

- Policy ME2 - BREEAM rating for new larger scale non-residential buildings
- Policy ME3 – Air quality and increased emissions
- Policy ME6 – Larger-scale terrestrial renewable energy developments
- Policy WER2 – Managing flood risk
- Policy WER3 – Flood infrastructure
- Policy WER4 – Land reclamation

New development in town

The Plan for Town is critical to the sustainable development of the island. Town will continue to provide land and development opportunities to meet much of the island's needs over the plan period and the Plan for Town can help to ensure that it continues to grow in an integrated, enduring and sustainable way.

To achieve this, all new development should support and make a positive contribution to the eight strategic concepts set out in the Plan for Town:

A vibrant town focuses on three strategic concepts to connect, enliven and enhance Town:

- **connect Town**: promote active travel journeys and enhanced public realm
- **enliven Town**: the town centre, professional services and digital
- **enhance Town**: the liveability of homes and neighbourhoods

A growing town focuses on two strategic concepts:

- **integrate Town** - more and higher density development

[23] Jersey Shoreline Management Plan (2020)

- **introduce to Town** - new homes, public infrastructure and assets

A sustainable town focuses on three strategic concepts:

- **restore Town** – natural connections, urban biodiversity and public open space
- **protect Town** - Town character and heritage assets
- **prepare Town** - to adapt to and mitigate climate change

Policy PL1 - Development in Town

Town will provide land and development opportunities to meet much of the island's development needs over the plan period in its role as the island's primary centre for economic activity, the provision of public services and infrastructure, and the creation of new homes.

Development within Town must have regard to and consider how it will respond to the Plan for Town and will be supported where it makes a positive contribution to the strategic concepts of the Plan for Town in order to help deliver a sustainable future for Town and the island.

Where additional needs for the primary school estate have been identified by the responsible Minister, the redevelopment of States of Jersey or States-owned companies' land in Town for the purposes of meeting education needs will be given the highest priority.

Proposals for the redevelopment of States of Jersey or States-owned companies' land within the vicinity of existing primary schools in Town must be able to demonstrate that they will not compromise the ability to address identified education needs.

Les Quennevais

Les Quennevais has grown and developed into the island's secondary urban centre and is a key community focus for the provision of homes; education, sports and community facilities; retail and other services in the west of the island.

This Island Plan introduces a settlement hierarchy that recognises, establishes and supports Les Quennevais in this role. The extent of Les Quennevais is defined on the proposals map. It extends to and embraces La Moye; Le Saut Falluet; La Petite Route des Mielles; Tabor Heights; and Park Estate.

It is a thriving urban area, mostly comprising smaller-scale, lower density suburban housing with some larger-scale, apartment blocks that are more contemporary and urban in nature. It benefits from a wide range of retail services, focused on Red Houses and Les Quennevais Precinct, and extensive sport and community facilities, centred on Les Quennevais Sports Centre.

Les Quennevais is well served by locally accessible public green space, with a popular and large play park behind Les Quennevais Precinct (Elephant Park) and the Pont Marquet Country Park to the east. Access to the coast and countryside is within easy reach at St Brelade's Bay; Les Creux Country Park; and St Ouen's Bay to the west.

The provision of public open space at Les Quennevais is safeguarded by the plan, which also acknowledges and facilitates the further development and enhancement of the

existing sports facilities provided at Les Quennevais Sports Centre, and which is identified for further investment as part of the island-wide inspiring active places strategy[24].

There are regular and frequent bus services serving Les Quennevais, to St Helier; and it benefits from dedicated active travel infrastructure in the form of the Railway Walk, providing an off-road connection for walking and cycling to St Helier, with a link to St Peter. The plan will seek to encourage the further enhancement of public transport and active travel infrastructure to help support more walking and cycling.

Les Quennevais is well-placed and provisioned to support further development. The Island Plan encourages the more efficient use of land and the redevelopment of existing land and buildings here to deliver more homes. The plan sets out a density policy, which will be supported through the preparation of supplementary planning guidance with minimum standards and guidance, for the development of new homes in the built-up area of Les Quennevais.

The plan defines a Les Quennevais centre, that embraces the precinct and Red Houses crossroads, where there exists a focus of employment land uses in the area, mostly centred around food and other convenience retailing, but with a range of other complementary 'town centre' services including pharmacies and other healthcare services, cafés, beauticians, barbers, and other personal services. The plan seeks to safeguard and support the retail vitality of this area, but also to introduce a greater flexibility to allow other employment uses in the area, including the development of office accommodation (up to 200 sqm). This is designed to encourage investment and to enable Les Quennevais to further develop to provide greater employment opportunity in the west of the island.

Figure PL5: Defined centre for Les Quennevais

This Island Plan sets the planning framework for the continued development of Les Quennevais over the short-term. It is proposed that the longer-term future of Les

[24] Inspiring Active Places Strategy (2021)

Quennevais is explored further through the development of a west of island planning framework, together with a series of more focused masterplans, as appropriate, as set out in strategic proposal 4.[25] This work, which will progress over the plan period, will be developed with input from local and island-wide stakeholders, including local parishes and others, and will investigate future planning options and opportunities for Les Quennevais and the wider area, including the former Les Quennevais School site; and Jersey Airport.

Policy PL2 - Les Quennevais

The built-up area of Les Quennevais is identified as the island's secondary urban area and is expected to help meet the island's development needs over the plan period.

Les Quennevais will act as a focus for growth and help to accommodate the need for residential development and the provision of community infrastructure, including sports provision. It will also serve to provide opportunity for economic growth and regeneration in this part of the island.

Development will be consolidated within the existing built-up area; and economic development will be focused in a defined area, as set out on the proposals map, to support regeneration.

While the Island Plan should be considered as a whole, policies and proposals of particular note to **Les Quennevais** include the following:

- Policy ER1 – Retail and town centre uses
- Policy ER4 – Daytime and evening economy uses
- Policy ER5 – Meanwhile and town centre uses
- Policy EO1 – Existing and new office accommodation
- Policy H2 – Housing density
- Proposal 21 – Minimum density standards
- Policy CI5 – Sports, leisure and cultural facilities

Local centres

There are a range of local centres within the built-up area framework which serve as sustainable communities throughout the island. They are smaller urban centres where most of people's daily needs can be met within a short walk or cycle; and where there is access to public transport.

The extent of these areas is defined on the proposals map and includes traditional parish centres; historic harbour villages; suburban centres and some areas embraced by development along the south and east coast, as follows:

- St Ouen's Village
- St Mary's Village
- St John's Village
- Trinity Village
- St Martin's Village
- St Lawrence Church
- St Peter's Village
- St Aubin
- Gorey Village
- Carrefour Selous
- Sion
- Maufant
- St Brelade's Bay
- Beaumont - First Tower
- Bellozane
- Grands Vaux
- Five Oaks
- Bagot-Longueville
- Grève D'Azette - Ville-ès-Renauds

[25] See Strategic Proposal 4 – A west of island planning framework and area masterplans in Volume one: introduction and strategic proposals

There are opportunities for some growth, and new residential development, in planned locations in some of these local centres. Development should otherwise continue to be consolidated within the existing built-up area, to ensure the optimal use of land including through its redevelopment. The plan sets out a density policy, which will be supported through the preparation of supplementary planning guidance with minimum standards and guidance, for the development of new homes in local centres. Any development here needs to have regard to the character of the area and its capacity to accommodate more dense forms of development.

In some local centres the planned release of greenfield land will support the delivery of wider objectives for the island. This includes provision of new affordable homes to help meet the island's need for different types of accommodation, including family homes; and local opportunities for right-sizing, which will encourage and enable islanders to move into homes that are more suited to their housing needs, and which can help release existing family homes. This will help to ensure the continued vitality and viability of local centres and help maintain sustainable communities and other facets of parish life.

The protection and enhancement of community facilities, public open space and infrastructure to support active travel, as well as the provision of new or enhanced community buildings, spaces and uses to meet local needs, will be supported in local centres.

Some of the island's local centres also provide employment land and support different aspects of the island's economy. The maintenance of local services to help meet daily needs will be supported; as will other development which serves a more strategic role, where this is proportionate and appropriate to the context and the local centre; and accords with specific policies in the plan. This includes, for example, support for the provision and improvement of visitor accommodation and daytime and evening economy uses in places such as St Aubin, Gorey and St Brelade's Bay, all of which play an important role in supporting this aspect of Jersey's economy and are identified as tourism development areas (TDAs). The plan sets out a proposal to develop an improvement plan for St Brelade's Bay to enhance its character for the benefit of islanders and visitors alike.

Some local centres include areas with a distinct architectural and/or historic character which have the potential to be designated as conservation areas once this is enabled by change to legislation. Designation, following engagement and consultation, will help to protect and improve the character of conservation areas, through the application of policies in the plan. It is also recognised that parts of the built-up area, made up of the landscaped escarpment, is particularly sensitive to the impact of new development and the plan seeks to ensure that the green backdrop zone is protected and enhanced, where it features in local centres.

Any development in local centres needs to be proportionate to the needs of the community, the scale of the built-up area, and appropriate to its context in scale, character and use. The release of public or States-owned companies' land for development in local centres should have regard to wider community needs, including those for education and open space.

Policy PL3 - Local centres

Development within the island's local centres will be supported where it contributes to maintaining and enhancing sustainable local communities.

Proposals for residential development will be supported within the existing built-up area.

The release of greenfield land is planned for some centres to help meet the need for different types of housing; and to support the vitality, viability and social sustainability of the community.

The provision or enhancement of existing and new community facilities, public open space and active travel infrastructure in local centres to meet local needs will be supported.

Where additional needs for the primary school estate have been identified by the responsible Minister, the redevelopment of States of Jersey or States-owned companies' land in local centres for the purposes of meeting education needs will be given the highest priority.

Proposals for the redevelopment of States of Jersey or States-owned companies' land within the vicinity of existing primary schools in local centres must be able to demonstrate that they will not compromise the ability to address identified education needs

Economic development to meet local needs; and to support the needs of key sectors of the island's economy, as set out in specific policies of the plan, will be supported.

Any development in local centres needs to be proportionate to the needs of the community, the scale of the built-up area; and appropriate to its context in scale, character and use.

While the Island Plan should be considered as a whole, policies of particular note to **local centres** include the following:

- Policy GD6 – Design quality
- Policy GD8 – Green backdrop zone
- Policy ER3 – Local retail
- Policy ER4 – Daytime and evening economy uses
- Policy EV1 – Visitor accommodation
- Policy H1 – Housing quality and design
- Policy H2 – Housing density
- Proposal 21 – Minimum density standards
- Policy H4 – Meeting housing needs
- Policy H5 – Provision of affordable homes
    - Field J229, St. John
    - Field J236, St. John
    - Field J525, St. John
    - Field J1109, St. John
    - Field MN410, St. Martin
    - Field MY563, St. Mary
    - Field O594 and O595, St. Ouen

    - Field O785, St. Ouen
    - Field P558, St. Peter
    - Field P559 St. Peter
    - Field P632, St. Peter
    - Field P655, St. Peter
    - Field P656, St. Peter
    - Field S415A, St. Saviour
    - Field S470, St. Saviour
    - Field T1404, Trinity
- Policy CI4 – Community facilities and community support
- Policy TT2 – Active travel
- Proposal 15 – Conservation area designation
- Proposal 18 – St Brelade's Bay Improvement Plan

Smaller settlements

There are a range of smaller settlements throughout the island. In most cases these are suburban residential forms of development, often with little or no local facilities and services.

The extent of these areas is defined on the proposals map and are as follows.

- St George's Church
- Le Clos de L'Atlantique/Parc q de L'Oeillère
- Petit Port Clos
- Les Fourneaux
- Mont-ès-Croix
- Route des Genêts/Longfield Avenue
- Les Ruisseaux/ Route de Noirmont
- Rue des Landes
- Ville Emphrie
- Mont Félard
- Mont au Prêtre
- Victoria Village
- Teighmore Park
- Grouville Church
- Grouville Arsenal
- Clos de Roncier

Development opportunities in these locations are more limited given there is less access to local facilities and services, and an increased reliance on private vehicle.

New residential development here will be consolidated within the existing built-up area through redevelopment of existing sites, infill development, or alterations or extensions to existing dwellings. The development of key sites located in smaller settlements, such as St Saviour's Hospital, which may come forward over the plan period, will be guided by the preparation of supplementary planning guidance.

Proposals for employment uses here should be generally limited to the provision of local services. The provision or enhancement of existing or new community facilities, public open space or active travel infrastructure will be encouraged where they contribute to the creation of a more sustainable community.

Policy PL4 - Smaller settlements

Development opportunities in smaller settlements will be supported where they contribute to the creation of a more sustainable community.

Proposals for residential development will be supported where they comprise redevelopment of existing sites, residential infill, or alterations or extensions to existing dwellings.

The development of appropriate and proportionate local services and facilities will be supported where this helps to create more sustainable centres.

While the Island Plan should be considered as a whole, policies and proposals of particular note to **smaller settlements** include the following:

- Policy ER3 – Local retail
- Policy H2 – Housing density
- Proposal 21 – Minimum density standards
- Policy CI4 – Community facilities and community support
- Policy TT2 – Active travel

Countryside, coast and the marine environment

Beyond the built-up area, there is a transition to the island's undeveloped coast and countryside, as well as the entirety of Jersey's marine environment from the mean high-water mark to the limits of Jersey's territorial waters, including its offshore reefs.

Throughout the countryside and around the coastline there are remote homes and small hamlets where access to infrastructure is limited, and where nearly all services and facilities need to be accessed in the nearest urban centres or Town.

There are a wide range of employment uses and buildings in the countryside and around the coastline, including those which serve the rural economy; together with strategic land uses and infrastructure that supply the island with minerals, water and which enable waste management.

The island's marine environment accommodates essential infrastructure for communications and power and supports Jersey's fisheries and aquaculture industries.

Coastal National Park

Jersey's Coastal National Park is primarily a designation that is designed to protect its outstanding landscape and seascape character, along with its special heritage and biodiversity value. The purposes of the national park include:

a. the conservation and enhancement of the natural beauty, wildlife and cultural heritage of the park, and
b. the public understanding and enjoyment of its special qualities.

The special qualities of the Coastal National Park are reflected in the work that has been undertaken to assess the island's landscape and seascape character, as follows:

- variety, uniqueness and drama
- spectacular coastline
- diverse and unusual geology
- abundance of habitats
- unique prehistoric archaeology
- a rich built heritage
- a legacy of defensive sites

- spectacular views.

The inherent scenic quality of the park is an asset and a resource of benefit to islanders and visitors alike, and the purpose of the park which seeks to ensure the conservation and enhancement of the natural beauty, wildlife and cultural heritage of the park is always the primary consideration[26] relative to proposals for change.

The Island Plan seeks to ensure that development which takes place within the Coastal National Park protects or improves its landscape or seascape character, and which is also compatible with the purposes of the park, and which does not undermine its special qualities.

It is important to acknowledge and recognise that the Island Plan only serves to influence and shape development activity in the national park and can only affect decisions for activities that involve the development of land and buildings. Other aspects associated with the national park, including land management, are external to the planning process and are not regulated by the Island Plan where they do not require planning permission.

Jersey's Coastal National Park was originally established in 2011, - as a designation in policy terms only, established within the 2011 Island Plan - with its extent informed by the Countryside Character Appraisal[27], embracing all those parts of the island of highly sensitive and most valuable landscape quality. In light of this, the States Assembly has resolved to explore whether the establishment and operation of a national park in Jersey requires a statutory basis.

Proposal 6 – National park legislation

The Minister for Economic Development, Tourism, Sport and Culture will work with the Council of Ministers to bring forward, for approval by the States Assembly, proposals for the establishment of a national park in law, with appropriate provisions and mechanisms to:

a. define the purposes of a national park in Jersey;
b. determine its appropriate governance, in order to secure the purposes of the park;
c. determine the spatial extent of the park;
d. manage land and activities within the park in accord with its purposes; and
e. ensure public and stakeholder engagement and consultation on all matters associated with the national park.

Protected Coastal Area

The draft Bridging Island Plan proposed that the spatial extent of the Coastal National Park be revised and expanded drawing on the Integrated Landscape and Seascape Character Assessment[28] and the Coastal National Park Boundary Review[29]. Instead of extending the Coastal National Park, the States Assembly resolved to create a new planning policy zone – the Protected Coastal Area – to better protect the island's best landscape and seascape character areas.

[26] The purposes of the national park are underpinned by the Sandford Principle which asserts the primacy of the first purpose over the second in cases of obvious conflict.
[27] Countryside Character Appraisal (1999)
[28] Jersey Integrated Landscape and Seascape Character Assessment (2020)
[29] Jersey Coastal National Park Boundary Review (2021)

The Protected Coastal Area provides the highest level of protection for landscape and seascape character and comprehensively embraces those parts of the island that are of outstanding landscape quality – including the Coastal National Park - and, most significantly, includes the island's unique intertidal zones and the shallow waters around its offshore reefs, which are of outstanding seascape character. The Protected Coastal Area covers 35sq km, or nearly 30% of the island's landmass, excluding the offshore reefs, or the intertidal and shallow sea areas within its boundaries.

Inclusion of the intertidal zone and shallow water around the offshore reefs explicitly recognises that Jersey's character is significantly influenced by the visual relationship of the sea and the land; and the view and perception of it from the sea, bays and beaches, as well as from the land. The island's coastline and its seascapes are highly sensitive and are at risk of having their key characteristics fundamentally altered by inappropriate or insensitive landward or marine development. This plan, therefore, recognises the critical need to comprehensively identify and protect the character of the best of the island's landscapes and seascapes, and their setting, and to explicitly consider the impact of development upon it as an integral part of the planning process.

The Coastal National Park sits within the Protected Coastal Area and its spatial extent remains as defined by the 2011 Island Plan: it simply becomes a subset of the Protected Coastal Area. It enjoys the same, highest level of protection for landscape and seascape character as the Protected Coastal Area, but development within the Coastal National Park is also required to be compatible with the purposes of the park, and not to undermine its special qualities.

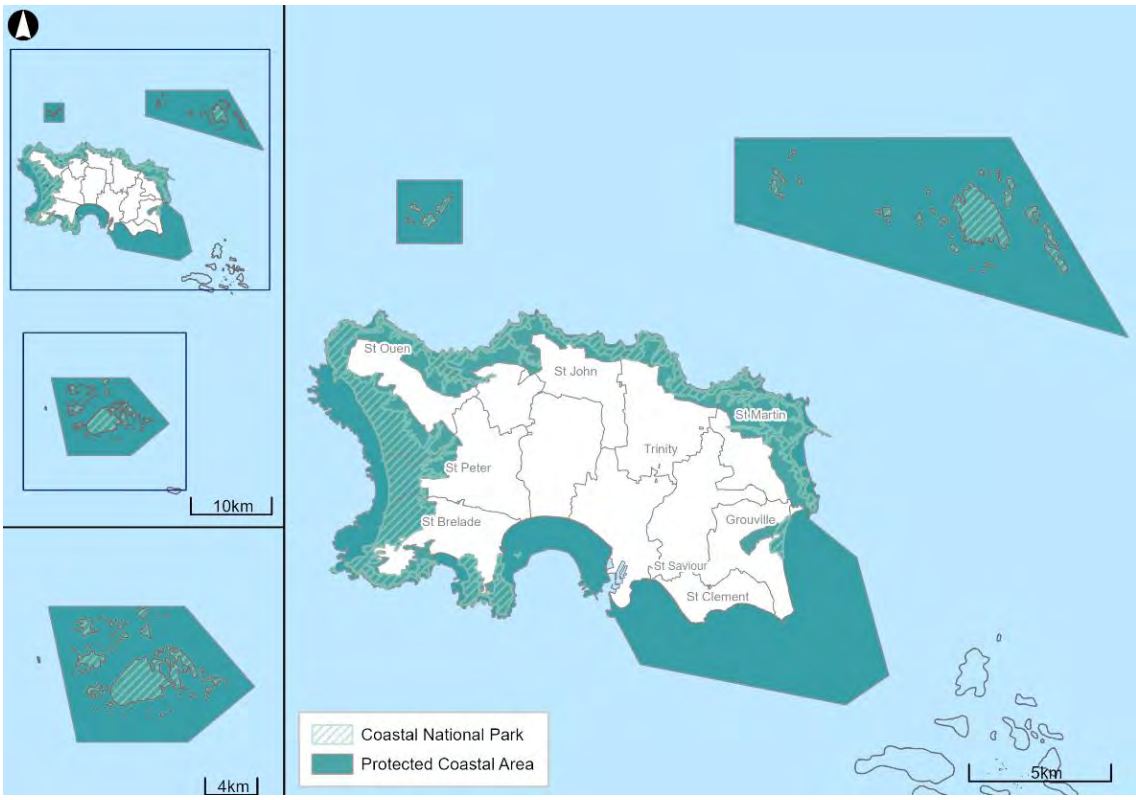

Figure PL6: Protected Coastal Area and Coastal National Park

Green zone

Much of the countryside outside of the Protected Coastal Area - referred to as the green zone - comprises the rural heartland of Jersey. The quality of the landscape here has a largely intact character although one that has, in part, been more affected by land use

changes and management. It nevertheless provides an important and distinctive contribution to the character and appearance of the island's countryside and it is important that its strongly rural character is protected.

It also includes landscape character types - such as enclosed valleys and escarpments - with landscape characteristics which are sensitive to change which should be protected from further development.

Development around the coast and in the countryside

To promote the most sustainable pattern of development in the island, support the transition to net zero carbon, protect the island's landscape and seascape character, and to protect and enhance the island's green infrastructure, the development of new homes outside of the island's built-up areas around the coast and in the countryside will only be supported in limited circumstances. The plan makes provision for the creation of new homes here where they are related to: the sub-division and/or extension of existing dwellings[30]; the provision of personal support and care; securing the re-use of traditional farm or listed buildings; the conversion or redevelopment of some employment buildings, where demonstrable environmental gains can be delivered. Exceptional provision may also be made where it is related to the essential provision of rural workers' accommodation. Opportunities for other residential development around the coast and in the countryside will be limited to redevelopment of existing sites or alteration or extension to existing dwellings; and the development of ancillary or incidental residential buildings, where their location, scale, massing, height and design is appropriate and in keeping with the context.

The provision of community facilities, such as those for sport and recreation, which support the health and well-being of islanders will be supported where they are well-located and accessible and can be justified relative to local community need. Proposals which enhance access to the coast and the countryside, and which are related to the use and enjoyment of its natural assets, through low-intensity active leisure pursuits, to the benefit of both visitors and islander's, will be supported, where its impact on the natural environment is limited.

The coast and countryside are working environments and the development of agriculture and other employment uses that support the rural and island economy will be enabled here, where a countryside or coastal location is justified and appropriate.

Agricultural land will be protected from loss and its alternative use will only be supported where it can be justified relative to the nature of the proposed use and the value of the land to agriculture, such that alternative uses will only be appropriate on lower-quality agricultural land. Support will be given to proposals that comprise the reuse or redevelopment of already developed land and/or buildings in the countryside, where it is appropriate and justified, having regard to tests of redundancy. The reuse or redevelopment of modern agricultural buildings for non-employment uses will not be supported. Redundant and derelict glasshouses are considered to be temporary structures associated with the agricultural use of the land that should be removed, and the land restored, when they are no longer required. The development of derelict glasshouses may

[30] This provision relates to dwelling houses and does not embrace the conversion of ancillary or incidental residential buildings – where the former might be defined as those which are related to activities associated with habitable accommodation such as utility rooms and conservatories; and the latter where they form no essential part of existing habitable accommodation, but which might include, amongst other types of buildings, garages, pool houses, home gyms, art studios and home offices.

only be supported in exceptional circumstances where the extent of development is limited to that which is required to achieve their removal and to deliver an overall enhancement to the countryside.

Throughout the coast and the countryside there is a range of sites and facilities that ensure the community's essential needs are met, such as an adequate supply of drinking water, the provision of aggregates to support development needs, and the management of waste materials. Proposals for the maintenance and/or expansion of these strategic sites and facilities will be supported where it is demonstrated to be in the island's strategic interest, and where the impact on landscape and seascape character, and residential amenity is avoided, minimised and mitigated.

Coastal and rural development opportunities will be limited in the Protected Coastal Area. It will need to accord with other policies throughout the plan in terms of the forms of development that may be acceptable within it, and applicants will need to, in particular, justify the need for development to be located here. It is essential that development in the Protected Coastal Area protects or improves the landscape and seascape character of the area and ensures that these special qualities can continue to be enjoyed. Development within the Coastal National Park should be compatible with the purposes of the park, in order to protect its special qualities.

Development in the green zone should protect or improve the landscape character. Specific consideration needs to be given to the impact of development proposals on those landscape character types and areas within the green zone (as identified in the ILSCA[31]) to determine their sensitivity and capacity to accommodate new development.

All development proposals around the coast and in the countryside will need to demonstrate that particular care has been taken to ensure that they can be sympathetically integrated into the locality and that they do not harm landscape character or biodiversity. The impact of a proposal on the island's seascape will be a relevant consideration for developments in coastal locations.

Development in the marine environment

The long-term, prudent use of marine resources is essential in the management of Jersey's unique, fragile and environmentally and economically important shores and waters.

Development proposals located in the marine environment will not generally be supported except where a marine location is demonstrated to be essential and generally accords with other policies of the plan. This Island Plan provides a more focused policy regime for activities in the marine environment by providing some spatial definition of areas or sites where different marine-related land uses may be supported, such as offshore utility scale renewable energy development, aquaculture and shoreline management. Other essential uses here could provide for navigation; access to water; and power and communications supplies. There is a need to ensure that the impact of development on areas of high marine biodiversity and seascape value is given significant weight in the decision-making process.

[31] Jersey Integrated Landscape and Seascape Character Assessment (2020)

The Protected Coastal Area embraces parts of the marine environment below the high-water mark including the unique intertidal zones and offshore reefs, together with their surrounding shallow waters, where development opportunity will be limited. Development proposals will need to protect or improve the essential and sensitive landscape and seascape character and rich biodiversity of these places.

Policy PL5 - Countryside, coast and marine environment

Development proposals in the countryside, around the coast and in the marine environment should protect or improve its character and distinctiveness. They should also protect or improve the special landscape and seascape character of the Protected Coastal Area.

In the Coastal National Park, they should similarly protect or improve its special landscape and seascape character and special qualities of the Coastal National Park and its setting, and be compatible with the purposes of the park.

To protect the countryside and coast and to ensure development is concentrated in the most sustainable locations, the development of new homes will be supported in limited circumstances including the conversion, extension and/or sub-division of existing buildings.

Where a coast or countryside location is justified, and where any impact will be limited, the provision or enhancement of sports, leisure and cultural facilities that supports the health, wellbeing and enjoyment of islanders and visitors will be supported. Agricultural land will be protected, particularly where its characteristics mean the land is of high-quality and value to the agricultural industry.

Economic development that supports the maintenance and diversification the rural and island economy will be enabled here, where the location of development is justified and appropriate; or where it involves the reuse or redevelopment of already developed land and buildings, where it is appropriate to do so.

The development of sites and infrastructure that help meet the island's strategic needs for minerals, waste management, energy and water will be supported in the countryside, around the coast and in the marine environment, where it is demonstrated to be in the island's strategic interest, and where its impact can be avoided, minimised, mitigated or compensated.

Development proposals located in the marine environment will not be supported except where a marine location is demonstrated to be essential.

While the Island Plan should be considered as a whole, policies of particular note to the **Countryside, coast and marine environment** include the following:

- Policy GD9 – Skyline, views and vistas
- Policy NE3 - Landscape and seascape character
- Policy H9 – Housing outside the built-up area
- Policy H10 – Rural workers' accommodation
- Policy ERE1 – Protection of agricultural land
- Policy ERE2 – Diversification of the rural economy
- Policy ERE6 – Derelict and redundant glasshouses
- Policy ERE8 – Fishing and aquaculture

- Policy EV1 – Visitor accommodation
- Policy CI5 - Sports, leisure and cultural facilities
- Policy CI9 – Countryside access and awareness
- Policy ME5 – Offshore utility scale renewable energy proposals
- Policy MW1 – Provision of minerals

Sustainable Communities Fund

It is clear that distinct parts of the island have differing levels of access to housing, space and services. The graphic below summarises an analysis of deprivation[32] in Jersey across a range of issues. Deprivation is a measure of socio-economic status and is used to help understand where inequalities exist within a geographic area. In Jersey, the concentrations of deprivation in Town, and particularly in the north of Town, are of island-wide significance.

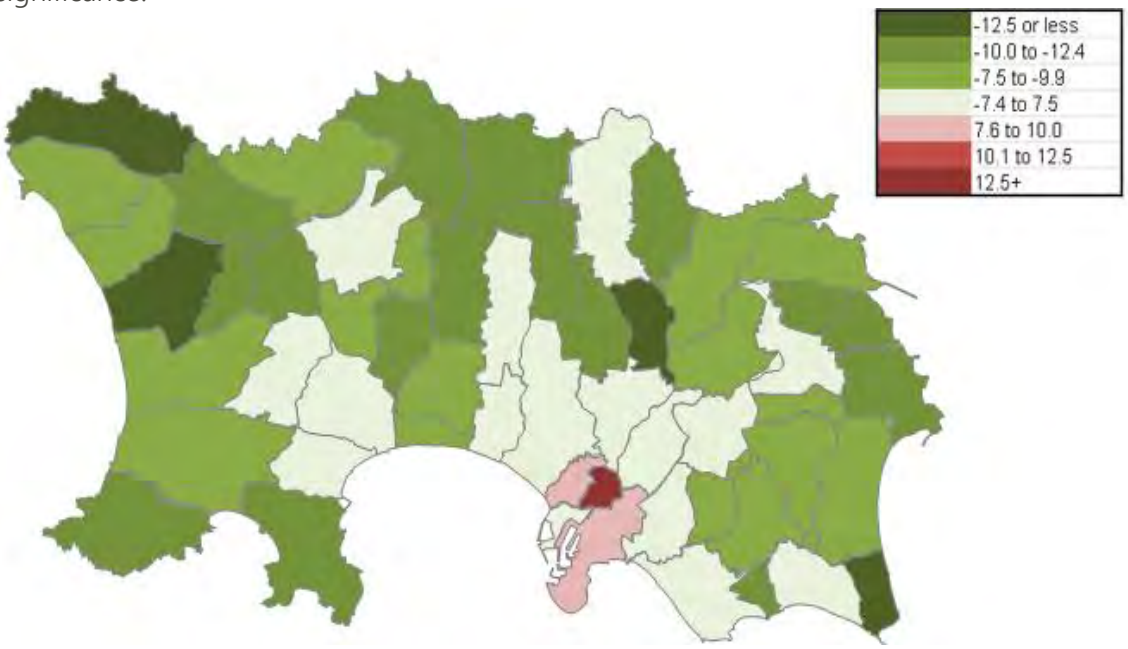

Figure PL7: Index of deprivation (2011 Census)

Whist focusing development within the built-up area, and within Town in particular, continues to reflect good sustainable development practice, this development must be shaped in a way that actively responds to the challenges posed by deprivation. Development can specifically influence this by ensuring that there is adequate access to community infrastructure and services, sufficient opportunities for employment, removing the barriers to adequate housing, and ensuring a high-quality living environment. Without such careful shaping and a path to longer-term sustainability, economic, social and environmental pressures will continue to grow, and will challenge the strategic function that Town plays for the wider island community.

The policies identified in the Plan for Town are intended to provide this policy response. Many of these policies make a **public value response**, for example: through the use of public assets for housing and to improve community infrastructure; or the allocation of more space for development, which is implicit in the principle of accepting managed increases in height and density of development.

[32] Carstair's index of deprivation based on 2011 Census data (Statistics Jersey)

The Island Plan includes a range of policies intended to secure a **private value contribution** to support new public infrastructure, such as improvements to public transport, public art or instances where developers will make off-site contributions to public space and play space to the benefit of the development and wider community. These policies are usually given effect through planning obligation agreements (POAs), which are typically used to manage or offset physical impacts directly related to, and in the immediate vicinity of, a development where they are required to make a proposal acceptable in planning terms. POAs are principally a form of cost recovery that ensures the developer contributes towards the infrastructure that the development will directly burden.

These private value contributions are, however, not achieved evenly as they must be focused only on the development and its direct impact – this means that the indirect and cumulative impact of development is not addressed, and whilst some development will make a public contribution through the use of POAs, the majority will not.

To address this, and to ensure that developers fairly, consistently and proportionately, contribute to improving wider community infrastructure and environment - which it both benefits from and burdens - the Island Plan proposes a new **Sustainable Communities Fund**. This fund will be designed to capture a small proportion of the private value uplift arising from the development process and invest it back into the community. This investment will be aimed specifically towards Town, where the investment is needed most. In response to the Island Plan Strategic Issues and Options consultation in 2019, 58% of islanders surveyed either agreed or strongly agreed with the principle of such a charge being established.

The fund will be delivered by a planning charge or levy that is able to capture the land value uplift created when planning permission is granted. Such a charge would be fairly applied at a published standard rate, based on the amount of new floorspace to be provided.

Whilst the contribution from individual developments would be small (potentially around 3% of development value[33]), cumulatively the charge could establish a meaningful Sustainable Communities Fund, from which investments can be made into new community infrastructure, such as community buildings and services, public open space, play space, tree-planting and landscaping, or footpaths and cycle routes. These investments will support Town in becoming a more attractive place to live, work in and visit, and this will, directly or indirectly, benefit all islanders.

Whilst the focus of the fund will be to achieve improvements to Town, in developing the framework for its collection and distribution, consideration will be given as to how a proportion of the fund may be re-allocated to other parishes where higher volumes of development has taken place, thus ensuring that local improvements may be made outside of Town, when they are also needed.

[33] This is indicative based on previous work to establish the viability of a planning levy in Jersey. The actual percentage rate for the Sustainable Communities Fund would be determined through a new and detailed viability assessment.

On introducing the Sustainable Communities Fund, the POA framework would be simplified to improve consistency and developer certainty; and steps would be taken to ensure developers do not have to 'pay twice' under different policy requirements.

Proposal 7 – Sustainable Communities Fund

Recognising the challenges to secure the sustainable future development of Town and other parts of the island's built-up area, a Sustainable Communities Fund will be established and funded through a land development levy, subject to approval by the States Assembly.

Work to design and introduce the necessary legal mechanisms for the fund will take place over the plan period of the bridging Island Plan, ready for inclusion into the subsequent review of the Island Plan.

The viability of the proposed fund will be assessed and arrangements for the governance and allocation of the fund, including the role of Parishes, will be set out when it is proposed. As part of this work, restrictions will be put in place, through regulations, to ensure that developers are not charged twice for the same infrastructure.
Should a mechanism also be introduced to deliver a proportion of affordable homes on all housing development sites, restrictions would also be put in place to ensure that contributions to the Sustainable Communities Fund were viable, proportionate and appropriate in light of the contribution made by the delivery of affordable homes.

Volume 3

Managing development

- General development
- Natural environment
- Historic environment
- Economy
- Housing
- Managing emissions
- Community infrastructure
- Travel and transport
- Minimising waste and environmental risk
- Utilities and strategic infrastructure
- Minerals extraction and solid waste disposal

Volume 3

General development

General development

Managing the health and wellbeing impact of new development

All new development inevitably leads to some form of impact upon how people perceive, interact with, and respond to the environment that surrounds them. Whilst this impact can be positive and mean that we are able to use land and buildings in a way that better meets the needs of individuals, the economy and society, there is a need to ensure that development does not adversely affect people's health and wellbeing or have wider amenity effects that erode community wellbeing. These considerations need to be applied in a proportionate and meaningful way, relative to the type of development proposal and where the development is proposed to take place.

The Minister for the Environment requires development proposals to appropriately respond to the published supplementary planning guidance which may be relevant to the proposal. This will support developers in ensuring that the health and sustainable wellbeing impact of development is properly considered and its impact managed and mitigated.

Policy GD1 – Managing the health and wellbeing impact of new development

All development proposals must be considered in relation to their potential health, wellbeing and wider amenity impacts, and will only be supported where:

1. the development will not unreasonably harm the amenities of occupants and neighbouring uses, including those of nearby residents, and in particular, will not:
   a. create a sense of overbearing or oppressive enclosure;
   b. unreasonably affect the level of privacy to buildings and land that owners and occupiers might expect to enjoy;
   c. unreasonably affect the level of sunlight and daylight to buildings and land that owners and occupiers might expect to enjoy;
   d. adversely affect the health, safety and environment of users of buildings and land by virtue of emissions to air, land, buildings and water including light, noise, vibration, dust, odour, fumes, electro-magnetic fields, effluent or other emissions.
2. it has regard to, and seeks to avoid or mitigate, the impact of the development on the needs of people with disabilities.
3. in the case of land that is known, or suspected, to be contaminated, the developer has or will carry out a satisfactory investigation into the condition of the site and is required to undertake the appropriate treatment, remedy or removal of the contamination, at the appropriate time.

Consideration of these impacts will be made in light of all relevant supplementary planning guidance, as may be published by the Minister for the Environment.

Community participation

When large-scale development proposals are made, they can generate interest from the community. It is important that we embrace this interest and foster an environment in

which citizens can speak and participate in matters that affect them, effecting positive change and outcomes to the benefit of wider society and the quality of the environment in which we all live.

A key requirement of the planning system, as established by the Planning and Building Law, is to achieve development that meets the needs of the community[1]. One of the most effective ways to support this is to actively involve the community in the design stages of development. This is of greatest importance when making plans for larger-scale development (10 or more homes or 400sqm floorspace and over), that will affect a large proportion of the community.

The planning system is specifically designed to involve the community in decision making, and this can be done though the submission of representations, attendance at hearings and the ability to lodge third-party appeals. Whilst this is an appropriate and effective means for community engagement in planning matters, it is also recognised that, often, the issues and concerns raised by the community are those which could have been considered and addressed by the developer had community engagement been undertaken at an earlier stage in the process.

Dealing with community concerns, issues and ideas in a constructive and proactive way earlier in the development process can negate the need for lengthy negotiations, delays, or the wait for third-party appeals to be made. This has the potential to streamline the process for determining planning applications and to lead to development that better responds to and meets the needs of the community.

Proposal 8 – Guidance for community participation

The Minster for the Environment will publish practice guidance to:

1. support developers in undertaking, responding to, and reporting pre-application community participation during the development of large-scale development proposals.
2. explain the various ways in which members of the public may participate in the planning application process, at its different stages. This will include details of how the process remains open, transparent and accessible for all.

Policy GD2 – Community participation in large-scale development proposals

Larger-scale development proposals, of 10 or more homes or 400sqm floorspace and over, must be subject to consultation with the community, prior to a planning application being made.

A community participation statement should be submitted as part of the proposal providing evidence of:

- the consultation that was undertaken, including who was consulted, on what, when and how the consultation was carried out; and
- how any feedback received from the consultation was taken into account in the formulation of proposals.

[1] Article 2 (2)(a) Planning and Building (Jersey)(Law) 2002

Developer contributions and obligations

New development has the potential to support the social, environmental and economic sustainability of our island, but it also has the potential to burden it by placing additional strain on the physical and public services infrastructure that surrounds it. The planning process recognises and makes provision for this, requiring developers to enter into planning obligation agreements (POAs) to ensure that the impact of development upon community infrastructure can be mitigated and managed. These are legal agreements designed to ensure that development proposals will be acceptable in planning terms.

The use of POAs can be broad, so long as this remains within the scope defined by the Planning and Building (Jersey) Law 2002[2], and where it can be justified as being necessary. The Minister for the Environment is committed to ensuring that these powers are used fairly, reasonably and proportionately and that all requirements for a POA are directly related to the proposed development.

When POAs are deemed to require a financial contribution, it is important that this is a form of 'cost recovery' (i.e. recovering the costs that the public would otherwise have to meet to support the development) and it is not designed to target developer or landowner profits, although sometimes it can reduce profits if this has not been factored into a developer's calculation of development costs and land-price paid. To reduce the risk of this, developers should seek advice at an early stage to ensure that any additional requirements are factored into their development and land acquisition costs.

In 2017, the Minister for the Environment published supplementary planning guidance in relation to the use of POAs and whilst the guidance remains valid, it requires updating in response to the new policies created by the bridging Island Plan.

Proposal 9 – Supplementary planning guidance – planning obligation agreements

The Minister for the Environment will publish updated supplementary planning guidance in relation to the use of planning obligation agreements in response to the new policy requirements created by the Island Plan.

The Minister for the Environment also has aspirations to bring forward a 'Sustainable Communities Fund' over the course of the bridging Island Plan period[3]. The purpose of the fund is to capture a small proportion of land value uplift created as a result of the grant of planning permission, it will also provide an opportunity to revisit the use of POAs and reduce or simplify any cost recovery requirements. This will be undertaken as part of the delivery of the Sustainable Communities Fund proposal.

Policy GD3 – Planning Obligation Agreements

Planning obligation agreements (POAs) will be entered into where they are:

1. necessary to make development acceptable in planning terms;
2. directly related to the development; and,
3. fairly and reasonably related, in scale and kind, to the development.

[2] Article 25 Planning and Building (Jersey) Law 2002

[3] See Proposal: Sustainable Communities Fund in Volume two, Places

Their use may be:

4. to limit the use and occupation of the development in order to meet a specific identified need;
5. to ensure that restoration of land including infrastructure, or other specific activity takes place, at a specified time;
6. to secure the delivery of infrastructure or services, as may be deemed necessary, and which may include development on-site, off-site, or by way of a financial contribution that can otherwise secure its appropriate delivery; or
7. for any other lawful reason that will ensure that the policy objectives of the Island Plan can be met.

Where there are cost implications associated with POA requirements, reasonable negotiations may take place in order to agree the means by which the requirements are to be delivered. Negotiations should not, however, lead to a lesser value outcome, and the agreed means must fully address the issues that will otherwise exist.

The developer will be required to meet the legal costs associated with making the POA.

Where the necessary terms of agreement cannot be agreed, planning permission will be refused.

Enabling or linked development

Enabling or linked development is the term given to a development proposal that is in a location outside of a principal development site[4] but which is demonstrated to be necessary to make the principal development viable, or to manage or mitigate a planning impact of the principal development.

Examples of enabling or linked development include where additional development is required to enable a development that will lead to a significant environmental, community or economic benefit to the island, such as the delivery of key public infrastructure projects. Another example might be where upfront capital needs to be generated to make a significantly beneficial scheme viable, such as the restoration of land which is in a harmful condition. There could also be an element of 'cross-subsidy', in terms of planning gain, where development on one site is offset against improvements on a different site, such as when the loss of protected open space[5] has been accepted on the basis that it will be re-provided elsewhere.

Proposals for enabling or linked development will only be supported where the development, as a whole, will generate benefits for the island's long-term social, economic and environment sustainable wellbeing. Applications for enabling or linked development will also be required to demonstrate through submission of relevant information that:

- any financial gain arising from the enabling development will not exceed the investment necessary to make the principal development viable;
- additional off-site development is the 'last resort' in order to bring forward the principal development. Evidence of the alternative options explored must be

[4] The principal development site is the site subject to the main planning application being considered.
[5] See Policy CI7: Protected open space in Volume three, Managing development

provided alongside detailed reasoning as to why these alternative options are not feasible or viable.

Planning applications for enabling or linked development must be submitted and determined in tandem and planning obligation agreements will be used to ensure that the development at the principal site is delivered.

Policy GD4 – Enabling or linked development

Applications that propose enabling or linked development proposals will only be supported where:

1. it is agreed that relocating an existing use, in order to accommodate a new use, will lead to a significant environmental, community or economic benefit to the island;
2. it is agreed that a proportionate amount of development is required in order to raise a minimum amount of capital to make a significantly beneficial scheme viable;
3. the development is considered necessary in order to mitigate or manage the impact of another development that is of significant benefit to islanders; or
4. the development is considered necessary in order to deliver critical infrastructure

Enabling or linked development proposals will only be supported where:

5. there is sufficient evidence to demonstrate that reasonable alternative options have been explored, and the development proposed represents that which will lead to the greatest benefit, or least harm; and
6. overall, the benefit of accepting the development outweighs any harm

In those cases where the justification for the development is related to financial viability, the financial gain of the proposed development must not exceed that which is required in order to make the principal development viable.

A planning obligation agreement will be entered into to ensure that when enabling or linked development has been approved for a specific purpose, that it comes forward as part of the implementation of the planning permission which generated the need for it.

The demolition and replacement of buildings

The Island Plan supports the re-use of existing buildings in the interests of minimising waste, reducing building obsolescence, increasing their longevity, and making best use of their embodied carbon.

The demolition of buildings can produce significant amounts of waste, placing a substantial burden upon the island's waste management and disposal sites. The Island Plan requires development to address the management of waste appropriately, focusing on the environmental benefits of waste minimisation before alternative measures are considered.

Buildings also contain embodied energy that is lost when demolition occurs. This, consequently, stimulates the need for additional energy to produce materials and construct a replacement structure. This loss and use of energy contributes to local and

global carbon emissions and, therefore, needs to be carefully considered as part of the island's commitment to become carbon neutral. Before the demolition of buildings can be supported options to retain them, in-whole or in-part, through refurbishment or adaptation must be thoroughly explored.

Determining whether it is more appropriate to reuse or demolish existing buildings will always depend on the individual merits of the proposal. A reasoned and balanced judgement must be made in each case as to whether the wider benefits of a proposal, especially in terms utilising land in the most efficient and appropriate way relative to its location, its overall carbon impact and wider environmental gain, outweigh any adverse effects that may result. These include impacts on waste streams, economic viability and on the island's carbon footprint.

Proposals for the demolition and replacement of buildings must demonstrate, based on a holistic consideration of all of these factors, how it will represent the most beneficial option through the submission of evidence in support of any application. Such evidence should set out the expected environmental and sustainability benefits arising from the replacement of the existing building relative to the potential retention of the existing building and enhancement of its environmental performance. This information should be submitted as a statement of sustainability and form an integral part of the contents of a design statement[6].

In respect of the evidence required to demonstrate the environmental and sustainability merits of the proposal, sustainability indicators should be applied to determine whether the demolition and replacement of a building, or its retention, is the most sustainable option overall. As a minimum, a sustainability statement should address the following environmental factors, with supporting evidence, where appropriate:

- t**he density of existing and proposed development** – consider whether the density of existing buildings on the site is optimal for the location having regard to the spatial strategy, the site context and whether or not the building can be appropriately extended or altered to optimise density, having regard to the intended/proposed use.
- **overall carbon impact** – consider whether the demolition and replacement of the building would lead to less or more carbon emissions than its retention and/or extension and refurbishment to higher building and operating efficiency standards. The estimation of emissions should have regard to its contribution to:
    - emissions generated on-island through building materials and consumption of hydrocarbon fuels;
    - consumption and dependence on bought-in energy supply and;
    - emissions created off-island by the sourcing, manufacture and importation of materials.
- **amount of waste** - consider how the waste arising from the development has been minimised in accordance with the waste hierarchy, where the use of existing fabric, the re-use of materials, and its recycling is actively considered and maximised on-site as an integral part of the design and development process, which should be demonstrated through a site waste management plan.

[6] see Proposal – Design statements and statements of sustainability, later in this chapter

- **materials and performance** - address how the design of the scheme has achieved optimal efficiency through the selection of materials, building services and water conservation measures, including sustainable surface water drainage systems.

Where economic viability is a key reason for requiring demolition, an assessment of the costings for the proposal, set against the costings for the building to be refurbished and/or extended, should be submitted for consideration. Robust evidence will be required in support of any case made that the retention and refurbishment of a building would not be viable.

Where there is considered to be demonstrable aesthetic and practical benefit to justify replacing a building over its refurbishment, it must be demonstrated that it would not be practically possible to achieve aesthetic benefit through the retention and refurbishment of the existing building, or parts of the existing building. The consideration of this test should include whether or not a demonstrable design improvement and/or landscape restoration could be achieved whilst working with existing building fabric, and whether or not doing so would be considered impractical, having regard to the quality and integrity of the building fabric that exists.

Taking a whole life approach to buildings means prioritising our existing buildings by making refurbishment and reuse worthwhile. Such a fully sustainable approach to a low carbon future should see both the retention of the island's listed buildings and an improvement of their energy and carbon performance. This will help them remain useful and viable now, and in the future, by reducing building obsolescence and increasing their longevity.

Policy GD5 – Demolition and replacement of buildings

The demolition and replacement of a building or part of a building will only be supported where it is demonstrated that:

1. it is not appropriate in sustainability terms, and/or economically viable, to repair or refurbish it;
2. the proposed replacement building or part of a building represents a more sustainable use of land having regard to the density of existing and proposed development, overall carbon impact, waste generation, and the use and performance of materials and services; or
3. there exists a demonstrable aesthetic and practical benefit to replace over refurbishment.

Applications for the demolition and replacement of buildings, or part of a building, must be accompanied by sufficient information which demonstrates that the likely environmental or sustainability, aesthetic or practical benefits of the proposed development outweigh the retention of the existing building.

Design quality

Well-designed development

The Minister for the Environment affords a high priority to the promotion of better design and is determined to raise the standard of design in the island as an essential part of creating sustainable development through the planning process. Achieving the highest quality of design is more critical than ever, where our buildings and homes need to

respond to the changing demands of living, socialising, and working, which have, in-part, been highlighted by our experience of the Covid-19 pandemic.

Jersey is an island of distinct and diverse places, with a rich and varied rural landscape, outstanding coastline, and a range of urban centres, from Town to smaller village centres. Wherever it takes place, it is essential that new development contributes positively to the character, identity, and sense of place of the local area. It should also be well designed and responsive to the unique characteristics of the locality, supporting the inevitable evolution of place, but without eroding what makes it special and unique.

The Jersey Design Guide[7] sets out key principles to ensure excellence in design and architecture which include integration, relevance, sustainability, connection, enriching and delighting, attention to detail and quality. These are sound principles that have stood the test of time and their consideration in the development process should ensure that the quality of buildings and places in Jersey is enhanced.

To assist in the delivery of better design the Jersey Architecture Commission[8] provides independent, expert advice and guidance on major and sensitive developments in the island. For large-scale development, or development in more sensitive locations, the Commission should be engaged at the early stages of scheme design to help shape sustainable buildings and development that supports and enhances the quality of design and placemaking in the island.

Design statements[9] are required to accompany development proposals, to demonstrate how the key principles of good design have been taken into account in the preparation of the proposals, and to assist in assessing the design quality of the proposed development. The statements should analyse the site and its context, set out the design principles that have been adopted, and demonstrate how the design solution achieves the objectives of good design and placemaking. The design of development in Town and around the coast and in the countryside should be informed by, and have regard to, the design guidance and assessment of character set out in the St Helier Urban Character Appraisal[10]; and the Integrated Landscape and Seascape Character Assessment[11] respectively.

Responding to the challenge of climate change necessitates a step change in how we construct and deliver new development, particularly if the island is to achieve its objectives related to carbon neutrality. Design statements are also required to include a statement of sustainability which shall have regard to the nature and origin of construction materials, and the lifetime energy requirements of the development. Development should also demonstrate how it encourages a reduction in private vehicle use and associated transport emissions by promoting and enabling active travel and the use of public transport and low emission vehicles, through the provision of, for example, electric charging infrastructure.

Proposal 10 – Design statements and statements of sustainability

The Minister for the Environment will review and issue revised supplementary planning guidance about the requirements for and contents of design statements, and to guide the preparation and submission of statements of sustainability.

[7] Jersey Design Guide (2008)
[8] Jersey Architecture Commission
[9] Design statements
[10] St Helier Urban Character Appraisal (2021)
[11] Jersey Integrated Landscape and Seascape Character Assessment (2020)

In order to assess the quality of design and placemaking, all development proposals - affecting new and existing developments, changes to the use of land and buildings, building alterations and extensions, the provision of incidental or ancillary buildings, development affecting the public realm, the provision of infrastructure, and the display of signs and advertisements – will be assessed against key design considerations.

In the case of key sites and specific areas of the island, the Minister will continue to publish supplementary planning guidance to inform their design and development, in the form of masterplans and development briefs, to ensure, amongst other things, that high design quality is achieved.

Policy GD6 – Design quality

A high quality of design that conserves, protects and contributes positively to the distinctiveness of the built environment, landscape and wider setting will be sought in all developments, in accord with the principles of good design.

Development will be supported where it can be demonstrated that the design successfully addresses the following key principles:

1. the relationship of the development to existing buildings, settlement form and distinctive characteristics of a place having regard to the layout, form and scale (height, massing, density) of the development;
2. the use of materials, details, colours, finishes, signs and illumination relative to the character and identity of the area; and its townscape or landscape setting;
3. its impact upon neighbouring uses, including land and buildings and the public realm;
4. its integration into the existing area with safe links to local spaces and places; achievement of the highest standards of accessible and inclusive design, having regard to the needs of those with disabilities; and the need to make provision for safe access, movement and parking, where relevant, by all modes, giving priority to active travel and promoting the use of low emission vehicles;
5. the need to design out crime, and the fear of crime, and to facilitate personal and public safety and security in accordance with the principles of safety by design;
6. the protection and enhancement of green infrastructure, as an integral element of design;
7. the operation of the development in practice and how people will access and use it on a day-to-day basis, both now and in future, having regard to its servicing and maintenance; and
8. the sustainable use of resources including land, natural, water, energy and materials with storage, waste, servicing and provision of utilities integrated into the design.

Tall buildings

Tall buildings are those that are taller than their surroundings or cause a change to the skyline. Whilst high density does not need to imply high-rise, tall buildings can form part of a strategic approach to meeting development needs, particularly in order to make optimal use of the capacity of sites. It is recognised that the focus in the Island Plan on the built-up area to accommodate future development and secure efficient use of land over the plan period may lead to taller buildings being brought forward. This plan, therefore,

seeks to provide a framework against which proposals for tall buildings can be assessed and seeks to ensure that context and placemaking aims are carefully considered when bringing forward proposals.

Places evolve, as do their skylines. Individually, or in groups, tall buildings can significantly affect their image, character and identity as a whole, and over a long period. In the right place well-designed tall buildings can make a positive contribution.

The term 'tall building' is relative, and the most useful indicator of the extent of the 'tallness' of a building within a specific townscape is the ratio of the height of a tall building to the prevailing contextual height. This Island Plan defines anything as a tall building where it is two or more storeys (where any roof plant will also be considered as a storey) above the height of the prevailing contextual height. It will also apply to a building that is 18 metres or more above ground level (or is four-six storeys high) recognising that the storey height of a building can vary depending upon the type of accommodation provided (but are commonly 3 to 4.5 m).

A poorly located, poorly designed tall building can have a detrimental impact on the topography and skyline of a place like St Helier. The town's particular topography means that existing tall buildings and those that are silhouetted against the sky provide a powerful and distinctive skyline profile. In considering any new tall development in St Helier, consideration of its impact on the landmarks of Elizabeth Castle, Fort Regent, Victoria College, St Thomas' Church, Almorah Crescent and Victoria Crescent will need to be taken into account. In considering development in other places the topography, landscape, townscape, wider context, contribution to key views and the prevailing building height and scale will inform the design and impact of tall buildings. Context is a critical consideration if a tall building is to successfully integrate with the surrounding townscape or landscape.

So, it is vital to be clear about what 'tall' might mean in the specific context of place. When considering St Helier, the predominant building heights are two to five storeys, but there are also exceptionally tall buildings of up to 16 storeys. Generally, in St. Helier, historic buildings are ordinarily small in scale with a predominance of 2.5-3.5 storeys. Any buildings that are 4.5-six storeys are 'medium-tall', six-eight storeys are 'tall', and eight storeys plus would be considered as 'high-rise'. More recent developments in St Helier, on the Waterfront and Esplanade, have raised the average height of development in this part of the town to five - seven storeys.

The St Helier Urban Character Appraisal provides an assessment of the urban character of St Helier and has defined the sensitivity and capacity of different parts of the town to successfully accommodate tall buildings.

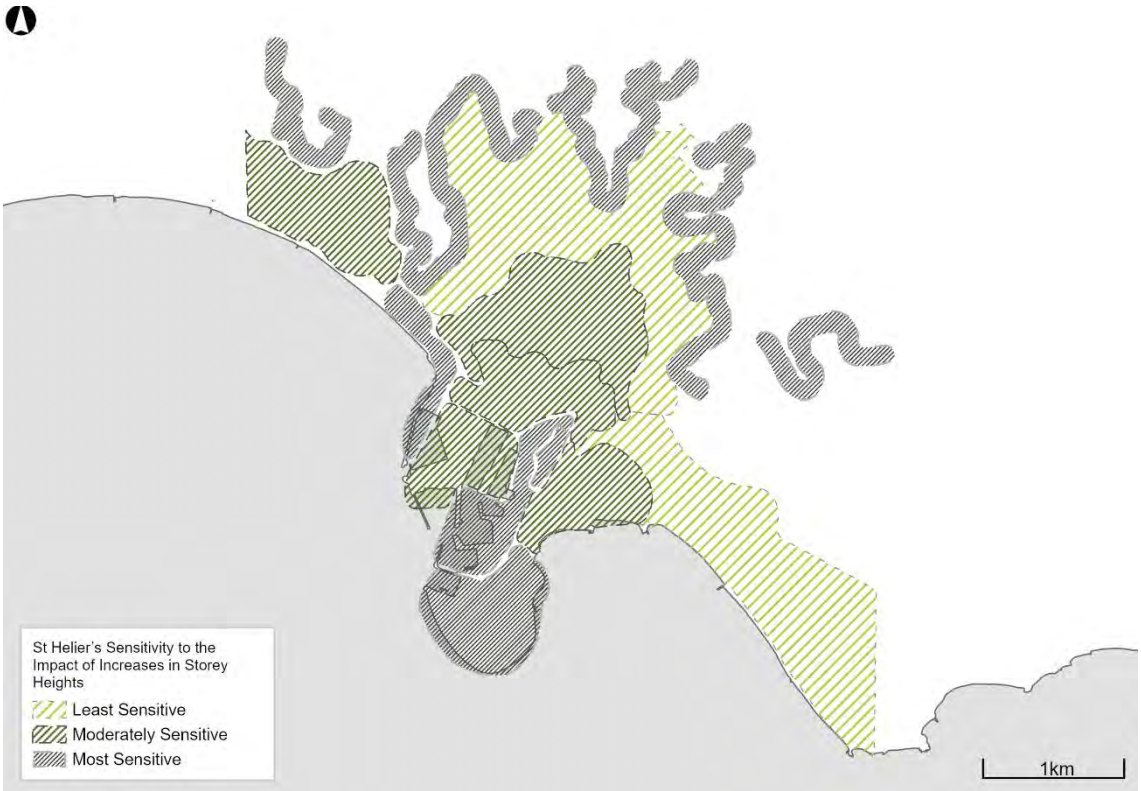

Figure GD1 – St Helier's sensitivity to the impact of increases in storey heights
(St Helier Urban Character Appraisal)

Based on the Urban Character Appraisal's assessment of the distinct townscape characteristics of St Helier's ten character areas, it sets out storey height guidance for new development for each character area, as set out in Table 1. This will be used to assess development proposals for taller buildings in the town. Proposals for development which exceed this, or which challenge building height guidance for St Helier, will need to provide evidence to demonstrate that there are overriding public benefits or needs to justify and outweigh any adverse impact of a building of such height.

The St Helier Urban Character Appraisal has evidenced/concluded that high-rise buildings over eight storeys will always be conspicuous landmarks in the street and skyline of St Helier and may have the effect of undermining the cohesive historic character of the town. The development of high-rise buildings over eight storeys in St Helier will, therefore, only be supported in appropriate circumstances.

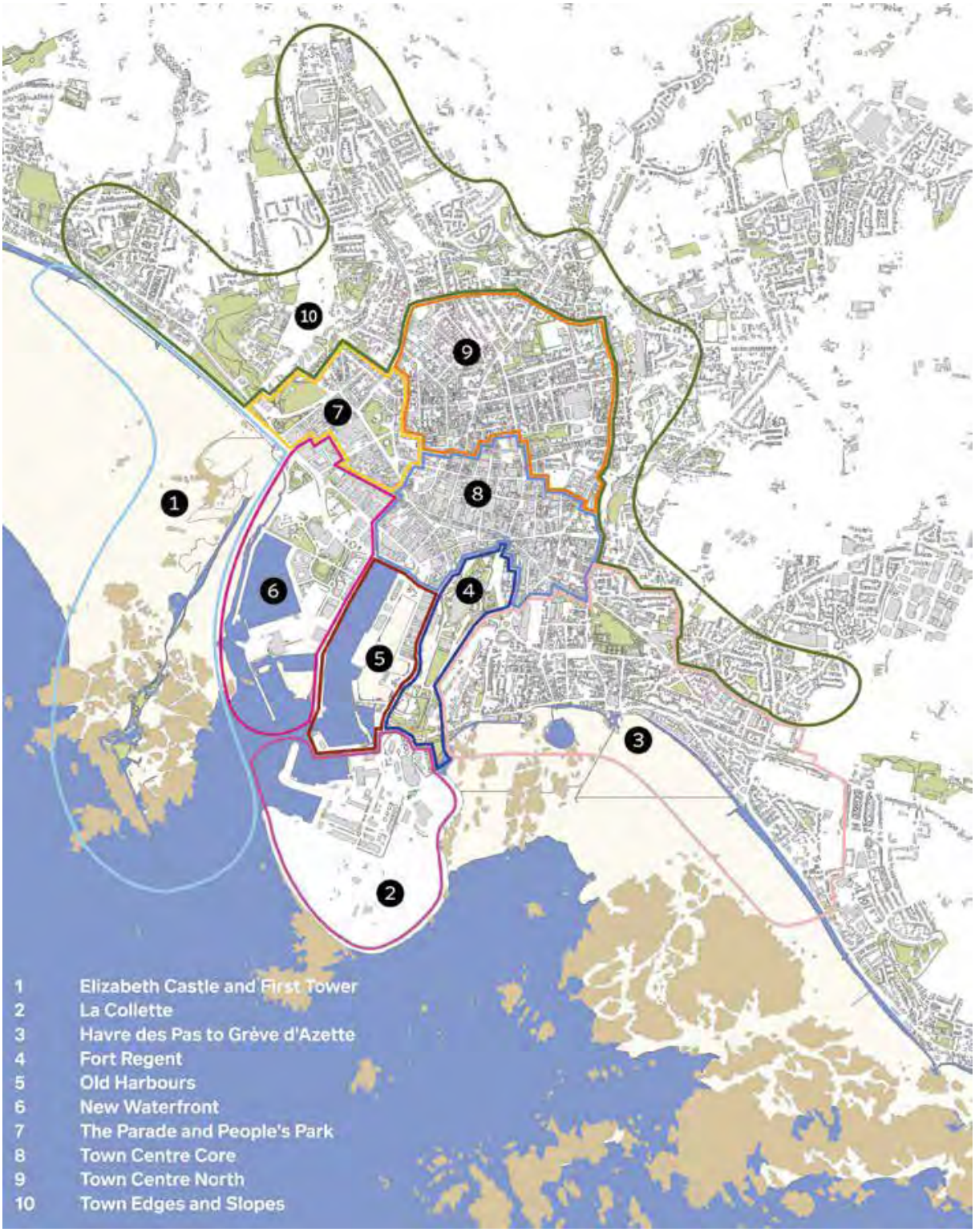

Figure GD2 – St Helier's character area boundaries (St Helier Urban Character Appraisal)

Character Area	Height guidance
CA1 Elizabeth Castle/First Tower	Single storey above sea walls Keep below building outlines as seen from shore
CA2 La Collette	Single storey, allowance for incidental plant and machinery up to 2 storeys
CA3 Havre des Pas	West of Howard Davis Park, between 2 to 3.5 storeys or eaves no more than 1m above or below neighbour East of Howard Davis Park, up to 4.5 or 5 storeys where the context permits The redevelopment of existing 15 storey buildings permitted at Le Marais
CA4 Fort Regent	Between two to four storeys on the west flank Up to three storeys on the east flank Silhouette not to project above line of natural landform or the historic fort structure when seen from harbour
CA5 Old Harbours	Up to three storeys The redevelopment of existing 6 storey buildings permitted on the west side of the marina
CA6 New Waterfront	Up to 8 storeys
CA7 The Parade/People's Park	Up to 3.5 storeys
CA8 Town Centre Core	Up to 4.5 storeys (unless specified in a separate design brief)
CA9 Town Centre North	Up to 4.5 storeys (unless specified in a separate design brief) Up to 5 storeys as accents, at corners or other landmark locations
CA10 Town edges/slopes	Up to 6 storeys (unless specified in a separate design brief) Building heights not permitted to be taller than 15m or 3 storeys on the ridgeline

Table GD1: Building height guidance for Town (St Helier Urban Character Appraisal)

Outside Town, the prevailing building height is generally lower, as buildings are smaller. There will, however, be parts of the island's built-up area where there are existing taller buildings, such as hotels, and there may be a need to enable taller buildings in the right locations to help deliver more efficient use of land.

In all cases, sponsors of the development of tall buildings throughout the island will be expected to demonstrate, through the preparation of a design statement, how they have had regard to the context of the site and how this has informed the proposed height and design of the development. This will need to justify the height of the proposed development and consider, amongst other things:

- their height and design relative to the site context and its relationship with, where relevant, the St Helier townscape;
- strategic views and important vistas;
- the impact on the historic environment and the setting of listed buildings and key landmarks;

- the impact on the amenity of nearby occupiers and on the public realm; and
- the capacity of local utilities or community infrastructure to support a more intensive form of development.

In some cases, depending on the scale of the development, this will need to include a visual impact assessment.

In all cases, plant and equipment or other structures essential to the use of a building should be located within the existing building envelope and not on top of the roof(s).

Policy GD7 – Tall buildings

Proposals for tall buildings are those where it is two or more storeys above the prevailing contextual height or over 18m (or four-six storeys) high.

Proposals for the development of a tall building will only be supported where:

1. it is well-located and relates well to the form, proportion, composition, scale and character of surrounding buildings and its height is appropriate to the townscape character of the area. In Town this should considered relative to the St Helier Urban Character Appraisal (2021) building height guidance;
2. it does not unacceptably harm longer views and context at street level;
3. it incorporates the highest standards of architecture and materials;
4. it has ground floor activities that provide a positive relationship to the surrounding streets, and public realm;
5. it does not adversely affect the locality in terms of microclimate, wind turbulence, overshadowing, noise, reflected glare, privacy and amenity of surrounding buildings;
6. it contributes to improving the permeability of the site and wider area; and
7. its height can be fully justified in a design statement.

Development of a tall building of over eight storeys within Town will only be supported in appropriate circumstances and where the overall benefit to the community will demonstrably outweigh any adverse impacts.

Development of a tall building of over eight storeys will not be supported outside of Town.

Green backdrop zone

The green backdrop zone is only located within parts of the built-up area, as defined on the proposals map. It is part of the landscaped escarpment around the east, south and west of the island, and is particularly prominent in views from the coast and the sea. In some of the island's built-up areas, this escarpment features low density residential development set amongst private gardens or natural landscaping, providing a green backdrop and setting to much of St Helier, St Aubin, Gorey and St Brelade's Bay. This landscaped setting is important for the character of these areas, and for the enjoyment of views from the sea, the beach, and along the coast and from within the built environment.

The skyline of the escarpment is particularly important and any development which breaks the skyline becomes very prominent. The escarpment has an important role to play providing, in some parts, an open gap between built-up areas; providing the setting for coastal sites; containing habitats which support the wider ecosystem; as well as

contributing to a range of regulating services through vegetation (particularly trees and hedgerows).

The purpose of the green backdrop zone policy is to ensure that this urban landscaped setting is protected and enhanced.

Figure GD3 – Green backdrop zone

Development on the slope and crest of the escarpment, particularly in locations around St Aubin's Bay and St Brelade's Bay, has led to some adverse visual impact on the green backdrop and on coastal views the effect of which has been, in some cases, exacerbated by associated tree removal from the seaward side of the development and the skyline.

In order to better protect the green backdrop zone, this plan sets out a renewed strategy for its protection and enhancement. This is informed by the work undertaken as part of the Integrated Landscape Seascape Character Assessment (ILSCA) which characterises this landscape type and sets a framework for its management, which seeks to:

- protect undeveloped areas from further degradation;
- assimilate development into the landscape where it has already occurred, through enhancement to landscaping or the use of more sympathetic colours or materials;
- ensure new development, including extension to existing buildings, is appropriate to its setting, including any potential impact upon the skyline, views and vistas;
- retain settlement identity and enhance settlement edges;
- ensure new planting and landscaping is appropriate to the landscape character of the area and contributes to the island's biodiversity through habitat conservation, creation and the use of appropriate species; and
- improve connectivity between habitats through landscaping.

Policy GD8 – Green backdrop zone

1. Within the green backdrop zone, proposals for the extension or replacement of existing buildings will be supported where:
   a. it does not involve the loss of a previously undeveloped site;
   b. it does not unacceptably increase the visual prominence of the development, and is well-related to existing development;
   c. it avoids the skyline and the steepest slopes, where extensive earthworks may be required;
   d. it is appropriate in scale, design, material and colour, and is designed to minimise light pollution, and is not floodlit;
   e. existing green infrastructure is retained, and new additional tree planting and landscaping is provided to support the integration of existing and new development into the landscape; and
   f. it does not contribute to the erosion of gaps between built-up areas.

2. The development of detached buildings, or other forms of new development, within the green backdrop zone will not be supported except where:
   a. it does not result in the net loss of green infrastructure or adversely affect the landscape character of the green backdrop zone; or
   b. the overall benefit to the community of the proposal demonstrably outweighs the harm.

Skyline, views and vistas

Jersey has a rich and varied landscape, seascape and townscape; its topography enables spectacular views of natural settings and buildings which are valued by local people and visitors alike and which are part of its intrinsic character and identity. New development can have a significant visual impact upon the island's important skylines, views and vistas, and it is vital that consideration is given to this in order to protect and positively manage change which may affect this aspect of the island's character and identity.

New development can affect skylines, views and vistas in two specific ways:

- by obscuring, in part or in whole, an important view or vista;
- by detracting from the quality of a landscape, seascape or townscape setting; or the setting of a landmark building, structure or landscape feature that comprises all or part of an important skyline, vista or view.

The following perspectives are considered to be of particular importance, and the impact of development upon them must be a consideration in the assessment of planning applications which affect them:

- views of the countryside and coastline from within the built-up area, and particularly from the town centre of St Helier and along the built-up area of the south and east coast (some of which is designated as part of the shoreline zone);
- views of the St. Helier skyline, particularly from strategic approaches to the town, on land and sea;
- views along and from the coastline and sea, particularly from the island's enclosed beaches and bays;
- the skyline and backdrop of inland escarpments and valley slopes which are highly prominent locations;

- views across open countryside, particularly to and from the inland ridges of the central plateau separating the island's main valleys;
- views into and from within conservation areas, as may be designated;
- the setting of listed buildings and places, where they are seen and experienced within a townscape, landscape or seascape context, and particularly the key landmark buildings of Mont Orgueil, Elizabeth Castle and Corbière Lighthouse; and
- key open land and strategic gaps between the edges of the built-up area which provide an important and distinct visual separation between urban centres and blocks of development.

Shoreline zone

The shoreline zone is defined on the proposals map and represents the area where the built environment meets the sea. It embraces that part of the built-up area which lies seaward of the coast road in St Brelade's Bay; St Aubin's Bay; and along the south-east coast from La Collette to Le Hurel, and from Longbeach to Gorey Harbour.

The principal purpose of the shoreline zone is to ensure that existing open space, which affords views to the shoreline, is protected; and that the maintenance and enhancement of this 'visual access' to the coast is considered in the assessment of planning applications for development within it. It also seeks to protect and maintain physical access to the beach.

The States Assembly resolved to maintain and add further provisions to more closely manage development activity in the shoreline zone of St Brelade's Bay.

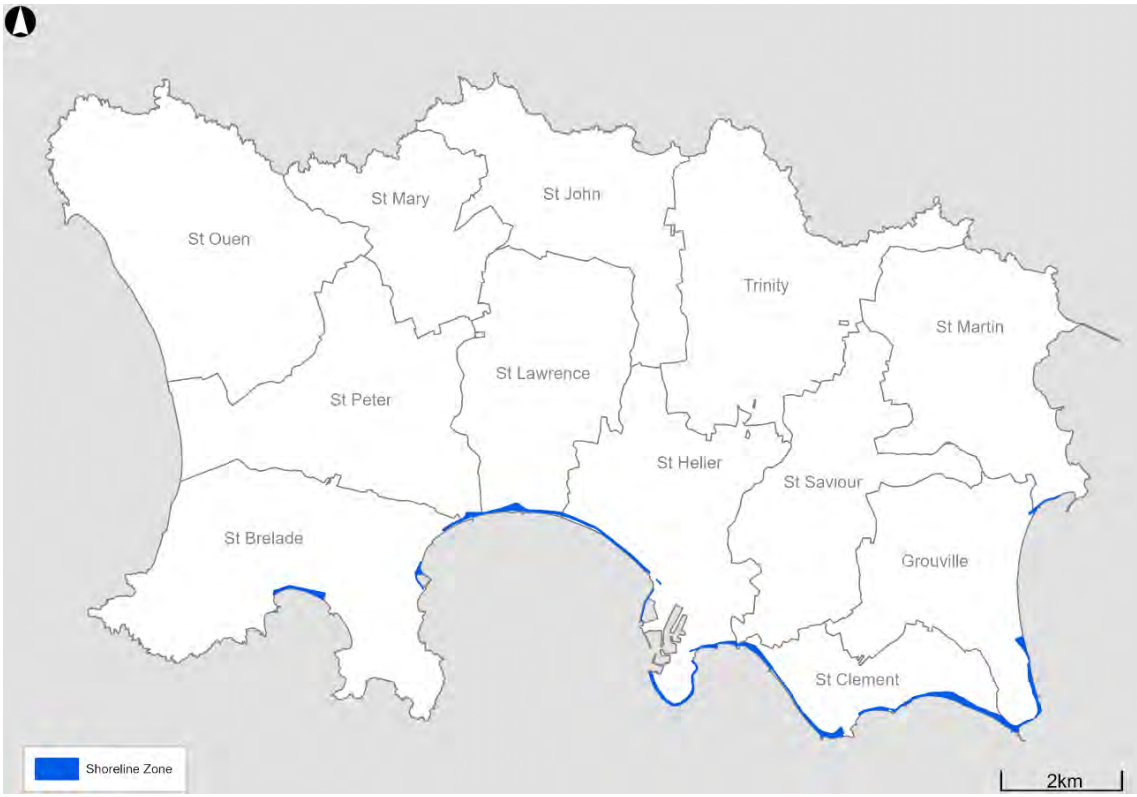

Figure GD4 – Shoreline zone

Views and intervisibility

The Jersey Integrated Landscape and Seascape Character Assessment[12] (ILSCA) sets out ten character types present across the landscape and seascapes of Jersey, which fall

[12] Jersey Integrated Landscape and Seascape Character Assessment

outside of the island's built-up areas but where views and vistas, including those between, from and within the island, its coastline and its surrounding marine environment – known as intervisibility – are significant in defining people's appreciation and enjoyment of the island's natural environment. Each of the island's character areas presents key views and vistas which are important and need to be considered in the context of any development which might affect them, even if that development is not located within the particular character area:

- the cliffs and headlands of Jersey provide extensive views out to sea, to France, to other Channel Islands, and along the coast, and long-range coastal views, including the key viewpoints and settings of Mont Orgueil, Elizabeth Castle and Corbière;
- the coastal plains provide extensive views of the sea, coast and landmarks, such as defensive structures, as well as views inland;
- the escarpment slopes and skylines are particularly sensitive, forming the backdrop in views of Jersey from the sea and coast, and development here can, therefore, often be seen from a wide area;
- the rocky shores and bays of the island provide outstanding and very popular views from the accessible shoreline in bays and views from both land and sea must be considered;
- the bays with intertidal flats and reefs are one of Jersey's most distinctive and unique features contributing to the island's sense of place, resulting from the combination of geology, topography, currents and large tidal range. They contain outstanding views towards the land and out to sea and are also key to coastal views from land. Key landmarks and their settings, where they are visible from the intertidal bays, must also be considered, including Corbière Lighthouse, Mont Orgueil, Elizabeth Castle and St Aubin's Fort; and
- offshore reefs and islands at Les Ecréhous, the Paternosters, and Les Minquiers on a clear day, provide strong focal points in the seascape when viewed from Jersey. From the reefs are distinct and distant views of Jersey and France.

The remaining two terrestrial character areas also contribute to local views and vistas in the following manner:

- the enclosed valleys form the most extensive areas of woodland in the island. Views are enclosed within deep valleys incised by running water with valley floor meadows. The views are enclosed with locally open views. The impact of the green valley edges form punctuations in views from other character types, especially along the coast;
- the interior agricultural plateau is the most extensive character type forming the rural heartland of Jersey forming a settled and managed landscape. Views and vistas are generally visually contained, at small scale with an intimate feel, although elevated parts provide long views across open countryside and out to sea.

The St Helier Urban Character Appraisal provides details of important views within its assessment of each of the Town's character areas. The impact of development on these should be considered as part of the assessment of planning applications in the town. Elsewhere, the impact of development upon skyline, views and vistas should be considered as part of the assessment of development proposals relative to its local context. It is important to ensure, however, that this is not just limited to the immediate context of a development site; the impact of development on longer views should also be considered. Consideration should also be given to the setting of listed buildings and places.

Clear analysis of the impact of development should be provided as part of the information submitted with a planning application[13] as part of the design statement where it affects the skyline, views or vistas. Large-scale development, or those in prominent locations, should be supported by 3D models[14] to enable this matter to be properly considered and assessed.

In order to protect the visual character and enjoyment of the island's urban, rural, coastal and marine environments further development will be strongly resisted where it will be obtrusive and prominent on the skyline and opportunity will be sought to repair it, where possible. The scale, height, colour or finish of existing buildings and structures which detract from an important skyline, vista or view will not be accepted as a precedent for their redevelopment where there is an opportunity to repair the skyline, vista or view with more sensitively scaled and designed development, and landscape reparation.

Where proposals would result in adverse impacts to a skyline, strategic view or important vista, evidence will be required as part of the application to demonstrate that there are overriding public benefits or needs to justify and outweigh any adverse impact. These situations may arise particularly where there is a requirement to deliver key elements of community and public infrastructure; or to deliver a public policy objective or need, such as the delivery of a new hospital or the provision of new coastal defences along parts of the island's shoreline. In such circumstances, there will be a need to demonstrate that any such harm to skylines, views and vistas is reduced to the minimum through appropriate design considerations.

Policy GD9 – Skyline, views and vistas

The skyline, strategic views, important vistas, and the setting of listed buildings, places and key landmark buildings must be protected or enhanced.

Development that will lead to adverse impacts on the skyline, strategic views, important vistas, or the setting of listed buildings and places or key landmarks, by virtue of siting, scale, profile or design, will not be supported except where the overall benefit to the community of the proposal demonstrably outweighs the adverse effects of any harm.

Within the shoreline zone, the development of new buildings or infrastructure, new structures or extensions to existing buildings will only be supported where they do not obstruct significant views to, or involve the loss of open spaces which provide views or public access to, the shoreline and sea.

Within the shoreline zone of St. Brelade's Bay –

a. the redevelopment of a building for residential use, involving demolition and replacement, where the proposal would be larger in terms of any of gross floorspace, building footprint or visual impact than the building being replaced;
b. the extension of a building for residential use; and
c. any proposal for development that is not accompanied by landscaping proposals sufficient to assist integration of the site with the green backdrop

[13] The Landscape Design Guidance (Part 5 of the Jersey Integrated Landscape and Seascape Character Assessment) provides a methodology for understanding the implications of a proposal on views and visibility.
[14] 3D models for planning applications

zone, green zone, Protected Coastal Area and Coastal National Park areas of the Bay from any public viewpoint from the beach or coastal headlands,

will not be supported.

Percent for art

Percent for art is a mechanism requiring a developer to allocate a proportion of the costs of new development towards the provision of public art. The scheme aims to benefit the island by integrating art and craft of the highest quality into our built environment, promoting community-led planning, and developing a legacy of public art and artistic expression, to be enjoyed and appreciated by islanders and visitors alike.

Public art encompasses a vast spectrum of art practices and forms: from permanent sculptures to temporary artworks; monuments; memorials; earthworks and land art; site-specific works; street furniture; integrated architectural designs; socially-engaged practices; community-based projects; and off-site museum and gallery programmes.

Well-designed, well-planned and well-executed public art projects can deliver a wide spectrum of positive outcomes that benefit people, places and developers alike. At a strategic level, the value to the island from public art is to strengthen and celebrate Jersey's cultural identity, enhance the quality and experience of the island's public realm, promote cultural production by local artists, support the creative economy and promote collaborative working, including with the community. At a local level, the value to a development from public art includes its contribution to the character and identity of an area, and its contribution and relevance to a sense of place. It can also be an effective marketing tool, raising the profile of the development and attracting interest.

In development schemes, where the inclusion of art will be of public benefit, a contribution to public art of approximately 1% of the total construction cost of the development will be expected. However, the actual financial value and product arising from the contribution should be of a commensurate/reasonable scale and value to the scale of the development and the nature and origin of the artistic contribution.

For the purposes of this policy, those schemes where the inclusion of art will be of public benefit, are those projects of a more significant scale and will include proposals for:

- residential development of five or more dwellings; or
- non-residential development of 200sqm gross internal floorspace and above.

Public art should be procured and implemented by the applicant as part of new development proposals. The public art needs to be located in a position where it can be experienced by or is visible to the public, on land forming part of the application. Where this option cannot be delivered, the applicant will be required to justify reasons and have the option to procure and implement public art off-site, within the vicinity of the development site, on land which is accessible to the public, subject to agreement with the relevant landowner. Exceptionally, the applicant may be able to make a financial contribution to deliver public art in the vicinity of the site where the artistic intervention would benefit the community and wider area. Such provision may be commissioned and delivered by a third party. In both alternative cases, the developer will be required to enter into a planning obligation agreement to ensure delivery of the public art.

Development proposals which are required to include the provision of public art should be accompanied by a public art statement, which sets out the artistic brief, the artist's response to the brief, a proposal for the public art, costings and agreement to procure the installation or public art from a named artist or artistic business.

It is strongly recommended that pre-application engagement is undertaken to discuss proposals for integrating public art into development proposals.

Proposal 11 – Percent for art supplementary planning guidance

The Minister for the Environment will publish updated supplementary planning guidance to support the delivery of public art through new development.

Policy GD10 – Percent for art

A contribution to public art, of approximately 1% of the total construction cost of the development, will be required where the proposed development involves the provision of:

- residential development of five or more homes; or
- non-residential development of 200sqm gross internal floorspace and over.

For smaller development the provision of public art will be encouraged as a means of enhancing the quality of the development.

All public art proposals must be appropriate to the setting and scale of the surrounding area, enhancing the quality of place and contributing to local distinctiveness and cultural identity.

Volume 3

Natural environment

Natural environment

This chapter provides an overview of the characteristics and quality of Jersey's natural environment, covering its biodiversity and geodiversity, both terrestrial and marine, and the intrinsic natural beauty and landscape and seascape character of the entire Bailiwick, out to its territorial limits. It sets out the policy framework for assessing change that affects it.

Biodiversity and geodiversity

The Bailiwick of Jersey – consisting of 120 sqkm of land and 2,455 sqkm of marine waters - is an ecosystem of interconnected habitats, species and processes. Biodiversity is the variety and diversity of life and species that exist within this ecosystem and is present everywhere in the Bailiwick – from the centre of Town out to the island's territorial limits. Geodiversity is the variety of geological, geomorphological and soil features, which play a fundamental role in sustaining biodiversity.

Despite its relatively small size, Jersey has rich and diverse habitats. The island's terrestrial and marine environments support a myriad of wildlife and the particular mix of species 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 to overwinter or breed. Their valued and intermittent presence here, as migrants, is dependent on the continued existence of suitable ecosystems thus demonstrating the island's shared responsibility on a global scale. Likewise, the natural environment is also important in national and international contexts, in terms of the role it plays with regards to climate change and achieving the island's net zero carbon goal. Jersey's wetlands are, for example, an important resource in terms of carbon sequestration.

Jersey's key sites and areas of biodiversity and geodiversity value are identified through a variety of different defined areas and designations, each of which has different regulatory or management objectives and requirements. Their importance, and relevance to the Island Plan and the planning process, is that they serve to identify the biodiversity value and significance of these sites and areas. Areas currently defined and designated are identified on figures NE1 and NE2. The new Wildlife (Jersey) Law 2021[1] also enables the designation of areas of special protection (ASP) which may be applied temporarily, such as during the breeding season for a particular species. It is, however, important to remain conscious that biodiversity value is to be found throughout the island – both within and outside of identified sites - and is a consideration in the assessment of all development proposals.

Sites of Special Interest (SSI) are formally designated under Planning and Building (Jersey) Law for their special ecological, zoological, botanical, scientific or geological value, or a combination of these[2]. Their designation allows greater regulation of activities, which might harm the special interest of these sites, through the planning system, even where the works may not amount to development.

[1] Wildlife (Jersey) Law 2021

[2] Article 51 Planning and Building (Jersey) Law 2002

The identification and designation of SSIs for the natural environment is based on the criteria set out in the Biodiversity Strategy[3]. There are currently 30 nature conservation SSIs and 22 geological SSIs[4] in Jersey, although research[5] suggests that there may be potential for more.

Environmentally sensitive areas (ESAs) do not enjoy any form of statutory designation or tighter regulation of development activity but serve to identify the island's key terrestrial habitat areas and the corridors linking them[6]. These valued areas are:

- Les Landes heathland;
- St Ouen's Bay habitats;
- North Coast habitats; especially heathlands, coastal grassland, maritime cliff vegetation and interconnecting habitats;
- Rozel area – predominantly coastal habitats and woodland, including St. Catherine's Valley;
- Grouville habitats;
- South-West Coast heathlands;
- Ouaisné to Noirmont coastal habitats;
- Valley woodlands and wet grasslands; and
- Rue des Près wet grasslands.

Jersey's marine environment has an incredibly rich biodiversity value of international significance which is represented by four designated Ramsar sites and three marine protection areas (MPA).

The purpose of Ramsar sites is the conservation of wetlands considered to be of international importance and for the wise sustainable use of their resources. Jersey's designated Ramsar sites cover a total of around 190 sqkm of the island's most valuable wetlands[7] at:

- South East Coast of Jersey;
- Les Écréhous and Les Dirouilles;
- Les Minquiers; and
- Les Pierres de Lecq (the Paternosters).

The purpose of MPAs is to protect marine species and habitats considered to be of international importance from potentially destructive fishing practices. There are three MPAs in Jersey waters, covering an area of around 150 sqkm, where such practices are prohibited under Sea Fisheries Law[8] at:

- Les Minquiers;
- Les Écréhous; and
- Inshore waters.

These areas were identified in order to protect key habitats, such as seagrass, maerl and kelp[9]. Although the purpose of these areas is to regulate fishing practices, it is important

[3] Biodiversity A Strategy for Jersey (2010)
[4] See list of Sites of Special Interest (natural sites)
[5] Geodiversity Audit for Jersey (2020)
[6] Protection of Ecologically Sensitive Areas Project (2010)
[7] Jersey's Ramsar sites
[8] MPAs designated under the OSPAR Convention. The OSPARR Convention is the mechanism by which 15 Governments and the EU cooperate to protect the marine environment in the North-East Atlantic.
[9] Marine Resources Annual Report (2019)

to recognise the biodiversity value of these areas where they are affected by development proposals.

Work has also been undertaken, and is ongoing, to identify and better understand the value of other key habitats in the marine environment. This is to ensure that there is a sound understanding of the island's key marine habitat areas, and that this information can be used to inform decisions about new development or uses within the marine environment. These habitat areas are shown in figure NE3.

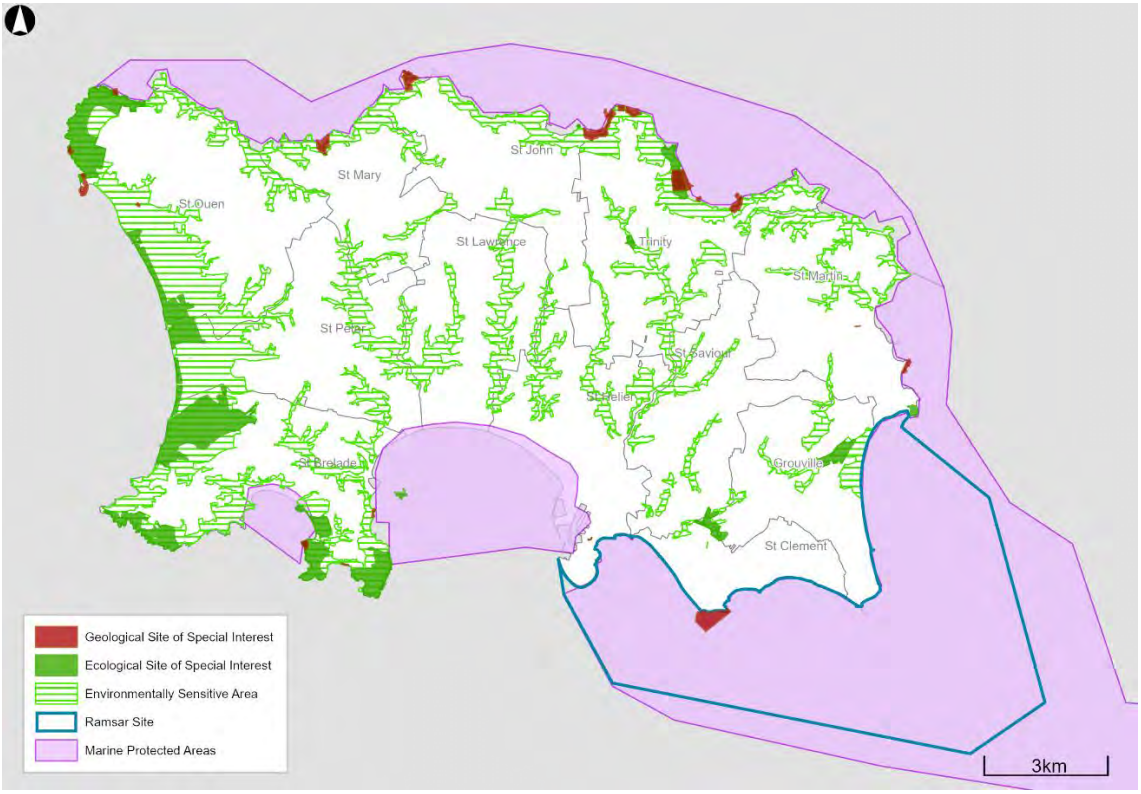

Figure NE1: Biodiversity and geodiversity designations and defined areas (terrestrial)

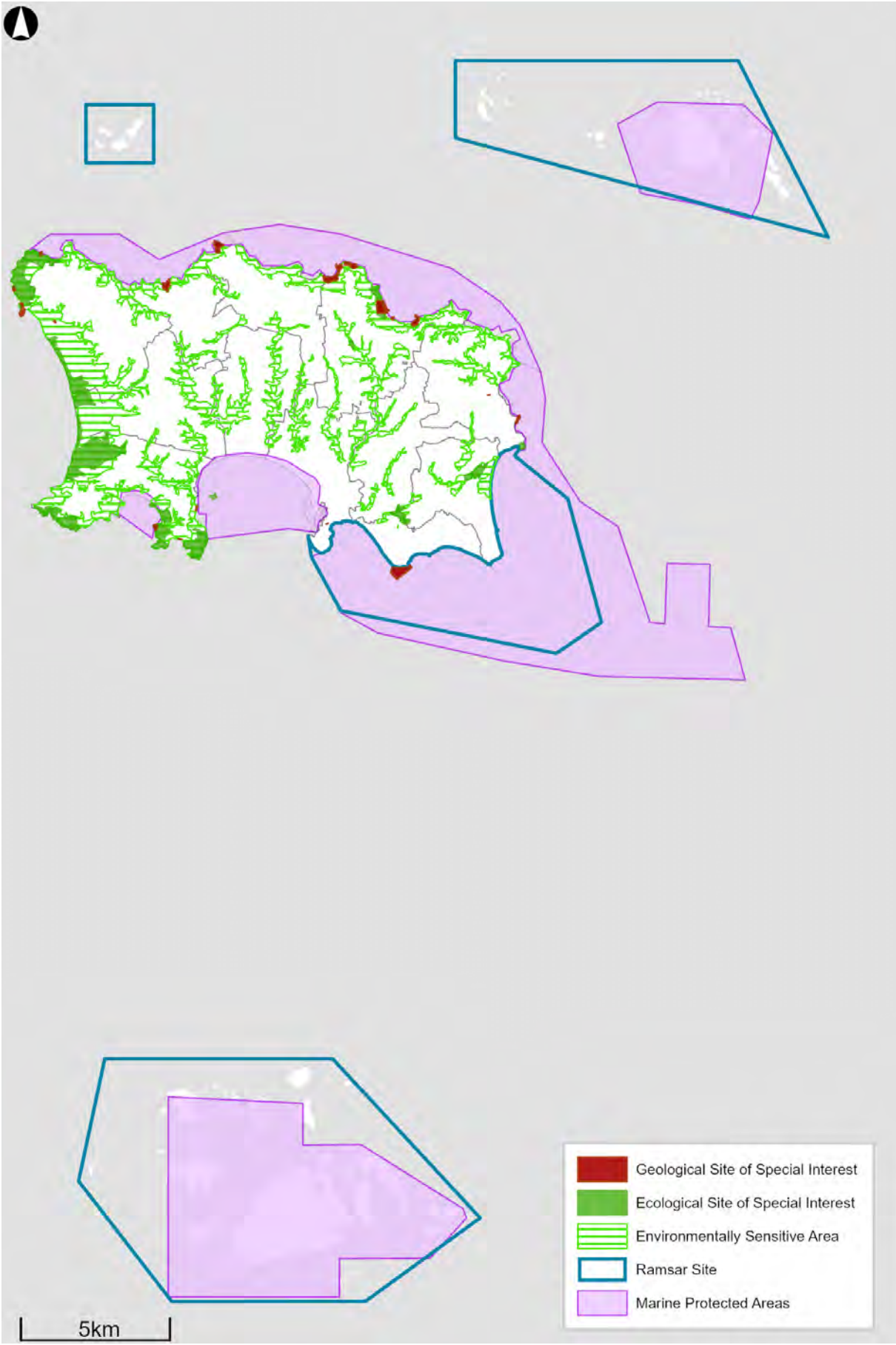

Figure NE2: Biodiversity and geodiversity designations and defined areas (marine)

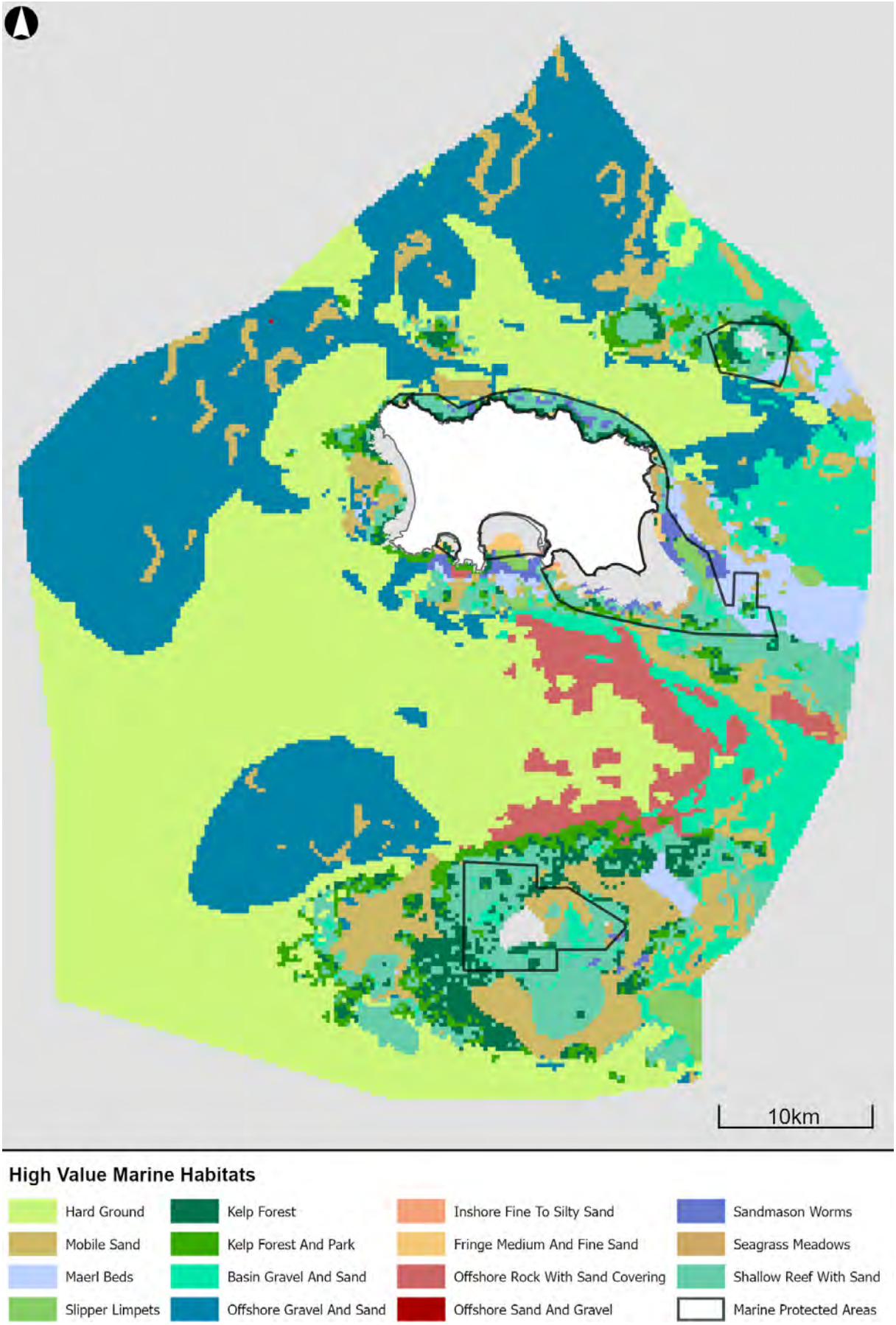

Figure NE3: High value marine habitats

Protection and improvement of biodiversity and geodiversity

The impact of development on biodiversity and geodiversity is an important consideration in the determination of planning applications. This includes development both within and outside of protected sites. The wider countryside, along with the buildings and gardens of the island's built-up areas, provide increasingly important habitats, roosting and nesting places for animals and birds, including protected species as identified in the Wildlife (Jersey) Law (2021).

To enable an understanding of the impact of a proposal on biodiversity and geodiversity, an appropriate level of supporting information will be required with all planning applications that have the potential to impact upon biodiversity or geodiversity, even where they might lie outside of a designated or defined site or area. This is required in order to understand the potential impact of the proposal on the significance of biodiversity and geodiversity (such as the impacts of development activity, improper management of invasive non-native species or disturbance through, for example, noise, lighting or recreational pressure).

The detail and content of this supporting information will be proportional to the scale of the proposal and its location, relative to sites and areas of biodiversity and geodiversity interest. The supporting information must show that features of biodiversity and geological interest, including habitats and protected species, will be protected.

Where proposals would result in the harm to, loss or partial loss of sites and areas of biodiversity and geodiversity interest, evidence will be required as part of the application to demonstrate that there are overriding public benefits or needs to justify, and outweigh, any adverse impact on the natural environment; and that there are no other mechanisms for supporting the retention of its environmental value.

The nature of the predicted public benefit should be clearly described and justified, and should set out how, when and in what form the community will be expected to benefit directly from the proposed development, relative to its impact on biodiversity and geodiversity interest. To ensure the protection of the island's natural environment the wholesale loss of any designated site would require exceptional justification where it can be demonstrated that public benefit outweighs harm, and where the nature of that benefit to the public is clear, direct and evidenced.

Where justification is sought on the basis of viability, viability assessments will be required to be published and subject to independent review, as part of the planning application process.

For all proposals, a mitigation hierarchy will be applied: this requires harm to biodiversity or geodiversity resulting from development to be avoided, adequately mitigated, or, as a last resort, compensated for, or not allowed.

To promote more sustainable forms of development, and to enhance the island's green infrastructure and green networks, development proposals which can make a positive contribution and improve the island's biodiversity will be encouraged. Public bodies, in particular, have a duty to have regard to the promotion of biodiversity and should seek to aim for and demonstrate that their development leaves the natural environment in a measurably better state than beforehand.

Policy NE1 – Protection and improvement of biodiversity and geodiversity
Development must protect or improve biodiversity and geodiversity.

All development must ensure that the importance of habitats, designated sites and species is taken into account and should seek to improve biodiversity and geodiversity value and, where possible, to deliver biodiversity net gain.

The highest level of protection will be given to sites of special interest; marine protected areas and Ramsar sites.

Applicants will need to demonstrate that a proposal will neither directly nor indirectly; singularly or cumulatively; cause harm to biodiversity or geodiversity value.

Proposals that could affect biodiversity or geodiversity, but which do not protect or improve it, will not be supported unless, and with regard to its status and environmental value, and the impact of the proposed development on that status and environmental value:

a. the changes are demonstrably necessary either to meet an overriding public policy objective or need; and
b. there is no reasonably practicable alternative means of doing so without harm; and
c. harm is reduced to the minimum through appropriate avoidance, minimisation, mitigation and/or compensation measures; and
d. it has been demonstrated that the predicted public benefit outweighs the harm and where the nature of that benefit to the public is clear, direct, and evidenced.

Where development proposals may lead to an impact on biodiversity and geodiversity they must be accompanied by adequate information which demonstrates how biodiversity and geodiversity will be protected, and adverse impact avoided, minimised, mitigated or compensated for. Where the supporting information is insufficient to demonstrate the above, applications will not be supported.

Biodiversity net gain

Given the threats facing biodiversity and the rate at which biodiversity is being lost, the concept of biodiversity net gain is becoming increasingly important internationally. Biodiversity net gain is an approach to development that aims to leave the natural environment in a measurably better state than beforehand. Where a development has an impact on biodiversity it should provide an increase in appropriate natural habitat and ecological features over and above that being affected in such a way that the current loss of biodiversity through development will be halted and ecological networks can be restored.

The concept of 'biodiversity net gain' is not currently applied to the assessment of development proposals in Jersey, and its adoption and use here is at an earlier stage than in other countries. In England, the Environment Bill[10] has introduced the concept of mandatory net gain and set out the metrics by which this gain would be calculated. Prior to this, many local development plans included a policy requiring biodiversity net gain, but evidence has shown that this policy alone was insufficient and that a wider legislative

[10] Environment Bill

framework was required to achieve tangible outcomes. Specifically, without a legally binding obligation to achieve biodiversity net gain, it was often displaced by the weight of other material considerations in the planning balance. Without an established metric by which to measure gains, there was also a lack of consistency and transparency.

To be able to apply and deliver biodiversity net gain in Jersey, a comprehensive approach to policies, frameworks and regulatory tools is needed. Detailed guidance and metrics are required, underpinned by a clear duty in legislation, so that the approach to measuring biodiversity is transparent and consistent. This will provide certainty to developers and will allow for biodiversity net gain to be properly considered at the point of land purchase. Without this robust legislative framework and guidance, the introduction of biodiversity net gain in planning policy would lack transparency, could create uncertainty and could have a negative impact on the viability of development in the island.

It is also considered appropriate to explore the introduction of an urban greening factor for Jersey. An urban greening factor[11] is a tool that evaluates and quantifies the amount and quality of urban greening that a scheme provides to inform decisions about appropriate levels of greening in new developments. Such an approach might be particularly appropriate for urban or smaller sites, which are more difficult to deliver biodiversity net gains on, but where a contribution to enhance green infrastructure and networks might still be delivered.

Further work is therefore needed in Jersey to define the biodiversity net gain and urban greening concepts and to consider how they would operate, including their inter-relationship with existing designations. This work will inform the next iteration of the Island Plan.

The island's new Wildlife (Jersey) Law 2021 imposes a duty upon public bodies to have regard to promoting the conservation of biodiversity. In order to support the delivery of this objective the Minister for the Environment will engage with, and strongly encourage, government-sponsored development schemes, including those to be delivered by arms-length agencies, to actively explore how the concept of biodiversity net gain might be delivered in Jersey during the plan period, in advance of its proposed adoption as part of the next Island Plan Review.

This will form part of the Minister for the Environment's obligation to designate and publish strategies for the conservation of biodiversity and to report on actions taken in pursuance of that duty and will help inform the mandatory application of biodiversity net gain in the next Island Plan.

Proposal 12 – Biodiversity net gain

The Minister for the Environment will undertake further studies to determine how the concept of biodiversity net gain and an urban greening factor could be developed and implemented as part of the legal framework in Jersey, and how it could be measured and monitored to ensure its application through the planning process.

To further this work, Minister for the Environment will strongly encourage government-sponsored development schemes to actively explore how the concept of

[11] Urban greening factor

biodiversity net gain might be delivered in Jersey during the plan period of this Island Plan.

This work will inform the policies of the next iteration of the Island Plan.

Green infrastructure and green networks

The term 'green infrastructure' refers to assets including open spaces such as parks and gardens, playing fields, allotments, woodlands, fields, trees, hedgerows, banques and ponds, as well as footpaths, cycle routes and streams. Assets involving water are sometimes called 'blue infrastructure', but these are all included within the overarching term of 'green infrastructure' within this Island Plan. Together, these green infrastructure assets form the island's green infrastructure network.

Green infrastructure assets are valued for their multi-functional benefits. These are wide-ranging and include adaptation to climate change, improved resilience to extreme weather events, enhanced biodiversity and ecosystem services, improved visual amenity and landscape quality, sustainable travel opportunities and improved public health and wellbeing. These assets are often more capable of meeting social, environmental and economic objectives than man-made 'grey infrastructure'[12] and should, therefore, be considered as an essential part of the infrastructure that enables society to successfully function. Taking a green infrastructure approach allows for socio-economic and health benefits to be integrated with environmental objectives, ensuring maximum benefit when planning, delivering and managing green infrastructure assets.

Jersey's key identified sites and areas of biodiversity and geodiversity value are important 'nodes' in the green network. The coverage of existing protected sites alone is, however, unlikely to be sufficient to conserve Jersey's biodiversity. Enhancing the green network to provide greater connectivity between these protected areas is important to ensure that they do not simply become isolated islands rich in biodiversity. By creating habitat between protected areas, the overall biodiversity of the island will increase. A green network allows animals, birds, plants, seeds, nutrients and water the opportunity to spread and move across the island, providing the island's biodiversity with greater resilience in the face of a changing climate.

Work has been undertaken to identify priority corridors, which should be enhanced to create a better-connected network of habitats.[13] The areas of the island with the greatest potential to create wildlife corridors lie in the west and southwest of the island and among the wooded valleys and opportunity, through development, should be taken to enhance these, as well as to develop green networks throughout the island (see figure NE4).

[12] Landscape Institute Position Statement (2013)

[13] Jersey multi-species distribution, habitat suitability and connectivity modelling research report (2018)

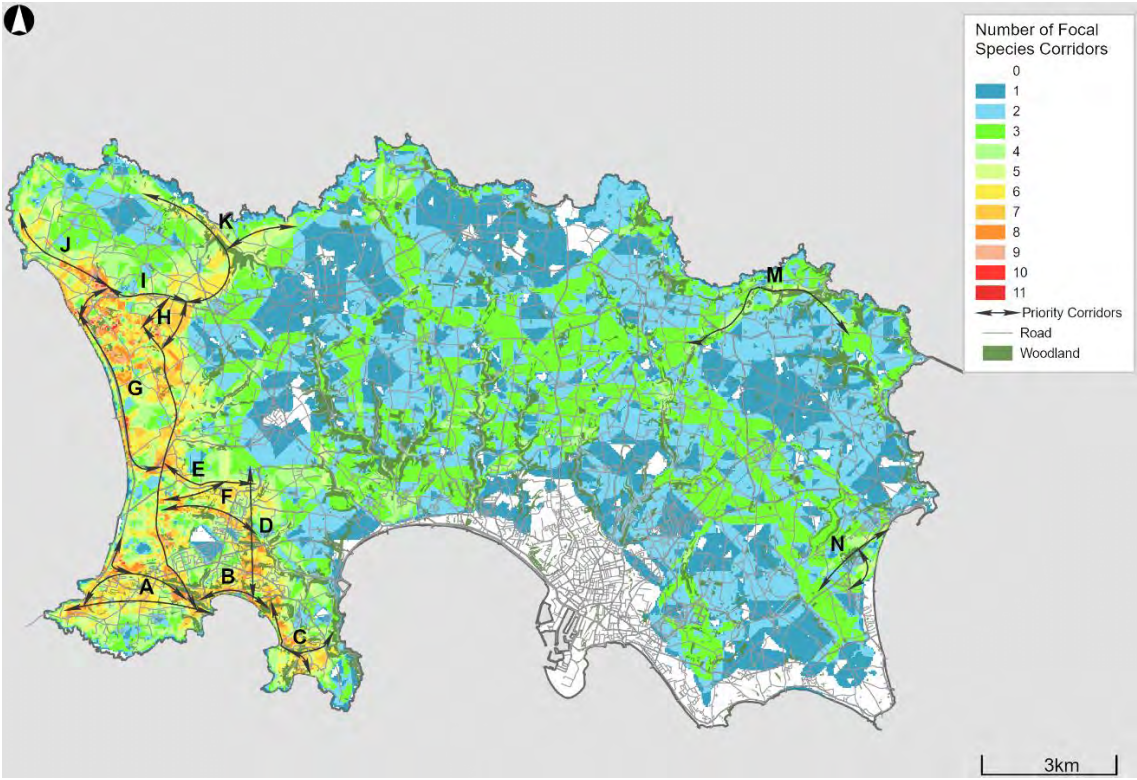

Figure NE4: Jersey multi-species distribution, habitat suitability and connectivity modelling

Green infrastructure is present at all scales and requires careful consideration on a site-by-site basis. Some assets will be common to most sites – such as trees and hedgerows - which contribute significantly to the island's biodiversity, landscape character and sense of place. Development proposals must show how these important existing green infrastructure assets – and others that may be present – will be protected and 'designed in' as an integral part of development proposals and, where possible, improved.

The island's existing trees are of importance and should be retained. This is particularly important in the island's built-up areas, especially in Town, where trees are relatively scarce. Where a proposed development impacts on trees or hedgerows, a tree survey will be required. This will need to detail the location, genus, species, canopy size, root protection zone[14] to and ground level data at the base of the trunk, together with an assessment of the condition of existing trees, in order to properly assess and consider the implications of development for these important features.

Whilst designated on the basis of their amenity value, trees that feature on the list of protected trees should be retained, their loss only being permitted in exceptional circumstances. The same considerations should apply to the island's ancient, veteran and champion trees.

New development must also incorporate new green infrastructure assets. Green infrastructure can be incorporated into development in a number of ways, for example, through the incorporation of open space and recreational areas, planting of new trees and landscaping, sustainable green walls, green roofs and sustainable drainage (SuDS) features[15]. This is particularly important in the island's built-up areas, where green

[14] See BS 5837:2012 Trees in relation to design, demolition and construction.

[15] These features include green roofs, and more natural features such as ponds, wetlands and shallow ditches called swales. Hard engineered elements, often used in high density developments, include permeable paving, attenuation storage and soakaways.

infrastructure is less prevalent, and where its introduction can be impactful and deliver multiple benefits for town residents and the urban environment. Opportunities should also be sought to restore watercourses or to incorporate water features as an element of new blue-green infrastructure. New green infrastructure should be appropriately designed to positively contribute to the visual character of the area, as defined in the Integrated Landscape and Seascape Character Assessment.

Opportunities to visually screen development should be considered, particularly in more rural settings. Landscaping must form an integral part of the development, and selection of new species should be appropriate to the site-specific context and be beneficial to the creation of the wider green network, with careful planning to avoid the introduction of non-native and invasive species.

This Island Plan, therefore, requires that all development protects, maintains and improves the island's green infrastructure networks. In particular, development within or near priority wildlife corridors will be required to protect and improve existing habitats by avoiding their fragmentation and creating new routes of continuous habitat or stepping-stone habitats. The contribution to green infrastructure should be proportionate to the scale of the proposed development and the rural or urban context. By using and enhancing existing green infrastructure assets, as part of a sensitively designed development, the quality of the development can be improved, whilst simultaneously strengthening the island-wide green network and resulting in a greater level of benefit. The impact of development proposals on green infrastructure networks; and proposals for their improvement, must be informed by a biodiversity impact statement, to be submitted as part of a planning application.

Policy NE2 – Green infrastructure and networks

Development must protect and improve existing green infrastructure assets, and contribute towards the delivery of new green infrastructure assets and wider green infrastructure networks by:

a. retaining and improving existing green infrastructure, including trees, hedgerows, wetlands, ponds and watercourses, as far as is practicable;
b. incorporating the provision of new green infrastructure assets, which contribute to the creation of the island's green infrastructure network and are appropriate in nature and scale, taking into account the site-specific context and proposed use;
c. ensuring that new trees are planted in the ground if at all possible, with the re-routing of any underground services and other measures that may be necessary to achieve this being undertaken as part of the development;
d. ensuring that, where appropriate, lost watercourses are restored and new water features provided in the public realm, especially in urban areas; and
e. ensuring green infrastructure assets, including tree root zones, are adequately protected during construction works.

The loss of protected, veteran, ancient and champion trees will not be supported except for where it can be demonstrated that they are dead, dying or dangerous.

Any development that would have an adverse impact on existing green infrastructure assets will be required to demonstrate that the benefit will outweigh the harm and provide details of how the features will be protected as far as practicable, and that

measures are in place to minimise and/or mitigate their loss on-site, or will be otherwise compensated for.

Proposals affecting green infrastructure assets which do not provide sufficient information to enable the likely impact of the proposals to be considered, understood and evaluated, will not be supported.

Green infrastructure and network strategy

To realise the full extent of benefits, a green infrastructure network should be strategically planned, designed and managed as a multi-functional resource. To support the policies of the Island Plan, the Minister for Environment commits to preparing a wider green infrastructure and network strategy, to identify and map the existing strategic network of green infrastructure across the island, along with an assessment of the interrelationships between these spaces.

The strategy will identify priorities for addressing deficiencies and should set out positive measures and opportunities for the design and management of all forms of green infrastructure. It will provide a coherent strategy for the delivery of green networks, across a range of initiatives.

Proposal 13 – Green infrastructure and network strategy

The Minister for Environment commits to preparing a wider green infrastructure and network strategy, to identify the existing strategic network of green infrastructure and to outline priorities for addressing deficiencies through positive design and management.

Protection of landscape and seascape character

Jersey encompasses an extraordinary diversity of landscapes and seascapes, from patchwork fields to deep wooded valleys; from rugged coastal cliffs to sweeping flat sandy bays, and extensive intertidal reefs. The high scenic value of the landscape and seascape helps define Jersey's unique identity and character; contributes significantly to the quality of life, health and wellbeing of islanders; and is also important for the island's economic prosperity making it an attractive and distinct place to live and visit.

The diversity of landscape results from the underlying geology of the island and changes in topography, together with the interactions between the natural environment and historical and current uses, including human occupation, farming, fishing and travel. There is a dramatic and distinctive coastline, 90 km in length, much of which remains entirely natural. The coast is the area where landscapes and seascapes meet, resulting in attractive compositions and long, panoramic views of land, sea and sky. Beyond the land, Jersey's aesthetic richness continues: it has one of the largest tidal ranges in the world, at over 12 metres, meaning that up to 54 sqkm of intertidal reefs and flats[16] are diurnally exposed and make a significant and dynamic contribution to the natural character and identity of the island.

The Jersey Integrated Landscape and Seascape Character Assessment (ILSCA)[17] provides an objective assessment of the island's landscapes and seascapes and identifies ten

[16] Jersey intertidal 32 sqkm; Les Ecrehous/Dirouilles 3.4 sqkm; Les Minquiers 19.3 sqkm; Paternosters 0.1 sqkm.
[17] Jersey Integrated Landscape and Seascape Character Assessment (2020)

distinctive character types covering the terrestrial, intertidal and marine environments of the entire Bailiwick of Jersey, which are subdivided into 34 character areas (figures NE5 and NE6).

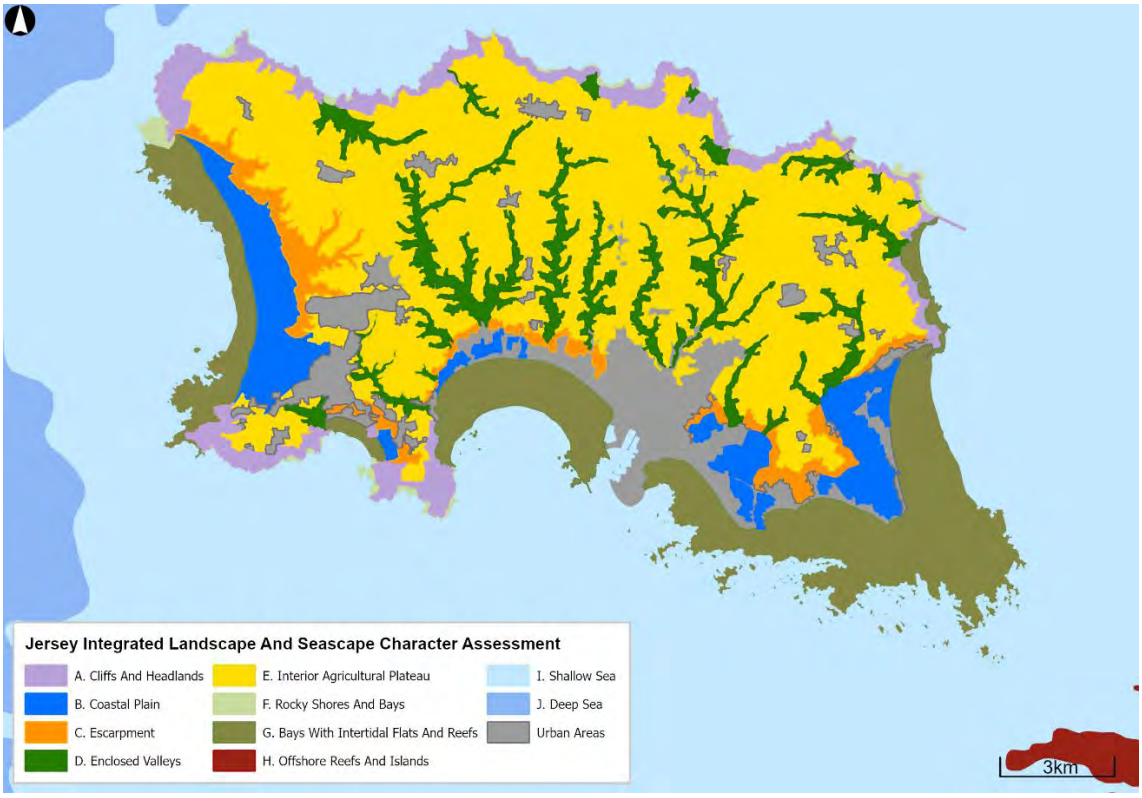

Figure NE5 – Terrestrial character areas (ILSCA)

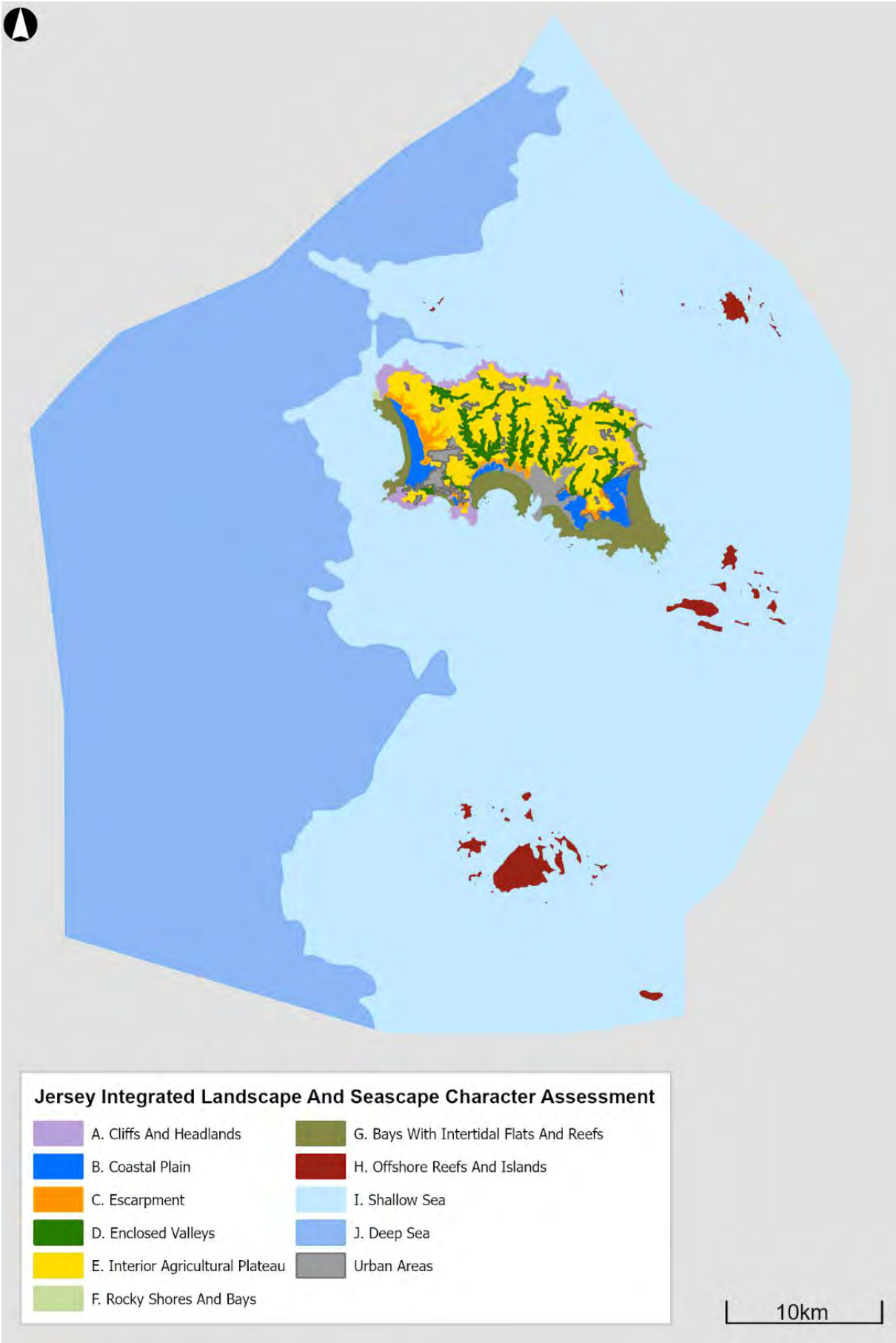

Figure NE6 – Marine character areas (ILSCA)

The ILSCA also identifies 14 coastal units, typically relating to bays with headlands dividing them, where terrestrial, intertidal and marine character types and areas intersect (Figure NE7). The coastal units provide an additional layer of assessment focusing on the most complex area of the island's natural environment where many different character types and character areas meet and/or are inter-visible.

Figure NE7 – Coastal units (ILSCA)

Number	Coastal unit name
1	St Ouen's Bay
2	Grosnez
3	Grève de Lecq
4	Bonne Nuit
5	Bouley Bay
6	Rozel
7	St Catherine's Bay
8	Royal Bay of Grouville
9	St Clement's Bay
10	Grève D'Azette
11	St Aubin's Bay
12	Portelet
13	St Brélade's Bay
14	Corbière

Protected Coastal Area and Coastal National Park

Jersey's Protected Coastal Area embraces some of the island's most valuable and sensitive terrestrial landscapes, the unique intertidal zone and the offshore reefs and islands, together with the shallow waters that surround them. The Protected Coastal Area provides the highest level of protection for landscape and seascape character.

It is essential that development in the Protected Coastal Area protects or improves the landscape and seascape character of the area. It will need to accord with other policies throughout the plan in terms of the forms of development that may be acceptable within the area, and applicants will need to, in particular, justify the need for development to be located here.

Forming a subset of the Protected Coastal Area is Jersey's Coastal National Park. As with the Protected Coastal Area, the Coastal National Park enjoys the highest level of protection for landscape and seascape character as it is primarily a designation that is designed to protect its outstanding character, along with its special heritage and biodiversity value. The purposes of the national park include:

a. the conservation and enhancement of the natural beauty, wildlife and cultural heritage of the park, and
b. the public understanding and enjoyment of its special qualities.

The inherent scenic quality of the park is an asset and a resource of benefit to islanders and visitors alike, and the purpose of the park which seeks to ensure the conservation and enhancement of the natural beauty, wildlife and cultural heritage of the park is always the primary consideration[18]. As well as protecting or improving landscape and seascape character, development within the Coastal National Park should be compatible with the purposes of the park, in order to protect its special qualities[19].

[18] The purposes of the national park are underpinned by the Sandford Principle which asserts the primacy of the first purpose over the second in cases of obvious conflict.

[19] See definition of Coastal National Park special qualities in Volume Two, Places, Countryside, coast and marine environment section.

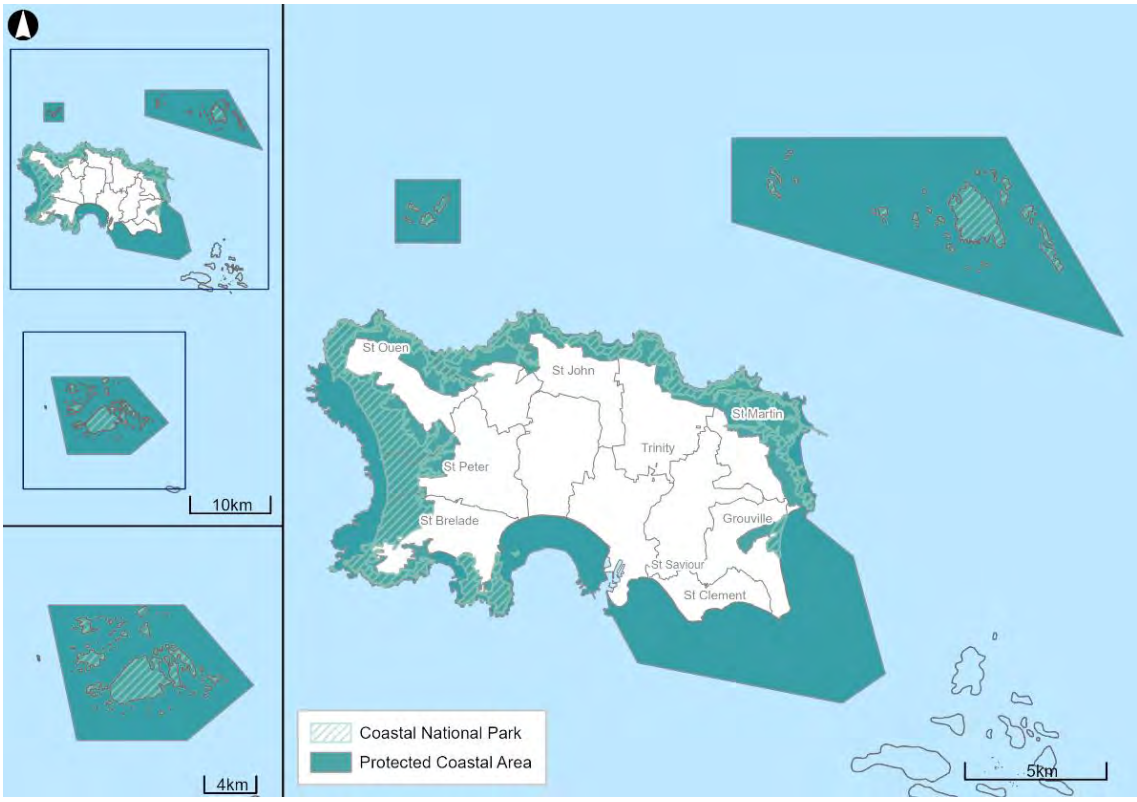

Figure NE8 – Protected Coastal Area and Coastal National Park

Minor development

Development of any scale can adversely affect the qualities of the Protected Coastal Area because of its sensitive, fragile landscape. Buildings in the area presently have the same permitted development rights as those in other parts of the island, including the built-up area.

This means that minor changes - such as alterations and small extensions to dwellings, incidental or ancillary domestic buildings, swimming pools, driveways and other forms of hard landscaping, accesses, walls and fences, flags, satellite dishes and other antennae; as well as some changes to the public realm – can be made here without the need for planning permission.

Because of the special quality of the landscape in the Protected Coastal Area, the Minister wants to undertake further work to explore whether changes should be made to the rules which govern whether planning permission is required for minor works to buildings and places here. This will involve consultation with people who live and work in the Protected Coastal Area, as well as those who visit and use it, or have an interest in its protection.

Any change to the rules would not be intended to prohibit all forms of minor development, which would be unreasonable and unrealistic, but simply to make a greater range of them subject to individual assessment to ensure that they do not harm the special landscape character of the Protected Coastal Area.

Proposal 14 – Change permitted development rights in the Protected Coastal Area

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

Green zone

Development in the green zone should protect or improve the landscape character. Specific consideration needs to be given to the impact of development proposals on those landscape character types and areas within the green zone (as identified in the ILSCA) to determine their sensitivity and capacity to accommodate new development in accord with other policies throughout the plan in terms of the forms of development that may be acceptable here.

Protection of landscape and seascape character

This Island Plan seeks to protect (keep safe from harm) and improve the quality, character and appearance of all of the island's landscapes and seascapes which contribute to Jersey's natural environment. When considering proposals for development significant weight will be afforded to the island's landscape and seascape character and to the character type- and coastal unit-specific strategy and management guidelines set out in the ILSCA. As part of the assessment of development proposals, consideration will be given to the sensitivity of each of the island's existing character types and areas in terms of how vulnerable or robust the landscape or seascape character is; and to its capacity to accommodate change.

It is recognised that, as a small island, the coast and the countryside – including the Protected Coastal Area, Coastal National Park and the green zone - covers an environment where people live and work, and which is important for the island's economic and social well-being. Consideration of the need for and the management of development in these areas is addressed in other thematic policies throughout the plan: the impact of any development on landscape and seascape character here will, however, be a primary consideration in determining its acceptability.

To enable an understanding of the impact of a proposal on the character in which a site is located, an appropriate level of supporting information will be required with all planning applications that have the potential to impact upon landscape and seascape character, even where they might be located within the built-up area; and/or where they may have an impact on the landscape or seascape setting of the Protected Coastal Area. This is required in order to understand the potential impact of the proposed development on the landscape and seascape character and its sensitivity.

Determining the impact of development upon wider landscape and seascape character requires a thorough understanding and analysis of a site's context and its relationship with the wider area. The Integrated Landscape and Seascape Character Appraisal[20] provides guidance about how to understand the implications of a proposal on views and visibility. It also defines a series of coastal units setting out how terrestrial, intertidal and marine character types are related to one another to help to provide a framework for the proper assessment of development that might take place around the island's coastline, both within and outside the built-up area.

The detail and content of this supporting information will be proportional to the scale of the proposal and its location, relative to the landscape and seascape context. The supporting information must demonstrate that features of landscape and seascape character will be protected; by avoiding and minimising impact through good design and

[20] See Part 4: Coastal units; and Part 5.4: Views and visibility Integrated Landscape and Seascape Character Appraisal

outlining any mitigation measures, as may be required. This should include the steps expressly taken to make a positive contribution to landscape and seascape character.

Where proposals would result in the harm to or loss of landscape or seascape character, evidence will be required as part of the application to demonstrate that there are overriding public benefits or needs to justify, and outweigh, any adverse impact on the character of the area; and that there are no other mechanisms for supporting the retention of its landscape or seascape character.

The nature of the predicted public benefit should be clearly described and justified, and should set out how, when and in what form the community will be expected to benefit directly from the proposed development, relative to its impact on landscape or seascape character.

Policy NE3 – Landscape and seascape character

Development must protect or improve landscape and seascape character.

The highest level of protection will be given to the Protected Coastal Area, and its setting.

The highest level of protection will also be given to the Coastal National Park, and its setting, and additionally development within it should protect or improve its special qualities and be compatible with the purposes of the park including:

- the conservation and enhancement of the natural beauty, wildlife and cultural heritage of the park, and
- the public understanding and enjoyment of its special qualities.

Applicants will need to demonstrate that a proposal will neither directly nor indirectly, singularly or cumulatively, cause harm to Jersey's landscape and seascape character and will protect or improve the distinctive character, quality, and sensitivity of the landscape and seascape character area or coastal unit as identified in the Integrated Landscape and Seascape Assessment.

Proposals that could affect the island's landscape and seascape character, but which do not protect or improve it, will not be supported unless, and with regard to the special qualities of the landscape and seascape character area or coastal unit, and the impact of the proposed development on those qualities:

a. the changes are demonstrably necessary either to meet an overriding public policy objective or need; and
b. there is no reasonably practicable alternative means of delivering those proposals without harm to landscape and seascape character; and
c. that harm has been avoided, mitigated and reduced as far as reasonably practicable; and
d. it has been demonstrated that the predicted public benefit outweighs the harm to the landscape and seascape character and where the nature of that benefit to the public is clear, direct, and evidenced.

Proposals which result in the improvement of landscape and seascape character will be supported.

Where development proposals impact upon landscape or seascape character, even where they might not be situated within a landscape or seascape character area (including a location within the built-up area) they must be accompanied by adequate information which sets out how the proposal protects or improves landscape and seascape character. Where the supporting information is insufficient to demonstrate the above, applications will not be supported.

Volume 3

Historic environment

Historic environment

The historic environment is central to Jersey's cultural heritage and island identity. As one of its five strategic priorities, the Government of Jersey seeks to protect and value this environment to retain the island's sense of place, culture and distinctive local identity.

Jersey has an unusually rich cultural heritage: the island's unique political history; its strong cultural connections with both Britain and France; as well as the defensive issues that arise from its proximity to the French coast, have resulted in a distinctive historic environment. It has an exceptional geological record for the Ice Age documenting over a quarter of a million years of successive changes, with internationally significant Palaeolithic and Neolithic archaeological sites at La Cotte de St Brelade, Les Varines and La Hougue Bie.

The island's architectural tradition draws upon both English and French styles but is unique in its own right. French influences can be seen in church architecture and in high status houses. English influence can be seen from the early eighteenth century onwards when many houses were rebuilt, and in details such as English-style panelling, staircases, and the use of vertical sliding sashes, in the villas and terraces built around St Helier from the 1830s onwards. The many historic granite farm complexes, some featuring the twin-arched farmyard entrances and two storey combination sheds, are distinctive features of Jersey's countryside, and contribute significantly to its character.

There are also significant public buildings and places, such as the States Buildings in the Royal Square and the Central Market, together with a few remaining examples of maritime warehouses, railway buildings and watermills. The island also has a rich collection of historic roadside structures including lavoirs, milestones and post-boxes. Significantly, Jersey's strategic location throughout its history has resulted in the development of a wealth of fortification in the island including: Tudor and Georgian artillery forts; a chain of eighteenth and nineteenth century coastal towers; and incorporation in Hitler's Atlantic Wall, manifest in the bunkers, tunnels, towers and batteries constructed throughout the island during its occupation in the Second World War.

Islanders value the historic environment as part of their own cultural heritage and in linking the story of Jersey to that of the wider world. It gives distinctiveness, meaning and quality to the places in which we live, providing a sense of continuity and a source of identity, contributing to islanders' wellbeing. It is also a social and economic asset and a resource for learning and enjoyment and one that should be sustained for the benefit of present and future generations.

Change in the historic environment is, however, inevitable due to natural processes, the wear and tear of use, and people's responses to social, economic and technological change. Change, adaptation or development will often be the key to securing the future of historic buildings and places.

There is a need to manage change in ways that recognise and reinforce the significance of the historic environment and best sustain its heritage values, while accommodating the changes necessary to ensure its continued stewardship and enjoyment. This can provide opportunities to reveal or reinforce those values, which can enrich the historic environment, for present and future generations.

The repair and adaptation of the historic environment is an inherently sustainable activity that makes use of the embodied carbon[1] within the built fabric of a historic building. Sympathetically upgrading and reusing existing buildings, rather than demolishing and building new, could dramatically improve a building's energy efficiency and would make substantial energy savings because the carbon emissions already embodied within existing buildings would not be lost through demolition. Sensitively modernising and reusing historic buildings also contributes to local distinctiveness and there are numerous recent examples of this including Liberty Wharf, the Foot buildings in Pitt Street, and Le Seelleur Workshop in Oxford Road. Investment in the repair and continued use of our historic buildings and places can contribute to the economic recovery, following the Covid-19 pandemic, and longer-term financial wellbeing of the island.

Managing change by sustaining and shaping the values and significance of the historic environment, in ways that allow islanders and visitors to use, enjoy and benefit from it, without compromising the ability of future generations to do the same, helps to ensure the sustainable development of the island.

Identifying the historic environment

Jersey's heritage is not only part of the story and identity of the island, but also has significance and relevance beyond, by contributing to a wider understanding and appreciation of Jersey's place in shared global heritage. The identification and protection of the island's historic environment, and the promotion of an awareness and understanding of it, helps not only to achieve local objectives of sustainable development, but also to meet obligations in relation to international conventions, and to support the island's wider reputation and identity.[2]

The heritage value of the historic environment in Jersey is identified through the formal designation of the island's buildings and places and their inclusion on a single statutory list[3]. Listed buildings and places can embrace any part of the historic environment that are perceived by many as having a distinct identity, including under the ground or sea, ranging from post boxes to areas of submerged Neolithic intertidal peat bed. Buildings and places are listed in Jersey because they have a special interest that is of public importance. Most will be listed because they are of special historical or architectural interest, whilst others may have special archaeological, cultural or artistic interest. A comprehensive review of the island's historic environment was undertaken by the Government of Jersey working with Jersey Heritage, between 2011-2018, resulting in the listing of over 4,000 listed buildings and places. This has ensured that, for the first time, the island's entire historic environment – including some its most significant heritage assets, such as castles, churches, forts and archaeological sites – benefits from statutory designation.

The designation process to add a building or place to the list is prescribed by law. They are also given one of four non-statutory grades, which provides an indication of significance, as set out below:

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[1] Embodied carbon is the carbon dioxide (CO_2) released during the construction and demolition of a building. Emissions arise from three stages of a building's life cycle – when it is built, its daily emissions and its demolition.

[2] Convention for the Protection of the Architectural Heritage of Europe (Granada, October 1985); and the European Convention on the Protection of the Archaeological Heritage (revised) (Valletta, January 1992).

[3] Article 51, Planning and Building (Jersey) Law 2002 List of Sites of Special Interest.

Grade	Significance
Listed building or place (grade 1)	Buildings and places of exceptional public and heritage interest to Jersey and of more than Island wide importance, being outstanding examples of a particular historical period, architectural style, building type or archaeological site.
Listed building or place (grade 2)	Buildings and places of special public and heritage interest to Jersey, being important, high quality examples of a particular historical period, architectural style, building type or archaeological site, that are either substantially unaltered or whose alterations contribute to the special interest.
Listed building or place (grade 3)	Buildings and places of special public and heritage interest to Jersey, being important, good quality examples of a particular historical period, architectural style, building type, or archaeological site; but with alternations that reduce the special interest and/or have particular elements worthy of listing.
Listed building or place (grade 4)	Buildings and places of special public and heritage interest to Jersey, being good example of a particular historical period, architectural style or building type; but defined particularly for the exterior characteristics and contribution to townscape, landscape or group value.

Table HE1: Listed building and places non-statutory grades

It is a longstanding proposal that conservation areas are introduced to Jersey. This will enable the designation and protection of areas of special architectural or historic interest where these are deserving of careful management to protect and improve that character; work is in train to bring this about[4].

Some elements of the island's historic environment are not formally designated – most obviously, the setting of listed buildings and places. 'Setting' is the way that the surroundings of a listed building or place contribute to how it is understood, appreciated and experienced by people. It is a dynamic concept and its extent is not fixed and may change as buildings, places and their surroundings evolve over time. Setting is not, therefore, defined in the schedule of a listed building or place and is likely to be unrelated to current land ownership, often extending beyond immediate property boundaries into the wider area; but nevertheless forms part of the understanding of the heritage value a building or place may have.

Areas of archaeological potential (AAPs) are also designated in Jersey where it is considered, on the basis of place name or other documentary evidence, that further heritage interest may exist but where there is currently insufficient justification to warrant listing.

Managing change

Identifying the island's historic environment serves to ensure that changes to it are carefully considered in order to conserve, and where possible improve, its character. In managing change in the historic environment, conservation includes the objective of sustaining heritage value involving both its protection - to keep its special interest safe and to preserve it from harm - and its improvement, recognising the potential for beneficial change to reveal and reinforce value. It is the means by which each generation aspires to

[4] See statement from Minister for the Environment (Hansard 23rd March 2021) about proposed amendment 8, Planning and Building (Jersey) Law 2002

enrich the historic environment and to make sure that its special interest can continue to be shared and enjoyed by future generations.

Extra planning controls and considerations apply to listed buildings and places and will also apply to conservation areas once the legislation needed to enable their designation comes into effect. These controls help to regulate and protect the historic and architectural elements which make these places special and extend to activities which do not amount to development, but which might affect their special interest.

Managing change in the historic environment begins with understanding and defining how, why, and to what extent it has historic, cultural and natural heritage value: in sum, its significance. Only through understanding the significance of a building or place is it possible to assess how the special interests that people value are vulnerable to harm or loss. Understanding and articulating the significance of a building or place is necessary to inform decisions about its future. Every planning decision should be based on an understanding of the likely impact on the special interests of the fabric and other aspects of the building or place concerned.

This approach allows a precise recognition of a site's varying levels of significance and offers an objective way of assessing the scope for new intervention and change. Parts which have lesser heritage significance might, in some cases, be adapted or replaced to encourage new or continued use. This can enable development that will secure and sustain the future of those parts that are of high significance and where the special interest of the building or place is retained. If conflict cannot be avoided, the weight given to heritage values in decision-making should be proportionate to the significance of the building or place and the impact of the proposed change on that significance.

It is, therefore, essential that proposals affecting the historic environment are accompanied by detailed supporting information to enable the likely impact of the proposals to be properly understood, considered and evaluated. In order to identify, describe and assess the particular significance of any part of the historic environment that may be affected by development proposals (including any contribution made by their setting), it will be necessary to consult keys sources of information including:

- the listed buildings and places database: each of the island's listed buildings and places is accompanied by a listing schedule which sets out the significance of the building or place; the basis of its special interest; a more detailed description; and an image and plan showing the spatial extent of the designation; and
- Jersey's Historic Environment Record (HER)[5] is an extensive complementary source of information, much of it online for the first time. It showcases Jersey's rich diversity of archaeological sites, finds and features, historic buildings and landscapes, as well as battlefield sites and local folklore.

Responding to climate change

One of the biggest drivers of change affecting the historic environment is climate change. Heritage is not only affected by the impacts of climate change but also by our responses to it for example, flood defences, sustainable energy generation and improving the energy efficiency of buildings. The Government of Jersey has declared a climate emergency and is

[5] Jersey's Historic Environment Record is powered by Arches®, an open source heritage data management platform developed by the Getty Conservation Institute and the World Monuments Fund.

bringing forward a plan to identify how the island might reduce the emission of greenhouse gases and become carbon neutral by 2030.

The challenge of climate change demands a new approach to managing change to the built environment. Taking a whole life approach to buildings means prioritising our existing buildings by making refurbishment and reuse worthwhile. Such a fully sustainable approach to a low carbon future should see both the retention of most of the island's older buildings and an improvement of their energy and carbon performance. This will help them remain useful and viable, now and in the future, by reducing building obsolescence and increasing their longevity.

Many islanders live in listed buildings, where energy efficiency improvements, supported by regular maintenance and repair, can make homes more comfortable and compatible with modern lifestyles, as well as cheaper to run and protect their significance into the future.

Because of the variability in historic materials, plan forms, designs and construction methods, there are few 'one size fits all' energy improvement solutions appropriate for traditional homes and other buildings. Such improvements require an approach that uses an understanding of a building in its context to find a balanced solution that saves energy, sustains heritage significance and maintains a comfortable, healthy indoor environment – the 'whole building approach'.

The twin objectives of improving energy performance of historic buildings and sustaining heritage significance are compatible and achievable. However, it is important to recognise that buildings of traditional construction do not perform in the same way as their modern counterparts, and that changes to building fabric, heating or ventilation to increase energy efficiency in older buildings can lead to unintended consequences. These can include moisture accumulation, overheating, fabric damage and ill health of householders and building users, due to poor indoor air quality. The 'whole building approach' ensures that improvements do not waste owners' funds on ineffective or harmful works, that may have unintended consequences, as well as negatively impacting the heritage significance of individual buildings and the island's historic environment in general.

Inclusive design

Everyone should be able to enjoy easy and inclusive access to the historic environment. Listed buildings and places may need to be modified to meet existing access needs as well as the changing needs of occupants and users. Removing barriers to access can allow many more people to use and benefit from the historic environment. If sensitively designed this need not compromise the ability of future generations to enjoy heritage and access these environments.

Understanding the significance of a building is a vital first step in thinking about how much it can be changed to ensure sensitive interventions. In most cases access can be improved without compromising the special interest of the historic buildings and it is rare when nothing can be done to improve or facilitate access. By undertaking a careful process of research, consultation and creative exploration of alternatives, good quality solutions are usually possible. The provision of improved access can be an important part of a sustainable approach to caring for the historic environment without compromising the significance of special places.

Listed buildings and places

Jersey has a rich historic environment that represents a distinctive, unique and irreplaceable resource. It is a resource that is under pressure and threat of inappropriate change and loss. To retain the island's sense of place, culture and distinctive local identity its historic environment should be protected and valued; and the built environment improved, to help deliver the Government's strategic policy objectives.

The island's listed buildings and places are statutorily protected. This means that extra planning controls and considerations apply to listed buildings and places to regulate change to them and to protect the historic and architectural elements which make these places special, even when changes might not amount to development.

The protection of listed buildings and places means that their special interest should be kept safe from harm and conserved in a manner appropriate to their significance.

Listing doesn't freeze a building or place in time. Change to the fabric of listed buildings and places and their settings is inevitable due to the need to maintain and adapt them in response to social, economic and technological change. Change, adaptation or development will often be the key to securing the future of historic buildings and places. In bringing forward changes to listed buildings and places and their settings, there will be a need to demonstrate a clear and comprehensive understanding of the special interest of the listed building or place and its setting, and the potential impact of change on its special interest and significance. This assessment will need to resolve the potential conflict between conserving the special interest of a listed building or place and other important public interests. It should, therefore, minimise adverse impact by seeking the least harmful means of accommodating those interests.

Where proposals for change would have an adverse effect on the fabric or setting of a listed building or place its impact will be considered in the context of the special interest of the building or place as a whole, and whether they would adversely affect its essential character. The adaption or replacement of fabric or elements which have lesser heritage significance might, in some cases, be supported to facilitate new or continued use. This can enable development that will secure and sustain the future of those parts that are of high significance and where the overall special interest of the building or place is retained.

Proposals to extend or alter listed buildings and places - whether employing a contemporary or traditional design approach - should demonstrate how they will protect or improve the special interest or character of the building or place. In particular, extensions to listed buildings should demonstrate how they are subservient to the existing building and do not conflict with the form, profile or detail of the original building or detract from its character and significance.

Alterations to listed buildings and places should be of an appropriate design and scale, using traditional materials and incorporating skilled work and craft. Any replacement of the fabric of listed buildings or places should be kept to a minimum in order to maintain the integrity, authenticity and character of the building or place. The removal of historic fabric, which might include roofing materials, elevational treatments (such as render or stucco) and their replacement with modern alternatives, will not be supported. The addition of external items, such as: satellite dishes, antennae, signs, solar panels and roof lights, which would adversely affect the special interest or character of a listed building or place and its setting, are unlikely to be acceptable.

The retention and enhancement of traditional shopfronts are important to the character of place, even if the retail use has ceased. Where modern shopfronts have replaced traditional or older forms, at the time of change the insertion of a more appropriate historic form will be encouraged. In all cases the use of external security shutters will not be supported. Illumination will only be supported where this replaces existing lighting, or the use of the premises can demonstrate a contribution to the evening economy.

Retaining historic buildings in a viable use is key to their retention and maintenance. Proposals that allow for viable uses which are compatible with the conservation of the fabric of the building, and which protect its special interest and its setting will generally be supported. Any changes that would cause harm to the special interest of the listed building or place should be limited to what is necessary to sustain its ongoing use, with impacts mitigated where possible.

The loss or removal of a listed building or place undermines the objectives of the Government's commitment to protect the historic environment and its contribution to island identity. There is a strong presumption against the demolition of a listed building or place, in whole or in part. Where the special interest of a building or place includes its internal fabric, the substantial removal of internal fabric in a single phase of development will be construed to be partial demolition.

Where proposals would result in the harm to, loss or partial loss of a listed building or place, evidence will be required as part of the application to demonstrate that there are overriding public benefits or needs which justify, and outweigh, any adverse impact on the historic environment; and that there are no other mechanisms for supporting the retention of its heritage value. Where justification is sought on the basis of viability, publication of viability assessments will be required and subject to independent review, as part of the planning application process.

In the case of demolition, in whole or in part, justification for this course of action might arise where a building is structurally unsound and is technically incapable of repair; or the demolition or partial demolition relates to a structure which detracts from the special interest of the listed building or place. In exceptional circumstances there may be overriding public policy objectives, related to the delivery of other Government priorities, such as the provision of strategic infrastructure, or compliance with specific policies of direct public benefit (for example, improving access for people with disability or sustainability), which would add weight to a proposal for partial or full demolition of a listed building or place.

The weight given to heritage values in decision-making should be proportionate to the significance of the building or place and the impact of the proposed change on that significance, together with an assessment of the public benefit to be derived from a demolition proposal. The nature of the predicted public benefit should be clearly described and justified, and should set out how, when and in what form the community will be expected to benefit directly from the proposed development, relative to its impact on the historic environment. To ensure the protection of the island's historic environment the wholesale loss of any listed building would require exceptional justification where it can be demonstrated that public benefit outweighs harm, and where the nature of that benefit to the public is clear, direct and evidenced.

The environmental sustainability of the historic environment must include consideration of the whole life carbon of historic buildings and not just focus on their operational energy use only. The use of life cycle assessment offers a more complete measurement method of all carbon emissions, both embodied and operational. Early research[6] shows that sympathetically upgrading and reusing existing buildings, rather than demolishing and building new, could dramatically improve a building's energy efficiency and would make substantial energy savings because the carbon emissions already embodied within existing buildings would not be lost through demolition.

If conflict cannot be avoided, the weight given to heritage values in decision-making should be proportionate to the significance of the building or place and the impact of the proposed change on that significance.

In cases where there is any approved alteration to or loss of historic built fabric from listed buildings or places, there will be a requirement for an appropriate level of recording and analysis to be undertaken and published, including to the island's Historic Environment Record. This may also include requirements, especially in the case of works affecting places of archaeological interest, relating to the treatment and care of archival material. In exceptional circumstances, where it is proportionate, reasonable and appropriate to do so, a form of mitigation could involve managed disassembly and reconstruction of a heritage asset on an alternative site. Any such requirements will be secured through planning condition or obligation attached to any such permission.

Setting

The setting of a listed building or place relates to its surroundings, and the way in which it is understood, appreciated and experienced by people within its context. Buildings and places were almost always placed and orientated deliberately, normally with reference to the surrounding topography, resources, landscape and other structures within the environment, and this is part of their heritage value. These relationships may change as buildings, places and their surroundings evolve over time. The setting of a listed building or place is not fixed and is consequently not defined in the schedule of a listed building or place.

The setting of a listed building or place is likely to be unrelated to current land ownership, often extending beyond immediate property boundaries into the wider area. Setting, however, forms part of an understanding of the heritage value a building and/ or a place may have and is an important material consideration in the assessment of the impact of proposals for change affecting the historic environment.

Policy HE1 – Protecting listed buildings and places, and their settings

Proposals that could affect a listed building, or place, or its setting, must protect its special interest.

All proposals should seek to improve the significance of listed buildings and places.

Proposals for the re-use of listed buildings and places with compatible uses, which secure the long-term protection of their special interest, including the protection of their setting, will be supported.

[6] Understanding carbon in the historic environment (2019)

Proposals that do not protect a listed building or place, or its setting, will not be supported unless, and with regard to the comparative significance of the listed building or place or its setting, and the impact of proposed development on that significance:

a. the changes are demonstrably necessary either to meet an overriding public policy objective or need; and
b. there is no reasonably practicable alternative means of delivering those proposals without harm to the heritage values of the listed building or place, or their settings; and
c. that harm has been avoided, mitigated and reduced as far as reasonably practicable; and
d. it has been demonstrated that the predicted public benefit outweighs the harm to the special interest of the building or place in its setting and where the nature of that benefit to the public is clear, direct, and evidenced.

Where exceptionally, approval is given to demolish or substantially alter a listed building or place, a programme of recording and analysis, and archaeological excavation where relevant, will be required as part of the implementation of the scheme, together with publication of that record to an appropriate standard in the Historic Environment Record.

Applications for proposals affecting listed buildings and places must be supported by sufficient information and detail to enable the likely impact of proposals to be considered, understood and evaluated. Where this is not the case, applications will not be supported.

Protection of historic windows and doors

Historic windows and doors form an integral part of the fabric of old buildings and contribute significantly to the special interest of listed buildings or the character of buildings in conservation areas. Whilst conservation areas have yet to be formally designated in Jersey the impact of development on them will be an important consideration when this policy provision is activated.

The characteristics of historic windows and doors derive from a whole range of inter-related shapes, sizes, details, colours and materials. It can often, therefore, be the fine detail that is important, and not just a broadly similar overall effect or aesthetic. The size, shape and position of the openings are significant, as are the form, design and materiality of the framing and glazing.

Historic windows and doors bear witness to the artistic, social, cultural, economic and technological developments of the past. Their design and detailing were influenced by contemporary architectural fashion and reflected the status of the building and, often, the rooms within it. Their style, detailing and materials help us to understand when a building was constructed or altered, its function and advances in related technology. Much of a building's character comes from its windows and doors.

A change to the style or appearance of windows or doors can disrupt the overall appearance and harmony of a building. The impact of change can be dramatic and of detriment not only to the individual historic building but also to the character of

townscape and landscape which can, cumulatively, undermine the character, identity and distinctiveness of the island.

Unfortunately, much damage has already been done and the character of many of our buildings, and consequently our island's heritage, has been eroded by the installation of modern, unsympathetic windows and doors in historic buildings. This damage does not represent a precedent for further damage by future development. In recognition of the importance of windows and doors in historic buildings, and their role in helping to deliver the Government's objective to protect and promote the island's identity, there is a requirement for planning permission to be sought for the replacement of any external window or door in a listed building and, once designated, in a building in a conservation area.

Improving energy efficiency

Improving the energy efficiency of buildings is necessary and important in addressing the challenges of climate change and in reducing the cost of heating: improving thermal performance is often a major driver for change to historic windows and doors. In many cases cost-effective and sustainable improvements to the energy efficiency of historic buildings can be achieved without damage to their special interest or character: specific provision is made in the building byelaws for this to happen.

It is important to consider heat loss throughout the entire envelope of a building, taking a whole building approach. In most cases less invasive approaches than the introduction of double-glazing or window replacement can be more cost-effective in both the short and longer term. Historic buildings are constructed from materials that allow for more natural ventilation and for a building to breathe, rather than the barrier techniques used in modern construction. It is important to ensure that improvements do not waste owners' funds on ineffective or harmful works that may have unintended consequences. Single-glazed windows are, however, often the worst-thermally performing element in a building and a readily identifiable route for heat loss, especially in buildings with large window-to-wall ratios.

The embodied carbon[7] within historic windows, doors and associated historic fabric also has a bearing in considering impacts on carbon and the island's commitment to achieve carbon neutrality by 2030. Features, such as historic windows and doors, hold carbon and form part of the overall calculation of embodied energy. Loss of external features damages both the host historic building and reduces the island's ability to meet carbon targets. It is also clear that new windows and doors require products that are derived from the petrochemical industry and the importation of materials including timber. Hardwood is often the preferred material, bringing its own challenges of responsible sourcing. This policy looks to allow balance, allowing for replacement at the end of life of a window or door, but to not lose historic windows when looking to resolve issues of thermal performance.

There are several methods of improving the energy efficiency of existing windows. Low-key and low-cost improvements include applying low-emissivity window films onto or behind the glass. At night, considerable improvements to heat loss can be obtained by lined curtains, insulated blinds, or using historic shutters, which may also be insulated. A

[7] Embodied carbon is the carbon footprint of a material. It considers how many greenhouse gases (GHGs) are released throughout the supply chain and is often measured from cradle to (factory) gate, or cradle to site (of use).

combination of the above measures can be particularly effective. The addition of secondary glazing can also deliver significant heat loss reduction, whilst leaving original windows intact. The introduction of these simple, cost-effective measures, which can be achieved without damage to the special interest or character of historic buildings, is encouraged and will be supported.

Where no historic glass survives it can sometimes be possible to retrofit thin double-glazing within existing window and door frames to enhance the thermal performance of windows. Where window replacement is justified it may be possible to incorporate double-glazing into the new window frames and glazing to new doors where this replicates a historic pattern. The design, material(s) and detailing of any framing for double-glazing will need to ensure the design is faithful and appropriate to the special interest or character of the building.

Assessment of significance

Repairs and alterations to a historic building should protect its special interest or character. The significance of windows and doors and the contribution that they make to the special interest of listed buildings or the character of buildings in conservation areas must be understood where changes are proposed which affect these features.

It is essential to determine whether windows and doors are original to the building or, if later, whether they are of historic significance in their own right: for example, being part of a planned scheme of alteration to the building.

The assessment of the significance of windows and doors to the special interest of listed buildings or the character of buildings in conservation areas is, therefore, critical in helping to determine whether they should be repaired, or whether they can be replaced. An outline as to how the assessment of significance of windows and doors can help shape a strategy for their repair or replacement is set out in figure HE1.

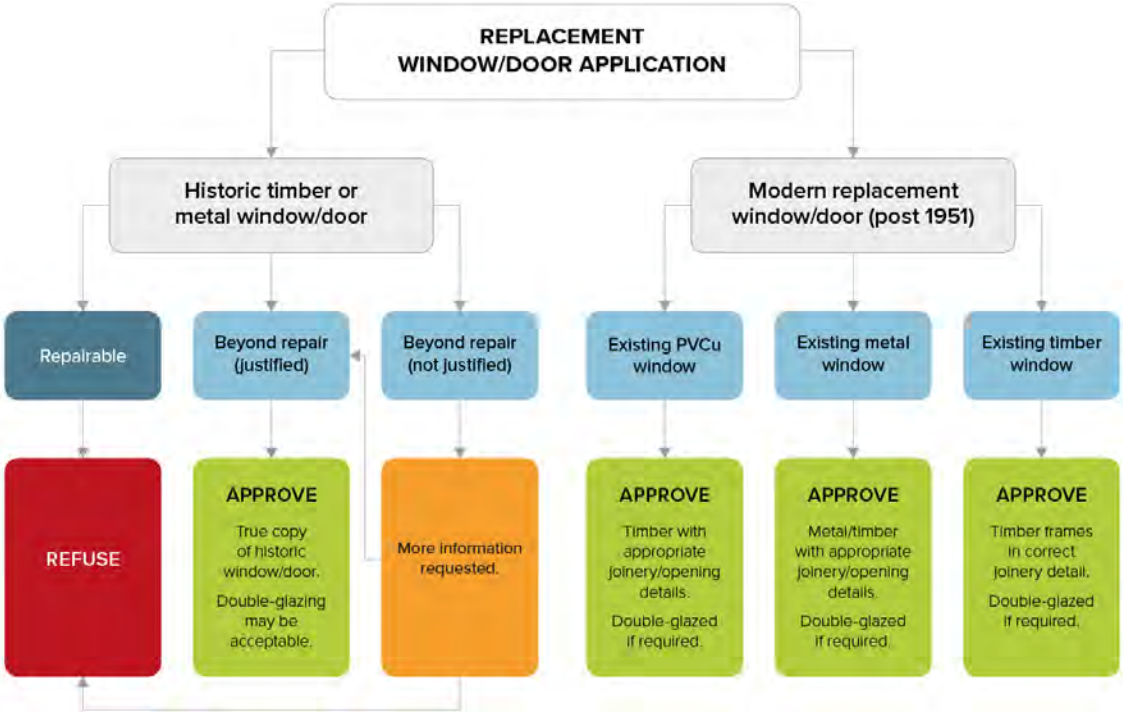

Figure HE1: Historic window and door repair and replacement decision-tree

Proposals affecting windows and doors in historic buildings need to be accompanied by detailed supporting information to enable the significance of windows and doors, and the impact of proposed change, to be properly understood, considered and evaluated. This information will allow an appropriate strategy for their repair or replacement to be developed.

Repair

Where windows and doors are original or of historic significance they and their component parts should be repaired on a like-for-like basis. This will best protect significant parts of the fabric of the building and its special interest or character.

Historic windows and doors, if well maintained can last almost indefinitely. When carefully overhauled and draught-proofed, they can provide a level of performance, which in terms of noise reduction and air infiltration, compares well with many alternative products made from plastic and aluminium.

Traditional windows can often be simply and economically repaired, usually at a cost significantly less than replacement. For timber windows this is largely due to the high quality and durability of the timber that was used in the past (generally pre-1919) to make windows. Properly maintained, old timber windows can enjoy extremely long lives. It is rare to find that all windows in an old building require replacement. Many historic components continue to give service after 150, 200 or even 250 years. Traditional metal windows can also usually be economically repaired and their thermal performance improved, avoiding the need for total replacement.

The whole-life environmental costs of replacement will be much greater than simply refurbishing. It will take many years before savings on heating offset the large amounts of energy used to make new windows, especially those made of PVC-u. Repairing traditional windows, rather than replacing them, is not only more sustainable but makes better economic sense, particularly when the use of shutters or secondary glazing to improve their thermal performance is taken into account. Cost is not, therefore, an acceptable planning consideration in preferring replacement windows or doors over repair.

Replacement

It will only be acceptable to replace historic windows and doors where the joinery is beyond repair or are not of historic interest or significance to the special interest or character of a building. Proposals for replacement windows or glazing that result in the loss of historic glass are not, however, appropriate and will not be supported.

Proposals for replacement windows can involve replacing just the individual sashes or casements, or the box frame or timber frame as well. Likewise, proposals for doors can involve replacing the door or the frame. When a historic window or door, or elements of it, that is beyond repair is being replaced the new window or door, or its component parts, should carefully replicate the original, with the same joinery and glazing details. In some cases, double-glazing can be incorporated within historically authentic window joinery; where this can be achieved, it will be supported where it does not involve the loss of historic glass.

The replacement of an inappropriate modern window or door, that has already replaced an historic window or door in a historic building, with an appropriate new timber or, where appropriate, a metal unit will be supported where such proposals carefully replicate or restore the historic window or door forms in terms of materials, method of opening,

proportions, dimensions, visual weight, decorative details and finish. As improved thermal performance is likely to be the major driver for change in most of these cases, there will be a desire for double-glazing. Care is required to adapt the detailed design of new windows or doors to incorporate double-glazed units having regard to the age, type and particular characteristics of the host building, including any existing historic windows.

In all cases, replacement windows and doors should replicate historic detailing and forms; be made of timber or in later buildings, metal, as appropriate. The detailing should frame new glazing in structural glazing bars with a putty-like external finish. Vertical sliding sashes should be balanced by weights in a box frame (not spiral-balanced or employ the use of other mechanical means of controlling window opening). Timber windows should normally be painted, not stained: and in St Helier, in particular, adopt a traditional two-colour system. If additional controlled ventilation is required, trickle vents should be designed as part of the window system, without plastic or metal outer hoods; and the insertion of extractor fans should be avoided.

Proposals involving the replacement of more modern windows and doors in more recent extensions to historic buildings will be assessed on their individual merits. In these cases, judgements will need to be made about the form and design of the replacement windows and doors relative to: the period of the extension; its relationship to the historic building; the existing detailing; and the proportions of the window and door openings.

All proposals for replacement windows and doors should take account of the special interest or historic character of the host building. Replacements should protect and, where possible, improve the special interest or character of the building.

Policy HE2 – Protection of historic windows and doors

Historic windows and doors in listed buildings or buildings in a conservation area which are of significance or special interest, or which contribute to the character of the conservation area should be repaired using materials and detailing to match the existing. Proposals for the replacement of modern glazing in historic windows with double glazing will be supported where it can be accommodated:

a. within the existing window or door joinery frames; or
b. within a like for like frame where the existing frame is beyond repair.

Where it can be demonstrated that repair of historic windows and doors is not feasible, proposals for their replacement will be supported where the replacements replicate the historic window and door in all respects including: the method of opening, materials, proportions, dimensions, visual weight and detailed design.

Where it can be demonstrated that existing windows and doors have little or no significance to the special interest of a listed building, proposals for their replacement will be supported where the replacements replicate the historic forms in all respects, including: the method of opening, materials, proportions, dimensions, visual weight and detailed design.

Where proposals for the replacement of windows and doors in conservation areas will affect the character and appearance of the conservation area, they will only be supported where they protect or improve that character or appearance.

The replacement of modern windows and doors in more recent extensions to listed buildings should have regard to the special interest or historic character of the property. Any replacement windows and doors should protect or, where possible, improve the special interest or character of the building.

Proposals to improve energy efficiency, where they affect historic windows and doors, will be supported where it can be demonstrated that they do not harm the special interest of a listed building or the character of a building in a conservation area. The use of double-glazing in replacement windows and glazing in doors will, therefore, be supported where replacements replicate the historic window and doors as far as practicable, helping to meet Jersey's commitment to energy efficiency.

Applications for the replacement of windows and doors in listed buildings or buildings in a conservation area must be supported by sufficient information and detail to enable the significance of windows and doors, and the impact of proposed change upon them, to be properly understood, considered and evaluated. Where this is not the case, applications will not be supported.

Historic and architectural character

Conservation areas

It is a longstanding proposal that conservation areas are introduced in Jersey to enable the designation and protection of areas of special architectural or historic interest where they are deserving of careful management to protect and improve that character, and work is in train to bring this about.[8]

Conservation areas protect and manage the character and appearance of a place that has a special architectural and historic quality and distinctiveness. This can be achieved by the application of extra planning controls in conservation areas to; protect from harm those historic and architectural features which provide the place with its special character and distinctiveness; and, to improve it, by reinforcing and adding to its character through beneficial change. The special character of conservation areas is broader than just the quality of the buildings. Other elements such as: the historic layout of roads; paths and boundaries; characteristic building and paving materials; street furniture, trees and open spaces can all contribute to the character of a place, creating a distinct sense of place and local identity.

The designation of conservation areas provides broader protection to the character and appearance of distinct places in the island rather than just the listing of individual buildings. The need for some form of area-based protection for the historic environment and the introduction of conservation areas was first mooted in the 1987 Island Plan. Work to provide the legal framework to enable their designation is now, at last, underway.

The designation of conservation areas will be based on areas of special architectural or historic interest, the character or appearance of which it is desirable to protect or improve. The criteria used to identify and determine the boundaries of conservation areas will be set out in supplementary planning guidance; the basis for the regulation and management of change in conservation areas will be set out in secondary legislation.

[8] See statement from Minister for the Environment (Hansard 23rd March 2021) about proposed amendment 8, Planning and Building (Jersey) Law 2002

There are a number of places in the island with a special and distinctive character where conservation area designation would protect or improve their qualities including: parts of St Helier; the environs of some of our small harbours; parish churches and agricultural hamlets. Areas for potential designations might include, for example, St Aubin, Havre des Pas, Gorey and Rozel Harbour, and the environs of many of the island's parish churches.

Each area considered for designation will, however, be assessed on its own merits and brought forward following engagement and consultation with the parish authorities, local residents, businesses and other key stakeholders, including heritage organisations. The process for designation will be set out as part of the legal framework for conservation areas, once changes are made to planning legislation that will enable them to be designated.

Each conservation area will have its own character appraisal to identify and define its special interest. Conservation area appraisals will be adopted as supplementary planning guidance and will inform decisions made in the planning process to protect or improve the character or appearance of the designated conservation area.

Proposal 15 – Conservation area designation

The Minister for the Environment will seek to ensure that the requisite legal framework, and supporting supplementary planning guidance, is in place to enable the identification and designation of conservation areas during the plan period.

It is proposed that the first conservation areas to be designated should be drawn from the following list: St Aubin, the historic areas of St Helier, the areas around the Parish churches of Grouville, St. Lawrence, St. Martin, Trinity, St. Ouen, St. Peter, St. Clement, Gorey Village and Pier, and Rozel Harbour.

During the course of the Bridging Island Plan, at least four conservation areas should be designated from those listed in this proposal.

Permitted development in conservation areas

The character and appearance of conservation areas can be vulnerable to incremental changes to buildings and spaces such as the replacement of doors, windows and roof coverings; loss of mature trees; and the erection of fences. These cumulative changes can result in visual harm and loss of historic character. For this reason, permitted development rights are reduced or removed in conservation areas in order to control any changes which might otherwise be detrimental to their character or appearance.

Changes to the public realm and the spaces between buildings in conservation areas, including: trees; street furniture; lighting, road signage, and the surface treatment of public open spaces, such as roads and footpaths, can have a significant effect on the character or appearance of a place. Thus, the townscape and 'streetscape' needs to be considered in its entirety. Further changes to the legal framework will be made to ensure that such changes can be appropriately regulated.

Whilst some changes have already been made to the rules which govern the need for planning permission in Jersey, in anticipation of the introduction of conservation areas, these will be reviewed, in light of the findings of the recent Historic Environment Review[9],

[9] Historic Environment Review (2020)

to determine whether they are comprehensive and appropriate. Any proposed change will be the subject of consultation.

Proposal 16 – Review permitted development rights for conservation areas
The Minister for the Environment will review permitted development rights to ensure that they are sufficiently comprehensive in order to regulate change which might affect the character or appearance of conservation areas.

Any proposed change to the Planning and Building (General Development) Order will include public and stakeholder consultation.

Protection of historic and architectural character
The designation of places in the island as conservation areas is not intended to prevent development, redevelopment or improvement. The purpose of conservation area designation is to protect from harm or improve the character and appearance of the area. There is a need to pay special attention to the impact of new development proposals on the distinctive qualities, local identity, sense of place and settings of conservation areas.

Very careful consideration will need to be given to the design of development proposals, their mass, scale, form, materials and detailing of building alterations to protect the character and appearance of the conservation area and its setting from harm, or to improve it through beneficial change. The elevational treatment of all facets of any development, and its roofscape, is as important as that of main façade or street frontage of a building. This does not preclude high quality modern design of buildings or spaces within the area, rather it seeks a contextual response to fit the place.

Where specific land uses within a conservation area are important to its character the impact of changing the use of buildings or land will also require careful consideration to mitigate or manage associated implications. Changes to the volume or type of vehicular traffic generated by new development can, for example, have implications for noise, disruption, congestion and ease of pedestrian movement, affecting the character of a place.

Conservation areas will be designated within both urban and rural contexts. The views into and out of a conservation area are important to its setting. Development proposals will need to ensure that they do not damage or truncate these views in a manner that would harm an area's defined character. Development to the edge of an area; in elevated positions adjacent or near to it; or in a wider setting, must have regard to the special character of the conservation area.

Where proposals would result in harm to the character or appearance of a conservation area, evidence, in support of an application, will be required to demonstrate that there are overriding public benefits or needs, to justify any adverse impact on the historic environment. There may be overriding public policy objectives, related to the delivery of other Government policies, such as the provision of strategic infrastructure, or compliance with policy related to disability. The nature of the predicted public benefit should be clearly described and justified, and should set out how, when and in what form the community will be expected to benefit directly from the proposed development, relative to its impact on the historic environment. Any changes that would cause harm to the character or appearance of a conservation area should be limited to what is necessary, and the impacts avoided, mitigated and reduced so far as possible.

Policy HE3 – Protection or improvement of conservation areas

Development within a conservation area will be supported where it protects or improves the character or appearance of the area and its setting; and, where relevant:

a. it is appropriate in terms of its scale, height, mass, vertical and horizontal emphasis, proportions, layout, siting, landscaping and other matters of design such as roofscape, architectural style and detailing to include colours, textures and materials;
b. its use and development characteristics take account of and satisfactorily relates to context and adjoining buildings; protects or improves the street scene; and does not detract from important existing spaces;
c. building materials and means of enclosure are appropriate to the locality and context of the conservation area and are sympathetic to those of existing and nearby buildings in terms of type, texture, colour and size;
d. new means of access and parking provision does not detract from the character of the area or generate excessive traffic;
e. it retains important architectural and historical features of the conservation area, such as traditional street furniture, walls and paving;
f. it retains important open areas and natural features (such as trees and hedges) and should include measures to improve them, where possible and appropriate to do so; and
g. it does not spoil or detract from views and vistas into, within and out of the conservation area if they are important to the character or appearance of the area.

Proposals for the re-use of buildings in conservation areas with compatible uses, which protect or reinforce their contribution to the character or appearance of the area, will be supported.

Proposals which harm the character or appearance or setting of a conservation area, will not be supported unless:

h. the changes are demonstrably necessary to meet an overriding public policy objective or need; and
i. there is no reasonably practicable alternative means of doing so without harm; and
j. that harm has been reduced to the minimum consistent with achieving the objective; and
k. it has been demonstrated that the predicted public benefit decisively outweighs the harm to the character or appearance of the conservation area or its setting, having regard to the benefits to the conservation area itself and/or the island community and where the nature of that benefit to the public is clear, direct, and evidenced.

Applications for proposals affecting conservation areas must be supported by sufficient information and detail to enable the likely impact of proposals to be considered, understood and evaluated. Where this is not the case, applications will not be supported.

Demolition in conservation areas

The challenge of climate change demands a new approach to managing building re-use in the built environment. Taking a 'whole life' approach to buildings means prioritising our

existing buildings by making refurbishment and reuse worthwhile. Such a fully sustainable approach to a low carbon future should see both the retention of most of the island's older buildings and an improvement of their energy and carbon performance. This will help them remain useful and viable, now and in the future, by reducing building obsolescence and increasing their longevity.

Demolition can have significant visual impacts. The partial or wholesale loss of buildings and structures, including walls, outbuildings and paving materials can undermine and damage the character of a place. Conservation areas are particularly sensitive and, therefore, any proposal to demolish buildings and other structures in these areas will require careful consideration.

Consent will only be granted for the demolition, wholly or in part, of a building or structure within a conservation area where any harm caused to the character of the conservation area is outweighed by demonstrable benefits resulting directly from its demolition. If demolition is proposed because it is not considered practical or viable to repair and renovate a building or structure, this will need to be clearly demonstrated through the submission of objective evidence as part of any planning application.

If approval is given for the demolition of a building or structure in a conservation area, this will be conditional upon an agreed contract of works for redevelopment or landscaping being in place before demolition can commence, which will be secured by a condition on the decision notice or a planning obligation agreement. This is necessary to ensure that vacant sites, unsightly gaps, dereliction and inappropriate meanwhile uses do not occur as a result of demolition.

Policy HE4 – Demolition in conservation areas

The demolition of a building or structure in a conservation area will only be supported where it can be demonstrated that;

a. it is not practically feasible to repair and/or re-use the existing building or structure; or
b. it is not of intrinsic architectural, historic or townscape importance and its removal or replacement would improve the character or appearance of the area; or
c. its removal would allow the restoration or redevelopment of a larger site where this would improve the character or appearance of the conservation area.

Permission for the demolition of a building or structure in a conservation area will be conditional on it not being demolished until either: detailed planning permission for the redevelopment of the site has been obtained and a contract for its redevelopment is in place; or a landscaping scheme is submitted and agreed and a contract for its implementation and subsequent maintenance is in place.

Proposals for the demolition of buildings and structures in a conservation area must be supported by sufficient information and detail to enable the likely impact of proposals to be considered, understood and evaluated. Where this is not the case, applications will not be supported.

Archaeological heritage

Jersey has an incredibly rich archaeological heritage and has emerged as a key location for understanding human evolution and survival over a quarter of a million years of climate change. The island's exceptional geological record illustrates successive changes in the planet's climate, rising and falling sea levels, as well as evidence for the humans and animals which were able to survive in northern Europe during this time. Our archaeological heritage can be found above and below the ground; at our offshore reefs; in our surrounding seas; and within the fabric of our buildings. The island's archaeological resources have an intrinsic value; provide irreplaceable evidence and learning about our shared past and Jersey's role in a wider context; contribute to our sense of identity; and form an increasingly important part of the island's tourism and cultural offer.

Archaeological resources are irreplaceable and, in many cases, highly fragile and vulnerable to damage and destruction. Appropriate protection and management of this aspect of the historic environment is essential to ensure that our archaeological heritage survives and that we can continue to learn from it.

Identifying places of archaeological interest

The heritage value of the historic environment in Jersey is identified through the formal designation of the island's buildings and places and their inclusion on a single statutory list.[10] Buildings and places are listed in Jersey because they have a special heritage interest that is of public importance, and this embraces special archaeological interest. There are currently over 100 listed places which benefit from statutory designation because of their special archaeological interest.

Listed places of archaeological interest are assigned one of three non-statutory grades. The grading system gives an indication of significance:

Grade	Significance
Listed place (grade 1)	An archaeological site of exceptional interest and of more than island-wide importance.
Listed place (grade 2)	Important, high quality examples of a particular archaeological site, that are substantially unaltered.
Listed place (grade 3)	Important, good quality examples of a particular archaeological site; but with alterations that reduce the special interest and/or have particular elements worthy of listing.

Table HE2: Listed places non-statutory grades

Areas of archaeological potential (AAPs) are identified and designated where it is considered that archaeological interest may exist, usually on the basis of place names or other documentary evidence, and where there is currently insufficient justification to warrant listing.

Identifying places in the island and designating them as listed places, where their archaeological significance is known; or as areas of archaeological potential, helps to ensure that the protection of our archaeological heritage is considered when proposals for development emerge. We know, however, that the island's archaeological interest is not just limited to these defined areas of interest.

[10] Article 51, Planning and Building (Jersey) Law 2002 List of Sites of Special Interest

Since archaeological sites were first formally recognised and considered as part of the planning process in Jersey in 2008, there has been a significant amount of research and further investigation into the island's archaeological past. This has involved leading UK academic teams and a review and collation of local archaeological records alongside the development of Jersey Historic Environment Record (HER). All of this work has highlighted that there is considerable potential for the survival and identification of further archaeological resources in Jersey, not least associated with its scientifically important Quaternary deposits; marine; battlefield;[11] and mill archaeological heritage, all of which remains vulnerable to the impact of development.

Protecting archaeological heritage

Through the planning system, change to our historic environment can be properly managed. Decisions impacting archaeological heritage, whether formally designated or not, must be based on a thorough understanding of its significance and the likely impact of development upon it.

Where development may affect archaeological resources, planning applications must be supported by an appropriate archaeological assessment. This should be carried out, paid for and provided by the applicant. The nature of archaeological assessment will vary depending upon the archaeological sensitivity and significance of the resource and the extent of existing information. Any archaeological assessment must provide sufficient information to enable an informed planning decision to be made having regard to the significance of the archaeological resource and the likely impact of the proposed development on archaeological heritage. In some cases, where the sensitivity of archaeological resources is very high, further specific targeted on-site evaluation may be required to assess the likely impacts prior to the determination of a planning application.

The excavation of archaeological resources results in the total destruction of evidence (apart from removable artefacts). The science of archaeology is progressing rapidly. In the future it will be possible to extract more information from archaeological resources than is currently possible. Non-invasive surveys can help evaluate likely archaeological heritage and, in some cases, replace damaging excavations. Excavation is expensive and time-consuming, and discoveries may have to be evaluated in a hurry against an inadequate research framework. The conservation of archaeological resources, involving physical preservation *in situ* is always preferred. Conservation need not be a barrier to development as considerate and innovative design solutions can often reconcile the presence of archaeological heritage with development. When excavations are tied to a research framework or clear research questions, careful evaluations can help further our knowledge of past human and environmental conditions.

The extent to which remains can or should be conserved will depend upon a number of factors, including the significance of the archaeological site or the archaeological resource itself. The case for conservation will be assessed on the individual merits of each case, taking into account the significance of the resource and weighing this against the need for and community benefit of the proposed development. Where proposals would result in the harm to; or loss of archaeological resources or the site's setting, evidence will be required to demonstrate that there are overriding public benefits or needs to justify any adverse impact on the archaeological resource or its setting; and that there are no other mechanisms for supporting the retention of its heritage value. If conflict between a

[11] Orbasli and Chowne (April 2013) Underwater Cultural Heritage & Battlefields in Jersey: scoping study

development proposal and archaeological resources or its setting cannot be avoided, the weight given to heritage values in decision-making should be proportionate to the impact of the proposed change on significance and value of the archaeological resource to be lost. The nature of the predicted public benefit should be clearly described and justified, and should set out how, when and in what form the community will be expected to benefit directly from the proposed development, relative to its impact on the historic environment.

In circumstances where conservation of archaeological heritage can be demonstrated to be unfeasible or unviable preservation by record may be an alternative as part of a carefully specified archaeological excavation. This should, however, always be regarded as a second-best option.

Where planning permission is granted for development affecting archaeological heritage, planning conditions will be attached to enable a 'watching brief' during ground-breaking works; or an archaeological evaluation to review the likely impacts on remains. These options may lead to further archaeological investigation and/or recording in the course of the permitted operations.

The full cost of engaging appropriate professional archaeological expertise to undertake any evaluation, excavation, investigation and recording, where development proposals affect archaeological resources, will be borne by the applicant/developer. Similarly, the publication of findings and the treatment and deposition of finds will be matters to be funded by the developer. These will be the subject of planning conditions and/or planning obligation agreements.

Policy HE5 – Conservation of archaeological heritage

Development proposals should conserve archaeological heritage and its setting. It should be demonstrated how the design of the proposals positively responds to and enables the archaeological resource(s) to be preserved in situ.

Proposals which do not conserve archaeological heritage and its setting will not be supported unless, and with regard to its comparative significance, and the impact of the proposed development on that significance:

a. the changes are demonstrably necessary either to meet an overriding public policy objective or need; and
b. there is no reasonably practicable alternative means of delivering those proposals without harm to the heritage value of the archaeological resource, or its setting; and
c. that harm has been avoided, mitigated and reduced as far as reasonably practicable; and
d. it has been demonstrated that the predicted public benefit outweighs the harm to the archaeological heritage and its setting and where the nature of that benefit to the public is clear, direct and evidenced.

Where it is determined that the conservation of archaeological resources (preservation in situ) is not justified as the most appropriate course of action, then provision through the use of planning obligation agreements and/or planning conditions and funded by the applicant/ developer, must be made for:

e. the evaluation and recording of the archaeological resource(s);

f. the publication of that record, to an appropriate standard, in the Historic Environment Record; and
g. where appropriate, the treatment and deposition of finds.

Planning applications which have the potential to affect archaeological heritage and its setting, must be accompanied by an appropriately detailed archaeological assessment, proportionate to the significance of the archaeological resource(s) and the impact of the proposed works.

Planning applications which do not provide sufficient information to enable the significance of archaeological resource(s) and the likely impact of the proposed development to be determined, will not be supported.

Volume 3

Economy

Economy

The Island Plan sets out policies that help create the conditions in which local and international businesses can invest, expand and adapt.

The need to support sustainable economic growth and productivity, particularly following Brexit and the Covid-19 pandemic, is acknowledged and forms a cornerstone of the economic themed policies of the plan. Policies need to be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to any future changes in economic circumstances.

The island's main employment is found in the financial and legal services, government, retail, tourism, rural economy and light industry sectors of the economy. Support will be given to proposals that strengthen the sustainability, productivity and diversity offered by these sectors.

The plan also recognises the economic importance of centres such as Town and Les Quennevais, as well as the smaller centres that serve a local or parochial community. The following policies seek to support and enhance the vitality and viability of Town as a place to shop, work, do business and visit; to help regenerate Les Quennevais; and to support and respond to local retail needs in other local centres. In doing so, the plan does not support development proposals that would result in the loss of viable employment land unless there are overwhelming reasons to do so.

The Minister has made two clear exceptions in the use and application of this principle and has accordingly excluded visitor accommodation including hotels, guest houses, self-catering accommodation and camp sites; and office accommodation. In making these exceptions, the Minister has sought to ensure the continued investment in visitor accommodation, so that it can continue to adapt to the changing tourism market involving new investment in an improved tourism offer and in the provision of high quality bed stock; and that the re-purposing of older, outworn office accommodation can assist in the regeneration of St Helier and, in particular, the provision of new homes.

Retail and town centre uses in St Helier

The main retail and town centre location in Jersey is St Helier town centre which serves as the island's principal year-round shopping attraction and primary retail hub. During peak Christmas and summer periods, residents and visitors make more than 200,000 visits per month to King Street alone. The town centre also accommodates a large number of non-retail town centre uses including leisure and entertainment, arts and culture, civic, and daytime and evening economy[1]. This includes a diverse range of facilities and venues which are not found elsewhere in the island including the Jersey Opera House and the Jersey Art Centre, galleries, museums, a cinema, and a range of eating and drinking establishments.

Maintaining and enhancing the vitality of St Helier town centre will require support for the protection and provision of both retail and non-retail uses, which attract islanders and

[1] This embraces use classes A – shop; B – cafés and restaurants; Class G – social; Class H – sport and fitness; Class I – entertainment; and Class M – late night entertainment and drinking venues, as defined by the Planning and Building (General Development)(Jersey) Order, 2011

visitors to the town centre, and which generate activity throughout the day and into the evening. To achieve this, the Island Plan seeks to identify and define two distinct areas, the core retail area and St Helier town centre, to help both maintain and enhance retail activity; and to ensure and enable complementary land uses and activities.

The plan defines a core retail area in St Helier (outlined in figure E1 and shown on the proposals map) where the primary function is retail use. The core retail area embraces St Helier's primary retail frontages and is focused on the King Street/Queen Street pedestrianised axis of the town centre, from Charing Cross to Snow Hill; together with sections of New Street; Halkett Place and Bath Street. The Central Market is also embraced by the core retail area.

Figure E1: St Helier core retail area

The core retail area sits within a wider defined St Helier town centre, which is also outlined in figure E2 and defined on the proposals map. The town centre incorporates the majority of the wider town centre uses in St Helier, beyond the retail core.

Figure E2: St Helier town centre

The retail sector in the island, whilst having several strengths, faces a number of challenges. Work being undertaken to develop a new retail strategy for the island identifies that:

- on-island retail is increasingly being outcompeted by off-island and predominantly online retailers;
- the supply of retail space across the island is increasing but demand for retail units in St Helier town centre appears to be decreasing; and
- on-island retail and wholesale businesses are concerned that their operating environment is deteriorating.

The emergent strategy notes that while shop vacancy rates in St Helier town centre remained lower than the UK (around 2% at the end of 2019), several prominent units along King and Queen Streets have remained vacant for over 12 months.

In addition, the Covid-19 pandemic has significantly affected the retail sector as a result of lockdown measures, including closure for some non-essential retail, and shops being required to adopt tighter restrictions to mitigate virus transmission. Covid-19 has been a catalyst for a shift to online shopping: while many consumers will return to the high street, for others the move to online shopping will be a permanent one. The reduction in footfall from office workers due to lockdown measures has also had an impact on the retail sector (and wider town centre ecosystem).

It is recognised that the future vitality of St. Helier town centre rests on retaining its primacy as the island's main centre for shopping, eating, drinking and leisure. The vitality of the town centre is a direct product of ensuring a concentration of diverse but complementary uses – not just different types of retail but also places where people choose to visit, eat, drink and socialise. This creates an environment where islanders and visitors will want to spend more time and where retail spend is correspondingly increased.

As a result, this Island Plan supports the provision of retail, in addition to a wider range of town centre uses – including leisure and entertainment, arts and culture, civic, and daytime and evening economy - across the defined area of the town centre. This serves to recognise and support the contribution of different aspects of the town – such as the restaurants of Kensington Place; the independent shops of Colomberie; and the night-life of The Weighbridge – to the attractiveness and vitality of the town centre. Proposals for a change of use away from retailing or town centre uses within St Helier town centre will need to demonstrate that there is no market demand for the continued use of the premises for retail or town centre use (on terms that reflect the lawful use and condition of the premises) for a period of time appropriate to the market for the use of the building; and justify how an alternative use is compatible with and can contribute to the vitality of the town centre.

There is, however, a balance to be struck: the presence of too many non-retail uses in St Helier's principal shopping streets can threaten and undermine the attractiveness of the core retail area as a shopping destination. For this reason, there is a need to protect and manage change that affects the primary retail function of the core retail area, including the Central Market.

Proposals for a change of use away from retailing in the core retail area will need to demonstrate that there is no market demand for the continued use of the premises for retail use (on terms that reflect the lawful use and condition of the premises) for a period of time appropriate to the market for the use of the building; and justify how an alternative town centre use is compatible with and can contribute to the vitality of the core retail area, having regard to issues such as the scale, location and prominence, level of activity and public accessibility that it may bring. There will also be a need to demonstrate that the use does not significantly harm the mix of retail unit sizes and types that are required to attract and cater for a range of retail businesses in the core retail area.

Any new large retail development in St Helier – defined as anything of 200 sqm or more floorspace (gross internal floor area) – will be focused in and around the core retail area. Retail development over 200 sqm (gross internal floor area) may be acceptable outside the defined core retail area and within the wider St Helier town centre, but only where it can be demonstrated that it would not adversely affect the primary retail function of the core retail area. A retail impact assessment would need to be provided to consider the effect of any such proposal.

A shift to more experiential shopping is also expected over the plan period, with customers valuing stimulating and compelling environments and experiences that cannot be enjoyed online. This also includes high quality fresh food markets, such as the Central Market and the Beresford Street Fish Market, and stalls and event-based retail.

Enhancements to the quality of the town centre in St Helier have been made to improve visitor experience and encourage secondary uses including markets and street theatres, pushing up dwell time and local spend. Enhancements include provision for cycle parking and public transport, off-street parking for shoppers, extension of pedestrian priority areas as well as streetscape enhancement and traffic management measures. A further package of measures is being developed as part of the St Helier Public Realm and Movement

Strategy[2] and will continue to be encouraged to enhance the attractiveness and quality of St Helier's public realm and to support a vibrant retail core.

The retail provision at Les Quennevais precinct and Red Houses serves as the island's secondary shopping centre. To help support and renew the retail offer and vitality of this area, the Island Plan seeks to manage and protect existing retailing and complementary town centre activity here. Proposals for a change of use away from retailing or town centre uses within the defined centre at Les Quennevais (see figure E3) will need to demonstrate that there is no market demand for the continued use of the premises for retail or town centre use (on terms that reflect the lawful use and condition of the premises) for a period of time appropriate to the market for the use of the building; and justify how an alternative use is compatible with and can contribute to the vitality of the area.

The plan will also enable and encourage the development of new retail and complementary town centre activities, such as leisure and entertainment, arts and culture, and daytime and evening economy uses, within the defined centre of Les Quennevais, as shown on the proposals map.

Figure E3: defined centre at Les Quennevais

Shopfronts

The design and appearance of shopfronts make an important contribution to the quality and attractiveness of retail centres, particularly in the town's core retail area. It is important that the design of new shopfronts and shopfront alterations have regard to the character of the building, particularly where the buildings may be listed, and their townscape setting.

Particular regard should be paid to the location of signs and advertisements. Wherever possible, new or replacement advertisements should be incorporated into the existing shop front or building fabric and be sympathetic in terms of size, scale, form, materials and degree of illumination, where relevant, to the building, site and area. Where

[2] St Helier Public Realm and Movement Strategy

necessary, external illumination for facia and projecting signs is encouraged, with halo illumination as an alternative subtle approach. The provision of external security shutters will not be supported.

The Minister for the Environment will review and re-issue supplementary planning guidance to help guide and manage change to the island's shopfronts.

Proposal 17 – Shopfronts supplementary planning guidance

The Minister for the Environment will review and issue new supplementary planning guidance for the design of shopfronts. This guidance will be used to guide and assess proposals for shopfront alterations.

Policy ER1 – Retail and town centre uses

Core retail area

Proposals for new retail development, refurbishment or extension of existing retail premises will be supported in the St Helier core retail area.

Proposals for a change of use away from retail to other town centres uses within the core retail area will only be supported where:

a. it can be demonstrated that there is no market demand for the continued use of the premises for retail use;
b. it does not detract from the primary retail function of the core retail area by virtue of an unacceptable reduction of, or a break in, the retail frontage having regard to its scale, prominence and location;
c. it does not have an unacceptable impact on the overall provision of retail uses in the core retail area, having regard to whether need can be met even with the loss of retail floorspace;
d. it does not have an unacceptable impact on the mix of unit sizes and specifications across the core retail area;
e. it will make a positive contribution to the vitality and viability of the core retail area and the town centre as a whole; or
f. the overall benefit to the community of the proposal outweighs any adverse effects.

Proposals which seek to support the viability and vitality of the Central Market will be supported.

Proposal for changes of use away from retail to non-town centres uses within the core retail area will not be supported.

St Helier town centre and Les Quennevais

Proposals for new retail and town centre development, or the refurbishment or extension of existing retail and town centre uses will be supported in the St Helier town centre and the defined centre at Les Quennevais.

Proposals for the development of retail floorspace over 200 sqm (gross internal floor area) may be supported within these areas where it can be demonstrated that they do not harm the primary retail function of the St Helier core retail area.

Proposal for a change of use away from retail and town centre uses to other uses within the St Helier town centre and the defined centre at Les Quennevais will only be supported where:

g. it can be demonstrated that there is no market demand for the continued use of the premises for retail or town centre use;
h. it does not detract from the retail and town centre function of the defined area;
i. it does not have an unacceptable impact on the overall provision of retail and town centre uses in the defined areas, having regard to whether need can be met even with the loss of retail or town centre floorspace; and
j. it will contribute to the diversity, vitality and viability of the defined area; or
k. the overall benefit to the community of the proposal outweighs any adverse effects.

Proposals which seek to support the viability and vitality of the Beresford Street Fish Market will be supported.

Large-scale retail

Large-scale retail is defined as being any type of retail with a floorspace of 200sqm floor area (gross internal floor area) or above. It includes both food retail (such as supermarkets), as well as non-food retail involving any larger comparison good stores; or, in the case of very large-scale provision, retail warehouses[3] which are typically single-level units selling bulky goods associated with home improvement or gardening, furniture, flooring and electrical goods.

The purpose of the policy is to ensure that new, redeveloped or extended large-scale retail development supports the existing hierarchy of retail provision in Jersey, and that the needs of the island can be met. In particular, St Helier town centre and the defined centre at Les Quennevais provide a range of services and facilities as well as shops: this enables different needs to be met in a single trip and offers greater accessibility by different means of transport. Shopping activity often underpins the wider service role of existing centres and helps provide a focal point for the local community.

Further provision of large-scale retail provision outside St Helier town centre and the defined centre at Les Quennevais is not generally supported. This is because out-of-centre retail developments tend to be self-contained facilities that can draw shoppers away from the existing centres to the detriment of their vitality. Such developments are also generally more reliant on travel by private vehicle as they can be less accessible by public transport, pedestrians and cyclists.

Jersey has an established and well-distributed provision of food retail supermarkets throughout the island's built-up areas with five large-scale supermarkets (over 1,000sqm gross internal floor area) which serve demand across the island; supplemented by a range of numerous smaller (200-500sqm gross internal floor area) local convenience food retail supermarkets located in many of the island's local centres.

[3] This is distinguished from warehouse space to serve retail uses. For the avoidance of doubt, proposals for a combination of large-scale retail and retail-related warehousing as the part of the same development will need to accord with both this policy and that related to light industry.

Having regard to the existing distribution of retail provision in the island, a sequential approach to the consideration of any new large-scale retail development will be applied, whereby it will be sequentially focused towards sites in the following order:

- St Helier core retail area;
- St Helier town centre or the defined centre at Les Quennevais;
- the built-up area of Town; and
- the built-up area of other local centres, (where the extent of provision is between 100-500sqm gross internal floor area) and it can be demonstrated that it would meet a local need and not unduly harm existing retail provision in other centres.

Sites which do not accord with this sequential test may be considered where there is robust evidence that no other sites (that accord with the sequential test) are suitable or available (see below), and there is an overwhelming case for development in that location. Proposals for the provision of large-scale retail development will not, however, be supported outside the island's defined built-up area.

In demonstrating that the sequential test has been applied, applicants should provide evidence of the following:

- where the development would be located outside St Helier town centre or the defined centre at Les Quennevais, that preference has been given to accessible sites that are well connected and easily accessible to/from the St Helier town centre or the defined centre at Les Quennevais, or another local centre;
- that the format and/or scale of the proposal has been considered in relation to suitable and available sites higher in the sequential test;
- that they have considered the suitability and availability of sites within the built-up area through a site selection exercise; and
- any other relevant information.

Retail should be well served by a choice of means of transport. Proposed large-scale retail developments need to conform to the principles of sustainability; this includes ensuring that they do not lead to significant transport and accessibility problems.

Modern expectations of shoppers will mean that retail operators may want to invest to improve the quality of their existing stores. The extension, refurbishment or redevelopment of existing large-scale retail stores will be supported particularly where existing large retail stores are both adjacent to the primary road network and accessible by sustainable and/or active forms of transport.

Applications for large-scale retail should include proportionate evidence of retail impact. This might include (but is not limited to):

- that there is an overall quantitative and qualitative requirement for additional retail in the island; and
- that provision will not have a unacceptable negative impact on the vitality and viability of existing retail provision in the island including retail provision within the St Helier core retail area; St Helier town centre or the defined centre at Les Quennevais; and other local centres (which might be impacted by change in footfall patterns and market share).

Proposals for a change of use away from large-scale retailing will need to demonstrate that there is no market demand for the continued use of the premises for retail use (on terms that reflect the lawful use and condition of the premises) for a period of time

appropriate to the market for the use of the building; and demonstrate that it does not have an unacceptable impact on the overall provision of retail in the locality and the island, including whether need can be met even with the loss of retail floorspace. There will also be a need to demonstrate that the proposed use does not significantly harm the mix of retail unit sizes and types that are required to attract and cater for a range of retail businesses in the island.

Policy ER2 – Large-scale retail

Proposals for the provision of new large-scale retail floorspace (200sqm gross internal floor area and above) or the redevelopment, refurbishment or extension of existing retail (leading to 200sqm gross internal area and above) will be supported in the built-up area where the development:

a. accords with the sequential approach to development;
b. itself, or cumulatively with other existing or consented retail developments, will not cause detriment to the vitality or viability of the St Helier core retail area; St Helier town centre; the defined centre at Les Quennevais centre; or a local centre, which must be demonstrated through submission of proportionate evidence of the anticipated retail impact;
c. represents an effective use of land and does not materially prejudice the adequate provision of other land uses, particularly the supply of land for other employment uses, homes, community uses and open space;
d. will not unreasonably affect the character and amenity of the local area;
e. is accessible by a choice of means of transport, including by public and active travel (including walking and cycling), and for those with mobility impairments, and does not have an unacceptable impact on the transport network; and
f. provides adequate space and facilities for servicing and deliveries.

Proposals for the provision of new large-scale retail which do not accord with the sequential approach to development may be supported in the built-up area where it can be demonstrated that:

g. a need exists for the location, scale and type of development; and
h. that there are no other sites higher up the sequential approach that are suitable or available.

Proposals for the provision of new large-scale retail outside of the built-up area will not be supported.

Proposals for a change of use away from large-scale retailing will need to demonstrate that:

i. there is no market demand for the continued use of the premises for retail use;
j. it does not have an unacceptable impact on the overall provision of retail in the island, including whether need can be met even with the loss of retail or town centre floorspace;
k. that the use does not significantly harm the mix of retail unit sizes and types that are required to attract and cater for a range of retail businesses in the island; or
l. the overall benefit to the community of the proposal demonstrably outweighs the adverse effects of loss of retail space.

Local retail

Whilst it is important to support the retail vitality of the St Helier town centre and the defined centre at Les Quennevais by managing and limiting the provision of competing retail uses elsewhere, it is also important that local needs for everyday (convenience) retail, in other parts of the island's built-up area, are met.

Small-scale retail is defined as being retail with a gross internal floor area of 100sqm or less. This includes proposals for new retail facilities (including change of use), and redevelopment, refurbishment and extension of existing facilities up to a total of 100sqm.

This policy only supports convenience retail designed to meet every day needs (such as small food shops, newsagents or premises providing services to the local community, including hair and beauty salons, post offices, estate agencies and pharmacies) where existing provision is inadequate; or niche retail where there is a specific reason for the location of small-scale retail provision being located outside of St Helier town centre or the defined centre at Les Quennevais (for example, a gift shop related to a particular area, attraction or industry), subject to the proposal not having unacceptable impacts on the surrounding area.

Retail uses outside the built-up area will only be considered where they are ancillary to other existing uses, for example retail related to a cultural or heritage site, or a farm shop. The retail must be strictly related and limited in scale, and for this reason, the 100sqm of retail floorspace limit also applies but, in many cases, will be expected to be much lower than this. Where possible, many such uses should be located within existing structures; or in the case of the redevelopment of existing buildings, deliver an environmental improvement in terms of design or environmental impact relative to the local character of the area.

Proposals for change of use away from retail which would lead to the loss of an essential local shop, such as general convenience stores, will only be supported if local demand for this type of retail can continue to be appropriately and locally met elsewhere even with the loss of the floorspace. This applies across the island's built-up areas. It will also need to be demonstrated that there is no market demand for the continued use of the premises for retail use (on terms that reflect the lawful use and condition of the premises) for a period of time appropriate to the market for the use of the building.

Policy ER3 – Local retail

Proposals for new small-scale retail (of up to 100sqm gross internal floor area) will be supported within the boundary of the built-up area to serve local needs; or to provide a form of niche retail serving a wider area.

Proposals for retail floorspace of between 100-200 sqm gross internal floor area in the built-up area, but outside St Helier town centre or the defined centre at Les Quennevais, may be supported where there is a demonstrable need for such provision in the proposed location.

The establishment of new or extended small-scale local retail uses outside the built-up area will not be supported except where it:

a. is related and ancillary to an existing employment or cultural use on the site;
b. does not exceed 100sqm gross internal area of retail floor area;

c. makes use of existing buildings; or, in the case of the redevelopment of existing buildings, delivers an environmental enhancement; and
d. will not adversely impact on the vitality and viability of existing retail provision.

Change of use away from retail which would lead to the loss of essential local shops, such as general convenience stores, will only be supported where there is sufficient local provision to meet demand even with the loss of the floor area; and it is supported by appropriate evidence that there is no market demand for the retail use to continue.

Daytime and evening economy

Across the island there is a range of non-retail activities such as arts and cultural venues, restaurants, cafés, food and drink takeaways, public houses, bars and nightclubs[4]. Taken together, these facilities represent and are known as daytime and evening economy uses. These uses are of social and cultural value and are enjoyed by islanders, as well as supporting the island's tourism offer. They help to ensure the vitality of the island's main and local centres throughout the day and into the evening and provide more experiential attractions to complement retail uses. Provision of cafés, restaurants and bars is also important in the island's tourist destination areas, along with other parts of the coast and countryside, where they might serve a beach or bay, or a cultural or heritage site.

The provision of new, or the extension of existing daytime and evening economy uses in St Helier town centre, Les Quennevais defined centre and the tourist destination areas of St Aubin, St Brelade's Bay and Gorey Harbour will be encouraged and supported. They will also be supported in other parts of the built-up area and may also be supported outside of the built-up area where there is a demonstrable need for their provision, and where they make use of existing buildings. The redevelopment of an existing building in order to provide a daytime or evening economy use outside the built-up area will only be acceptable where an environmental improvement can be delivered.

Beach kiosks and mobile catering facilities can add to the enjoyment of a trip to the beach; a stroll along a promenade; or a walk along the cliff paths. It is important, however, that any such facilities are sensitively designed and sited and, where only acceptable as a mobile facility, are removed in accordance with specified times of operation. Proposals for new facilities will only be supported where they make use of existing buildings or structures.

The change of use away from daytime and evening economy uses will only be supported where it can be demonstrated that there is no market demand for the continued use of the premises for daytime and evening economy uses (on terms that reflect the lawful use and condition of the premises) for a period of time appropriate to the market for the use of the building. In the case of tourist destination areas, the impact of the proposed loss of this type of use upon the vitality and vibrancy of the area for visitors, and the potential implications for the availability of tourist support facilities, will be a material consideration; and outside of the built-up area, proposals involving a change of use away from daytime and evening economy uses will only be supported where some form of environmental improvement and positive contribution to local character is secured.

[4] Planning and Building (General Development) (Jersey) Order 2011 sets out a class for each land use. Under Schedule 2 the non-retail use classes set out. They include Class B: café and restaurants; Class G: social including gallery, museums, libraries, community centres; Class I: entertainment including theatres, cinema and concert halls and Class M: late night entertainment including bars, night clubs and public houses.

Some day and evening economy uses have potential associated amenity impacts on neighbouring residents and uses, particularly those with evening opening hours and/or the sale of alcohol. The impacts of such use can include environmental impacts (such as noise and disturbance, light or cooking odours from the activity itself, or from the associated visits to its by people and vehicles); and in some cases, public health impacts (for example, the location of fast-food takeaways outside of schools). The impact of new or extended daytime or evening economy uses on neighbouring uses, relative to their sensitivity, will be an important material consideration. Planning conditions may be attached to permissions to limit the impacts of the use or development.

'Agent of change' principles will be applied to new development in proximity to existing noise- and other nuisance-related daytime and evening economy uses – of particular relevance to theatres, music venues, restaurants, public houses, bars and nightclubs. Agent of change principles places the responsibility for mitigating the impact of noise and other nuisances firmly on the new development. This means that where new developments are proposed close to existing uses applicants will, for example, need to design them in a more sensitive way to protect the new occupiers, and/or to ensure suitable mitigation such as the soundproofing of the existing venue.

Policy ER4 – Daytime and evening economy uses

1. Proposals for new or extended uses associated with the daytime and evening economy within St Helier town centre, the defined centre at Les Quennevais or at a tourist destination area will be supported where the proposal does not have an unacceptable impact on neighbouring residents and uses.
2. Outside of the areas identified in part 1 of this policy, proposals for new or extended daytime and evening economy uses will only be supported where:
   a. it is within the built-up area;
   b. there is a demonstrable need for such uses;
   c. in cases outside the built-up area, where use is made of existing buildings or, where existing buildings are redeveloped, an environmental improvement is secured, relative to the local character of the area.
3. Proposals for new beach and other kiosks will only be supported where they make use of existing buildings or structures. Mobile facilities will be subject to specified times of operation and must be removed in accordance with them.
4. Where there are proposals for new noise- and other nuisance-sensitive uses in proximity to existing noise- and other nuisance-generating daytime and evening activities, 'agent of change' principles will be applied. Such proposals will only be supported where it can be demonstrated that they are designed to enable existing daytime and evening uses in the proximity of the proposed use to continue to operate and be viable without unreasonable restrictions being placed on them.
5. Change of use away from daytime and evening economy uses will only be supported where:
   a. it can be demonstrated that there is no market demand for the continued use of the premises for daytime and evening economy uses;
   b. in the case of tourist destination areas, there is no unacceptable adverse effect on the intrinsic character of identified tourist destination areas;
   c. outside of the built-up area, proposals deliver an environmental improvement; or

d. the overall benefit to the community of the proposal demonstrably outweighs the adverse effects of loss of daytime and evening economy uses.

Meanwhile retail and town centre uses

Meanwhile uses refer to the use of empty property or land for temporary uses – most commonly, cafes, shops, galleries, and community uses, but excluding residential use. There are a number of benefits of meanwhile uses, including:

- activating spaces that are temporarily under-utilised;
- providing an opportunity for quick wins in areas planned for longer term development or redevelopment; and
- enabling businesses to test out ideas before becoming permanent.

Proposals for retail and town centre-related meanwhile uses in St. Helier town centre and the defined centre at Les Quennevais will be supported to help maintain their vitality. Such uses have the potential to aid the recovery from the impacts of the Covid-19 pandemic, offering a chance to find new and flexible uses for under-utilised spaces. It is, however, important to ensure that any meanwhile use does not result in an unacceptable impact on local amenity, and that the uses do not prevent development sites from being brought forward in the longer term.

Meanwhile uses are, by their nature, temporary. Planning conditions will be attached to planning permissions to apply a time limit to the development, as appropriate. Planning conditions may also be used to limit the impacts of the meanwhile use.

Policy ER5 – Meanwhile retail and town centre uses

Proposals for meanwhile retail and town centre uses, excluding residential use, will be supported where the proposal:

a. is within St Helier core retail area; St Helier town centre or the defined centre at Les Quennevais;
b. contributes positively to the character and early activation of the local area, and reinforces longer-term use aspirations for the area;
c. does not adversely impact the deliverability of a permanent use for the site or premises;
d. does not have an unacceptable impact on neighbouring residents and uses; and
e. utilises materials and designs appropriate for its intended lifespan and setting.

Office accommodation

Jersey is one of the world's leading international finance centres; the financial sector accounted for two-fifths (39%) of the total GVA for Jersey in 2018[5]. Beyond the financial sector, office accommodation supports a range of other sectors in the island including consultancy services, estate agents, online retailing headquarters, architects and digital services as well as the public sector.

It is estimated that in 2020, Jersey's total office stock was around 280,000sqm, with 58,000sqm comprising grade A BREEAM-rated accommodation, with the majority of this

[5] Measuring Jersey's Economy GVA and GDP, Statistics Jersey (2018)

located within Town. The development of Jersey's International Finance Centre (IFC) and other office accommodation at the Esplanade with grade A office buildings has made this area the prime location for new office development. Since 2016, the new developments at Gaspé House, IFC4 and IFC5, 27 Esplanade and 5 Esplanade have added over 37,000sqm of new BREEAM-rated stock to the market (an increase of around 15%).

Jersey also hosts a secondary market providing cheaper floorspace and lower capacity offices for smaller organisations in other parts of the town and some other smaller-scale provision elsewhere in the island. Town also has a burgeoning digital cluster, with the emergence of the newly expanded and repurposed Digital Jersey Hub, which provides co-working office space in a collaborative environment. Although the Island Plan does not incorporate policies related specifically to the digital economy its policies including, but not limited to, those covering offices and businesses run from home, will lend support to the government's Digital Policy Framework[6] which seeks to enhance our position as a knowledge-based economy, delivering prosperity and stability for the island and its people.

Demand for office accommodation

Prior to Covid-19, there was sustained demand for office accommodation in Jersey. For larger organisations, market trends identified demand for high-quality, high-grade office space that allows for a more modern, open plan working environment. Some larger organisations were also seeking to amalgamate their operations by moving to larger, modern offices instead of occupying multiple locations across St Helier. This in turn would free up secondary office accommodation.

The Covid-19 pandemic is forecast to have negative impacts on principal sectors, namely finance and legal, which could impact the demand for office floorspace as businesses look to reduce costs and reshape their business operations. Covid-19 has also had immediate effects in the short-term. It has stimulated a shift towards home working and a greater openness to flexible working arrangements. This may mean that the role of offices changes once the immediate effects of the pandemic have subsided, with a greater emphasis on offices being used for collaboration/meeting people, with workers potentially coming into offices for fewer days during the week. Any shift to permanent homeworking may not, however, be as marked in Jersey as in other jurisdictions given the shorter commuting times/distances. If this shift in the role of offices occurs, it could result in larger organisations continuing to amalgamate operations in high-quality, high-grade office space that allows for more modern, open plan working environments.

Managing existing and new office accommodation

The redevelopment, renewal, intensification or expansion of existing office accommodation will be supported, including the more intensive use of upper floors for office use.

Where proposals for new office accommodation come forward, St Helier town centre, as defined on the proposals map and outlined in figure 2 (above), should remain the primary location for new office development in the island. The development of large-scale grade A office accommodation (at over 200sqm gross internal floor area) will be focused in and

[6] Digital Policy Framework

around the land and development opportunities at the International Finance Centre in accordance with the Southwest St Helier Planning Framework[7].

The provision of new office accommodation and the redevelopment, renewal, intensification or expansion of existing office accommodation to provide lower grade or smaller office accommodation (below 200 sqm gross internal floor area), which may be suitable for the burgeoning digital sector and/or use by small and medium enterprises, will be supported in other areas of the St Helier town centre; and in the defined centre at Les Quennevais outlined in figure 3 (above), in recognition of its role as secondary centre on the island and capitalising on its proximity to the airport.

The development of new offices in other parts of the built-up area will only be supported where there is a demonstrable need which justifies its provision or where it is ancillary to an existing employment use.

Proposals for new or the intensification or extension of existing office accommodation outside the built-up area will only be supported where it can be justified relative to rural diversification, or where it is ancillary to an existing employment use. Such proposals must also be appropriate in scale and type to the character of the area.

Policy EO1 – Existing and new office accommodation

New development which provides for a range of different types of office accommodation will be supported, where it is of a scale and type appropriate to the site and its context, in accordance with the following hierarchy:

a. large-scale grade A office accommodation (over 200 sqm gross internal floor area) will be encouraged in and around the International Finance Centre;
b. smaller-scale office accommodation (below 200 sqm gross internal floor area) will be supported throughout St Helier town centre or the defined centre at Les Quennevais.

Proposals for the redevelopment, renewal, intensification or extension of existing office accommodation, and the use of upper floors for office use, throughout the built-up area will be supported where the development is of a scale and type appropriate to the site and the character of the area.

Proposals for the provision of new office accommodation in the built-up area outside of St Helier town centre; or the defined centre at Les Quennevais will only be supported where:

c. there is a demonstrable need for the development which justifies its provision; or
d. it is ancillary to an existing employment use.

Proposals for the establishment of new, or the intensification or extension of existing office accommodation outside of the built-up area will only be supported where:

e. the development is clearly proven to be essential to the rural economy; or
f. it is ancillary to an existing operation.

Proposals which comply with either part a or b must also be of a scale and type appropriate to the site and the character of the area.

[7] Supplementary Planning Guidance: Southwest St Helier Planning Framework

Business run from home

There has been a growth in flexible- and home-working and the number of people operating businesses from home, particularly with the increase in the use of technology, which has been accelerated by the pandemic. It has been demonstrated that homeworking can play a vital role for many sectors of the island's economy, including digital and finance, as well as aspects of the public service. Running a business from home may not require planning consent, provided that it is an ancillary use of the home, and not its primary function. Where the operation of a business from home becomes a use in its own right, requiring the need for planning permission, there is a need to ensure that it does not erode the amenity of residential areas through issues such as demand for parking facilities, conversion of garden space to parking, traffic generation on quiet roads and general disturbance.

Policy EO2 – Business run from home

Where permission is required for the operation of a business from a home, proposals will only be supported where:

a. there is a demonstrable need for business accommodation;
b. it remains subordinate in size and is ancillary to the main permitted use of the building as residential;
c. it does not have an unacceptable impact on the transport network; and
d. it does not unreasonably affect the amenities that neighbouring owners and occupiers might expect to enjoy.

Visitor accommodation

Tourism and business travel represents one of Jersey's key economic sectors. It is a significant provider of employment and support for related local businesses, including shops, restaurants and bars; along with some of the island's heritage and cultural facilities. Jersey's tourism industry caters for both leisure and business travel; in 2019, Jersey accommodated over 777,000 visitors, which represents an increase on previous years. The Jersey Destination Plan sets ambitions to increase visitors to Jersey further to one million visitors by 2030. Visitor accommodation, which includes hotels, hostels, guesthouses and niche tourism sectors including wellness breaks, self-catering agri-tourism and eco-lodges, is a principal facilitator of the tourism and hospitality industry. It is important that this Island Plan helps to maintain and enhance the intrinsic value of Jersey's tourism offer; and also supports the provision of new visitor accommodation that meets the needs of the changing tourism market.

Jersey's traditional core demographic of tourism leisure visitors are generally over-55s and typically high spenders providing a large proportion of the repeat visitors, as well as some younger family tourists. There is an aspiration to continue to cater for these visitors, whilst also further diversifying the sector to capitalise on niche tourism and different demographics, which may help to reduce seasonality and allow growth in the sector. Examples of niche tourism sectors include nature- and heritage-based tourism, activity-based tourism (such as walking, cycling and adventure sports), wellness (such as yoga retreats), retail-related minibreaks, or tourism focused around particular attractions.

Business visitors make a significant contribution to Jersey's hospitality industry. The island's location enhances its position as an international finance centre with easy accessibility to the UK and Europe. Its leading financial organisations also provide services to customers

worldwide. This, combined with the proximity of St Helier to the airport, and accessibility to hotels and restaurants, encourage easy face-to-face global exchanges in the island.

Business travel is characterised by short-stay trips, predominantly in hotels which best accommodate corporate travel needs. Leisure travel is usually characterised by longer trip length and a wider range of accommodation types. For Jersey to be able to compete successfully in the global tourism market, the industry will need to continue to respond to changing consumer expectations with regard to visitor accommodation, and the needs of its target markets.

Tourism accommodation, in the form of hotels and guesthouses, is currently clustered in the Town and in St Brelade, principally in St Aubin and St Brelade's Bay. These locations, together with Gorey Harbour in the east, provide a specific tourism focus in the island based on the particular range of visitor services and facilities that each area offers: St Helier, as the island's principal commercial and cultural centre with a range of accommodation and support services; the historic harbour settings of St Aubin and Gorey, with varying degrees of visitor accommodation supported by a variety of restaurants and bars; and St Brelade's Bay, one of the island's best beaches, supported by a range of visitor accommodation, hospitality and beach services. The presence of visitor accommodation, and associated facilities such as cafés, restaurants and bars, contributes to their sense of character, place and identity. To support the maintenance and enhancement of tourism infrastructure in these localities, and to help protect their character and charm, they are identified in this Island Plan as tourist destination areas, where the development of tourist accommodation and support services will be encouraged.

Other hotels, self-catering accommodation and camping sites are spread across the island.

Figure E4: Plan with symbols showing locations of TDAs

The tourism and business travel sector has been significantly affected by the Covid-19 pandemic as a result of travel restrictions. There is a high level of uncertainty for the sector's prospects and corresponding level of investment over the plan period.

Many of the island's older established hotels are situated in prominent and sensitive locations, in St Helier and other parts of the built-up area, as well as around the coast and in the countryside. Many will have benefited from support for their development and expansion in response to the historic growth of the island's tourism industry. If and when they come out of use for visitor accommodation, and the sites are redeveloped, there will be a requirement to deliver positive environmental and design improvements which will usually be achieved by a reduction in the visual scale, mass and volume of buildings; more sympathetic and sensitive design, materials and finishes; and, in the case of those sites around the coast and in the countryside, landscape restoration and a positive contribution to the character of the area.

This plan will support the continued investment and enhancement of the quality and range of visitor accommodation and the delivery of new visitor accommodation, to support the recovery and diversification of the sector; and to meet the changing demands of visitors to the island. Proposals for the development of new and extended visitor accommodation in the built-up areas, and particularly in the tourist destination areas, will be encouraged.

Around the island's coastline and in the countryside, there is a balance to be struck between the need to protect the intrinsic quality of the asset which visitors come to enjoy, whilst providing a good range of tourist accommodation which encourages and enables them to come and stay. Outside of the island's built-up areas, the character of the coast and countryside is sensitive and has limited capacity to accept new development and change, particularly in the Protected Coastal Area. Because of this, there is limited opportunity for the provision of new and enhanced visitor accommodation around the coast and in the countryside.

Opportunities do, however, exist and this plan will support the further investment in and enhancement of existing visitor accommodation, including hotels, self-catering accommodation and campsites located outside the built-up area, to maintain and enhance their quality; and to help meet changing visitor expectations. The provision of new visitor accommodation can help to support and sustain the rural economy and this plan will support the conversion and re-use of traditional farm buildings for this purpose, where they are no longer required for agriculture. The re-use and conversion of listed buildings may also offer similar potential for use as heritage holiday lets. Where self-catering visitor accommodation is permitted through the conversion and re-use of existing buildings, planning conditions or obligation agreements will be used to ensure that the facilities remain as units of holiday accommodation and are not occupied as sole or primary residences.

In considering proposals for the provision of new and the enhancement of existing visitor accommodation around the coast and in the countryside, any such proposals will only be supported where they do not harm landscape or seascape character. The highest level of protection will be given in the Protected Coastal Area. This not only includes consideration of their visual impact, but also the potential impact of any intensification of use, including the generation of traffic relative to the capacity and character of local roads, which may affect the sense of peace and quiet, and remoteness of a location. Such consideration would also apply to any proposals for the use of land designed to cater for touring units -

including motor-caravans, motorhomes, touring vans and campervans – to serve the needs of visitors or islanders.

Policy EV1 – Visitor accommodation

Proposals which contribute to the quality and range of Jersey's visitor accommodation offer will be encouraged.

Proposals for extended or altered existing visitor accommodation throughout the island, and particularly in the identified tourist destination areas, will be supported.

Proposals for new visitor accommodation will be supported in the built-up area, and particularly in the identified tourist destination areas.

Outside of the built-up area, proposals for the development of new self-catering visitor accommodation will be supported where it involves the re-use and conversion of traditional farm buildings or where it can provide a viable use for listed buildings. In both cases, such accommodation must remain in tourism accommodation use only; this will be secured through the use of planning conditions or obligation agreements.

The development of camp sites or the use of land for touring units will only be supported where it does not harm landscape or seascape character; or the surrounding area by virtue of visual impact, noise, disturbance and traffic generation relative to the capacity of the local area to accommodate the development; and does not detract from the enjoyment of the area by others. The requirement for any ancillary buildings associated with these uses outside of the built-up area, will only be supported where it involves the re-use of existing buildings.

Where proposals outside of the built-up area comply with this policy and relate to the redevelopment of a building(s), involving demolition and replacement they must deliver an environmental improvement to the site and the surrounding area, in terms of a reduction in visual scale, mass volume, design and materials and finishes.

Proposals for the temporary use of visitor accommodation for other uses will be considered on a case-by-case basis. Planning conditions will be attached to time-limit permissions as appropriate.

St Brelade's Bay Improvement Plan

St Brelade's Bay is an important part of Jersey's tourism offer. The bay is characterised by the natural environment, built form, and cultural uses and activities that take place on land, beach and sea. These elements combine to create the bay's unique character and support its role as a valued place for visitors and islanders alike.

Work undertaken to assess the character of the bay[8] has identified that whilst the policies of this Island Plan can ensure the enhanced management of development proposals affecting the bay, these should be complemented by the development of an improvement plan for St Brelade's Bay.

It is proposed that the objectives of the improvement plan should be to enhance the character of the bay through targeted interventions. Key aims should be to:

[8] St Brelade's Bay Baseline (2021)

- protect the delicate balance between the natural landscape and setting on the one hand, and the built-up components of the bay on the other.
- improve the environmental quality and public experience, including visitors, in key public areas of the bay, particularly the beachfront area (including the beach, promenade, Route de la Baie, public car parks and Churchill Park).
- create a more comfortable and welcoming environment for families, visitors and residents to enjoy their time in the bay's public spaces, including enjoying healthy outdoor spaces and activities.

The improvement plan should be developed by engaging the local community and should identify potential proactive interventions by the Government of Jersey, the Parish, residents and business, to enhance the bay.

Proposal 18 – St Brelade's Bay Improvement Plan
The Minister for the Environment will develop an improvement plan for St Brelade's Bay, by December 2023. The plan, which will be developed by engaging the Parish, residents, business and other key stakeholders, will identify potential proactive interventions to enhance the bay and support its role as a valued place for visitors and islanders alike and shall reference the St. Brelade's Character Appraisal, including the report of public opinion expressed in the St. Brelade Character Study and Recommendations.

Light industrial development

Light industrial accommodation: future needs

Light industrial and warehousing sites and premises support a diverse range of light industry, storage or distribution activities in the island including manufacturing, construction, storage, garages and workshops, warehousing, and transportation businesses.

Limited information is available on current and likely future demand for sectors requiring light industrial floorspace over the plan period. Employment levels across the four sectors that are likely to require light industrial and warehousing space for their operations (construction and quarrying; manufacturing; transport, storage and communication; and wholesale and retail trades) have remained relatively constant over the last ten years, with a sharp reduction in wholesale and retail for comparative goods on the high street in 2020 as a result of the Covid-19 pandemic.

The sectors that utilise light industrial accommodation comprise a core part of the island's economy and will be a key part of the island's post-Covid-19 recovery. In the longer term it is likely that there will be increased demand for light industrial floorspace; what is less certain is whether this demand will emerge over the period of this Island Plan. The information that is available, together with stakeholder engagement, indicates there is some latent demand for light industrial accommodation, particularly for smaller-scale accommodation in the island.

There has been continued investment in infrastructure projects in the island, particularly improvements to the freight capacity of the Ports of Jersey. This is likely to increase investor confidence in light industrial operations and the demand for floorspace as businesses can import goods more quickly and in higher loads. Consumer trends, including the rise of e-commerce, which have been expedited by the Covid-19 pandemic,

may also increase the demand for floorspace, with businesses requiring increased storage and warehousing to facilitate online deliveries and 'click & collect' services. However, the impact of Brexit is uncertain: it may have a negative impact on the demand for light industrial floorspace due to potential changes to supply chains.

Site requirements for the different users of light industrial accommodation will vary. Purpose-built starter units or re-purposing existing buildings could suit small enterprises. Larger users are likely to require specific sites developed to meet their particular needs. Most sites for light industrial accommodation will require good road access, particularly for distribution businesses. Marine and aviation related industries mainly require locations close to St Helier Harbour and Jersey Airport respectively. Certain types of industrial uses - usually where they are smaller in scale, perhaps making use of older buildings, and providing a local service and job opportunity - may be suitable within Town, and other built-up areas, where they are appropriate in terms of the scale of the operation and compatible with neighbouring uses.

Light industrial accommodation: existing provision

Whilst there is uncertainty over the economic recovery and the future demand for light industrial accommodation over the plan period, existing light industrial estates continue to be well used and need to be maintained to serve existing needs. This Island Plan, therefore, seeks to maintain and protect the use of existing light industrial accommodation for light industrial and ancillary related uses, on the island's existing protected industrial sites, as set out below on figure E5 and defined on the proposals map at:

- Rue des Prés Trading Estate, St Saviour;
- Jersey Steel, Beaumont, St Lawrence;
- St Peter's Technical Park, St Peter;
- Springside, Trinity;
- La Collette, St Helier;
- L.C. Pallot Properties, Trinity;
- Barrette Commercial Centre, Mont Mado, St John;
- Thistlegrove, St Lawrence.

In recognition of the likely need for additional warehousing and storage over the course of the plan period; or to support the development of the rural economy, the following site has been added to the list of protected industrial sites:

- Bienvenue Farm and land adjacent, (The Fencing Centre and The Hidden Garden Company), St. Lawrence.

Figure E5: Protected industrial sites

There also exists a range of light industrial uses outside the protected industrial sites, occupying a range of buildings throughout the island. These help to provide a mix of unit sizes and specifications to suit varied needs for light industrial space and help to support this aspect of the island's economy.

Proposals for a change of use of land and/or buildings away from light industrial use, both on protected industrial sites and where these uses occur elsewhere in the island, will need to provide supporting evidence to demonstrate that there is no longer a reasonable prospect of the site's continued use for light industrial purposes before it will be considered for other uses. Differing evidence requirements will need to be met depending upon the size, nature and location of the site or property. This includes evidence to demonstrate that the light industrial accommodation has been effectively marketed for a reasonable period of time (appropriate to the market for the use of the building) and at a value which is comparable to the local market. It must also be demonstrated that the continuous use of the site is no longer viable, taking into account the site's existing and potential long-term market demand for light industrial use; or that local demand for this type of light industrial space can continue to be appropriately and locally met elsewhere even with the loss of the floorspace. Any application must include details of valuations undertaken prior to placing the site on the market and a statement detailing why the site has not been taken up. A significant and overriding justification would need to be provided to support any change of use away from light industrial use on protected industrial sites or where light industrial accommodation serves the strategic operations of the island's port and airport.

Intensification of use or expansion of existing buildings where there is capacity to do so, may also represent appropriate ways to provide additional capacity and make best use of current provision. The redevelopment, renewal and intensification of the use of protected industrial sites and premises, to maximise their potential, will be encouraged, where there is capacity and it is appropriate to do so.

Light industrial accommodation: new development outside protected industrial sites
Accommodating any future requirements for light industrial accommodation in the island presents a challenge. There are competing pressures for land in the island from other uses that are more commercially attractive (particularly residential), especially in Town, which is the primary location for new development to meet the island's needs.

Should demand arise for the provision of new light industrial floorspace during the plan period, sites within the boundary of the built-up area will be prioritised before consideration of alternative locations which may be suitable to support the proposed light industrial use. Development proposals for light industrial development outside the built-up area, will need to be supported with evidence of the following:

- that they have considered the suitability and availability of sites within the built-up area through a site selection exercise;
- that the format and/or scale of the proposal has been considered in relation to suitable and available sites within the built-up area;
- where there are no suitable and/or available sites within the built-up area, an assessment of sites outside of it has taken place with preference given to those sites that are accessible and well connected to the built-up area; and
- any other relevant information, which has informed the identification and selection of the proposed development site.

It is anticipated that the following potential sources of land may provide opportunity for the provision of new light industrial floorspace over the plan period. In some cases, such as the use of land at the port and airport, any such potential would need to be explored and examined relative to the operational requirements of the existing facilities.

- La Collette and surrounding harbour areas;
- non-operational land at the airport;
- other States-owned land;
- existing light industrial sites; and
- the use of existing agricultural premises.

Work to be undertaken during the plan period, to develop a West of Island planning framework (Strategic proposal 4); and to develop an Infrastructure Roadmap (Strategic proposal 5), which will include an assessment of the long-term use of La Collette, will proactively consider the need for and potential of these areas to provide new light industrial floorspace, having regard to any existing latent or future demand for the provision of such space.

For all light industrial, warehousing and storage/rural economy proposals – whether on protected industrial sites; in the built-up area; or in the countryside - there will be a need to ensure that the proposed development does not cause unacceptable amenity impacts on adjacent properties and uses; or to the local environment in terms of noise, smell, light and disturbance. The associated implications for traffic generation in terms of the size of vehicles, frequency and volume of vehicle movements and requirements for additional parking and servicing will also need to be considered.

Any new buildings or redevelopment of existing buildings must be of a standard of design and layout that promotes a high quality of development that is appropriate for the landscape or townscape context of the site; and represents an efficient use of land.

Policy EI1 – Existing and new industrial sites and premises

The following sites are defined as protected industrial sites:

1. Rue des Prés Trading Estate, St Saviour;
2. Jersey Steel, Beaumont, St Lawrence;
3. St Peter's Technical Park, St Peter;
4. Springside, Trinity;
5. La Collette, St Helier;
6. L.C. Pallot Properties, Trinity;
7. Barrette Commercial Centre, Mont Mado, St John;
8. Thistlegrove, St Lawrence
9. Bienvenue Farm and land adjacent, (The Fencing Centre and The Hidden Garden Company), St. Lawrence.

Proposals for the development of new; or the redevelopment, renewal, or intensification of existing light industrial sites and premises within protected industrial sites and the built-up area will be supported.

The development of new; or the redevelopment, renewal, or intensification of existing sites and premises at Bienvenue Farm and land adjacent (The Fencing Centre and The Hidden Garden Company), will only be supported where it is for the purposes of warehousing and storage, or the nature of the proposed use will complement and support an existing rural business; or enables a new business that has the potential to make a significant contribution to the rural economy. Any such proposals must be accompanied by a business plan which justifies the location of the development; and demonstrates its contribution to the rural economy.

Proposals for the development of new or the redevelopment, renewal, or intensification of existing light industrial uses and buildings outside the built-up area will only be supported where they support rural diversification; or make use of existing buildings.

In all cases of light industrial/warehousing and storage/rural economy development there will be a need to ensure that the proposed development does not harm the amenity of neighbouring uses; or the local character of the area.

Proposals for a change of use away from light industrial uses within protected industrial sites; and at other existing light industrial sites will only be supported where:

a) the use is related to and ancillary to the main industrial use; or
b) the premises have been appropriately marketed for light industrial use and there is no longer a reasonable prospect of a site or premises' continued use for light industrial purposes; and
c) it does not have an unacceptable impact on the overall provision and mix of unit sizes and specifications of light industrial accommodation across the island, including whether need can be met even with the loss of light industrial floorspace; or
d) the overall benefit to the community of the proposal outweighs any adverse effects.

Rural economy

The use of land for agriculture has a deep history in Jersey and has shaped the landscape character of the countryside and influenced our cultural heritage. The resulting high-quality produce remains a symbol of island identity at home and abroad. Whilst the economic significance of agriculture, in gross value added and employment terms, has declined significantly over recent decades, the overall value of the industry to the island, and its indirect and catalytic economic benefits, are both significant and immeasurable.

The appearance of much of Jersey's rural landscape is derived from its management for agriculture, with around half of the island's landmass currently in agricultural use. This managed landscape is a valuable asset, but with changing consumer demands, changing agricultural practices and increasing pressures for new and different forms of development in the countryside, there is significant tension between providing the space needed for development to meet our growing community needs, whilst protecting land to serve the rural economy and ensuring that the essential landscape character of the countryside is maintained.

In recognition of these challenges, the Rural Economy Strategy 2017 - 2021[9] aims to balance the needs of the agricultural sector and other rural-based businesses such as; tourism, equine related concerns, and fishing and aquaculture to grow the rural economy while safeguarding Jersey's countryside, its character and the environment. In doing so, the strategy seeks to facilitate a sustainable and prosperous future for the industry. Achieving this requires rural policy frameworks that will support and enable Jersey's farmers to compete in local markets, in traditional export markets and to develop and diversify into new and emerging markets, whilst protecting local land-based skills and reducing the environmental cost of agriculture in the island. The sector is, presently, placing increasing emphasis on the role of technology in increasing yields, quality and profitability.

For the Island Plan, this requires a continued effort to protect and enhance the unique qualities and benefits of our rural economy, whilst allowing for positive and sustainable diversification or change that will support the industry in achieving greater productivity through new and evolving practices, which may require some limited forms of new development in the countryside.

The plan also supports, where appropriate, the conversion of redundant traditional farm buildings, the re-use of modern agricultural buildings, the clearance of derelict glass house sites and restoration of land, equine-related uses and activities, and facilities required by the fishing and aquaculture sector.

The Integrated Landscape and Seascape Character Assessment[10] provides key evidence and guidance that will be used to consider future development proposals throughout the countryside.

Protection of agricultural land

A key aspect of ensuring the maintenance of the island's landscape character and supporting the continued viability of agricultural activity, is the continued effort to protect

[9] Rural Economy Strategy (2017)

[10] Integrated Landscape and Seascape Character Assessment (2020)

the availability of agricultural land. This recognises that agricultural land is rarely created from other uses, and so it is the existing land stock that is the lifeblood of the sector. The size, shape, location, soil quality, and historic use of agricultural land is, however, a key determinant of its agricultural value, and it is the loss of high-value land which poses an immediate and long-term threat to the viability of the agricultural industry in the island.

This Island Plan maintains a precautionary approach to the protection of agricultural land by seeking to resist its loss. Sustaining a viable rural economy will, however, involve diversification with implications for the use of some agricultural land; as may other initiatives that seek to respond to the challenges of climate change and biodiversity loss; and to provide for specific community needs. It is important that any development of agricultural land for other purposes is informed by an assessment of its specific value and the implications of its loss for farm holdings and the wider industry. This assessment will help to resolve the potential conflict between protecting the best, high-quality agricultural land and other important public interests, and should minimise impact by seeking the least harmful means of accommodating those interests.

In all cases, proposals for the development of agricultural land will need to be supported by an appropriate level of information setting out details about the quality of the land and the impact of its development upon the viability of any specific agricultural holdings and the industry generally, having regard to the use of land in question and any adjacent agricultural land. In the case of farm diversification or the development of a rural enterprise, there will also be a requirement to provide a business plan which justifies the location of the development and information as to how the proposed development will help contribute to and sustain the rural economy in the short- and long-term.

Policy ERE1 – Protection of agricultural land

The development or loss of agricultural land will not be supported unless in exceptional circumstances and where:

1. the proposal will not lead to the loss of high-quality agricultural land, having regard to:
    a. the quality of the soil and historic use of the land;
    b. the location of the land relative to nearby farms and other active agricultural activity;
    c. the overall of size of the land parcel and the impact that the development will have in on the integrity and viability of a farm holding; and
    d. access to other agricultural land in the area.

2. the nature of the proposed use genuinely necessitates and is appropriate to its proposed location.

Proposals for the development of agricultural land must be accompanied by adequate information to justify the proposal; and which enables an assessment of the impact of the development upon the agricultural industry to be made. Where the supporting information is insufficient, proposals will not be supported.

Diversification of the rural economy

As agriculture and other sectors of the rural economy continue to restructure and adapt to consumer demands, technological advances and a changing climate, it is important that

the Island Plan facilitates appropriate diversification to ensure a sustainable rural economy. This might include:

- the development and diversification of agriculture;
- other land-based tourism or leisure development; and
- growth and expansion of coastal or countryside business, both through re-use of existing buildings and well-designed new buildings.

Agricultural diversification can be described as any proposal which seeks to supplement farm income on working farms. Any new activity should provide additional income and potentially create or sustain employment opportunities in agriculture and the rural economy. Any diversification proposal should remain ancillary to; and complement the main farm enterprise, both in terms of scale and activity, but should not encourage new building, significantly increase traffic or replicate activities which can be more sustainably delivered within the built-up area.

It is considered that there is much greater scope for the provision of local produce to support a local market, both in agriculture and fisheries. Proposals for diversification involving the development of farm shops will be supported where they are based on the sale of fresh local produce, including produce derived from the holding. Whilst the sale of other food goods, to overcome issues of seasonality, may be permissible, farm shops will be limited in scale and the emphasis should remain on fresh local produce. A limit to the range of goods that can be sold may be imposed by condition or planning obligation agreement.

The plan will support the development of other land-based leisure or tourism activities around the coast and in the countryside where these are based on the use and enjoyment of the existing assets of the natural environment; and where they help to support the island's tourism industry and the health and wellbeing of islanders. Such activities might include those related to sport, leisure and informal recreation, where a coastal or countryside location is required.[11]

There are existing buildings around the coast and in the countryside, which may no longer be required for the purposes for which they were built and designed. The Island Plan provides, in some circumstances, for the conversion and re-use of buildings in the countryside. In considering all proposals for the maintenance and diversification of economic activity around the coast and in the countryside, support will be given to the sympathetic use and conversion of existing buildings rather than new build. There will always be a requirement to justify any new buildings in the coast and the countryside, particularly in the Protected Coastal Area.

Where a new building is required to support diversification, it should be solely related to diversification and not for any other purpose. It should also be in scale with its surroundings and appropriately designed for its intended use. Well-proportioned buildings, which take into account their setting and use of materials, are more likely to be acceptable.

The nature of any intended diversification use, and its impact on the local character of the area, in terms of the development itself and any implications for increased intensity of use,

[11] See also Policy "CI5: Sports, leisure and cultural facilities" in the Infrastructure – Community Facilities chapter.

traffic movements and vehicle types relative to the capacity of the local road network, parking, noise and disturbance will also be material considerations.

In considering proposals for the development and diversification of economic activity around the coast and in the countryside, any such proposals will only be supported where they do not harm landscape or seascape character and where they will not lead to the loss of high-quality agricultural land. The highest level of protection will be given in the Protected Coastal Area.

In all cases, proposals for diversification will need to be supported by a business plan which justifies the location of the development and information as to how the proposed development will help contribute to and sustain the rural economy in the short- and long-term. These proposals will also need to commit to the return to the previous use if/when the current use ceases; it is important that reuse does not lead to a 'knock-on' series of changes of use that lead to a use that would not have originally been desirable or acceptable.

Policy ERE2 – Diversification of the rural economy

Proposals relating to the diversification of the rural economy will be supported where:

1. it is within the built-up area; or,
2. in the case of development outside the built-up area, the nature of the proposed use genuinely necessitates and is appropriate to its proposed location; and
    a. it will complement and support an existing business, contributing to the maintenance of the rural economy; or,
    b. enables a new business that has the potential to make a significant contribution to the rural economy; and where
    c. it makes use of existing buildings; or
    d. it is well-related to existing buildings and is appropriate in scale, location, design, material and colour to minimise its visual impact and to integrate with the character of the area.

The development of a new or extended farm shop outside of the built-up area will be supported where it does not exceed 100sqm (gross internal floor area); is ancillary to an existing farm holding; and is based on the sale of fresh local produce, which includes produce from that farm. The type, range and origin of goods sold will be controlled by condition or planning obligation agreement. Future development will be controlled to prevent further changes of use.

Proposals for diversification in the countryside must be accompanied by a business plan which justifies the location of the development in the countryside; and demonstrates its contribution to the rural economy. Where the supporting information is insufficient, proposals will not be supported.

Conversion or re-use of traditional farm buildings

Jersey farmsteads make an important contribution to character of the island's countryside and reflect its deep farming history and contribute to identity and sense of place.

Agriculture in the island has historically been family-based and very small-scale and this is represented in the island's traditional farmsteads comprising of farmhouses with multi-

functional two-storey working farm buildings or ranges (commonly termed a shed) set out mostly in L-and U-shaped plans. Ancillary detached vernacular farm structures mostly comprise pigsties, cart sheds, ash houses and bakehouses[12]. Many of the island's historic farmsteads and their constituent buildings are listed because of their special heritage interest, but even where they are not these, and other traditional farm buildings, still make an important contribution to the overall character of the countryside and should be retained in a viable use.

Older (non-residential) farm buildings that were constructed prior to 1960 are increasingly unable to meet the needs of modern farming either through conversion or adaptation. Without appropriate and viable uses traditional farm buildings will not be maintained and may be lost, undermining the character of the countryside and placing the viability of the associated farming activities at risk. Given the need for farm diversification and the rationalisation of the industry there is also increasing pressure for the re-use and conversion of traditional ancillary farm buildings. Whilst poor conversion poses a threat to the character of these buildings and their settings, care in design and detailing can allow sympathetic conversion to either new agricultural practices and / or new uses.

In the countryside, employment uses supporting rural diversification are encouraged where it helps 'recycle' buildings that retain the farmstead vernacular. This can include economic uses tied to a countryside location, or the provision of visitor accommodation. When proven to be the only viable option, proposals to convert or re-use traditional farm buildings for the provision of residential accommodation, can also provide a viable future for these buildings. Where proposals enhance the specific traditional character and significance of such buildings they will be supported. There is an emphasis on 'traditional' farm buildings to ensure this policy cannot be subverted to providing new residences in areas where it would not otherwise be permissible.

It is important that proposals for the re-use and conversion of traditional farm buildings can demonstrate an understanding of local character, and the sensitivity to and potential for change of farmsteads and their buildings. The Minister for the Environment will seek to update and issue new supplementary planning guidance to help support and enable the appropriate conversion and re-use of traditional farm buildings.

In all cases, proposals for the re-use of traditional farm buildings in the countryside will need to be supported by an appropriate level of additional information setting out details about the history and nature of the building related to its construction and use; together with detailed information about its structural capacity for adaptation and change. Information will also need to be provided about the basis of its redundancy to the farm holding and the agricultural industry.

Proposal 19 – Traditional farm buildings

The Minister for the Environment will review and provide updated supplementary planning guidance for the future use and conversion of traditional farm buildings in Jersey.

Material considerations are likely to include location, existing and planned rural economic activities on site; the effect of the use of the building(s) on those activities and its relationship to the farm holding; considerations of landscape character and setting; and the age, quality and significance of the building(s).

[12] Historic farmstead and landscapes in Jersey: their character and local distinctiveness (2008)

In considering any proposals for the re-use of agricultural buildings, regard will be had to the effects such proposals are likely to have on the amenity of neighbouring residents / businesses and the adequacy of existing road network to cope with any changes in traffic flows arising from the proposal; together with its impact on the local landscape character, including issues associated with the provision of external servicing, lighting, noise, storage and parking areas and boundary treatments. Consideration will also need to be given to the potential impact of any change of use to residential accommodation on the nature of the surrounding agricultural land, to ensure that it does not harm local landscape character. Applications will also take into account the extent to which the use could be better or more sustainably delivered elsewhere (such as within the built-up area).

Policy ERE3 – Conversion or re-use of traditional farm buildings

Proposals to convert or re-use traditional farm buildings for other employment uses will be supported where it is proven that the building is no longer required for agriculture.

Proposals for employment uses which support the diversification of the rural economy will be encouraged.

Proposals to convert or re-use traditional farm buildings for non-employment use, such as the provision of residential accommodation, will only be supported where no alternative employment use is appropriate or viable.

In all cases conversion will only be supported where the building is of a sound and substantial construction and is capable of conversion without extensive alteration, extension or re-building, and without adversely affecting the character or appearance of the building or changing or affecting the employment use or the nature of surrounding agricultural land.

Development proposals for the re-use of traditional farm buildings in the countryside must be accompanied by adequate information which demonstrates the redundancy of the building to the holding and the industry; and describes the nature of the building and its appropriateness and capability for re-use and adaptation. Where the supporting information is insufficient, proposals will not be supported.

Re-use of modern farm buildings

Large, agricultural buildings constructed after 2000 are often located in visible or sensitive countryside locations. They will have been originally granted planning permission because of specific needs identified for agriculture.

Many of these buildings, which might also include some modern glasshouses, are of a permanent and durable form of construction and, where this is the case, they will be treated as being capable of re-use to support the rural economy where they are no longer required in relation to the operation of a specific agricultural holding.

Farm buildings that were constructed between 1960 and 2000 tend to be smaller units built of blockwork and / or steel cladding. Some of these units are too small to be of use for modern agricultural practices and may be suitable for re-use, subject to adequate evidence of redundancy being provided.

Because of the changes in the agricultural industry resulting from rationalisation and the need to prevent a cycle of stimulating demand for new agricultural buildings in the countryside associated with changes in the ownership and operation of farm holdings it is, however, important to ensure that large modern agricultural buildings remain available to the industry and their loss to agriculture will generally be resisted. Any proposals for the re-use of modern agricultural buildings will, therefore, need to demonstrate both that (a) the building has been in use for agriculture for more than twenty years; and (b) that it is no longer required by the farm holding where it is located or the wider agricultural industry. Proof is likely to include long-term marketing of the building, and / or professional or industry-specific corroboration.

Where it can be demonstrated that an established agricultural building in the countryside is no longer required for its original purpose its re-use for other employment uses will be supported. The re-use of these buildings for employment uses that support rural diversification, particularly where their use necessitates a countryside location, will be encouraged. Where proven to be the only viable option, the re-use of these buildings for other employment uses will be supported, but only when any such use, and the implications of that use, are compatible with a countryside location in terms of its impact upon the local landscape character and the amenity of nearby residents. The use of modern agricultural buildings for any form of residential use will be strongly resisted.

Agricultural and ancillary buildings of simple construction, which were not designed to be permanent structures, may be considered for re-use for other employment uses until the end of their serviceable life, after which time they should be removed, and the land restored to its original condition. Such a building that is being proposed for reuse will not be permitted to be rebuilt or substantially refurbished to meet the needs of the new use. In order to evidence the capability of the building to accommodate a new use without necessitating re-build or substantial refurbishment, a structural engineer's report may be required to support the planning application.

The definition of 'serviceable life' will be agreed at the outset to ensure the owners have certainty. Where a planning obligation agreement requires restoration of land upon redundancy or disuse or disrepair of an existing building, this will be upheld and the re-use of the building for other purposes will not be permitted.

In all cases, proposals for the re-use of agricultural buildings in the countryside will need to be supported by an appropriate level of information setting out details about the history and nature of the building related to its construction and use; and the basis of its redundancy to the farm holding and the agricultural industry.

In considering any proposals for the re-use of agricultural buildings, regard will be had to the effects such proposals are likely to have on the amenity of neighbouring residents and the adequacy of the existing road network to cope with any changes in traffic flows arising from the proposal; together with its impact on the local landscape character, including issues associated with the provision of external servicing, lighting, storage and parking areas and boundary treatments.

Policy ERE4 – Re-use of modern farm buildings

Proposals to re-use modern farm buildings for other employment-related uses will only be supported where:

1. the building was designed to be permanent and has been in agricultural use for at least twenty years;
2. the building is proven to be no longer required for agricultural use on the holding, or to meet wider agricultural needs; and
3. the proposed alternative use is compatible with the location.

In the case of buildings and structures that were clearly not designed to be permanent by virtue of their simple and temporary-natured construction, the alternative use of the building may be permissible until such a time that the building reaches the end of its serviceable life, and at which defined point the building will, by condition, be removed.

Development proposals for the re-use of agricultural buildings in the countryside must be accompanied by adequate information which demonstrates the redundancy of the building to the holding and the industry; describes the nature of the building and its appropriateness for re-use. Where the supporting information is insufficient to demonstrate the above, proposals will not be supported.

New and extended agricultural buildings

Change in the agricultural industry has resulted in rationalisation and an increase in the average size of farm holdings together with diversification, increased environmental awareness, the use of new technologies ('agritech') and more efficient farm machinery. This can create a need for new or extended farm buildings, including glasshouses, to allow holdings to appropriately diversify and operate more efficiently.

Proposals for new agricultural buildings in the countryside will need to justify why existing unused or under-used buildings within reasonable proximity to the holding are unsuitable and cannot be used. This is important to prevent a cycle of stimulating demand for new agricultural buildings in the countryside when farm holdings change size, operation and ownership. Proposals which re-use existing buildings will be viewed more favourably than those requiring the erection of new structures.

Any new building, where justified, should be constructed sympathetically and be of an appropriate scale to its setting and surroundings, and properly assimilated into the farm complex. Any such proposals will only be supported where they do not harm landscape or seascape character. The highest level of protection will be given in the Protected Coastal Area.

In all cases, proposals for new or extended agricultural buildings in the countryside will need to be supported by a business plan which justifies the location of the development and information as to how the proposed development will help contribute to and sustain the rural economy in the short- and long-term. This will also need to demonstrate why there are no suitable or practicable buildings nearby that could be used in place of the proposed development.

Policy ERE5 – New or extended agricultural buildings

Proposals for new agricultural buildings will only be supported where:

1. they are clearly demonstrated to be incidental and essential to the viability or running of the holding;
2. existing buildings on the holding or within reasonable proximity of it – as may be available for purchase or lease – cannot, with or without adaptation, be used for the proposed purpose; and
3. they are well-related to existing buildings and is appropriate in scale, location, design, material and colour to minimise its visual impact and to integrate with the character of the area.

Proposals for extensions, alterations, re-building or other works to buildings remaining in agricultural use will be supported where they are incidental and essential to the efficient operation of the holding.

Proposals for new or extended agricultural buildings in the countryside must be accompanied by a business plan which justifies the location of the development in the countryside; and demonstrates its contribution to the rural economy. Where the supporting information is insufficient, proposals will not be supported.

Derelict and redundant glasshouses

In planning terms, glasshouses are considered to be temporary structures associated with the agricultural use of the land. When glasshouses are redundant to the horticultural industry or are derelict, they should be removed, and the land brought back into crop production or grazing use.

Since 2013, the total area of land farmed under glass has decreased by 37%, and of the glasshouses that remain (at just under 155,000 sqm), nearly 97% were more than 15 years old (at the end of 2017); with only just over half of the area under glass being actively used for production in the previous twelve months[13]. The reduction of the scale of cropping under glass and the ageing nature of glasshouses has led to many glasshouses falling into disuse and dereliction. This can have an adverse visual impact on the character and appearance of the countryside and prevents the use of the land for agricultural production, including grazing.

In order to encourage landowners to remove derelict structures, and to restore the land to agriculture or to improve the environmental quality and open nature of land in the countryside, there will be a strong presumption against the re-development of glasshouses for non-agricultural uses. This is also intended to disincentivise allowing glasshouses to fall into disrepair in order to secure an alternative use.

Exceptionally, consideration may be given to limited non-agricultural development to enable the delivery of significant environmental benefits in the countryside through the removal of glasshouses and supporting infrastructure; the restoration of the majority of agricultural land; and the repair of the landscape. Any such proposals must be accompanied by adequate information which demonstrates the redundancy of the glasshouse to the holding and the industry. Such use will be conditioned to prevent further changes of use; and if the approved use ceases, that the land will revert to agricultural use.

[13] Agricultural Statistics report 2018

The nature, scale and form of any such exceptional development will be limited to that with a value commensurate with the costs of removing the glasshouses and restoring the land to agricultural use or to enable appropriate environmental restoration and enhancement to take place. Any such development will be tested in accordance with the enabling and linked development policy[14].

As part of the assessment of any such development proposals, there will be a need to demonstrate that any new development delivers a significant overall improvement to the quality, character and appearance of the landscape, through its restoration to agriculture, or an appropriate environmentally beneficial use which contributes to the island's network of green infrastructure.

When considering proposals for development in the countryside significant weight will be afforded to the island's landscape and seascape character and to the character type- and coastal unit-specific strategy and management guidelines set out in the Integrated Landscape and Seascape Character Appraisal[15]. As part of the assessment of development proposals, consideration should be given to the sensitivity of the local character type and area and how vulnerable or robust its landscape or seascape character is; and to its capacity to accommodate change. It may be that, in some instances, enabling development is better delivered in a different location to that of the cleared glass, elsewhere on the land holding, where it is less impactful on the character and appearance of the countryside or coast.

To enable an understanding of the impact of a proposal on the character in which a site is located, an appropriate level of supporting information will be required, including details about the full extent of the land holding.

Policy ERE6 – Derelict and redundant glasshouses

The redevelopment of redundant and derelict glasshouses for non-agricultural uses will not be supported.

When glasshouses are redundant to the horticultural industry or are derelict, they should be removed, and the land restored to agricultural use.

In only the most exceptional circumstances, the development of derelict glasshouse sites may be considered for other uses, provided that the amount of development is the minimum required to deliver an overall improvement to the landscape character of the countryside through the removal of glasshouses and supporting infrastructure; and the restoration of agricultural land, or an appropriate environmentally-beneficial use. Any such proposals must be accompanied by adequate information which demonstrates the redundancy of the glasshouse to the holding and the industry; and details which support and justify the extent of development sought relative to the costs of the removal of the glasshouses. Any such development will be conditioned to prevent further changes of use; and if the approved use ceases, that the land will revert to agricultural use.

Equine development

With an estimated £10m turnover per annum generated from a land area of approximately 430 hectares (2,400 vergées), the equine industry is (and should be recognised as) an

[14] See associated policy 'GD4 – Enabling and linked development' – General development chapter

[15] Integrated Landscape and Seascape Character Assessment (2020)

economically significant and socially valuable use of land resources, with many islanders involved in equine activities, spending time in the countryside with the health and well-being benefits associated with the activity[16].

Whilst the development of new horse-related infrastructure can support the rural economy and make a genuine contribution to the recreational offer of the island, it needs to be balanced with the need to safeguard agricultural land for agricultural activity, whilst ensuring the ongoing protection and enhancement of the landscape character and biodiversity of the countryside.

Commercial stables and riding schools can, in particular, have a significant impact upon the landscape character of an area through the erection of new buildings, fencing, vehicular areas, new or improved highway access arrangements and floodlighting, security lights and signage. This impact can often extend beyond the immediate locality of the site itself.

Careful consideration will, therefore, be given to the impact of proposals on the landscape character of the site and surrounding area, and in particular the cumulative impact of horse-related development within the countryside. A key consideration will also be the impact that the development will have upon the quality and availability of land for agricultural purposes and its status, where defined under the control sales and leases of agricultural land legislation[17], should be taken into account.

Policy ERE7 – Equine development

All proposals for equine-related development will be assessed to ensure that they will not individually or cumulatively harm the quality and character of the landscape and the amenity of the area and any adjacent uses, and will not otherwise compromise the quality and availability of land for agricultural use.

Development for new or extended commercial equine-related uses, such as livery stables and riding schools, will only be supported where it can be demonstrated that they will make a genuine contribution to the rural economy, and that this contribution is greater and more enduring than the agricultural use that may otherwise take place on the land.

Proposals for smaller-scale private equine-related development will only be supported where it is minor in scale and acceptable in terms of siting, scale, design and impact upon the character or appearance of the land; and impact upon the quality and availability of land for agricultural use.

The conversion of existing buildings to equine-related uses, rather than new-build, will be required when existing buildings on or near to the site are available, and are suitable and capable of conversion.

Where equine development is permitted, the use of any proposed external lighting associated with the facilities will be controlled through conditions which will restrict siting, height, angle or spread of light and operating times in order to protect the landscape character of the countryside; biodiversity and the amenity of local residents.

[16] Rural Economy Strategy 2017 to 2021; Towards Sustainable Farming (2017)
[17] Agricultural land (Control sales and leases) (Jersey) Law 1974

Fishing and aquaculture

The waters around Jersey are productive and fishing and aquaculture are of economic importance in terms of value, local employment, and contribution to the island's tourism offer. Fishing also plays a significant role in island life, culture, and identity.

Jersey's commercial fishery is economically dominated by shellfish, especially lobster and crab which form around 70% (by financial value) of landings. Whelks and scallops are also important at around 22% of landed value with wet fish and other species, such as cuttlefish, forming the remaining 8%[18]. Potting remains the dominant metier used across the island's commercial fleet given the major role that crab and lobster contribute to the fishery.

Jersey's aquaculture industry remains focused on the Pacific oyster and mussels. The island's main aquaculture area – the Grouville aquaculture box – covers 224 hectares of the intertidal zone in the Royal Bay of Grouville (see figure E6) where licensed concessions, covering nearly 70 hectares, are managed by the Government of Jersey's Marine Resources Section[19]. Smaller intertidal concessions are also currently licensed near Icho Tower and Green Island with a subtidal concession, for scallops, at Anne Port.

Figure E6: Royal Bay of Grouville aquaculture box

Fishing for shellfish, wet fish and fish farming are important economic activities which need to be safeguarded and supported. As such, it is important that the industry is assisted in terms of its land-based needs such as access, servicing, processing, packing facilities and cold storage.

The majority of the commercial fishery fleet is based at St Helier harbour, where there is a presumption in favour of development which is related to port activities, including fishing and ancillary activity.

[18] Marine Resources Annual Report 2019

[19] P/2017/0133 Royal Bay of Grouville aquaculture box

The provision of new or additional landside facilities for aquaculture should be as close as possible to the existing concessions to minimise trip generation as much as possible. Proposals for the development of these facilities will be considered on a similar basis to that for agriculture under the provisions of those policies relating to new or extended farm buildings, and the re-use of modern farm buildings. Where possible, new entrants or existing operators, should seek to make use of existing buildings and facilities.

In considering any proposals for new or additional landside facilities for aquaculture, regard will be had to the effects such proposals are likely to have on the amenity of neighbouring residents and the adequacy of the existing road network to cope with any changes in traffic flows arising from the proposal; together with its impact on the local landscape character, including issues associated with the provision of external servicing, lighting, storage and parking areas and boundary treatments.

In all cases, proposals for new or extended buildings in the countryside to support aquaculture will need to be supported by a business plan which justifies the location of the development and information as to how the proposed development will help contribute to and sustain the rural economy in the short- and long-term. This will need to demonstrate why existing premises or buildings in the locality are unsuited to the proposed use(s).

There are considered to be no additional requirements to extend the spatial extent of the inter- or sub-tidal area in support of aquaculture over the plan period. Proposals for new aquaculture development should be focused on the Royal Bay of Grouville aquaculture box, as defined on the proposals map, where there is capacity for new entrants and scope for expansion on existing concessions through enhanced management (e.g. increasing sack or table density). On the basis of the existing capacity for further aquaculture development and the sensitivity of the intertidal zone, proposals for new aquaculture development outwith the Royal Bay of Grouville aquaculture box will only be supported where there is a sound justification of proven need, which cannot be met elsewhere; and where it can be demonstrated that the proposal would not harm marine biodiversity value. Any proposals which seek to establish operations outside of this area would require an environmental impact assessment and a clear justification of need which sets out the consideration of alternative sites, including the Royal Bay of Grouville.

Policy ERE8 – Fishing and aquaculture

Proposals to provide facilities and infrastructure which are essential for the fishing industry will be supported within the operational port of St Helier.

Proposals to provide new or extended landside facilities outside the built-up area to support the aquaculture industry will be considered as if they were proposals for agriculture

Proposals for new or extended aquaculture facilities outside the built-up area must be accompanied by a business plan which justifies the location of the development; and demonstrates its contribution to the rural economy. This will need to demonstrate why existing premises or buildings in the locality are unsuited to the proposed use(s). Where the supporting information is insufficient proposals will not be supported.

The aquaculture box in the Royal Bay of Grouville will be safeguarded from other forms of development which might harm the viability and integrity of this area for the purposes of aquaculture. The development of new, or the extension of existing,

aquaculture infrastructure in the Royal Bay of Grouville aquaculture box will be supported.

The development of new, or the extension of existing, aquaculture infrastructure in other parts of the inter- or sub-tidal zone will only be supported where:

- it is required to meet a proven need, which cannot be met elsewhere; and
- it would not harm marine biodiversity value.

Volume 3

Housing

Housing

Planning for homes

This Island Plan has a fundamental role to play in addressing the availability and cost of housing in Jersey. Planning for homes requires an understanding of the need and demand for homes; and needs to ensure that the planned supply can meet the need for the different categories, tenures and types of home that are required.

Normally, the Island Plan would provide a ten-year planning framework, but current circumstances make it difficult to plan for the medium- or long-term. It is presently difficult to know, with any degree of certainty, what the impact of the coronavirus pandemic and Brexit will be for Jersey and to forecast what the longer-term housing requirement will be. This is because the island's population is significantly altered by levels of in-migration, which is closely connected to the island's economic performance.

As a result, the new Island Plan will cover a shorter three-year plan period (2022-2025). In terms of housing supply, however, this plan takes a five-year view of supply - covering the period 2021-2025 - having regard to the performance of the Revised 2011 Island Plan in delivering homes from 2011-2020 and looking to ensure that there is continuity to match housing demand with housing supply up to the end of 2025. This will cover the transition between two longer-term plans.

The planned provision of homes over this period has been informed by the development of a near-term planning assumption for change to the island's population. Notwithstanding the possible impact of the pandemic and Brexit on levels of in-migration and population change, what is clear is that there is a need to provide more homes to respond to some of the need generated by the increased demand for homes over the last plan period. This has been created by levels of in-migration that were consistently higher than forecast and this plan also seeks to make provision to address some of this demand too.

Whilst critically important, planning for homes to meet the community's needs is not just a matter of numbers, but also about creating good quality residential accommodation, which is responsive to the changing way we live, work and spend our leisure time, and to ensure that new development integrates with and can strengthen existing communities. This plan, therefore, also seeks to ensure that the homes that we provide, and the places in which we provide them, create the environments and places where islanders and communities can thrive and flourish.

Design for homes

The design of the built environment and the buildings where we spend the majority of our time has a significant impact on our mental and physical health and wellbeing. This is particularly true of our homes which has been highlighted by the experience of the pandemic.

Most of the homes to be delivered by this plan will be in the island's built-up areas, where higher density of development will be encouraged to make sure that we make best use of Jersey's limited supply of land. Denser, more compact forms of development, such as flats, apartments and maisonettes, can create thriving and vibrant communities, and places

where people want to live. There is, however, a balance to be struck between the drive to use land more intensively, delivering the numbers of much needed new homes, while still creating successful places where people can live healthy lives. Other homes will also be created by the extension, sub-division or alteration of existing homes or through the conversion of existing buildings to residential use. The improvement of existing homes can also be realised through extensions and in some cases, incidental or ancillary buildings, where they support the enjoyment and functionality of the main home. Wherever new homes are provided, the creation of good quality residential accommodation is essential, regardless of their tenure, size and type.

Our homes need to provide internal environments and associated external spaces that support the health and wellbeing of their occupants and all who experience them. They should meet the needs of a diverse range of users, taking into account factors such as the ageing population. They should be adequate in size, fit for purpose, and adaptable to the changing needs of their occupants over time. Individual dwellings should provide sufficient comfort, natural light, privacy and quiet. They should also relate positively to the private, shared and public spaces around them, contributing to social interaction and inclusion to maintain and help foster the creation of mixed and balanced communities.

All new homes should meet or exceed the space standards set out in the Minister for the Environment's supplementary planning guidance[1], which will be reviewed to bring them up to date. Internal living space should be easy to use with layouts that are adaptable to facilitate the flexible use of space, increase living choices, enable home working and make life easier for people with disabilities. This can be facilitated by carefully considering the location of doors, windows and built-in furniture and the location of structural supports to allow new openings in internal walls, or by creating easily demountable partitions which are clear of services such as pipes and cables, to maximise the potential use of a space. Marginally higher ceilings in the main living spaces (2.5m minimum) can enhance how spacious and comfortable a dwelling is and improve the amount and quality of natural light and ventilation, as well as providing flexibility, in the use of a room.

Providing safe, secure and accessible storage space, either individually or communally, for bulky items (for example, prams, mobility scooters, leisure equipment) that are the types of things usually accommodated in an attic or shed in a traditional house, should also be included in the design of new residential development.

Access to external amenity space is an important consideration and can be provided as private balconies or gardens, or as communal gardens and roof terraces. The extent of provision should be based on the space required for furniture, access to the space and uses in relation to the number of occupants. The provision of directly accessible private outdoor space to individual homes should be the norm and be of a practical shape and utility. The minimum depth and width for all balconies and other private external spaces should be 1500mm, where they are designed and orientated to be sunny, sheltered and secluded from neighbouring premises. External amenity spaces may also accommodate detached incidental or ancillary buildings which can support the use, functionality and enjoyment of a home. Incidental or ancillary buildings must be proportionate in scale relative to the principal dwelling (or dwellings), whereby they are clearly subordinate in their nature; will not unacceptably diminish the availability of quality external amenity

[1] Policy Note 6 - minimum specifications for new housing developments

space, and will not lead to unacceptable landscape harm, particularly where this is to be outside the defined built-up area.

There is a need to ensure that habitable rooms and bedrooms are given adequate levels of privacy in relation to neighbouring property, the street, and other public spaces. Providing ground level maisonettes or locating habitable rooms at the front of the building, to provide natural overlooking and sense of activity to the street, can also help ensure that more sensitive uses, such as bedrooms, are more privately located at first floor level, or at the rear of the building. Raising the internal floor level of units above street level can also improve privacy.

Configuring living rooms next to kitchens, and bedrooms next to bathrooms, in vertical and horizontal arrangement, can help reduce noise transmission between rooms, and the careful location of lifts and circulation spaces in flatted development can help to limit noise transmission.

There will be a need to demonstrate the amenity of homes, in relation to the provision of daylight and sunlight. All homes should benefit from direct sunlight to enter at least one habitable room for part of the day; and living areas and kitchen spaces should, wherever possible, receive direct sunlight. Maximising opportunities to provide dual aspect homes, with windows on more than one side, improves access to natural light, choice of views and provides cross-ventilation which can help to address overheating. The provision of single aspect homes should be minimised, especially those that are north-facing, or those exposed to noise levels which may prejudice health. If single aspect dwellings are unavoidable, the design will need to demonstrate that all habitable rooms and the kitchen are provided with adequate ventilation, privacy and daylight, and that the orientation enhances amenity, including views.

Creating internal and external spaces, where people can meet and socialise, is a critical design element of compact forms of residential development. As such, well-designed and proportionate shared internal and external spaces should be an integral component of design. These features can help build a sense of community and identity and are important in building sustainable places where people want to live. Making sure that there are safe places for children to play, in well surveyed parts of the development, is critical to ensuring child-friendly new development and will be required in residential schemes that deliver five or more homes.

In flats or apartments, providing entrances that serve a small number of homes can help foster a sense of community and familiarity with neighbours. In compact forms of development, each core should be accessible to no more than six dwellings on each floor. All internal circulation spaces should be wide enough to enable comfortable movement of building users, and long, narrow internal corridors should be avoided. Outside, the inclusion of well-designed communal gardens, and other shared spaces, can be beneficial for people to meet and engage, and promote community conviviality. Design of external space should take account of a variety of uses such as integrated children's play, areas for growing plants and quiet areas for relaxation which should be accessible to all residents, regardless of tenure or mobility.

Proposal 20 – Design for homes

The Minister for the Environment will review, and issue revised supplementary planning guidance setting out new design standards for the design and specification of new homes to ensure that new residential accommodation can provide islanders with good quality homes.

Policy H1 – Housing quality and design

Proposals for the development of new homes, whether provided through the development of new buildings or the conversion, extension or alteration of existing buildings, should provide good quality accommodation and will only be supported where:

1. it provides easy to use and adaptable internal space; as well as private amenity space which meets or exceeds adopted standards;
2. it safeguards privacy and minimises exposure to noise
3. it maximises opportunities for daylight, sunlight and natural ventilation to internal spaces, avoiding single aspect plan forms; and
4. where relevant, it provides shared internal and external spaces that contribute to the creation of sustainable communities, where people can meet their neighbours.

Housing density

As the island changes and grows, there is a need to ensure the efficient use of the island's limited land supply to meet the need for new homes. Residential development proposals should deliver an optimum density for their site and location. This means the development of land to the fullest amount where that is consistent with all other relevant planning objectives, including the provision of open space, parking, placemaking, and impact on neighbouring uses, along with the quality and design of the homes being provided.

Density[2] is a measure of the number of dwellings which can be accommodated on a site or in an area. Residential densities are usually expressed as dwellings per hectare (dph). A more nuanced approach to providing an indication of the intensity of development, and the likely number of occupants, is to use habitable rooms per hectare (under current guidance[3] a three bed-house will have five habitable rooms and a two-bed house four habitable rooms. In contrast, a two-bed flat will have three habitable rooms and a one-bed flat two habitable rooms). The intensity of the development has a direct bearing on the form of homes provided: any development above 60dph will likely be flats rather than houses.[4]

As set out in the Island Plan's spatial strategy, development of the highest densities should be located at the most accessible and sustainable locations, focusing growth in the island's

[2] Net dwelling density is calculated by including only those site areas which will be developed for housing and directly associated uses, including access roads within the site, private garden space, car parking areas, incidental open space, landscaping and children's play areas where provided.

[3] Planning Policy Note 6: Specifications for housing developments states that rooms of 250sq ft (23sqm) and over will count as two habitable rooms, with every extra 100sq.ft (9 sqm) equalling one additional habitable room.

[4] Requirements for increased density can have a direct impact on the type of dwelling provided: around 60 dph the development must be mainly or entirely in the form of flats (Whitehead, Christine M E (2012) The density debate: a personal view. London School of Economics and Political Science)

existing built-up areas, and Town in particular. This is where homes are better related to workplaces, schools, shops and local services, where the need for travel is reduced, and where there are likely to be more sustainable travel choices.

A positive design-led approach to increasing the density of new development, within its context, will ensure that the identity and character of each place is enhanced and, where relevant, protected. This will require an imaginative and contextually sensitive approach to development to create sustainable communities in liveable neighbourhoods. Planning applications for new homes will need to use land efficiently but not overcrowd, overdevelop or cram a site. When new homes are being proposed, there will be a requirement to consider the needs of existing and future residents in providing access to open space and other community services and facilities, and the capacity of existing infrastructure to absorb more development. Such development will need to provide or contribute to community facilities and infrastructure that will be impacted by the likely increase in the number of people living in the area. High quality residential amenity and sustainable communities will lie at the heart of achieving good places for people to live.

There will also be a need to ensure that more dense forms of development are making a positive contribution to meeting the island's housing needs and that they provide an appropriate mix of homes that help support and sustain mixed neighbourhoods and local communities. An over-provision of one form of dwelling type, such as one-bedroom flats, will not create vibrant local communities and will not be supported.

To be successful the provision of more dense forms of development throughout the island's built-up areas should have regard to:

- the quality of design, relative to the nature of the site and its local context and the character, capacity and sensitivity of the area to accommodate the development;
- the quality, type and mix of homes being created, and its contribution to the creation of sustainable communities; and
- the level of accessibility by walking, cycling and public transport, to a range of community services and facilities, including the capacity of existing local infrastructure to accommodate the development.

The Minister for the Environment will develop and publish supplementary planning guidance to establish minimum density standards for all of the island's built-up areas to ensure that land is used efficiently, by securing contextually appropriate uplifts in the density of new homes to support the island in meeting its housing needs. There is, however, a balance to be struck between achieving higher densities for new homes and the impact of this on the character of Town and other parts of the island's built-up area. The guidance will recognise that the island's built-up areas have different characteristics and different capacity to accept more dense forms of development. Similarly, some parts of Town offer a greater opportunity for more significant increases in density than others. These are those areas of town with fewer contextual constraints, and larger development sites, where there is potential for new development to define its own setting.

Residential schemes should provide a minimum level of density that is appropriate to the site's setting, in accordance with the Minister's guidance. Residential densities below this figure should only occur where it is essential to safeguard the special interest and character of the area, such as development in a conservation area, or where there is an overriding need to provide a particular type of residential scheme to meet a specific housing need, such as the provision of, for example, sheltered accommodation.

To enable a proper assessment of the density of new development, applications for five or more homes should be supported by a comprehensive schedule of accommodation, which provides an overall calculation of both the number of dwellings per hectare and habitable rooms per hectare. Where proposals receive planning permission, the schedule will form one of the approved documents to confirm the number, type and specification of homes to be delivered on the site.

Proposal 21 - Minimum density standards

The Minister for the Environment will develop and publish supplementary planning guidance to establish minimum density standards for the island's built-up areas including:

- Town;
- Les Quennevais;
- local centres; and
- smaller settlements

As part of the development of any supplementary planning guidance for minimum density standards, the Minister for the Environment will consult the Minister for Housing and Communities; the relevant parish(es); stakeholders and members of the public.

Policy H2 – Housing density

A positive design-led approach for the provision of new homes will be encouraged at all sites in the island's built-up area to ensure optimum efficiency in the use of land.

Residential development will be supported where it meets or exceeds the adopted minimum residential density standards established for the island's built-up areas.

The appropriate density for any individual site will be informed by:

- the quality of design, relative to the nature of the site and its local context, and the character, capacity and sensitivity of the area to accommodate the development;
- the quality, type and mix of homes being created; and its contribution to the creation of sustainable communities; and
- the level of accessibility by walking, cycling and public transport, to a range of services and facilities, including the capacity of existing local infrastructure to accommodate the development; and
- the quantity and quality of amenity space and parking, including visitor parking.

Residential development below the minimum density will only be supported where it is essential to protect the special interest and character of the area, or where there is an overriding justification to provide a particular mix and type of homes.

Proposals involving five or more homes should be supported by a schedule of accommodation and density statement: proposals that are not accompanied by this information will not be supported.

Housing demand

Housing demand is driven by population change – comprising natural growth and in-migration – over the plan period. Ordinarily, a long-term planning assumption would be established to inform ten-year plans for housing. This Island Plan, with a shorter-term plan period, adopts a near-term planning assumption because of the difficulties involved in modelling future population and housing demand forecasts, given the uncertainty of impacts associated with the pandemic and Brexit on the island's economy, and consequently, its population. This is particularly the case in Jersey, where in-migration is very closely driven by economic performance.

As set out in the Preferred Strategy[5], this Island Plan adopts a near-term planning assumption of growth in the island's population of around 4,000 people over the five years covering 2021-25, based on an average annual increase of +800 per year. The development and adoption of this near-term planning assumption has been informed by available evidence and trends related to population dynamics and changes to demographic profiles; the anticipated impact of future government policies relating to migration; and informed assumptions regarding the impact of the coronavirus pandemic and Brexit on inward migration and population change.

The Objective Assessment of Housing Need (OAHN)[6], published in January 2019, makes clear that more housing is required in the coming years, regardless of migration, due to population trends such as increasing life expectancy and reductions in the average size of households. The report estimates the number of additional units that would be required under four population growth scenarios (net nil; +325; +700; and +1000) for the period 2021-2030.

In addition to the housing requirement set out in the OAHN report, it is recognised that population growth over the previous Island Plan period (2011-2020) has been significantly higher than the anticipated additional 325 people a year, averaging around 1,000 people a year. Statistics Jersey has estimated that, because of this, a net shortfall of 1,800 homes has arisen over the ten-year plan period (2011-2020). Some of the demand associated with this shortfall may have been met by existing under-capacity in the market. However, it is reasonable to assume that the remaining unsatisfied demand is contributing to the housing pressures experienced in Jersey and creating additional demand that should be reflected in the housing requirement.

Modelling undertaken using the same methodology as the OAHN suggests that the projected near-term annual population increase of +800 per year would generate a need for an additional 6,100 homes over a ten-year plan period from 2021-2030. When this is considered together with the net shortfall of 1,800 homes from the last plan period, a net target of at least 7,900 homes is required up to 2030.

Whilst there is a clear need for the development of new homes, there is also the potential to make better use of the island's existing housing stock. The Housing Policy Development Board (HPDB)[7] was established, in 2019, to examine the housing market in Jersey and to develop comprehensive proposals to improve the supply, affordability, access to, and standard of housing in the island. Having regard to the focus of the HPDB it is considered

[5] Island Plan Review Preferred Strategy Report
[6] Objective Assessment of Housing Need (2019)
[7] Housing Policy Development Board

appropriate to conclude that, as a minimum, Government might seek to address 5% of the identified housing requirement (rounded to 200 units) through non-development policies over the plan period. This is considered a reasonable assumption given the time necessary both to develop and begin to implement those policy recommendations submitted by the HPDB that are accepted by the Government of Jersey.

Based on the above, the housing development target over a five-year planning period (from 2021 to the end of 2025) arising from changes in ageing and dwelling patterns; from increases in population over the plan period; and from the net shortfall of the last plan period, is set at 4,000 homes. This recognises a continuity of supply in the transition between the former plan; this plan; and the next longer-term Island Plan and equates to a minimum rate of supply of 800 homes per year.

In addition to this, there is a specific requirement to provide key worker accommodation to support essential public services. The OAHN recommends provision of 25 key worker homes per year to support this objective, which should be considered in addition to overall housing demand driven by population change.

Housing supply

Having established a near-term housing target, a strategic analysis of the supply of land and housing, as well as the capacity of these sources to meet the demand, has been undertaken in the development of this plan. The main sources of housing supply are identified and considered in the Housing Land Availability and Site Assessment[8] report and their anticipated contribution to housing supply over the plan period is presented in table 1 (below) and comes from the following sources:

- homes under construction
- sites with outstanding planning permission
- capacity of the town
- Government of Jersey, and arms-length bodies-owned sites
- 'windfall' outside of town
- extensions to the built-up area (rezoning)

Recognising the ongoing development cycle in the transition between plans, there are several sites where a significant number of homes are under construction and are due to be completed post-2020. Other sites will have the benefit of planning permission, which lasts for three years, and an assumption is made that a proportion of these will come forward for development and contribute to the supply of homes.

Town has an important role to play in helping to meet the island's housing needs. Work has been undertaken to assess the potential contribution of development opportunities arising within Town, including private 'windfall' development and the development of land by government arms-length agencies, such as Andium Homes and the Jersey Development Company.

An Island Public Estates Strategy 2021-35[9] has been developed and adopted by the Government of Jersey to better manage its own public estate and, to help support the delivery of affordable homes and the provision of key worker accommodation. The strategy will provide a coordinated basis against which all future asset management

[8] See Housing Land Availability and Site Assessment at IPR core evidence base
[9] Island Public Estates Strategy 2021-35

planning for public operational land and buildings can be assessed, so that they are maintained, developed, re-purposed or disposed of in accordance with the long-term requirements and aspirations of the Government relative to the needs of the community. The strategy will support the delivery of government-owned sites where there is the potential for redevelopment: those with the potential to support the delivery of homes over this plan period are included in the estimate of housing supply and are identified as a source of supply.

Based on an assessment of trend data and having regard to the policy framework provided by the plan, further windfall in other built-up areas and, to a lesser extent, some limited residential development in the countryside, will also provide a source of housing supply.

The work of the HPDB[10] emphasises the key role that the Government of Jersey, and its delivery agents, can play in the supply of new housing in the island, as well as actively encouraging more efficient use of existing housing through various policy interventions. The HPDB work sets out detailed policy recommendations across a range of ministerial responsibilities. The recommendations and themes most relevant to the plan are:

- delivery of new homes across a range of tenures and need groups
- encouraging 'right-sizing' to improve the availability of family-sized accommodation
- rezoning of land for specific residential classes
- encouraging conversion of large residential dwellings into multiple homes
- the introduction of an affordable housing contribution policy, and
- the use of compulsory purchase to discourage land-banking and aid site assembly.

Recognising overall housing demand, including the need for key worker accommodation; the above-mentioned sources of supply; and having regard to the Government's strategic policy commitments (improving the quality and affordability of housing and securing a consistent supply of good-quality homes that are affordable to local families),[11] alongside the emergent policy recommendations of the HPDB, this Island Plan seeks to make provision for additional homes over and above the anticipated level of demand - of up to 4,300 homes - to specifically address key policy objectives. In particular, the planned release of land, through rezoning, to deliver affordable homes accords with the plan's spatial strategy, shares the burden of development across the island, and supports the maintenance and enhancement of sustainable communities in local centres.

It ensures that the plan can provide for, and deliver, a mix of housing types, including family and right-sizing homes, to meet the different housing needs of different parts of the island, facilitating the better use of the existing housing stock. It also ensures a more equitable distribution of development across the island and helps to maintain a supply of homes in the transition between two longer terms plans, helping to directly tackle the need for affordable housing in particular.

This plan sets out a policy framework which responds to all these outcomes, including the allocation or rezoning of land to deliver affordable homes and to help support and maintain sustainable communities.

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[10] Housing Policy Development Board: final report

[11] See Strategic priority: We will reduce income inequality and improve the standard of living Common Strategic Policy 2018-22

Supply source		Five-year supply estimate 2021-25	
		Affordable	Open Market
Under construction (end 2020)		625	700
Planning permission (March 2021)		0	700
Town Capacity	Private sites	0	600
	Government/approved housing provider sites	425	150
Windfall (outside of Town)		0	500
Rezoning – affordable housing		373	0
Rezoning – supported housing		0	87
Total estimated supply		**1,423**	**2,737**
		4,160	

Table H1: Sources of housing supply

Other than sites that are currently under construction, or government-owned sites, there is a degree of uncertainty over other sources of housing supply. At present, the most significant barrier facing housing delivery is the supply of land, and the impact of this on the cost of land. High land costs coupled with relatively high build costs are the key drivers of the supply and cost of new housing in Jersey. The current pandemic will have an impact on the supply of housing, by influencing the levels of inward migration, labour supply and cost of construction. But the specific impacts of the pandemic over the three-year period of the plan are not yet clear, and assumptions have been made about the potential yield from various sources.

This Island Plan also needs to enable and catalyse development activity over and above the recent average build rate (at about 400 homes per year) to meet the demand for homes over the plan period. As set out in the Island Public Estates Strategy, and also reflected in the emergent policy package recommended by the HPDB, stimulating supply from the release and development of government-owned sites and promoting 'right-sizing' will, directly and indirectly, support new housing delivery.

Policy H3 – Provision of homes

The plan makes provision for the supply of up to 4,300 homes (up to the end 2025) to provide:

- up to 1,650 affordable homes (including key worker accommodation)
- up to 2,650 open market homes

To enable the supply of homes, proposals for residential development will be supported in the island's built-up areas; and on sites specifically allocated for the provision of up to 600 affordable homes.

Development proposals which would result in a net loss of housing units will not be supported except where:

i. the proposal would result in the replacement of substandard accommodation with homes that meet current standards; or
ii. the replacement homes would better meet the island's housing need in terms of size, type and/or tenure.

Meeting housing need

The challenge of meeting housing need is not confined to ensuring an adequate supply of homes. Planning policy within the plan must also ensure that the size and type of housing being delivered is appropriate and meets the community's identified need, particularly in relation to affordability, which remains a critical challenge in Jersey[12].

Having an appropriate mix of housing tenures, types and sizes is fundamental to creating balanced communities, as it allows for a broad range of people and households to be included within a neighbourhood. Conversely, having an overconcentration of any single housing type or tenure results in the exclusion of those with different housing needs and the spatial concentration of specific socio-economic groups. Places with an appropriately balanced mix of housing types and sizes also cater to the changing needs of our communities across the generations; enabling individuals and families to stay within their established neighbourhoods or local networks, but to move between different size and types of properties as their housing needs change. This is important in ensuring that the fabric and identity of the island's communities remains strong and resilient, as our demographic profile changes.

The Objective Assessment of Housing Need (OAHN) report assesses the scale of housing need in all tenures (non-qualified; owner occupier; qualified rent; social rent) and provides a longer-term evidence source of housing demand and size requirements, principally based upon population modelling. The report concludes that there is significant demand for larger 3- and 4-bedroom homes for private purchase across all population growth scenarios - with a demand for 69% of homes for purchase (in a +700 population growth scenario) to be 3- and 4-bedroom homes. Within the social rented tenure, however, the most significant need is for 1- and 2-bed homes – with 92% of the need for social rented homes to be smaller units.

A more direct and immediate evidence of demand, for affordable homes, is the Affordable Housing Gateway[13]: the Gateway is the current access point for those 'entitled'[14] to access affordable homes – for both rent and purchase - in Jersey and is administered and operated under the auspices of the Minister for Housing and Communities. The Gateway contains priority bands based on financial, medical and other relevant housing circumstances and, therefore, provides an evidence base for affordable housing demand needs by tenure and type.

Whilst the Gateway is operated under the auspices of the Government of Jersey, placements are made by affordable housing providers - primarily Andium Homes, Jersey's largest affordable housing provider, and other independent housing trusts. These providers allocate affordable units through use of the Gateway housing list.

The Gateway (which, over the plan period, may become the most up-to-date source of evidence for affordable housing needs) along with other surveys published by Statistics Jersey, guidance from the Minister for the Environment or the Minister for Housing and Communities, will help to determine housing need, and the most appropriate response to meet it. Consideration may also be given to evidence of local need, derived from parishes and subject to scrutiny through the Gateway, to help determine local housing needs.

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[12] Jersey Housing Affordability Index
[13] Affordable Housing Gateway
[14] Residential and employment statuses and what they mean

Policy H4 – Meeting housing needs

In order to ensure the creation of sustainable, balanced communities, the development of new homes will be supported where it can be demonstrated that it positively contributes to meeting identified housing needs of the local community or the island, in terms of housing types, size and tenure, having regard to the latest evidence of need. Residential developments of five or more dwellings should, in particular, include a proportion of smaller homes to encourage and enable 'right-sizing, where appropriate.

Development proposals which would result in an unacceptable over-concentration of any type, size or tenure of housing will not be supported, except where overriding justification is provided to justify the mix.

Where development proposals are subject to site or area-specific supplementary planning guidance, the mix of specific types, size and tenure of homes should accord with that guidance, except where overriding evidence is provided to justify a different mix.

Affordable housing

Need for affordable housing

In Jersey, there are particular challenges around the affordability of housing: in a small island, land has a higher value placed upon it, construction costs can be comparatively high and on-average higher income levels have led to an expensive housing market. As a result, many households cannot afford the cost of housing in Jersey and need assistance to meet their housing needs[15].

Definition of affordable homes

Planning legislation[16] enables land to be designated to provide affordable homes within a broad definition and this plan seeks to ensure that affordable homes are provided to help meet the community's needs.

The detailed definition of what constitutes affordable housing, and the criteria for eligibility and access to it, will be determined by the Minister for Housing and Communities and administered through the Affordable Housing Gateway ("the Gateway") [17]. The Gateway manages access to affordable housing tenures including social rent, affordable purchase (managed by Andium under the Jersey HomeBuy scheme) and will be expanded to include other housing categories for key workers and 'right-sizers'.

A number of parishes have identified local housing needs through the maintenance of their own waiting lists, and parishioners will need to be assessed through the Gateway to determine their eligibility and housing needs. Where affordable homes are to be provided, the number of units that may be allocated for local parish needs on each site will be established through the Minister for Housing and Communities' affordable housing policy

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[15] Housing affordability in Jersey

[16] Planning and Building (Jersey) Law 2002, Article 4 (4) states: *"That designation may include designating land to be used to provide residential accommodation, whether it be accommodation for renting or accommodation for purchase, for persons who would otherwise have financial difficulties renting or acquiring residential accommodation in the general market for residential accommodation prevailing in Jersey."*

[17] See: Affordable Housing Gateway

and agreed with the parishes. No more than 50% of the allocation of affordable homes for purchase should be made to people prioritised owing to parish links.

Demand for affordable homes

The OAHN identifies the need for a minimum of 920 social rented and 1,100 affordable home ownership dwellings over the period 2021 to 2030[18]. This would equate to a minimum of 276 social rented and 330 affordable ownership dwellings over a three-year plan period: or an overall demand of approximately 1,000 affordable homes for a five-year housing supply.

Based upon evidence from the Gateway (as at February 2021) for affordable housing, there has been a shift towards affordable purchase housing. The current needs indicate a split of 55% for affordable purchase housing and 45% for affordable rental housing.

The evidence also demonstrates a continuing need for one and two-bedroom units where the elderly and smaller younger families are struggling to source suitable, affordable accommodation in the private sector. Demand for smaller homes is also driven by the number of families who need to downsize as their circumstances change.

The required mix, type and tenure of homes to be delivered on sites identified for affordable housing may change in light of new evidence of housing need, and will be revised, if necessary, through the preparation and adoption of supplementary planning guidance issued by the Minister for the Environment. The preparation and adoption of any such guidance would be the subject of consultation with the Minister for Housing and Communities and relevant stakeholders.

Supply of affordable homes

This plan seeks to address the requirement to provide affordable homes from a number of sources. It is evident that there is already a significant number of affordable homes in the pipeline, to be delivered by the government's arms-length affordable housing provider Andium Homes, which are either under construction or have planning permission. This will be supplemented by other Government-owned sites being brought forward during the plan period to provide affordable homes. The plan also allocates specific private sites, arising from the call-for sites process, in order that they may be developed for the purpose of providing more affordable homes.

Government-owned sites and approved affordable housing providers

The use of government-owned land to help meet the need for affordable homes is identified as a clear policy objective of the Island Public Estates Strategy.[19] A number of government-owned sites, within the built-up area, have been identified as having the potential to contribute, in whole or in part, towards the clear and immediate need for affordable homes over the plan period and are already the subject of development briefs and planning applications. Others may emerge as government departments and Jersey Property Holdings review property portfolios.

The extent to which all or some of these government-owned sites contribute to this need will be determined, through the development of asset management plans, supported by the objectives set out in the Island Public Estates Strategy, having regard to the public benefit to be derived from other forms of development on these sites.

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[18] Under the +1,000 per annum population scenario (see Objective Assessment of Housing Need (2019))

[19] Island Public Estates Strategy 2021-35

This Strategy will come under governance of the newly formed Corporate Asset Management Board. The Board's primary objective is to oversee implementation of the strategy to ensure that it supports long-term 'One Gov' ambitions, well beyond the four-year terms of governments. The Board will, therefore, prioritise and approve the forward programme for the short, medium, and long-term for all estate projects and related policies, including the release of sites for affordable housing. This will result in the development of an overarching residential delivery and management strategy, under the guidance of a strategic co-ordination function, to support housing delivery for arms-length housing bodies such as Andium Homes and the Jersey Development Company, and other housing trusts.

Some of these government-owned sites presently remain in active use and the timing of their release, and their potential to contribute towards the need for affordable homes, cannot be definitively known. It is, however, estimated that up to 425 affordable homes will be delivered from government-owned sites over the plan period. This supply has the potential to come from public sites that may be released for development over the plan period that includes:

- Ambulance Station
- The Limes
- Le Bas
- St. Saviour's Hospital (part)
- Westaway Court
- La Motte Street offices

Available sites may be transferred to agencies wholly owned by the Government of Jersey (such as Andium Homes) or to a registered affordable housing provider over the plan period. Andium is the largest single delivery agent of affordable housing and their business plan (2019-23)[20] includes an ambition to deliver 2,000 new homes by 2025, including 739 homes for affordable ownership through their Andium Homebuy Scheme by 2023. At the time of developing the bridging Island Plan, over 400 homes had been completed and a further 625 homes were under construction or had the benefit of planning permission. The remaining homes are expected to emerge over the plan period.

Sites which are expected to emerge after 2025 will be identified through the housing co-ordination function so that they are made available and aligned with the delivery plans of the affordable housing providers to secure development of affordable homes in the next plan period.

Proposal 22 – Residential delivery and management strategy

The coordination and allocation of public land and assets to deliver additional supplies of affordable and key worker housing on Government-owned sites, will be supported by the property strategy and a new strategic housing co-ordination function, which will work closely with the housing delivery agents and other relevant teams across government.

The strategic housing function will ensure that sufficient Government-owned sites are made available to secure development of affordable homes in accord with the Island Plan

The Minister for Housing and Communities will also explore, with others as appropriate, how developments of new homes might be expedited, including the use of pre-fabricated methods of construction.

[20] Andium Homes Strategic Business Plan 2019 – 2023

Land rezoned for affordable homes
This plan identifies and allocates 16 sites for the provision of affordable homes to address the island's housing needs and to help maintain sustainable communities.

Site assessments have informed the potential range of development yield that could be achieved on each of these sites, together with other identified planning issues. The definitive number, type, size and tenure of homes will be determined through the planning process, involving the preparation of a housing development brief for each site, to be approved by the Minister for the Environment and issued as supplementary planning guidance.

Some of these sites, where they are co-located, will need to be brought forward for development together, to provide a comprehensive form of residential development, optimising the use of land and providing greater opportunity to provide community facilities: their development, as individual sites, will not be supported.

The development briefs will be the subject of consultation with the Minister for Housing and Communities; parishes; other stakeholders and the public. To guide the delivery of homes on these sites development briefs will address planning issues along with issues related to housing need including, as appropriate:

- the mix of types, tenure and size of homes, based upon the latest evidence
- the provision of homes to suit specific requirements of the elderly or those with extra care needs.

The current evidence of need suggests that each site should be developed to deliver 45% social rent affordable housing and 55% affordable housing for purchase. This tenure split reflects current housing need based on evidence provided by the Gateway. The final tenure split may change following further evidence from the Gateway or future housing needs surveys; or changes to housing policy and will be mandated in the approved development briefs for each site and secured through planning obligation agreements attached to any subsequent granting of planning permission.

To ensure that progress is made to address the need for affordable homes over the plan period, where the development of affordable homes on sites allocated for this purpose has not commenced within three years of the approval of this plan, they may be purchased by the States of Jersey, using compulsory purchase provisions if required, and developed in accordance with this policy by transfer to an approved affordable housing provider.

Promoting the efficient use of existing stock: right-sizing
As noted by the OAHN, there is a significant need for larger affordable homes. This need can, in part, be addressed through the more efficient use of existing housing stock.
At present, people over 65 make up approximately 17% of Jersey's population but account for about a third of all homeowners and live in a quarter of the homes in the island. Linked to changes in the population age profile, as well as other social and cultural changes, Jersey's households are getting smaller. Over the last forty years, local household size has decreased from 2.8 persons per household in 1971, to 2.31 persons per household in 2011.

The implications of this population change, relative to use of the existing housing stock, means that there is an increasing 'mismatch' between the number of people living in a

household and the size of the home occupied by them. The 2011 Jersey Census[21] recorded that around a quarter (26%) of households were under-occupying their accommodation, that is they had at least two bedrooms more than they needed as measured by the Bedroom Standard[22]. The rate of under-occupation was highest for owner-occupied households (42%), with levels of under-occupation concentrated among older people's households.

Enabling and supporting people to move from accommodation they are under-occupying into smaller accommodation more aligned to household size - known as right-sizing - can help promote better efficiency in the use of the existing housing stock, and specifically help 'release' larger, family homes. A package of policies is required to enable right-sizing, and to encourage the release of existing family homes: planning policies, related to the use of land will need to work alongside housing policies relating to housing need and access.

To assist in this process, this Island Plan supports and enables the provision of a proportion of right-sizing homes on sites zoned for the provision of affordable homes. Occupancy of any right-sizing homes would be regulated by planning condition, and eligibility to access any such provision would be restricted to those who are genuinely downsizing and managed through the Gateway.

Working with arms-lengths affordable housing providers, the Government of Jersey is developing incentive and support packages to encourage under-occupiers to right-size to smaller homes; whilst developing appropriate mechanisms to ensure that the existing homes which are released are appropriate for, and remain available as, affordable homes for purchase in perpetuity.

Policy H5 – Provision of affordable homes

The following sites are specifically zoned for the provision of affordable homes and their development for any other use will not be supported:

1.	Field J1109	St. John	(1.21 hectares/6.71 vergées)
2.	Field J229	St. John	(0.3 hectares/1.7 vergées)
3.	Field J236	St. John	(0.3 hectares/1.5 vergées)
4.	Field MN410	St. Martin	(0.75 hectares/4.2 vergées)
5.	Field MY563	St. Mary	(0.65 hectares/3.6 vergées)
6.	Field O594 and O595	St. Ouen	(1.00 hectares/5.5 vergées)
7.	Field O785	St. Ouen	(0.6 hectares/3.5 vergées)
8.	Field P558	St. Peter	(0.90 hectares/5.0 vergées)
9.	Field P559	St. Peter	(1.90 hectares/10.5 vergées)
10.	Field P632	St. Peter	(1.30 hectares/7.2 vergées)
11.	Field P655	St. Peter	(0.45 hectares/2.5 vergées)
12.	Field P656	St. Peter	(0.50 hectares/2.7 vergées)
13.	Field S415A	St. Saviour	(0.30 hectares/1.7 vergées)
14.	Field S470	St. Saviour	(0.80 hectares/4.4 vergées)
15.	Field T1404	Trinity	(0.50 hectares/2.7 vergées)

[21] 2011 Jersey Census

[22] The 'Bedroom Standard' (UK Housing Overcrowding Bill, 2003) defines the number of bedrooms that would be required by the household, where a separate bedroom is allowed for each married or cohabiting couple, any adults aged 21 or over, pairs of adolescents aged 10-20 of the same sex and pairs of children under 10 years. Unpaired persons of 10-20 years are notionally paired with a child under 10 of the same sex.

The development of the following sites, where they are co-located, will only be supported where they are developed together, as part of a comprehensive scheme of residential development:

- Field O594 and O595, St. Ouen
- Field P558, P559 and P632, St. Peter
- Field P655 and P656, St. Peter
- Field S415A and Field S470, St. Saviour

All of these sites (listed at 1.-15. above) should be developed in accordance with guidance to be issued by the Minister for the Environment and, unless otherwise specified, in the proportions of 45% for social rent and 55% for purchase, except where an alternative tenure split:

(i) can be justified, having regard to latest evidence of need
(ii) enables the 'right-sizing' of homes within the existing housing stock; or
(iii) can be justified relative to any other overriding justification.

The following site has an existing planning permission for affordable housing and is zoned on the proposals map for this purpose:

16. Field J525 St. John. (0.6 hectares/3.3 vergées)

Where States of Jersey or States-owned companies' land is brought forward for the development of new homes, these shall be for affordable homes unless it has been otherwise approved that the development needs to specifically provide open market homes, particularly where this is required to ensure the viability of public realm and community infrastructure delivery, in line with an approved Government Plan. In such cases, a **minimum** of 15% should be made available to eligible persons in accordance with "Policy H6 – Making more homes affordable", for assisted purchase housing.

The development of social rent affordable housing and affordable housing for purchase will be regulated through the grant of planning permission and planning obligation agreements to ensure that they remain available as affordable homes in perpetuity.

The provision of homes to facilitate 'right-sizing' of existing housing stock will be subject to occupancy conditions restricting occupancy to those who are genuinely 'right-sizing' from an existing home that is either over or under-occupied.

Access to all affordable homes will be controlled and managed though the Government of Jersey Affordable Housing Gateway, where no more than 50% of the allocation of affordable homes for purchase on any given site should be to people who are prioritised due to being able to demonstrate links to the Parish in which the homes are located, with no such restriction applying to people aged 55 or over, and all social rent affordable homes are to be managed by a Government of Jersey approved affordable housing provider.

Where the development of affordable homes on sites allocated for this purpose has not commenced within three years of the approval of this plan, they may be subject to compulsory purchase by the States of Jersey and developed in accordance with this policy.

Five Oaks masterplan

Five Oaks has evolved into a significant suburban centre providing a range of accommodation but with a particular concentration of family housing. It sits at a major confluence of traffic routes into and out of the town and has a number of commercial sites within its midst.

There is considered to be a legitimate need to undertake a specific piece of work to assess and review the planning issues in this area with the local community and other stakeholders to develop and adopt a masterplan to guide its future development and to improve local community infrastructure. This should, in particular, include a review of the need for, and provision of public open space, community facilities and travel and transport improvements; and which might consider the future development and use of employment sites in the area.

Proposal 23 – Five Oaks masterplan

The Minister for the Environment will bring forward a masterplan for Five Oaks, during the bridging plan period, in consultation with key stakeholders, including the Parish, Andium Homes, other landowners, local residents and their children, and businesses which will include consideration of travel and transport improvements, particularly for active travel (walking and cycling); the provision of community facilities and open space; and future employment land opportunities.

Making more homes affordable

This Island Plan will meet the need to provide affordable homes, principally through the use of government-owned land, the rezoning or allocation of land and support for the direct provision of affordable homes delivered through Andium Homes.

Not all of these mechanisms are, however, sustainable in the long-term and it has been long recognised that private developers of open market homes can, and should, play a more active role in delivering more affordable homes.

The provision of affordable homes as a proportion of open market housing development is a policy mechanism that is customary practice elsewhere, such as in the UK , where 22,000 affordable homes were delivered through this mechanism in 2017/18 - equivalent to 10% of all new homes, or 47% of all new affordable homes built..

It has already been demonstrated that the adoption of this approach would be viable in Jersey[23], and the bridging Island Plan introduces the requirement for open market housing developments of the largest scale in Jersey - where they provide 50 or more new homes – to allocate a minimum of 15% of the homes to islanders eligible for assisted purchase housing.

The policy targets the delivery of homes for persons who may exceed the traditional financial eligibility criteria for affordable housing, but nonetheless require some assistance to access the housing market in Jersey. The homes delivered as a result of this policy will enable additional housing products to be made available to a wider pool of eligible islanders, comprising those who meet the defined criteria, and where the availability of an affordable housing product will enable them to meet their housing need.

[23] Viability Assessment for Jersey Infrastructure Levy (2017)

Access and eligibility criteria for such homes will be established and maintained by the Minister for Housing and Communities, which will include guidance as to the type and nature of affordable housing products which may be expected as a result of this policy.

Over the course of the plan period, further work will be undertaken to consider the viability of decreasing the threshold to which this policy applies and/or increasing the proportion of contribution that is to be made. This will be considered having regard to the need for restrictions to be put in place to ensure that contributions to the proposed Sustainable Communities Fund are viable, proportionate and appropriate in light of the provision of affordable and other types of first-time buyer and assisted purchase homes, in the next Island Plan.

Proposal 24 – Affordable housing

The Minister for the Environment will develop and issue supplementary planning guidance for the operation of this policy in order that it might take effect from January 2023.

The Minister will also further assess the viability of decreasing the threshold to which this policy applies and/or increasing the proportion of contribution that is to be made. Such work will be undertaken in consultation with key stakeholders, with a view to increase the policy requirement in the subsequent Island Plan (2026-2035). The overall impact on housing supply and viability will be assessed having regard to the need for restrictions to be put in place to ensure that contributions to the proposed Sustainable Communities Fund are viable, proportionate and appropriate in light of the provision of affordable and other types of first-time buyer and assisted purchase homes.

Policy H6 - Making more homes affordable

Development proposals involving the creation of 50 or more new dwellings will only be supported where at least 15% of the development is made available for sale or occupation by islanders eligible for assisted purchase housing.

Access and eligibility criteria for such homes will be established and maintained by the Minister for Housing and Communities.

Schemes that are just below the threshold level must demonstrate that the proposals do not represent an under-occupation of the site, having regard to development density levels considered appropriate for the area, or, that a large site is not being brought forward in phases in order to avoid meeting this policy requirement. In any such proven cases, development proposals may be refused, or planning obligation agreements used to ensure that a phased development will make a proportionate contribution.

The proportion of assisted purchase homes shall be provided on the site for which permission is sought, unless one or more of the following circumstances apply:

1. that the provision of the housing product(s) specified by the Minister for Housing and Communities on the site would make that development unviable, and in such cases, the applicant has demonstrated that an appropriate alternative form of discount or financial assistance will be provided as far as possible;

2. that the site is of such a size or nature that the contribution to assisted purchase housing would be maximised in the form of a commuted payment, to support the delivery and/or procurement of assisted purchase housing products elsewhere. A commuted payment will not be accepted where it is intended to cross-subsidise homes already subject to an affordable, first-time buyer or other assisted purchase requirement, but may be used to increase the supply of assisted purchase homes on another open market site;
3. where assisted purchase housing is best provided through the mechanism of a site-swap using sites within the ownership and control of the applicant, which will be secured using a planning obligation agreement.

This policy will be in effect from January 2023, following the development and publication of appropriate assisted purchase products and eligibility criteria, as relevant to the application of this policy.

The Minister for the Environment, in consultation with the Minister for Housing and Communities, will periodically review the parameters which apply to the operation of this policy and, should a need for change be identified, will issue further supplementary planning guidance to revise one or more of the following:

- the threshold size of developments to which the policy will apply;
- the proportion of homes to which the policy applies;
- the type and value of first-time housing products which might be applicable;
- the means by which the contribution can be made, including the level of commuted sum tariff;
- the housing gateway band(s) from which the homes are to be allocated.

Supported housing

New housing must meet the diverse, specialised needs of people with disabilities, those requiring some degree of care, and vulnerable people in order to ensure equal access to housing and equitable social outcomes.

The OAHN shows that the ageing demographic of Jersey will generate an increased need for accommodation to meet the housing needs of older people in particular. Changes to the island's building byelaws in 2007 have, however, meant that all new homes constructed since that time enable occupants with disabilities to cope better with reduced mobility, which is often a factor in older age, and to stay in their own homes for longer[24]. In general, therefore, the need for homes that better meet the needs of older people should be met by the provision of smaller units of accommodation as part of the overall supply of homes, whether that be in the open market or as affordable homes. These are best provided in those parts of the island's built-up area with best access and proximity to local services, facilities, and public transport; or where people are best able to remain connected to their existing support network of family and friends.

Some older people will, however, have more specialist housing needs and may require a level of care provision. On the basis that approximately 15% of island residents aged 75 and over lived in care homes in 2011, it is reasonable to assume that this demand will grow as the island's population profile becomes more aged. Relative to a population increase of

[24] Building Bye-laws (Jersey): technical guidance - part 8: access to and use of buildings

1,000/year, the OAHN forecasts that just over 50 additional care home bed spaces would be needed annually over the plan period.

This population-based approach to the future level of provision will, however, need to be considered against the ambitions of the new Jersey Care Model[25] which seeks to move away from the unsustainable institutional-based model of care, into a more modern community-based structure. The implementation of the Jersey Care Model is expected to lead to a significant change in how people engage with and experience the full spectrum of health and social care services, and may reduce the overall future facility needs for some forms of specialist care needs. The plan will still, however, support and encourage the provision of specialist housing for older people, including care home bed spaces and 'extra care' homes, where they are required.

Extra care is a principle that can be applied to a broad range of housing and which typically offers self-contained living space with access to communal facilities or some form of support, such as an on-site warden. The ethos of extra care is usually about providing an enabling environment, rather than the more intensive care and assistance provided in residential care.

It is recognised, however, that supported housing can embrace the needs of other sectors of the community outside of the needs of elderly islanders, such as people with disabilities or additional needs, who require some form of support. It is difficult to identify and predict the demand for other forms of supported housing, particularly as these needs can often be met within the existing home, as supported by the Jersey Care Model.

In general, additional supported housing should be provided within the built-up area, unless there is an overriding justification to maintain an identified network of familial or community support or service provision; or where it is proposed to re-use existing buildings in the countryside to provide supported living where this accords with other policies in the plan.

Policy H7 – Supported housing

To enable the supply of supported housing, and homes that will support independent living for those with disabilities and additional needs, proposals for the development of supported homes, or specifically designed and adapted homes, including age restricted homes (for people over-55), residential care homes and extra-care homes, will be supported in the island's built-up areas.

To support the provision of homes that help meet the needs of an ageing society the following sites are specifically zoned for the provision of age restricted over-55 homes, and their development for any other use will not be supported:

- Field MN489, La Longue Rue, St. Martin - to provide homes for rent, to be administered by St Martin's Parish
- Land identified at Tabor Park, St. Brelade - for over-55s or supported living homes.

The following site is specifically zoned for the provision of purpose built fully accessible homes for people with disabilities, and its development for any other use will not be supported:

[25] Jersey Care Model for Health and Community Services

- Field H1219, La Grande Route de Mont à L'Abbé, St. Helier

Development proposals which would result in a net loss of supported homes will not be supported except where:

i. the proposal would result in the replacement of substandard accommodation with homes that meet current standards; or
ii. the replacement homes would better meet the island's housing need.

Key worker accommodation

As a small island community which offers a wide range of public services, the recruitment and retention of key workers is important to support key public services that are important to the wellbeing and health of islanders, particularly in the fields of health, education, and children's services provision. The provision and availability of key worker accommodation is an important part of the package of measures to enable the recruitment and retention of key staff and the Government of Jersey has undertaken work to identify how this might be addressed[26]. This work identifies the need to develop a definition for key worker accommodation that best meets Jersey's circumstances, and to explore options as to how accommodation might be best provided.

An initial review of the supply and demand identifies a potential shortfall of approximately 270 units of key worker accommodation. This represents a similar conclusion from the OAHN, which recommended provision of a minimum of 25 key worker units a year over any plan period. A full analysis report on key workers over the longer term is expected to be released in 2022 and will help inform future policy direction.

Whilst the long-term impact of the coronavirus pandemic on inward migration remains to be seen and will be influenced by future migration and housing policies, an annual target for the provision of key worker homes of 25-30 additional units is considered appropriate for this plan. Given that key workers tend to be in-migrants to the island to perform a specific role, this level of demand - of 125 homes over five years - is treated as being additional to the overall housing target.

Existing provision for some key workers, provided by the Government of Jersey, comprises approximately 250 homes. Future increases in supply will be supported by Proposal – 22 Residential delivery and management strategy, through the review of current and vacant/outworn key worker and other Government owned sites, with the intention that they be transferred to Andium Homes for re-development to both increase the overall supply and bring the stock up to modern standards. This is expected to enable the target of 25-30 new homes per year to be reached.

Policy H8 – Key worker accommodation

The plan makes provision for the supply a minimum of 25 key worker units per annum up to the end of 2025; and proposals for the development of key worker accommodation will be supported in the built-up area.

Development proposals which would result in a net loss of key worker homes will not be supported except where:

[26] Key Worker Housing: Final Report (2018)

i. the proposal would result in the replacement of substandard accommodation with homes that meet current standards; or
ii. it can be demonstrated that alternative provision can be made elsewhere; and that there will be no net loss in supply of key worker homes.

Access to all keyworker homes shall be controlled and managed through the Government of Jersey and managed by a Government of Jersey approved affordable housing provider.

Housing outside the built-up area

To promote the most sustainable pattern of development in the island, this plan will principally meet the community's need for homes in the island's built-up areas. It is, however, acknowledged that there are limited circumstances where residential development in the green zone and the Protected Coastal Area may be supported, but only where it does not cause harm to coastal or landscape character. The highest levels of protection will be given in the Protected Coastal Area.

Extensions to existing homes and boundaries

It would be unreasonable to resist all forms of development to improve people's homes where they lie outside the built-up area; and where there is the potential to optimise the use of existing dwellings. The plan makes provision for the creation of new homes outside the built-up area where they are related to: the sub-division and/or extension of existing dwellings[27]; the provision of personal support and care; securing the re-use of traditional farm or listed buildings; and the conversion or redevelopment of some employment buildings, where demonstrable environmental gains can be delivered.

The acceptability of an extension to a dwelling will be determined by its scale, design and impact on landscape character. Each case should be assessed on its merits and regard given to the sensitivity of the site, relative to the capacity of the landscape character area to accept change. The design and scale of any extension must remain subservient to the existing dwelling and not disproportionately increase its size, in terms of gross floorspace, building footprint or visual impact. The cumulative enlargement of existing dwellings can undermine an area's character as much as new homes and a site's planning history will, therefore, be a material consideration.

To enable the optimal use of existing homes outside the built-up area, the creation of new households, whether by sub-division or extension, may be supported. Where existing homes are sub-divided and/or extended, leading to the creation of a separate household(s), the accommodation should be capable of meeting minimum internal and external space standards and spaces for homes (for both the existing and proposed dwellings). It should also be capable of being served by and does not give rise to unacceptable impacts on the infrastructure that is required, including access, parking and sewerage.

[27] This provision relates to dwelling houses and does not embrace the conversion of ancillary or incidental residential buildings – where the former might be defined as those which are related to activities associated with habitable accommodation such as utility rooms and conservatories; and the latter where they form no essential part of existing habitable accommodation but which might include, amongst other types of buildings, garages, pool houses, home gyms, art studios and home offices.

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

To maintain flexibility in the island's housing stock, the creation of new separate living accommodation should be capable of re-integration into the main dwelling. Any exception to this will need to be carefully regulated and will be subject to a planning obligation agreement to ensure that the separate unit(s) of accommodation is tied to the principal dwelling (and cannot be sold separately); and to enable the ultimate re-integration of the accommodation into the principal dwelling.

The existence of homes, and the development or conversion of buildings in the countryside for residential use, can bring with it pressures to extend site boundaries to encroach into agricultural or other open or undeveloped land[28]. Whilst the extent of incursion of individual proposals may, in some cases, be limited, the cumulative impact of such development is detrimental to the integrity and landscape character of the countryside and will not be supported. The incremental loss and erosion of landscape character to domestic use undermines the quality, cohesion and experience of the island's rural and coastal locations.

Redevelopment of existing buildings

This plan encourages reuse of existing buildings in the interests of minimising waste and promoting the most sustainable use of existing buildings. There exists a range of buildings around the coast and in the countryside, which may no longer meet the needs, or be required, for the purposes for which they were designed. Traditional vernacular ancillary farm buildings and listed buildings, such as churches, mills, forts and towers, add character to the countryside and their conversion and re-use for residential use can provide them with a viable future. Proposals to re-use and adapt these types of buildings will be encouraged where, in the case of traditional agricultural buildings, their redundancy to agriculture and other employment uses is proven; and in all cases, where the character of the building and its landscape setting can be protected and enhanced.

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

The conversion of former hotels outside the built-up area will be expected to secure significantly reduced intensity of use. The reduction is required because permission was likely to have been granted for hotel use or expansion of an original residential use where permission for new residential development would not normally have been supported. Sustainability at a strategic level will be a material consideration and require evidence of how this has been assessed and mitigated as part of any application. This could indicate a comparative reduction of reliance on public infrastructure, or say, trip generation. Careful regard will be given to the visual impacts of any required external space, in particular car parking and amenity areas, on landscape character.

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

Proposals may be made for the redevelopment, demolition and replacement, of existing buildings in the countryside. In the case of existing dwellings, the development of replacement buildings should not be larger than that being replaced in terms of gross floorspace[29], building footprint or visual impact. Evidence should be provided to demonstrate that the redevelopment of the building will deliver environmental gain, related to the repair of landscape character. This could be achieved through improvements in siting, design and use of materials in addition to the specific enhancement of landscaping to better integrate the development into its landscape context.

Any proposed increase in the size of residential floorspace will require exceptional justification having regard to functional needs or necessary improvements to the standard of accommodation and will need to be considered relative to the impact of any increase on local landscape character. Consideration of functional needs or standards of accommodation should be related to the consideration of minimum internal space standards and specifications for homes, as set out in supplementary planning guidance.

In the case of buildings in employment use, where redundancy is proven, save for visitor accommodation and offices, and the principle of change of use to residential development is acceptable having regard to other policy considerations, their redevelopment, involving demolition and replacement, for residential use, will only be supported where significant environmental gains can be delivered. Managing this form of exception is challenging and any proposal for the redevelopment of employment buildings will need to be clear about the benefits that any such proposal might bring. Comprehensive development of this type does, however, offer the possibility of repairing and restoring the landscape character of the area, which might be achieved by environmental gains including some or all of;

1. a significant reduction in visual mass, scale and volume of buildings in the landscape. Opportunities may arise to remove uncharacteristically large buildings, such as hotels or other tourism-related buildings, from the landscape, through their redevelopment and replacement by smaller buildings which can be more sympathetic to their locality and landscape;
2. more sensitive and sympathetic siting, design and use of materials. There is ample evidence of poorly-sited and designed buildings, and additions to buildings, around the island's coastline and in the countryside. Redevelopment offers scope to remedy the existing harm. Proposals will be required to demonstrate a mindful understanding of context, and be respectful of it, especially within sensitive landscapes, having regard to the Integrated Landscape and Seascape Character Appraisal[30];
3. a significant reduction in intensity of use. Redevelopment for residential use will be permitted only where the residential yield is extremely limited and secures significant reductions in floorspace and/or occupancy. Consideration will also be given to the intensity of use and impact of travel, traffic and noise on the character of the area; and
4. sustainability at a strategic level will be a material consideration and require evidence of how this has been assessed, such as a comparison of reliance on public infrastructure and trip generation.

[29] Where gross floorspace and building footprint is measured to the external walls of the building to be replaced including any porches and conservatories, but excludes any detached outbuildings
[30] Integrated Landscape and Seascape Character Appraisal 2020

Policy H9 – Housing outside the built-up area

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

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

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

Proposal 25 – Housing outside the built-up area

The Minister for the Environment will develop supplementary planning guidance to assist with the interpretation and application of Policy H9 - Housing outside the built-up area.

Rural workers' accommodation

The island's agricultural and tourism industries are particularly reliant on the provision of accommodation to house staff, particularly seasonal migrant workers. To accord with the overall spatial strategy of the plan, this accommodation should be provided within the built-up area.

It is recognised, however, that the agricultural and tourism industries can be based around the island's coast and countryside, outside of the built-up areas, and that the work within these industries is labour intensive involving long and unsociable hours. Average earnings for most in these industries is consistently low and access to the local housing market can pose a particular challenge.

In recognition of the specific needs of these industries and the factors outlined above, limited exceptions may be made to permit the provision of staff accommodation outside the built-up area on the basis of a proven economic need and evidenced business case. There will be a need to demonstrate that the involvement in agriculture or tourism, of those proposed to be housed, is genuine; that the location of accommodation, outside the built up-area, is related to a functional need of the business; and is capable of being sustained for a reasonable period of time sufficient to justify the development: both functional and financial tests to determine whether such accommodation is required will be applied.

It is evident that a number of consents have been awarded for the provision of residential accommodation outside the built-up area in support of the agricultural and tourism industries. Given that both industries have undergone significant structural change and now contribute proportionately less to the island's economy, there will also be a need to demonstrate that there is no availability within existing residential accommodation that has already been provided to accommodate agricultural and tourism workers, which should still be subject to occupancy conditions and accessible to those with a genuine need to live in the countryside.

Where exceptions are made, the impact of the proposal on the character of the coast or the countryside must be minimised. Accordingly, use should be made, where possible, of any existing buildings on or off-site to provide staff accommodation. Where this cannot be secured, provision should be made through the change of use, rearrangement, subdivision or extension of an existing building on the site, or lastly through the provision of new temporary accommodation.

To reduce and minimise their environmental impact, proposals for new temporary buildings should be within or adjacent to the existing farmstead or hotel, or other related buildings on the site, and should be of a size and scale proportionate to the functional need, whilst meeting minimum housing standards. The provision of temporary buildings will also be time-limited to ensure their removal when they are no longer required.

Policy H10 – Rural workers' accommodation

The provision of residential accommodation for workers involved in agriculture and tourism will be encouraged and supported within the built-up area.

The development of residential accommodation for workers involved in agriculture and tourism outside the built-up area will only be supported where it can be demonstrated that all of the following criteria are satisfied:

i. it is essential to the proper function of the business and is of a size appropriate to the functional need;
ii. it can be demonstrated that it cannot be provided on a site within the boundary of the built-up area; or within other existing occupancy-tied rural accommodation, and still meet the functional need;
iii. the need relates to a full-time worker or one who is primarily employed in agriculture or tourism who needs to be located outside the built-up area and does not relate to a part-time requirement;
iv. cannot be provided by an existing building, either on or off the site, and still meet the functional need;
v. cannot be provided by rearranging, subdividing or extending an existing building on the site;
vi. where possible, is located within or adjacent to the existing business premises, or other buildings on the site; and
vii. the agricultural or tourism enterprise has been established for at least ten years, is currently financially sound, and has a clear prospect of remaining so.

Where the development of residential accommodation for workers involved in agriculture and tourism outside the built-up area is supported it will be regulated to:

viii. prevent the sale of the accommodation separately from the site itself, or any part of it;
ix. limit occupation of the accommodation to persons solely employed in agriculture or tourism.

Applications for the removal of restrictive occupancy conditions will only be granted where it can be demonstrated that:

x. the restriction has outlived its original planning purpose, and;
xi. there is no reasonable prospect of the accommodation being occupied by workers involved in agriculture and tourism as demonstrated by a comprehensive marketing exercise which reflects the nature of the occupancy restriction.

Volume 3

Managing emissions

Managing emissions

Air quality and emissions are both a local and a global issue for Jersey to deal with. They affect the health of islanders and contribute to climate change. The aims of reducing emissions to improve air quality locally, and of reducing global air pollution, are complementary as the sources of emissions are broadly the same.

At the local-scale, good air quality is essential for people's health and the wellbeing of the local environment. Exposure to air pollution and poor air quality have detrimental impacts on health and can be particularly problematic for young children, older people, pregnant women and their babies, asthma sufferers, those with other pre-existing conditions (e.g. heart disease and respiratory problems), and those taking vigorous exercise outside. However, modern lifestyles and activities continue to give rise to air pollution as a result of vehicle use, heating, cooling and cooking in the home and in workplaces, power generation, construction activity, industrial activity, quarrying and waste disposal.

At the global scale, our activities and choices, including how we travel from one place to another and how we develop and use land, generates the emissions that are contributing to climate change, known as greenhouse gases (GHGs). As part of international emissions reporting, all greenhouse gases are calculated and reported as carbon equivalents, using a range of agreed formula. The six main greenhouse gases (GHG) are:

- methane (CH_4);
- carbon dioxide (CO_2);
- nitrous oxide (N_2O);
- hydrofluorocarbons (HFCs);
- perfluorocarbons (PFCs); and
- sulphur hexafluoride (SF_6).

HFCs, PFCs and SF_6 are commonly referred to as 'F-gases'.

In March 2007, the UK's ratification of the Kyoto Protocol was extended to the Bailiwick of Jersey. The protocol requires Jersey to reduce its carbon emissions by 80% by 2050, relative to 1990 levels. In 2014, the States Assembly adopted the Energy Plan for Jersey[1] detailing a set of actions designed to help Jersey achieve the 80% emission reduction target. The latest scientific evidence tells us that the previous emissions reduction targets are not, however, ambitious enough to stabilise the climate and reduce the negative impacts of climate change, and Jersey has responded by declaring a Climate Emergency, making a commitment to speed-up its progress in reducing carbon emissions, building on the progress already made through the energy plan.

Figure ME1 shows how, by 2018, Jersey had already managed to achieve a 33% reduction in carbon emissions relative to 1990 levels. This reduction was primarily as a result of switching from on-island electricity generation to a supply of low-carbon electricity imported from France.

[1] Pathway 2050: An Energy Plan for Jersey

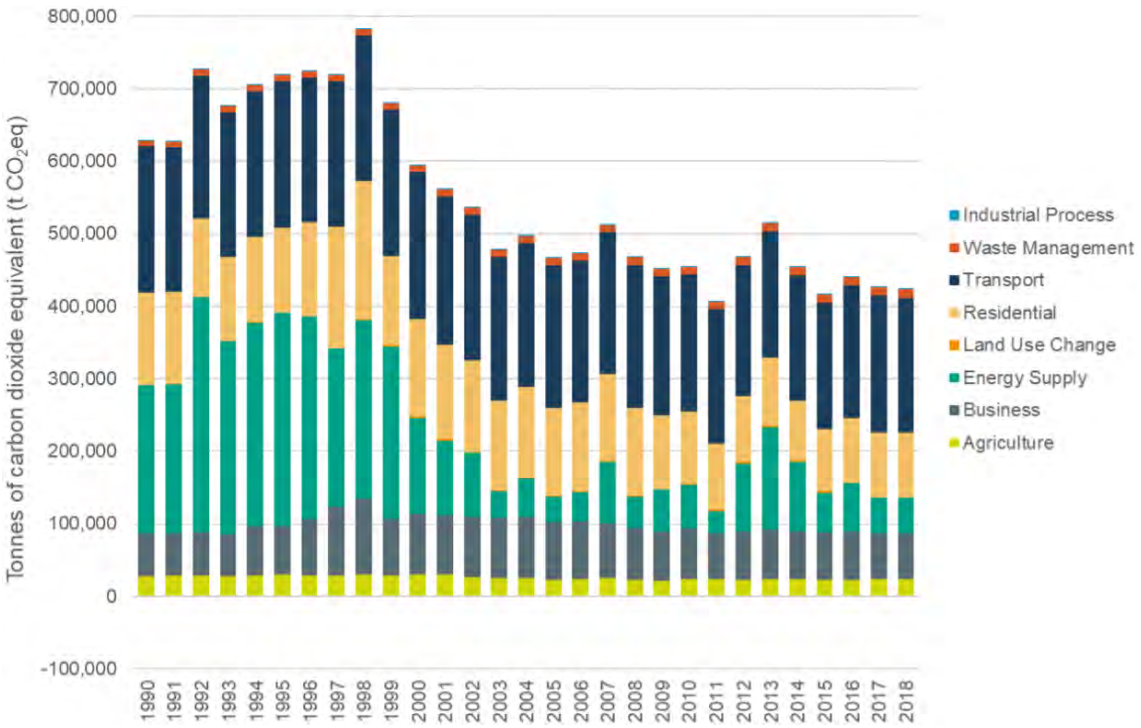

Figure ME1: annual on-island emissions inventory 1990 - 2018, Aether 2020

Jersey's carbon emissions are categorised by their scope:

- **Scope 1** emissions are the direct emissions generated from on-Island activities. Examples include the emissions that come from burning oil or gas to heat buildings, or emissions from driving petrol or diesel vehicles.
- **Scope 2** emissions are those arising from the generation of any imported energy. In the case of Jersey this includes the 95% of our electricity that we import. Global emissions accounting considers the emissions from energy production to accrue to the country in which it is generated (in this case, France), but it is clear that the emissions are the result of energy use in Jersey.
- **Scope 3** describes the emissions associated with the manufacture and transport of the goods and services consumed in Jersey. This includes the full life cycle emissions throughout a supply chain (including those associated with end of life recycling and/or disposal) and emissions arising from global activities of Jersey businesses. Scope 3 emissions are driven by the choices and behaviours of Jersey residents and businesses but are accounted for as scope 1 emissions in the country in which they were generated. Obvious examples of scope 3 emissions include those from materials and products that are imported to Jersey, and the use of fuel for importing goods, or travel into and out of the island.

It is important that we understand and better manage the impact that our local choices have across the world. The Carbon Neutral Strategy (CNS)[2] sets out the strategic and scientific context; presents defining principles; and proposes the next steps for making Jersey carbon neutral. 'Principle 1' commits to the adoption of a strategic focus on scope 1, 2 and 3 emissions, recognising the importance of reducing our carbon footprint globally. The planning and development process can directly influence our continued reduction of these emissions and will play a key role in our progress towards the island becoming carbon neutral, in both direct and indirect ways. These include:

[2] Carbon Neutral Strategy

Planning to reduce 'scope 1' emissions

- ensuring that development is focussed towards the most sustainable locations, reducing the need to travel by car and enabling good access to sustainable alternatives to travel, such as walking and cycling
- ensuring new development is built to the highest standards, being thermally efficient and achieving high standards for energy performance
- supporting development that will enable and promote carbon offsetting by sequestration of carbon from our air through landscaping, planting of trees

Planning to reduce 'scope 2' emissions

- incorporating renewable energy generation at a micro-scale into new development, reducing the demand on our currently imported energy supply, whilst providing islanders and businesses with energy independence
- developing our own, lower carbon, sustainable sources of energy generation at a larger scale

Planning to reduce 'scope 3' emissions

- requiring new development to be undertaken in a way that considers the full life-cycle of the development, including the source and manufacture processes of materials used for the development

Figure ME2: summary of how the bridging Island Plan seeks to reduce carbon emissions

This section of the plan deals with those policies that have the most direct impact on managing and reducing emissions from all types of new development, with other key areas of the plan - such as the spatial strategy and sustainable transport chapter - being of equal importance to our carbon neutral objectives.

Reducing the carbon impact of new developments

As Jersey's roadmap to become carbon neutral takes shape, it is important that this Island Plan makes targeted and meaningful efforts to reduce the carbon impact of new development, making progress where the benefits will be felt most.

The way buildings are designed has a significant influence over how much energy they consume, and their whole-life carbon impact[3]. To address this, this Island Plan is targeting specific ways in which higher-performing development standards for new development can be achieved, depending on the development type and its impact.

Recognising the significant role that buildings have in contributing to Jersey's carbon emissions, a review of the building bye-laws is required in order to achieve a significant and permanent reduction in Jersey's carbon emissions. This review will focus on Part 5

[3] RICS whole life carbon assessment (2017)

means of ventilation, and Part 11 conservation of fuel and power of Jersey's building bye-laws.

Upon completion of this review, it will be necessary to reconsider the application of development standards policies set by the Island Plan relative to any higher standards achieved through the building bye-laws in relation to building energy efficiency and carbon outputs. This will need to be considered and reviewed as part of any subsequent Island Plan Review or interim supplementary planning guidance, as necessary and appropriate.

Proposal 26 – Review of building bye-laws

The Minister for the Environment will undertake a review of building bye-laws and technical guidance to achieve a significant and permanent reduction in Jersey's carbon emissions arising from buildings.

The Minister for the Environment will establish a working group to consider the environmental benefits and 'Green' opportunities presented by Passivhaus and other energy efficient building standards and to inform decisions on the most appropriate standard for use in Jersey, with a view to the implementation of increased requirements within the next Island Plan.

20% reduction in target energy rate for new development

Energy use in buildings is responsible for around 36% of Jersey's carbon emissions[4]. The amount of energy used in buildings and the level of carbon dioxide produced is dependent on the building's energy efficiency, which is determined by its design and construction, and on the appliances used in the building to provide heat, energy and other services.

In line with Pathway 2050 – an energy plan for Jersey[1] (the Energy Plan), the rules governing the need for planning permission in Jersey have been reviewed so that, in many cases, the installation of equipment for the generation of electricity from renewable sources is exempt from the need to secure planning permission, to enable and encourage its adoption and use. This includes the installation of solar panels; air and/or ground source heat pumps; and a single wind turbine. [5]

Furthermore, new residential developments in Jersey are required to install low-carbon electric heating systems in order to meet the standards set in Jersey's building bye-laws, which govern how, amongst other things, buildings are heated. Certain new developments and conversions have previously been required to make use of on-site low-carbon and renewable energy technologies to cut carbon dioxide emissions by at least 10% of predicted levels, wherever practicable. This requirement is in line with minimum standards regularly achieved in comparable planning contexts.

This Island Plan seeks to further reduce carbon emissions in new developments and conversions. It will achieve this by requiring the use of renewable energy systems and

[4] Analysis of different carbon neutrality (net zero) targets for Jersey 2021
[5] Planning and Building (General Development) (Jersey) Order 2011 – sets out certain works including micro generation that do not need planning consent.

consideration of a range of energy efficient design measures and techniques including: passive solar design; the inclusion of thermal mass; compact building forms; highest-standards of thermal insulation; and the use of energy efficiency heating systems.

To achieve a reduction in carbon emissions, the target energy rate[6], as calculated by the building bye-laws in Jersey, will be set to a more challenging, lower target for large-scale, new large-scale development. Demonstration that the building will achieve the 20% reduction in TER will be provided using the latest version of the existing Jersey Standard Assessment Procedure (JSAP) calculation tool, or Simplified Building Energy Model (SBEM) tool – whichever is relevant – and this will be assessed at the point of the building bye-laws application being made.

In the event of change to the building bye-law standards required for the performance of buildings during the plan period, the application of this policy would be the subject of review.

Policy ME1 – 20% reduction in target energy rate for new development

Development proposals for the construction of new dwellings and other buildings, where they are required to meet the technical requirements of building bye-laws technical guidance documents:

- Part 11 Conservation of fuel and power in new dwellings (2016 edition)
- Part 11 Conservation of fuel and power in buildings other than dwellings (2016 edition)

will only be supported where it outperforms the target energy rate by 20%, as demonstrated using the existing Jersey Standard Assessment Procedure (JSAP) calculator, or Simplified Building Energy Model (SBEM) tool.

The reduction in target energy rate will be secured by condition and will be tested for compliance at the point of the building bye-laws application being made.

Where the 20% reduction in target energy rate requirement creates a conflict with other standards required by the Island Plan, the higher standard is to be applied. If during the course of the bridging Island Plan period, the relevant 2016 editions of the technical guidance documents are revised to meet or exceed a 20% reduction of target energy rate, this policy will no longer be applied.

BREEAM rating for new larger-scale non-residential buildings

Larger-scale development, inevitably, has the potential to significantly impact the environment. The Island Plan inherently seeks to address this potential impact, at a local scale, across the policies of the entire plan. However, development activity also has a global impact, particularly in Jersey where much of the material required for development must be imported, having been manufactured elsewhere. This Island Plan is making a targeted response to reducing this global impact, whilst simultaneously driving higher local standards towards carbon neutrality, by requiring the larger-scale non-residential development to be BREEAM assessed to the latest BREEAM New Construction standards.

[6] The target energy rate is the minimum energy performance requirement for new buildings established by the Building bye-laws. It is expressed in terms of energy in kilowatt-hours per square metre of the total useful floor area per: see Section 2: Building Bye-Laws Part 11: conservation of fuel and power

BREEAM is widely recognised, both in the UK and internationally, being operational in over 70 countries and representing over 70% of the certification market across Europe. Compliant buildings are certified on a five-point scale of Pass, Good, Very Good, Excellent and Outstanding.

BREEAM schemes are holistic and drive performance across a range of sustainability aspects including climate resilience, energy performance and the embodied impacts of materials. The standards drive better water use management, public health and wellbeing, sustainable transport options, good waste management practices and natural environment and ecological protection and enhancements. The fundamental principles are based upon raising standards of design and helping developers and other stakeholders showcase their good credentials. In considering the application of BREEAM it will be expected that carbon reduction targets form a key part of the accreditation sought. This would be required for BREEAM outstanding, where choosing more energy/carbon credits are required to meet the standard.

The assessment uses recognised measures of performance, which are set against established benchmarks for different building types, to evaluate a building's specification, design, construction and use.

BREEAM New Construction can assess non-domestic buildings such as offices, industrial, retail, education, healthcare, leisure, hospitality and is responsive to different developer contexts:

- **fully-fitted** - this assessment and certification route is available for buildings which are being fully fitted and completed on handover.
- **shell and core** - this option is available where the developer's scope covers shell works plus core building services.
- **shell only** - this assessment and certification option is available where the developer's scope of works covers new-build development of the fabric, substructure and superstructure of the building only.

Costs are minimised and environmental benefits maximised by embedding BREEAM in the project process as early as possible. The following steps will help achieve this:

- review the latest BREEAM UK New Construction scheme assessment timeline document and ensure that issues that require early action are considered and implemented.
- involve a BREEAM Advisory Professional (BREEAM AP) early in the process to help advise on the most suitable strategy and approach to achieve the desired BREEAM rating.
- consider applying the credits with the lowest cost where relevant and beneficial to the project, where it does not compromise the fundamental and beneficial sustainable outcomes to the project.

In delivering sustainable design and construction, development should consider but not be constrained by the following key issues:

- maximising reduction of energy use and carbon emissions and integrating low-carbon design;
- conserving water resources and minimising vulnerability to water runoff, including rainwater; catchments and sustainable drainage systems;

- the type, life-cycle impacts and responsible sourcing of materials to be used, including sustainable timber;
- waste and recycling during construction and in operation;
- opportunities to incorporate measures which enhance the existing site ecology such as green roofs, swift bricks, bat hotels and applying native species mixes to soft landscaping; and,
- provide flexibility and adaptability, allowing future modification of use or layout, facilitating future refurbishment and retrofitting.

Policy ME2 – BREEAM rating for new larger-scale non-residential buildings

The development of new, non-residential buildings of over 1,000sqm will only be supported where they are designed to meet the latest BREEAM New Construction minimum standards and be capable of achieving a minimum of 'very good' rating.

To demonstrate commitment and compliance, the developer will be required to:

1. register the development with BRE and submit evidence of such after its approval;
2. submit a design-stage certification at the point of submitting the building bye-laws application; and,
3. submit evidence of post construction certification following completion of the development.

Where the BREEAM requirement creates a conflict with other standards required by the Island Plan, the higher standard is to be applied.

Air quality and increased emissions

We are fortunate in Jersey that our air quality is generally good, and this is due to the location of the island and the prevailing weather conditions, together with the shape of our economy and the limited amount of industrial and manufacturing processes that take place on-island. The current air quality monitoring programme[7] demonstrates that pollution levels in Jersey are below thresholds of concern to human health and the environment[8].

However, to maintain high air quality, there must be a continued effort to control, reduce and mitigate emissions arising from new development. This type of emission is referred to as Jersey's 'scope 1' emissions and, therefore, their appropriate management and reduction not only helps us to ensure high air quality in the island, but it is also essential to support the objective to become carbon neutral.

The main air quality issues in Jersey relate to emissions from motor vehicle traffic, and a number of potential localised traffic related pollution 'hot spots' have been identified at Beaumont, the Weighbridge, and several other urban locations. Significant new developments planned for town have the potential to increase areas of poorer air quality as a result of traffic emissions if traffic is not properly managed and more sustainable transport options pursued.

The planning process can actively support the alleviation of the effects of the human activities which lead to the degradation of air quality and expose people and the

[7] Air quality monitoring in Jersey
[8] Jersey Air Quality Strategy (2013)

environment to unacceptable air pollution. It can do this through the formulation of planning policies and the determination of planning applications in a manner which:

- supports measures to improve current air quality;
- discourages polluting activities;
- ensures that air quality issues associated with proposed developments are carefully and appropriately considered;
- determines the location of developments which may give rise to air pollution (either directly or from traffic generated) through dust, smell, fumes, smoke, heat, radiation, gases, steam, or other forms of airborne emissions; and
- prevents an increase in pollution, or allows for mitigating air quality impacts from new developments, particularly in areas already suffering high levels of air pollution.

Planning legislation[9] is designed to ensure that those types of development that will present the greatest risk of air quality issues and pollution risk, such as manufacturing, processing and infrastructure, are comprehensively assessed in terms of their environmental impact as part of the planning process. Depending on the type and scale of development, an environmental impact assessment (EIA) may need to be undertaken, within which, air quality impacts will need to be fully addressed.

Where a proposed development does not require an EIA, but it is considered to be of a nature that is likely to lead to increased emissions or air quality impacts, a standalone air quality assessment may be required as part of a planning application. This type of development will include:

- those where there is a significant potential increase in emissions from road traffic. This might be as a consequence of likely increased traffic volumes, increased congestion, changes in traffic composition (e.g. increase in heavy goods vehicle movements), or changes in vehicle speeds;
- industrial activities and waste management operations which involve potential air pollutants;
- major developments (10 or more homes/400sqm+ non-residential gross internal floorspace) within or near to and likely to have an adverse effect on sensitive settings such as schools and residential development, or future identified 'air quality management areas'.

The approach used in producing air quality assessments should be robust and appropriate to the nature of the proposed scheme, the scale of the likely impacts, and what is known about air quality in the area. They should look to demonstrate the likely changes in air quality or exposure to air pollutants as a consequence of the proposed development. Where an assessment is required, it should be undertaken by an independent and appropriately qualified air quality consultant and developed with regard to the Jersey Air Quality Strategy[8], which provides a framework for ensuring that a high standard of air quality is maintained in Jersey.

[9] Planning and Building (Environmental Impact) (Jersey) Order 2006

Policy ME3 – Air quality and increased emissions

Development that would have a significant adverse effect on air quality, taking into account the cumulative impact of other proposed or existing sources of air pollution in the area, will not be supported where it would breach key targets identified in the Air Quality Strategy, or it is considered that it would cause harm to the health, safety and amenity of users of the site or the surrounding area, or put at risk the quality of the environment.

In those cases where it is understood that some air quality impacts will arise, development will only be supported when the emissions are appropriately justified and unavoidable, and where suitable mitigation and offsetting measures will be in place, where appropriate.

Where a proposed development has the potential to lead to adverse impact on air quality or a significant increase in emissions, an air quality assessment must be undertaken and submitted with the development proposal for consideration.

Carbon sequestration schemes

Carbon sequestration is the process of capturing and storing atmospheric carbon dioxide, as a method of reducing the amount of carbon dioxide in the atmosphere. Sequestration takes place in the world's oceans, soil and plant life.

Activities such as land use changes and tree and hedgerow planting can increase the capacity of Jersey's natural environment to absorb carbon. Such activities typically also have strong positive impacts on biodiversity and help support both nature's recovery and wider social and economic objectives. Sequestration activities are considered separately to offsetting as, in line with international reporting requirements, the net effect of sequestration is taken into account in establishing Jersey's scope 1 emissions baseline[10]. There is also growing evidence that the protection of Jersey's marine environment could help contribute to sequestration as plants on the seabed in shallower waters, such as eel grass, soak up large amounts of carbon dioxide.

Investment in local sequestration projects has an important role to play in achieving carbon neutrality, and in many cases will present better value for money than (and hence should be considered before) investment in other carbon reduction and offsetting policies and programmes. It is important to recognise though that Jersey's small geographical size limits the potential for on-island sequestration at scale.

The adoption and implementation of an ambitious set of carbon abatement policies will significantly reduce Jersey's carbon emissions but will not be sufficient to eliminate them completely. Regardless of how well these policies perform, there will remain some unavoidable activities for which carbon-free solutions have not yet been developed. Therefore, when development will lead to unavoidable emissions on-island, it would be appropriate to consider carbon sequestration as part of an offsetting package.

In order to be meaningful and effective, carbon sequestration schemes require a minimum amount of space and sometimes ground preparation, such as when planting large numbers of trees in a single area. They also have the potential to create land-use tensions, such as the planting of trees on agricultural land, or on land with archaeological or

[10] Carbon Neutral Strategy, Section 5.7 'On-island sequestration'

particular biodiversity interest, or lead to significant changes to the island's landscape character. In order to manage these tensions and to ensure that optimal sequestration will take place, it will be necessary for carbon sequestration schemes to be properly planned and located, with sufficient detail provided for their assessment.

Sequestration schemes such as tree planting only require planning permission when they will materially alter the use of the land, in planning terms.

Policy ME4 – Carbon sequestration schemes

Carbon sequestration schemes, including in the marine environment, will be supported where it is demonstrated that the development will lead to effective sequestration of carbon, in a location that is considered to be appropriate and will not otherwise lead to the unacceptable loss of agricultural land or have adverse impacts upon biodiversity or landscape or seascape character.

Where a carbon sequestration scheme is proposed as part of a carbon offsetting package, as will be required as part of another development, it may be necessary to provide evidence of how this has been calculated.

Large-scale offshore and terrestrial renewable energy

The Carbon Neutral Strategy[11] recognises the importance of increasing the use of centrally generated electricity using existing infrastructure, as the only realistic, achievable and affordable route to carbon neutrality in Jersey. However, the wider context set out in the Energy Plan[12] also makes clear the additional importance of renewable energy generation to meet individual and community needs, noting that good quality, well-installed renewable energy generation systems will have numerous benefits that include:

- lowering our carbon emissions if it is displacing higher carbon energy sources
- diversifying the supply of energy
- adding value to a property
- paying for themselves (over varying periods of time) as a result of avoided energy costs
- increase economic productivity and job creation
- increasing the overall local security of supply to some forms of potential interruption if sufficient volumes of generation are achieved

Under certain energy system solutions, revenue could also be created by supplying locally generated power to Guernsey or to France, and/or charging a lease fee for any seabed area used for offshore wind generation.

Currently, virtually all of Jersey's primary energy is imported in the form of low-cost, low-carbon electricity from France through a series of subsea interconnectors. This has some benefits to Jersey providing access to cheaper, more reliable energy than might otherwise have been possible. However, the global energy market remains unpredictable, France is looking to decommission some generators, and Jersey seeks to build in more grid resilience, sufficiency and security itself. Fortunately, Jersey has wind, tide and solar assets that could be harnessed for renewable energy generation.

[11] Carbon Neutral Strategy
[12] Pathway 2050: An Energy Plan for Jersey

The Island Plan recognises that generating renewable energy at utility-scale would be possible, realising that this requires a long-term vision and framework to encourage investment. It is also recognised that technology in this area is continually evolving and improving, and the Island Plan will be supportive of new and alternative forms of lower carbon sources of energy.

Offshore wind technology

The Offshore Wind Pre-Feasibility Study 2018[13] concluded that Jersey has significant offshore wind potential within its waters and that the extraction of this energy is technically feasible. Extracting energy from 5% of Jersey's waters would satisfy over three times Jersey's current annual demand (though it should be noted that any energy generated in Jersey's waters would likely be sold back into the continental grid rather than directly serving the island) [14].

There are numerous options for project scenarios, the most promising scenarios include:

- a large, utility-scale project in the south of Jersey's territorial waters which could export power to the French grid in return for a subsidy
- a smaller, community-scale project, closer to Jersey's coastline which could supply power for local consumption by Jersey's population

Any future development of a wind farm would be reliant on forming a viable commercial case for a project of an environmentally and socially acceptable scale.

The Offshore Wind Pre-Feasibility Study has identified the potential area for large utility-scale offshore wind deployment, as shown in Figure ME4 below. A selection of key planning, social, technical, physical and environmental criteria could influence the siting of a wind farm and the most suitable site should be considered when selecting the preferred location for development.

[13] ITP Energised (2018) States of Jersey Offshore Wind Pre-Feasibility Study

[14] Jersey Infrastructure Capacity Study (2021); see IPR core evidence base

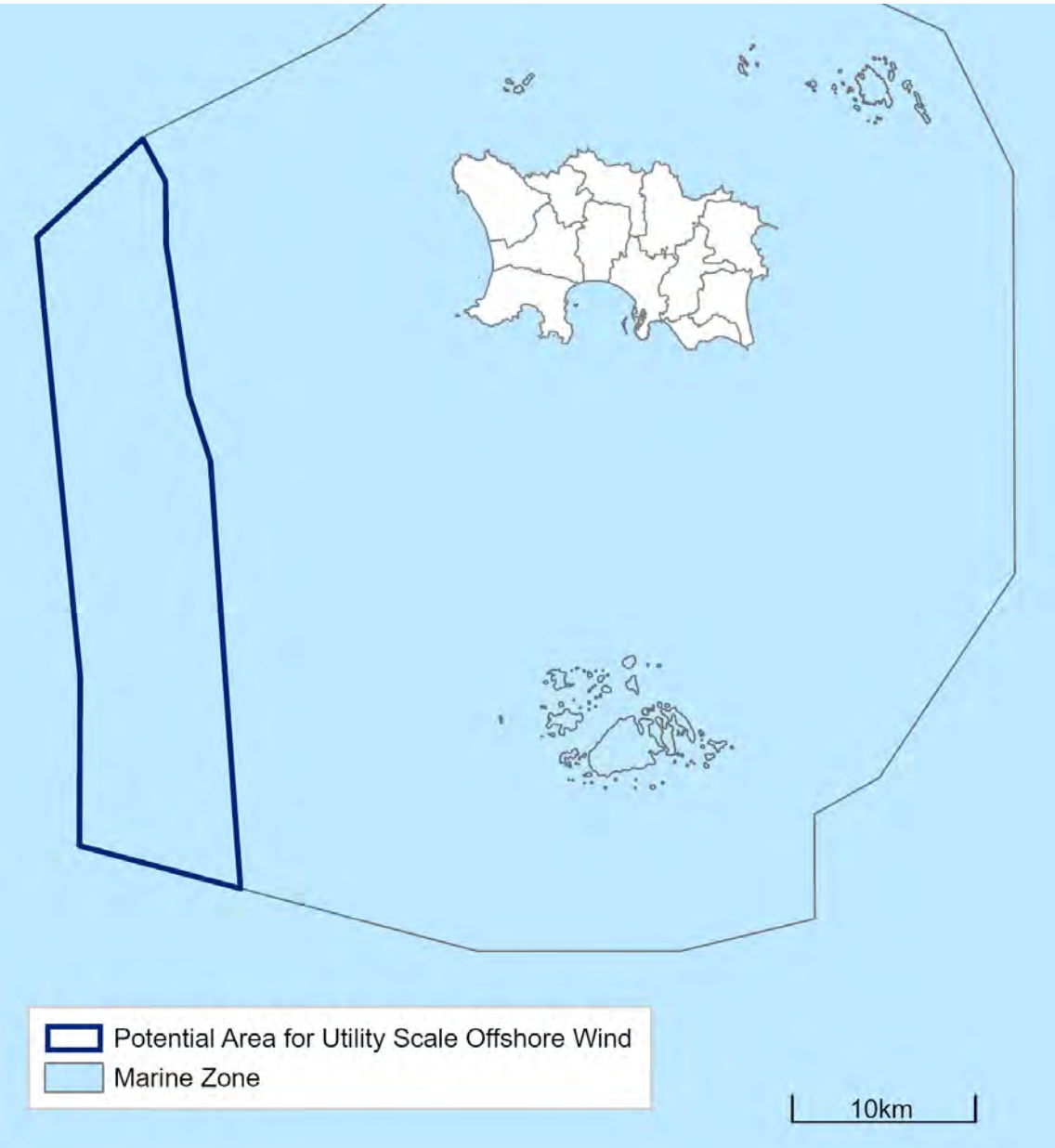

Figure ME3: Jersey Offshore Wind Pre-Feasibility Study 2018

Tidal lagoon

Energy generation from a tidal lagoon may also be feasible in Jersey's waters and could provide a long-term source of local renewable, contributing to energy security and resilience as well as climate change mitigation.[15]

A tidal lagoon would represent utility-scale renewable energy generation that could ensure Jersey has a more reliable energy supply, be more resilient to market shocks, and with the potential to make revenue from exporting energy. Tidal lagoon development opportunities can be co-located with other uses in the marine area, including with aquaculture and leisure, and integrate with local regeneration. Consideration would, however, need to be given to the likely significant effects on marine ecology, landscape and visual impacts (including effects on seascape) and potential heritage impacts of any potential tidal lagoon scheme. The degree of impacts would be dependent on the effectiveness of mitigation measures (e.g. effects on marine mammals and fish), however,

[15] Jersey Infrastructure Capacity Study (2021) see IPR core evidence base

for some areas residual impacts would likely remain where mitigation is not possible, such as impact to landscape, seascape and other visual impacts.

Pre-feasibility[16] has concluded that there are potential tidal lagoon opportunities which would be capable of comfortably generating enough electricity to service the island's annual requirement. The addition of on-island flexible capacity, through the co-development of battery storage and the roll out of an electric vehicle fleet with smart changing systems, could secure the island's electricity supply in full. If the option were to be pursued further, the Government of Jersey would need to undertake further technical and engineering investigation to determine the optimum location for constructing a lagoon so enough electricity could be generated to make Jersey completely self-reliant on home generated low-carbon, renewable energy.

Tidal stream

The development of a tidal stream turbine off the coast of Jersey could provide an additional source of energy[17]. The 2018 Tidal Stream Industry Update[18] concludes that, whilst the flow speeds around the island may not be favourable in comparison to other sites in the UK more widely, the resource may be of interest commercially in the future. However, a tidal stream development would be unlikely to provide a competitive return in comparison to other renewables such as wind and tidal lagoons. There are no current active proposals for tidal stream turbines, and initial feasibility work[19] concluded tidal stream energy harvesting is not currently considered cost effective for Jersey.[20]

Development and environmental considerations

Despite all the potential advantages of renewable energy, it is also important to ensure that the environment and the quality of life of islanders is not compromised through the associated delivery and operation of such infrastructure. The Integrated Coastal Zone Management Strategy[21] – 'Making the most of Jersey's coast' opens by reflecting that 'the coast and seas around Jersey are an integral part of island life. It is, therefore, essential that the coast is protected and managed so that it can continue to be enjoyed by generations to come'. The very need for ICZM arises from the need to balance the temptation to exploit the resources that the coast and seas provide with the responsibility to protect an outstanding area containing internationally important ecosystems.

Jersey's planning law extends to the limits of the territorial waters and this means that there is no invisible barrier between land and sea in relation to the control of development. Offshore development proposals for renewable energy would, therefore, need to be specifically considered within the context of the Island Plan and the statutory requirement to produce an EIA, as is required for projects arising from the energy industry[22].

A significant amount of exploratory work (including the building of prototypes) may be required to establish the optimum locations and the long-term viability of renewable energy projects. Accordingly, development may be permitted for exploratory proposals so

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[16] Recommendations to the Minister for Planning and Environment from the Tidal Power Commission (2011)
[17] Jersey Infrastructure Capacity Study (2021) see IPR core evidence base
[18] Tidal Stream Industry Update (2018)
[19] Tidal Power in Jersey – the next steps (2011)
[20] Tidal and Wind Power: harnessing offshore renewable energy
[21] Integrated Coastal Zone Management Strategy (2008)
[22] See schedule 1 of the Planning and Building (Environmental Impact) (Jersey) Order (2006)

that a proper assessment can be made of a particular site, allowing an informed decision to be made should the developer wish to apply for a more permanent site.

Policy ME5 – Offshore utility-scale renewable energy proposals

Development proposals for exploratory, appraisal or prototype offshore utility-scale renewable energy schemes will be supported, where their environmental impact is considered to be acceptable.

Proposals for full-scale offshore renewable energy generation schemes will be supported where it can be demonstrated that:

a. the energy return is proven to be in the island's strategic interest delivering significant and long-term benefits to the community, and that these benefits are deemed to sufficiently outweigh any environmental impact that will arise as a result of the development; and,
b. the anticipated environmental impact of the development will be acceptable, with anticipated effects mitigated as far as possible, and appropriately compensated for.

All proposals must be supported with an appropriate monitoring programme and detailed restoration proposals, including funding and management mechanisms to ensure their implementation.

Planning permission for all types of offshore renewable energy proposals will be subject to a time-limited permission.

Larger-scale terrestrial renewable energy developments

Opportunities exist for larger-scale renewable energy production on-land, with a range of different forms being possible for use in the island, such as solar and anaerobic digestion technology. Larger-scale renewable energy developments will typically be considered as installations which are beyond that already permitted without the need for planning permission[23] or serve multiple domestic properties, or large or multiple business premises.

There may be instances where proposals for renewable energy generation at an individual domestic property exceed the existing permitted development rights and, in such cases, these will be supported where their impact on the local environment, having regard to impacts upon landscape or townscape character, and the residential amenity of any neighbouring properties is considered to be acceptable.

The development of larger-scale renewable energy in the island is unlikely to be implemented at a scale that could replace the island's existing primary source of energy supply. However, introducing larger renewable energy schemes could carry great benefits by supporting energy independence and resilience, whilst contributing to a continued reduction in the island's carbon emissions.

- **large-scale wind installations** - Jersey has good opportunities for renewable energy generation from wind on the north and west coast of the island. In practice, realising this potential will have many difficulties since the siting of utility-scale wind turbines capable of harnessing a sufficient amount of energy to be

[23] Planning and Building (General Development) (Jersey) Order 2011

economically viable must take into account a number of additional factors, which include impacts upon aviation; visual amenity and landscape character; noise; ecology (e.g. impacts on surrounding habitats, birds and bats); radio communication; as well as feasibility issues (e.g. grid connectivity, access, terrain). Given these barriers, it is considered that there are no suitable on-island locations for large wind energy generation schemes. Offshore wind does however carry greater potential, with potentially more manageable impacts.

- **large-scale photovoltaic installations** - the viability of larger photovoltaic (PV) panel installations has improved considerably in recent years, with a notable increase in larger domestic-scale solar installations across the island. Given that ground-mounted technology for larger-scale PV installations is well suited to sloping terrain with a southerly aspect and that, subsequent to their use, they can be removed and the land restored to its original condition, it is considered that such installations may be effective in a range of locations in Jersey. Unsuitable locations that should be avoided would include sites of higher agricultural quality; the Protected Coastal Area; installation on steeper slopes, such as the green backdrop zone and sensitive rural escarpments, which would be more likely to increase intrusion into the landscape and seriously harm landscape and seascape character; and where there would be an adverse impact upon listed buildings and places, and their settings. The use of existing glasshouse sites for large-scale PV installations will be given positive consideration.
- **anaerobic digestion** - anaerobic digestion involves a series of processes in which micro-organisms break down biodegradable material in the absence of oxygen. The process produces a methane and carbon dioxide rich biogas suitable for energy production via the recovery of heat and power. The Energy Plan 'Action Statement 10' sought the implementation of anaerobic digestion systems for waste management of livestock slurry by 2020, however, research undertaken by the Government of Jersey indicated the cost for this can be high[24].

Policy ME6 - Larger-scale terrestrial renewable energy developments

Proposals for large-scale terrestrial renewable energy production will be supported where it can be demonstrated that the energy return and benefits of the development are deemed to sufficiently outweigh the environmental impact that may arise as a result. Any such anticipated environmental effects must be mitigated as far as possible, and appropriately compensated for.

Proposals for ground-mounted solar arrays on agricultural land will be supported where the benefit of the scheme will outweigh any loss to the agricultural industry, with positive consideration given to the redevelopment of glasshouse sites for this purpose.

Any such proposal must be supported with an appropriate monitoring programme and detailed restoration proposals, including funding and management mechanisms to ensure their implementation; and would be subject to a time-limited permission.

Proposals for larger-scale renewable energy schemes to serve individual domestic properties will be supported where their environmental impact is acceptable.

[24] AETHER: GHG emissions from Waste – A guide for Jersey (2019)

Volume 3

Community infrastructure

Community infrastructure

Education facilities

Jersey's schools and colleges and early-years settings are an essential part of the island's social and economic infrastructure. They provide a service not only to the island's children and young people and their families, but also enable us to develop essential on-island skills that in-turn, help us reduce the need for inward migration, and contribute significantly to the structure of the local community and economy.

Education facilities and future education sites need to be carefully planned, ensuring that their distribution and accessibility meet the needs of the community that they serve, and that they are otherwise sustainable and adaptable to future generations and changing needs.

Demographic modelling is undertaken by the Department for Children, Young People, Education and Skills (CYPES), to monitor future requirements for school places as far as practically possible. Whilst there has been a recent bulge in demand for primary school places, birth rates have dropped in recent years and the net migration level for children remains close to zero - meaning demand for primary school places will likely be less in the short-term. However, because of natural demographic fluctuations, it remains difficult to undertake long-term planning for primary school places beyond around three years.

To deal with these fluctuations, capacity is reduced or increased using the physical capacity at existing schools, accompanied by appropriate operational resources. However, in the longer-term, the development of a significant number of new homes will lead to an impact on the distribution of pupils and students across Jersey. Given that a large proportion of this development will be focused towards Town, it is likely that there will be some permanent impact upon Town schools and their capacity.

The Infrastructure Capacity Study[1] highlighted that Jersey is well-served by existing education facilities and there are no parts of the island with current shortfalls in capacity. Some individual primary schools are, however, at or near capacity and may not have space on site to expand; there is also the risk of increasingly unsustainable travel patterns for pupils to access available school places, particularly where school catchment areas require adjustment in order to balance placement allocation.

In 2021, CYPES began an ambitious long-term reform of the island's education system - the Education Reform Programme - in order to support the improvement of long-term educational outcomes for all children and young people. This, coupled with a review of the education estate, is likely to lead to significant changes to the structure and delivery of education in the island and the infrastructure that is required to support it.

In light of the potential increase in demand for places in Town and the spatial constraints that surround primary education in the Town area, especially the south and the west, this review will focus on how we can better serve the needs of this cohort, whilst ensuring the most efficient use of land and resources. The outcome of this review will be considered in the development of the subsequent Island Plan, or sooner, through the publication of supplementary planning guidance, as necessary.

[1] Infrastructure Capacity Study (Arup, 2021): see IPR core evidence base

Alongside this review, there are a number of specific known requirements affecting the existing education estate, including:

- replacement facilities for Victoria College Preparatory School;
- replacement facilities for Rouge Bouillon School
- the expansion and consolidation of Mont à L'Abbé, potentially onto a single campus to enable the staff to deliver the 0-19 curriculum, as well as to provide for the growing need to offer a respite care provision in the island;
- the need to redesign the Greenfields secure unit facility, which houses children and young people under the youth justice system and those requiring secure welfare placements, so that it can deliver a secure children's home provision. This review will incorporate Le Sente School given the importance of developing partnership arrangements between the two facilities.

As the work to determine the longer-term requirements had not been completed at the time of the publication of the draft Island Plan, it has not been possible to identify new sites that may be required. The Minister for the Environment will work with the Minister for Children and Education to ensure a high priority is afforded to securing the most sustainable development of the education estate to support the outcome of the Education Reform Programme during the plan period of the bridging Island Plan.

The States Assembly has resolved that, in the meantime, the specific requirements of education must be considered in relation to the proposed development of States-owned or States-owned companies' land.

Proposal 27 – Review of the education estate

The Minister for the Environment will ensure that planning input is provided to the Minister for Children and Education in the undertaking of the Education Reform Programme and any associated review of the education estate over the plan period.

The Minister will, where required, publish supplementary planning guidance to aid the development of site-specific proposals.

In addition to the above, a number of existing schools have specific requirements, mainly related to the need to secure additional outdoor space. This plan seeks to make provision to meet these specific short-to medium-term needs. Sites to address shortfalls in provision have been identified, in consultation with CYPES, having regard to the Infrastructure Capacity Study,[2] and the outcome of the call for sites consultation.[3] Where sites have been assessed as necessary and appropriate for future education use, they have been designated as such and are afforded protection from other forms of development.

Policy CI1 – Education facilities

Proposals for the development of additional educational facilities or for the extension and/or alteration of existing educational premises will be supported provided that the proposal is:

- within the grounds of existing education facilities;
- on a safeguarded site; or,
- within the built-up area.

[2] Infrastructure Capacity Study (2021): see IPR core evidence base

[3] Community facilities and open space: site assessment: see IPR core evidence base

To address specific deficiencies in the provision of education facilities, the following sites are safeguarded for educational use. The alternative development of these sites will not be supported unless it can be demonstrated that they are no longer required for educational purposes:

- **Grainville School**: Field S367, St Saviour - conditional on agricultural access being maintained to the surrounding fields;
- **Jersey College for Girls and Jersey College Prep. School**: Field S800 and S801, St Saviour – for outdoor amenity space to serve both schools;
- **Mont à L'Abbé School**: field H1256, St Helier;
- **Haute Vallée School**: Part of field H1219, St Helier;
- **First Tower School**: Field H1533, St Helier;
- **St John's School**: Part of field J525, St John;
- **Les Landes School**: Part of field 782, St Ouen
- **Jersey Gas Site:** Tunnell Street, St. Helier

Where additional needs for the primary school estate within the parishes of St. Helier and St. Saviour have been identified by the responsible Minister, the redevelopment of States of Jersey or States-owned companies' land for the purposes of meeting education needs will be given the highest priority.

Proposals for the redevelopment of States of Jersey or States-owned companies' land within the vicinity of existing primary schools in the parishes of St. Helier and St. Saviour must be able to demonstrate that they will not compromise the ability to address identified education needs.

Proposals for education facilities outside the built–up area or designated sites will not be permitted except in the most exceptional circumstances where the proposed development is required to meet a proven island need and it can be demonstrated that:

1. the development is essential to the delivery and continuation of education services and cannot reasonably be met through alternative sites, service delivery arrangements or co-location with other services; and
2. sufficient work has been undertaken to consider reasonable alternative sites for the development and the selected site represents the most sustainable option, with the focus on accessibility to the community relative to the defined spatial strategy, local demand, its impact on the character and nature of the landscape and the scale of development that may be required.

The redevelopment of existing public or private education sites and facilities for alternative uses, in whole or in part, will not be supported except, and only where, it can be demonstrated that the site, or any part of it, is surplus to public and private educational requirements and/or wider community needs.

When any form of alternative development is proposed on an education site, the impact upon the current and future spatial requirements of education will be assessed. Development that may compromise the spatial requirements for education will not be supported unless appropriate mitigation is proposed, or alternative plans have been agreed, which may be secured by a planning obligation agreement.

Healthcare facilities

In Jersey, as in most developed economies, people are living longer than in past generations and the proportion of the island's population that is retired is projected to grow significantly. Currently, we expect the number of people aged 65 and over will rise from about 18,900 to 29,900 over the next 20 years and, the number of people aged 85 and over will more than double, from 2,600 to 5,600, over the same period.

Currently, around half of Jersey's population has at least one of 40 long-term health conditions, with older people often having more complex health needs to manage. This, in turn, requires more care and treatment. As the population profile continues to age, the growing need for care and treatment could put our health system under significant strain if work is not done to address where and how we provide accessible and sustainable healthcare services.

We want all islanders to enjoy great physical and mental health for as long as possible and, regardless of age, islanders should expect easy access to the best care and services, including access to mental health services, which should be equal to those offered for physical health.

To further this aspiration, the Jersey Care Model[4] has been developed as a clinically-led model for how future health and care services are to be delivered across all sectors in the island. The model seeks to move away from the unsustainable institutional-based model of care, into a more modern community-based structure, which aims to:

- ensure care is person-centred with a focus on prevention and self-care, for both physical and mental health;
- reduce dependency on secondary care services by expanding primary and community services, working closely with all partners, in order to deliver more care in the community and at home;
- redesign health and community services so that they are structured to meet the current and future needs of islanders.

The implementation of the Jersey Care Model will lead to a significant change in how people engage with and experience the full spectrum of health and social care services in Jersey, and this change is to take place not only in service delivery, but also in a physical sense with new and changing demands upon healthcare infrastructure.

[4] Jersey Care Model for Health and Community Services

How care looks now

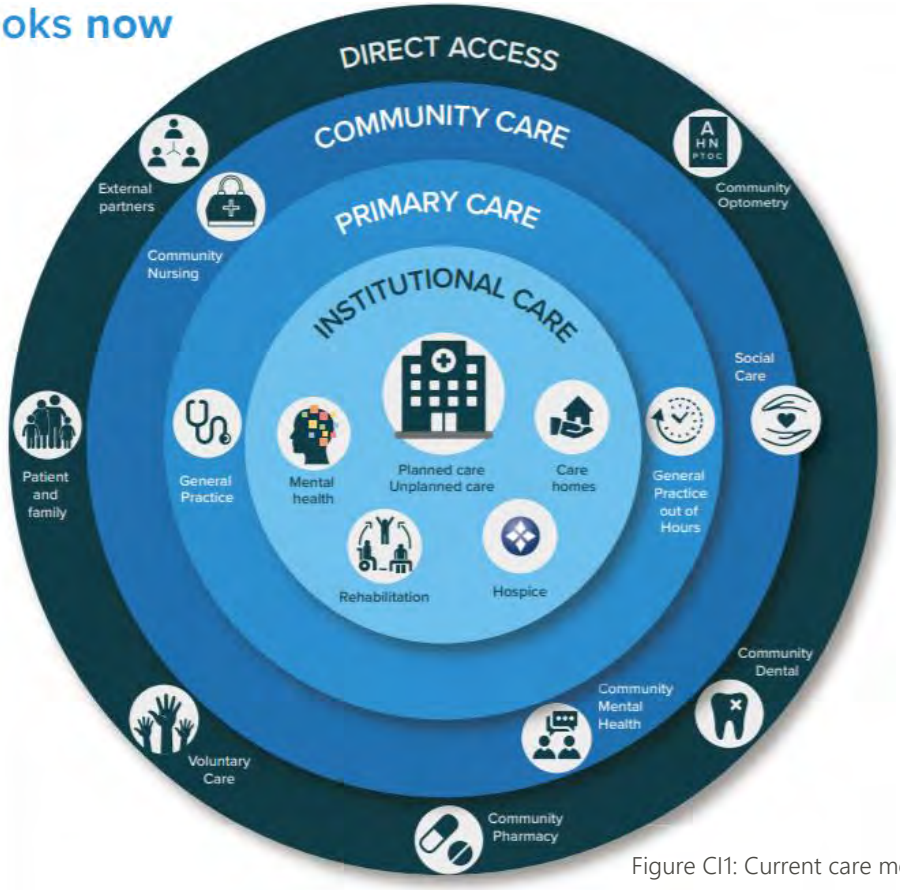

Figure CI1: Current care model

The future care model

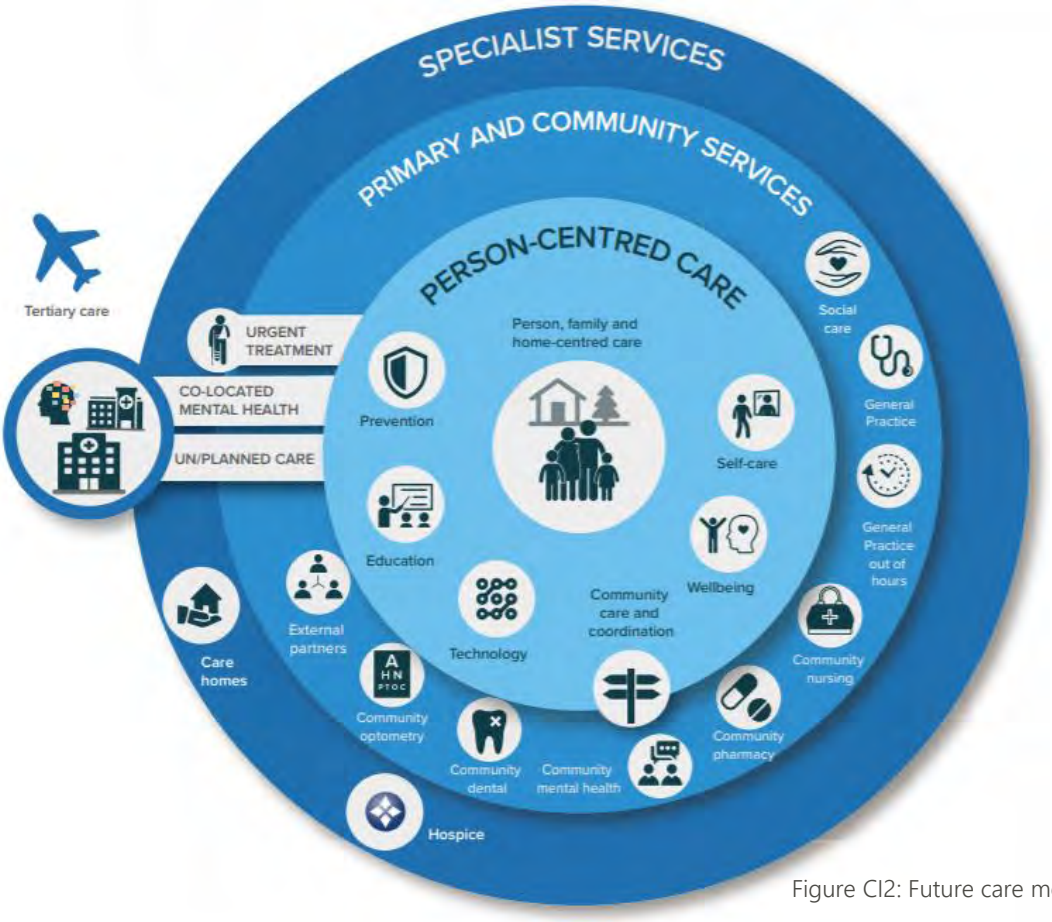

Figure CI2: Future care model

These changes are expected to take place over the next five years, in parallel with the delivery of the Our Hospital project, which is designed to enable the implementation of the Jersey Care Model. The development of the new hospital will move the delivery of some health and social care services into the community, enabling the hospital to focus on specialist and emergency care, intensive care and maternity services and, therefore, optimising its function and sustainability.

Expected changes to primary care infrastructure

Primary healthcare facilities are represented by general practitioner (GP) surgeries, pharmacists, dentists and other important community practitioners and services.

The Jersey Care Model proposes to decentralise certain forms of primary care from the General Hospital providing them instead in communities, through GP surgeries, and community or voluntary partners, which will include the creation of health hubs distributed across the island.

The Infrastructure Capacity Study (2021),[5] indicates that Jersey has no known shortfalls in primary care infrastructure, with around 15% capacity across GP services. There may, however, be some demand for more GP practices across the island as a result of the change in the delivery of primary care over the plan period. The island is also well-served by community buildings, which have the capacity to accommodate the anticipated health hub space requirements; this aspect of the delivery of the Jersey Care Model is not currently anticipated to generate new development requirements.

Secondary care infrastructure

Secondary healthcare services include urgent and emergency care; planned hospital care; rehabilitation; community health services; nursing homes and mental health services. Most of these services are currently provided through the Jersey General Hospital, Overdale Hospital, St Saviour's Hospital campus and the Child and Adolescent Mental Health Service (CAMHS), which is based at Liberté House, St Helier.

Changes will be necessary as to how and where secondary care is delivered on the island, including as part of the development of Our Hospital (see 'Delivery of Our hospital').

Policy CI2 – Healthcare facilities

Proposals for the development of new or extended health and social care facilities will be supported, where the proposal is:

1. within the built-up area;
2. within the grounds of an existing facility; or
3. within the designated 'Our Hospital development site'.

Proposals for new healthcare facilities outside of the built-up area will not be permitted except in the most exceptional circumstances where the proposed development is required to meet a proven island need, and it can be demonstrated that:

a. the development is essential to delivery and continuation of health and social care services, and cannot reasonably be met through alternative sites, service delivery arrangements or co-location with other services; and,

[5] Infrastructure Capacity Study (2021):): see IPR core evidence base

b. sufficient work has been undertaken to consider reasonable alternative sites for the development, and that the selected site represents the most sustainable option, with a focus on accessibility to the community relative to the defined spatial strategy, its impact on the character and nature of the landscape, and the scale of development that may be required.

The redevelopment of existing public or private health and social care facilities for alternative uses will not be permitted except and only where it can be demonstrated that the site, or any part of it, is surplus to public and private healthcare requirements and/or wider community needs.

Delivery of Our Hospital

The Jersey Care Model aspires to bring the main hospital, mental health facilities, a cancer centre and training facilities onto a single campus, whilst addressing the need to modernise the standard of care infrastructure, making it fit for purpose and improving capacity across all those services as part of the Our Hospital project.

The proposal to deliver a new hospital that can meet the community's long-term health needs - whilst also rationalising and improving the delivery of healthcare and community services across the island - is both important, complex and of an unprecedented scale. The complexity and scale of the project has presented significant challenges in securing a site that can accommodate a new facility in the most sustainable location, and one which is acceptable to the community.

After an extensive evaluation of alternative site options, the States Assembly has selected the existing Overdale Hospital site, together with some additional land that is required, in order to meet the anticipated spatial requirements of the development[6] as the site for Our Hospital. Provision is made within policy, however, for the eventuality that the Assembly amends its decision.

Further land is also required to accommodate necessary road improvements and other infrastructure. These additional requirements are enabling works that are linked to the principal development and may include land required to secure adequate access to the site via Westmount Road, which has also been agreed in-principle by the States Assembly.[7] Such infrastructure cannot be justified independently from the Our Hospital proposal and, therefore, any planning permission for these works should be limited and formally tied to the principal development through the use of planning obligation agreements.

[6] Our Hospital Site Selection: Overdale (P.123/2020)
[7] Hospital: preferred access route (P.167/2020)

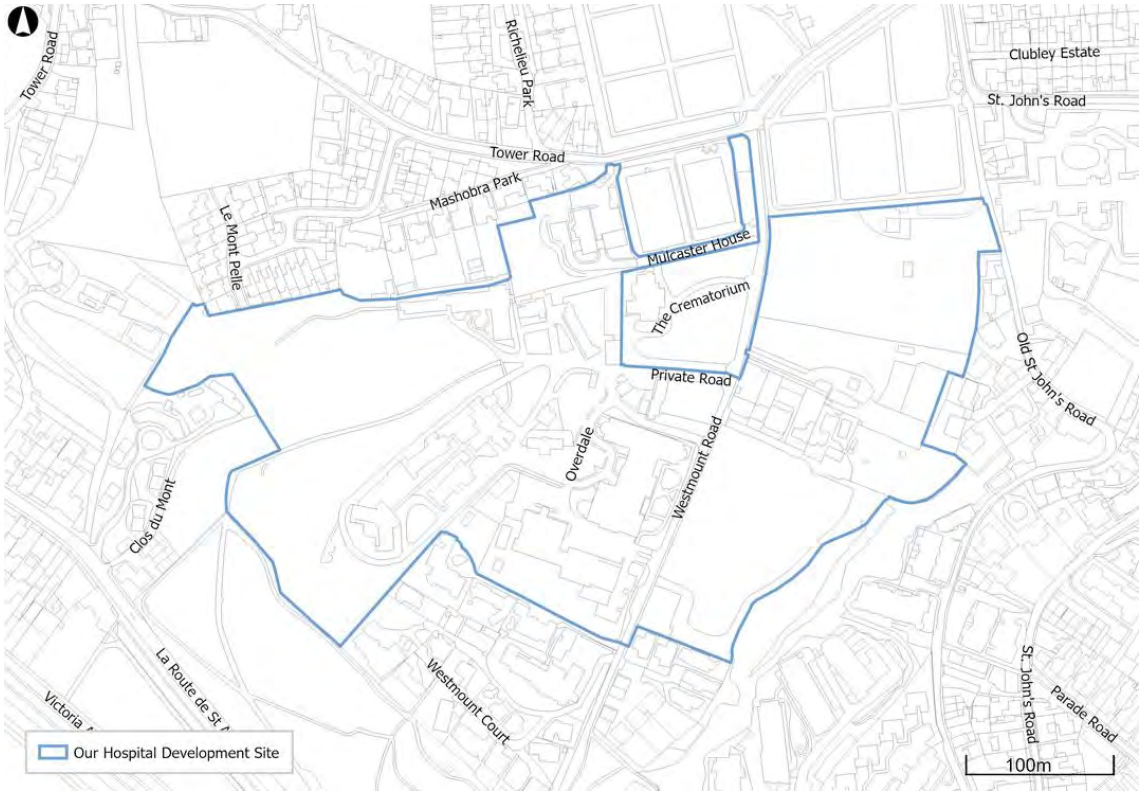

Figure CI3: Designated Our Hospital development site

There will also be additional development needs as result of the displaced services that are required to move before the development of the site can take place. This includes:

- the relocation of the health and social care services currently provided at Overdale;
- the relocation of Jersey Water office headquarters;
- the relocation of the Jersey Bowls Club to accommodate the access road; and
- the loss of homes which are to be acquired and demolished.

In order to support the timely availability of the site for redevelopment, the off-site development needs created as a result of the displaced facilities and services will be supported as linked developments through the planning application process, recognising their role in enabling this strategically significant infrastructure project to come forward.

The development of the Our Hospital site should be guided by the Minister for the Environment's published supplementary planning guidance, and all other relevant policies of the Island Plan and any other material considerations.

Policy CI3 – Our Hospital and associated sites and infrastructure

Proposals for the development of the new hospital within the designated 'Our Hospital development site' (including the alternative use of an existing health and social care facility as approved by the States Assembly) will be afforded the highest level of priority, and will be supported where:

a. the proposal is not considered to cause serious, unacceptable harm to the character and amenity of the wider area or neighbouring uses;
b. it has been demonstrated that the proposed development represents the best design option relative to the needs of the hospital and the land available; and,
c. the proposal includes details of all necessary mitigation and/or compensatory measures that are required to manage the impact of the development, as far as reasonably practicable, including, but not limited to:

i. considering the impact on the physical integrity and/or proper functioning of the arterial road network to and from the hospital with particular reference to the following roads - Tower Road, New St. John's Road, Old St. John's Road, Queen's Road; and the specific mitigation measures required where increased traffic will have ramifications on such infrastructure and surrounding neighbourhood; and
ii. ensuring that any proposal complies with Policy GD1 "Managing the health and wellbeing impact of new development" and that it addresses the issue of privacy for neighbouring properties.

Proposals for the alternative use of land designated as part of the 'Our Hospital development site' will not be supported, except where it can be demonstrated that the site, or any part of it, is no longer required to support the delivery of Our Hospital

Proposals for associated infrastructure and relocation of existing services, where these are necessary to enable the delivery of the hospital but will be outside of the site (or sites) approved by the States Assembly, may be considered as enabling and linked development and their delivery secured by planning obligation agreement, as appropriate and necessary.

Community facilities and community support infrastructure

Community facilities are those buildings which provide space that can be used in a number of different ways to serve the community, such as parish halls, churches and church halls and youth centres. Access to this type of facility is critical to the maintenance of vibrant and active communities, helping to foster a sense of belonging and local identity by providing space for islanders to meet, socialise and actively participate in island life, be that through community groups or the work of the parish.

The island is currently well-served by its community facilities, and whilst no significant shortfalls of space have been identified by the Infrastructure Capacity Study[8], it is recognised that as our population grows, the demand for community facilities is likely to grow with it.

It is recognised that there are opportunities to make better use of existing community facilities across the island. The implementation of the Jersey Care Model and Closer to Home[9] initiative will bring more health and community services closer to where people live. This will be achieved by delivering services in existing community buildings and thereby reduce the need to travel to Town and help the health and social care system to operate more sustainably.

In St Helier there is a proposal to provide youth facilities in the north of town and a site is safeguarded for this purpose in the plan at Nelson Street car park /The Old Fire Station.

Community support infrastructure

Community support infrastructure are those buildings and facilities which enable a critical service to be provided to the community. This type of infrastructure includes buildings and

[8] Infrastructure Capacity Study (2021): see IPR core evidence base
[9] Closer to home

facilities to support the care of looked-after children and care leavers, essential facilities such as the crematorium, and also those required for the safe operation of the emergency services, and the island's judicial, prison and probation services.

Access to high standard community support infrastructure, in the right locations, is critical to the function and performance of these essential community services and it is, therefore, a priority of the bridging Island Plan to ensure that their development needs can be accommodated where they arise.

Policy CI4 – Community facilities and community support infrastructure

Proposals for the development of new or extended community facilities will be supported where the proposal is,

1. within the built-up area; or
2. within the grounds of existing community facilities.

To address specific deficiencies in the provision of youth facilities, the following site is safeguarded for use as a youth facility. The alternative development of this site will not be supported unless it can be demonstrated that it is no longer required for this purpose:

- **Nelson Street car park /The Old Fire Station site:** Nelson Street, St. Helier

Development of new community facilities or community support infrastructure will not be supported outside of the built-up area, unless it is to meet an exceptional need which cannot reasonably be met within the built-up area, and adequate evidence to verify this has been provided.

The redevelopment of existing community facilities for alternative uses will not be permitted except and only where it can be demonstrated that the site, or any part of it, is surplus to wider community needs.

Sports, leisure and cultural facilities

In order to help support the physical and mental wellbeing of all islanders and to ensure that the island remains attractive as a tourist destination, we need maintain and enhance the infrastructure that supports a wide range of sports, leisure and cultural activities.

The definition of sports, leisure and cultural facilities is broad, and can embrace buildings or open spaces and includes facilities such as gyms, swimming pools, playing pitches and courts, performance spaces, cinemas, bowling alleys, children's indoor play areas, museums, libraries and exhibition spaces.

Ensuring access to a broad range of high-quality facilities in a variety of locations across the island will help to ensure that the needs of our diverse community can be met furthering the strategic priorities established by the Common Strategic Policy (2018-2022),[10] the principles established by the Inspiring an Active Jersey Strategy,[11] and the emerging work of the Island Identity Policy Development Board. This means placing an emphasis on development that supports islanders to become more active, celebrates local and international culture and the arts, and ensures that everyone can access spaces and opportunities to be social.

[10] Common Strategic Policy (2018-2022)
[11] Jersey Sport: Inspiring an Active Jersey Strategy (2020)

The provision of large-scale sports, leisure and cultural facilities[12] is focused in key locations across the island, where it can be more easily accessed by a greater number of islanders; and where there has been capacity to accommodate the provision of appropriate facilities. In the case of sports centres, these include Fort Regent and Les Quennevais Sports Centre, with the latter also providing one of the island's two public swimming pools, with a public pool also being provided at Aquasplash on the St Helier Waterfront. Key cultural facilities, including Jersey Opera House, Jersey Arts Centre and Cineworld are all located in St Helier.

Fort Regent is an established island-wide facility for indoor sports provision and leisure activities. It now faces a number of challenges which necessitates the alternative provision of the facilities which it currently provides. In response to the need to address the challenges at Fort Regent, and to critically examine the demand for and use of sports and leisure facilities across the island, the Minister for Economic Development, Tourism, Sport and Culture commissioned the Sports Facilities Delivery Report[13], undertaken in 2018. The outcome of this work has been developed into a series of plans to provide community sports hubs in St Helier and at facilities serving the east and west of the island; together with an ambition to create a new Island Stadium[14]. These plans are predicated on a carefully sequenced order of development, which is designed to ensure the greatest continuation of access to facilities, for as many interests as possible, whilst significant investment into new and regenerated facilities takes place.

To ensure access to facilities across the island, the focus for provision and investment is on sites within the area embraced by the Southwest St Helier Planning Framework[15] and Springfield Stadium to serve Town and the wider island; Les Quennevais Sports Centre to serve the west of the island; and Le Rocquier School, to serve the east of the island. Potential may also exist to further enhance facilities at or around Jersey Rugby Club, and the surrounding pitches, at St Peter. To enable the provision of new or enhanced sports and leisure facilities in these locations over the plan period, they are identified and defined as 'sports and leisure enhancement areas'.

In addition to the enhancement area identified around the Jersey Rugby Club in St. Peter, a sports and leisure area of potential is also identified to the south of the Strive facility, west of the Rugby Club. This designation acknowledges the potential benefits of developing this land for sporting use, and particularly where private investment would reduce the pressure on Government to fund and develop publicly accessible facilities on an alternative site. The benefit of any such development would, however, remain to be considered relative to its impact on the loss of agricultural land and impact on local landscape character, in the context of wider community benefit.

The St Helier Waterfront accommodates one of the island's two public swimming pools and the island's only cinema, both of which are located within key opportunity site 3 (KOS3) in the Southwest St Helier Planning Framework. Plans for the development of key opportunity sites 1-3 at the St Helier Waterfront are currently being prepared. To ensure the continuation of access to an indoor public swimming pool and a cinema in St Helier any proposals for the redevelopment of these key island facilities will need to demonstrate

[12] Large-scale sports, leisure and cultural facilities = more than 50 persons capacity and/or more than 200sqm in area.
[13] Government of Jersey, Sports Facilities Delivery Report (2018)
[14] Jersey Sport: Inspiring Active Places Strategy (2021)
[15] Supplementary Planning Guidance: South West St Helier Planning Framework

that the provision of alternative facilities in St Helier can be assured. This is required to maintain the provision of adequate sports and leisure infrastructure for town residents, islanders and visitors, and to ensure the vitality of St Helier as the island's cultural and leisure hub. The emergence of any proposal for the provision of a new cultural facility during the bridging Island Plan period within Southwest St Helier or elsewhere within the town, will also be supported.

To ensure that the development of all new facilities takes place in the most sustainable locations, the development of large-scale sports, leisure and cultural facilities will be supported within the island's primary and secondary centres (St Helier and Les Quennevais), or within the designated sports and leisure enhancement areas. These areas are those where there is a higher resident population who can directly access and benefit from the facilities, and where there already exists good access to sustainable transport options.

Access to the provision of smaller-scale local facilities for sport and active leisure[16] remains important in helping to create healthy and sustainable communities, and these will continue to be supported throughout the island's built-up areas. The provision of such facilities outside the built-up area will only be supported where it can be demonstrated that there is a clear community need and that provision cannot be made within the existing built-up area boundary. In these areas, wherever possible, use should be made of existing buildings in order to reduce the proliferation of development in the countryside.

Jersey has a range of key tourism and cultural attractions including those based on the island's historic assets including Mont Orgueil Castle, Elizabeth Castle, La Hougue Bie, Jersey War Tunnels, the Channel Island Military Museum, and Jersey Museum and Art Gallery; and others, such as Jersey Zoo; as well as the natural features of the island including its coastline and beaches.

The more recent development of niche areas within the tourism market might serve to influence the types of attractions that need to be offered within the island in the future. The provision of new attractions, and the improvement of existing attractions, will help Jersey to retain and grow its tourism market share, and be attractive to different types of visitor. Tourism and cultural facilities are important not only for visitors to the island but to residents too. Islanders should continue to have access to and benefit from existing and new facilities.

The island's coast and countryside provide opportunities for active leisure – such as, for example, adventure activities, coasteering, kayaking, diving, surfing and mountain-biking - making use of the natural assets of cliffs, bays, water, valleys and woods. Activities here can provide a greater range of low-intensity leisure activity for islanders; and activity-based tourism can have economic value and help attract new visitors to the island.

Proposals for development to provide active, low-intensity leisure in the countryside and around the coast will only be supported where it is related to the use of the natural assets of the coast and the countryside, and where use is made of existing buildings; or where the provision of new buildings and associated facilities and infrastructure is limited and can be made without harm to the character of the area. Consideration of the impact of any such development should include the impact of use upon the sense of remoteness, and

[16] Small-scale sports, leisure and cultural facilities = less than 50 persons capacity and less than 200sqm in area

the impact of access for the character and capacity of the local road network, including consideration of parking.

Policy CI5 – Sports, leisure and cultural facilities

The development of new or extended large-scale sports, leisure and cultural facilities will be only supported within the island's primary or secondary centres, or within those sites designated as sports and leisure enhancement areas at:

1. **Les Quennevais sports centre;**
2. **Le Rocquier School** – but only where it can be demonstrated that the spatial requirements of the school can continue to be met within the boundaries of the existing school site;
3. **Springfield Stadium** – but only where the redevelopment maintains the proportion of freely accessible outdoor space for use by the public or increases the proportion of freely accessible public green space;
4. **Existing Jersey Rugby site and associated playing pitches;**
5. **Key opportunity sites in the Southwest St Helier Planning Framework Area;**
6. **FB Fields, La Grande Route De St Clement.**

The development of sports and leisure uses may also be supported in the identified sports and leisure area of potential (St Peter) but only where the public benefit and contribution to the viability and success of local sports can be proven to outweigh any loss or harm to the landscape and agricultural land.

The development of new or extended small-scale sports, leisure and cultural facilities will be supported where the proposal is:

a. within the built-up area; or
b. within the grounds of existing facilities,

The redevelopment of the public swimming pool and/or cinema on the St Helier Waterfront will be supported where the prior provision of alternative facilities in Town can be assured, which may be secured through the use of planning obligation agreement, as required.

The development of limited new sports, leisure and cultural facilities outside of the built-up area will only be supported where a coast or countryside location is necessary and justified, and where use is made of existing buildings, or, the provision of new or extended buildings will be limited, and the development will not give rise to an unacceptable intensification of use.

The redevelopment of existing sports, leisure and cultural facilities for alternative uses will normally only be supported where it can be demonstrated that the use has become redundant and is otherwise surplus to wider community needs.

Planning for open space

Open space is a valuable and integral part of the environment in which we all live, playing an important role in our daily lives. The significance and value of the availability and access to open space has been highlighted by the COVID-19 pandemic as people have sought to spend more time outside in their locality to exercise and socialise.

High quality, accessible and functional open spaces not only have a beneficial impact on islanders' health and wellbeing. They also offer a range of environmental services, such as supporting carbon sequestration, urban cooling and acting as natural surface water drainage systems; whilst also creating opportunities and incentive for economic investment.

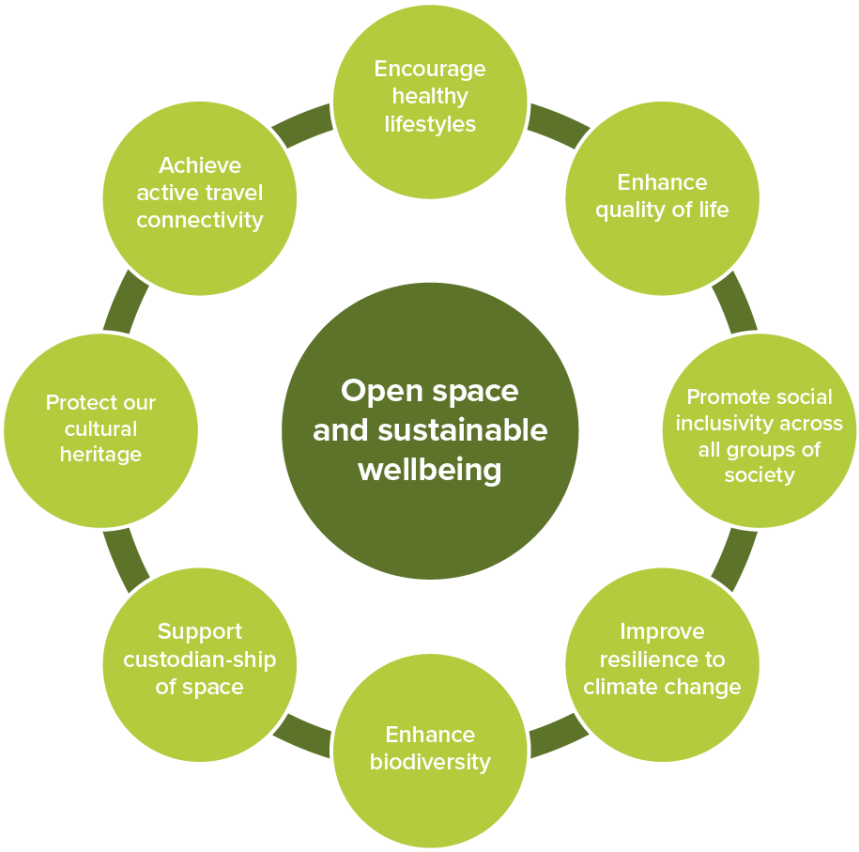

Figure CI4: Multiple benefits of open space

We are fortunate to have access to a wide range of different types of open space, comprising formal spaces, such as parks, squares and outdoor sports facilities; an extensive coastline with cliffs and beaches; and natural green spaces, such as woodlands, coastal heaths and dunes.

As a small island with a finite land resource, there is a need to protect our valued open spaces in urban, rural and coastal environments, whilst also seeking to ensure that there is land and development opportunity to meet other community and economic needs. Competition for the use of land is, therefore, acute, particularly in the island's built-up areas, but there is a need to ensure that the importance and value of open space is recognised and that its provision and enhancement is given due consideration.

Provision and access to open space

Whilst much of Jersey's coast and countryside remains undeveloped and open, it is important to consider islanders' access to and use of different types of open spaces, in different parts of the island. The availability, access and need for different types of local open space will vary greatly between islanders living in town and those in the countryside. A review of the island's open space provision was undertaken in 2008[17] and sought to categorise different types of open space in the island as follows:

[17] Outdoor, Open Space, Sport and Recreation Study (2008)

Type of Open Space	Description
Parks	Formal parks with public access.
Outdoor sports facility	Seasonal and fixed sports spaces, both privately and publicly owned (including commercial sports facilities and golf courses).
Amenity greenspace	Open space that is available for free and spontaneous use, but not managed as a park, playing field or habitat (e.g. informal grassed areas in housing estates).
Play space	Equipped children's space (pre-teens) and space for teenagers.
Natural greenspace	Natural greenspace that have some form of public access.
Allotments	Land subdivided into rentable plots for the growing of produce.
Cemeteries and churchyards	Open spaces around churches and separate burial grounds.
Civic space	Open public spaces with hard surfaces between buildings or, particularly in the rural context, associated with civic buildings or landmarks.
Linear open space	Linked paths or routes for recreation and travel (walking, cycling and horse riding).
Beaches	Accessible coastal spaces between high and low water marks.
Visually important open space	Open spaces that may not be publicly accessible or functional for recreation or leisure, but which play an important role in contributing to the character of an area.

Table CI1: defined open space typologies

Much of the land identified by the 2008 study was designated as protected open space in the 2011 Island Plan and, as a result, there has been minimal loss of open space that is of community and/or amenity value over the 2011 Island Plan period. Notable improvements in the level of provision were also made during this time, with the development of Millennium Town Park in St Helier, and St Martin's Village Green.

To ensure that effective planning and provision is made for open space it is helpful to have regard to some form of local benchmark which considers the level of provision of different types of open space, and access to it, in different parts of the island. This can serve as a useful guide to better understand local needs; protect existing space; plan provision; and to monitor change.

It should, however, be recognised that open spaces can serve a variety of functions; and, that local provision and specific needs are likely to vary in different parts of the island. Access to some forms of open space, such as natural greenspace, will be much greater in the countryside, whereas access to parks will be better in Town. It is recognised, however, that any deficiencies in the availability of open space will likely be more acutely felt in Town than in other parts of the island, where there is both a greater concentration of compact forms of development with more limited private amenity space; and less immediate access to the coast and countryside than in other parts of the island.

The adoption of open space standards allows us to assess open space supply and demand against a locally defined benchmark. These standards have been used to model potential future open space requirements across the island in the Infrastructure Capacity Study (2021)[18] and have been used to audit the amount of open space currently available in Town.

[18] Infrastructure Capacity Study (2021): see IPR core evidence base

As Town continues to receive a high proportion of new development, we must monitor the impact of this development more closely. As such, this bridging Island Plan formally adopts the standards as a benchmark for open space standards in Town.

Adopted benchmark standards for open space in Town		
Typology	**Quantity standard Ha/1,000 popn (Vergée/1,000 popn)**	**Access standard (metres)**
Parks	0.5 (2.8)	500
Play space	0.1 (0.55)	500
Outdoor sports facility	0.8 (4.44)	3,000
Amenity greenspace	0.25 (1.40)	500
Natural greenspace	1.0 (5.50)	500

Table CI2: Town open space benchmark

The review and update of the Open Space Study for St Helier was undertaken in 2018 to inform the preparation of the Island Plan.[19] This has served to identify that there is a significant shortfall in the provision of formal play space in Town, along with a need for enhanced provision and access to other forms of open space, such as amenity and natural greenspaces.

Summary of performance against St Helier benchmark standards (recorded 2018)				
Typology	**benchmark standard (Ha/1,000 population)**	**Total space "expectation"**	**Actual availability of space**	**Status against benchmark at the time of audit (2018)**
Parks	0.5	17.5ha	17.6ha	**100%**
Play space	0.1	3.5ha	1.38ha	**39%**
Outdoor sports facility	0.8	28ha	27ha	**96%**
Amenity greenspace	0.25	8.75ha	6.93ha	**79%**
Natural greenspace	1.0	35ha	24.62ha	**70%**

Table CI3: Town performance against benchmark standards (as at 2018)

To support and enhance the level of and access to open space in town during the bridging Island Plan period, sites have been identified and safeguarded for future open space development. These include:

- proposed extension to Millennium Town Park;
- development of Warwick Farm as a country park; and
- creation of access to Grands Vaux Reservoir and valley woodland.

There is a need to ensure the provision of good quality and accessible open spaces that serves all island communities relative to local needs. The requirement for major developments to make open space provision for the benefit of the occupants of new development will be maintained and will be required to meet or exceed adopted supplementary planning guidance standards. New open spaces should seek to integrate

[19] St Helier open space audit (2018): see IPR core evidence base

with surrounding green infrastructure networks to achieve enhanced biodiversity and ecosystem services, improved visual amenity and landscape quality, sustainable travel opportunities and improved public health and wellbeing.[20]

Assessing the provision of, and access to, local open space will be a material consideration in the planning process. Where there already exists pressure on open space provision or a development is unable to meet its prescribed on-site space requirements, the developer may be required to enter into a planning obligation agreement to deliver new or improved open space off-site, in a location that will benefit the development and the wider community.

In the longer-term and subject the delivery of the proposal to bring forward a Sustainable Communities Fund,[21] new or improved open space within Town and across the island may be actively delivered through the fund.

To help provide a recreational amenity in the countryside it is proposed that the use of public land at Warwick Farm is released for development as a country park for the benefit of town residents. The site is located to the north of Town and there is potential to create and enhance access to it through the green lane and public footpath network in Vallée des Vaux, and to explore linkages to Fern Valley and Bellozane. The site is currently leased, but upon cessation of the current use, it is proposed that the site is brought forward to be re-purposed as a St Helier Country Park. Its development as country park would need to be resourced through the Government Plan process and guided by supplementary planning guidance.

The States Assembly has resolved that a project board is established to progress the delivery of the country park, and that further work be undertaken to explore its further expansion.

Proposal 28 – St Helier Country Park

To enhance the level of provision of and access to natural greenspace and the countryside, it is proposed that Warwick Farm is to be brought forward for redevelopment as a country park.

The Council of Ministers will establish a project board to develop proposals to be included in the next Government Plan in order that the St. Helier Country Park can be delivered during the period covered by the Bridging Island Plan.

The development of the country park will reflect an investigation and report by the Council of Ministers on opportunities to incorporate adjacent areas of countryside into the park in the future, in line with the map attached to, and supporting, Paragraph 7 of Amendment 38 (as adopted by the States Assembly on 21st June 2011) to the previous Island Plan.

To support and enable this, the Minister for the Environment will produce supplementary planning guidance to guide the form of recreational amenity to be provided.

[20] See associated policy 'NE2 Green infrastructure networks' – Biodiversity and natural environment chapter
[21] See associated proposal 'Sustainable Communities Fund' – Places chapter

Policy CI6 – Provision and enhancement of open space

Proposals for new, enhanced or extended public open space will be supported within the built-up area.

To ensure the adequate provision, accessibility and quality of open spaces throughout the island, large-scale development will be expected to provide adequate open space on-site to the benefit of those who will occupy the development. In the case of residential development, the provision of outdoor space is required to meet or exceed the adopted residential space standards.

In some circumstances, where there already exists deficiencies of nearby open space provision; or the development is unable to meet its prescribed on-site space requirements, the provision of public open space may be required, to the benefit of the wider community, through an off-site contribution.

The following areas have been identified and safeguarded for the provision of new or enhanced open space and their development for other purposes will not be supported:

1. **Part of Jersey Gas site**, Tunnell Street: extension to Millennium Town Park, as specified by adopted supplementary planning guidance and approved States Proposition (P.114/2017)
2. **Warwick Farm,** La Grande Route de Saint-Jean, St Helier
3. **Grands Vaux Reservoir and valley**, as defined by Policy CI9 Countryside access and awareness
4. **Field J371**, La Rue Gombrette, St. John (0.70 hectares/3.89 vergées)

Proposals for new, enhanced or extended open space outside of the built-up area will be supported when the development will not harm the rural character of the area and will achieve improved public access and awareness.

Protected open space

Successive Island Plans have protected open spaces across the island where they play a specific community, visual or environmental role. This has meant that the island community continues to have access to a diversity of open space which is of benefit to the health and wellbeing of islanders, wherever they live.

Maintaining the level of and local access to existing public open space is important, particularly in the island's built-up areas where there is a greater concentration of people and compact forms of development with more limited private amenity space. In such circumstances, there will be a strong presumption against the loss of open space, and any diminution in the level of local provision will require appropriate justification in the delivery of wider community benefits, and the appropriate mitigation of any such loss. This will need to be supported by the submission of sufficient evidence that analyses the provision, quality and accessibility of open space in the locality.

The identification and definition of protected open space has been informed by a number of factors, including: the findings of the Outdoor Open Space, Sport and Recreation Study (July, 2008); a more recent quantitative audit of open space in Town; and the call-for-sites consultation undertaken as part of the Island Plan Review. As a result of this, further protected open space designations have been made at the Steam Clock site, and

Millennium Town Park in St Helier, and field O630 in St Ouen's Village. The Corbière Walk (the Railway Walk) has also been designated as protected open space, in recognition of its status as a park.

Protected open spaces are identified and defined on the proposals map:

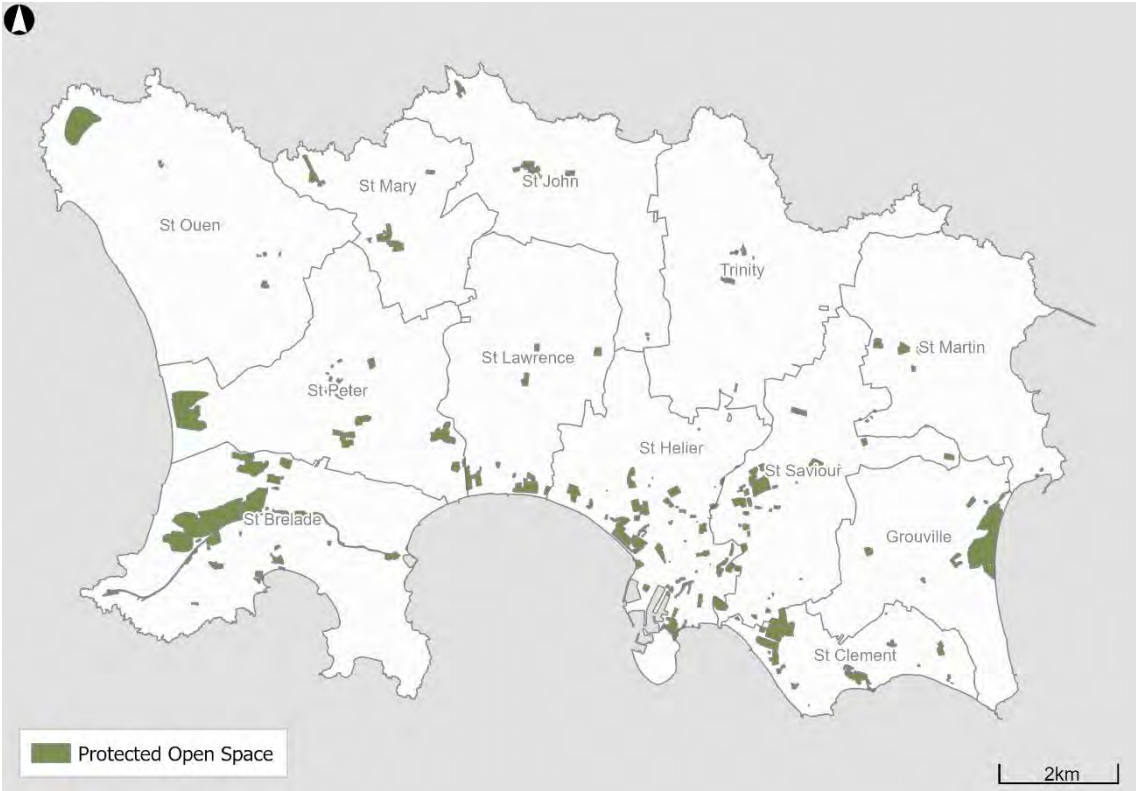

Figure CI5: Protected Open Space

Policy CI7 – Protected open space

The loss of protected open space will not be supported and will only be permitted in exceptional circumstances where it can be demonstrated that:

1. the proposed development is of a greater community benefit than the open space that currently exists; and the proposal includes details of how the loss of open space will be managed or offset through appropriate, alternative means;
2. replacement space that is of the same or better extent, quality and accessibility will be provided as part of a wider plan; or,
3. the proposed loss is otherwise very minor and will result in no serious impact on the adequacy, quality and accessibility of local open space.

In all cases, the development of protected open space will not be supported if the development would lead to harm to the character and appearance of the area, or cause serious harm or obstruction to strategic views, vistas and landmarks.

Where required, it may be necessary to enter into a planning obligation agreement to ensure the delivery of associated works and/or appropriate mitigation or compensation.

Space for children and play

The Government of Jersey has committed to put children first,[22] and within that has committed to address the underlying causes that contribute to the known gaps in health, wellbeing, and learning and development throughout childhood and adolescence. These issues are inextricably linked and must be achieved through a range of means, including new development and placemaking. Access to high quality and safe places for children and young people to play is critical to the development of the physical, emotional, social and cognitive skills that they need to thrive. Following the UK's ratification of the UNCRC[23] this has been extended to Jersey, and under Article 31 of this convention there is a right for children to play.

The Inspiring an Active Jersey Strategy (2020)[24] highlighted that 81% of children and young people in Jersey do not meet the World Health Organisation's recommended guidelines for physical activity, meaning that these children are not physically active enough to have a positive impact on their health and well-being. Providing enough space for play will help embed active living into the everyday lives of our children. The strategy establishes a vision for Jersey to be an island that encourages activity through parks, beaches, paths and play areas designed with activity in mind, with the Island Plan highlighted as being a key delivery mechanism to achieve this vision.

Play space associated with new development is typically viewed as formal equipped spaces with a structure, a soft surface and often an enclosure. However, children play in many different places (as evidenced by Figure CI6), where they are able to feel safe and welcome, and the space allows them to be active, social and imaginative.

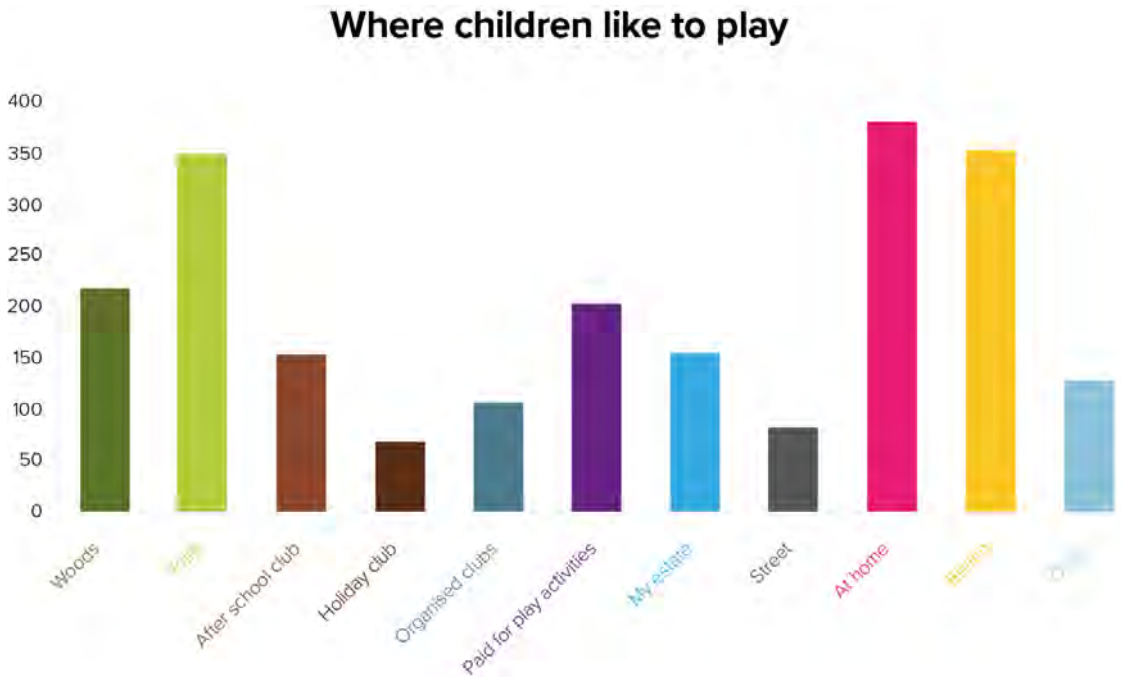

Figure CI6: Where children like to play - Report on Children's Play Consultations 2011[25]

[22] Government of Jersey Common Strategic Policy (2018-2022)
[23] United Nations Convention on the Rights of the Child
[24] Inspiring an Active Jersey Strategy (2021)
[25] EYCP WG4 report on Children's play consultations (2011)

An audit of open space[26] identifies a lack of provision in the amount of formal play space that is available and accessible to children. This is an issue across the island but is particularly acute in Town.

This Island Plan will help to address this issue by ensuring that the provision of safe and welcoming space for play is a requirement for new residential development be that through the provision of new play space on-site, or through a contribution to nearby enhancements of existing play space. It should also be a consideration in the design of the space around other buildings and public realm enhancements. The scale and nature of space for play required will be proportionate to the scale of development proposed and this will be assessed in light of the potential occupancy of the development.

Play space may be provided as outdoor play equipment, playscapes (landscape design that incorporates play features), space for ball games and dedicated space that encourages safe bike riding, skateboarding and scootering. In some circumstances, indoor communal space may form part of the space for play contribution, such as communal games rooms or youth facilities. Other types of space for play will be considered where the developer has undertaken appropriate consultation and there is clear evidence of community support.

Where an off-site contribution is agreed, this will be secured by planning obligation agreement and may be delivered by the developer, an agreed delivery partner, or another third party. Financial contributions may be pooled with other space for play contributions for larger improvement projects, where they remain within a safe walkable distance to the source development.

Proposal 29 – Play Strategy and guidance

The Minister for the Environment will work with the Minister for Economic Development, Tourism, Sport and Culture, and the Minister for Children and Education, to develop a play strategy for the Island, with a specific focus on play area provision in St. Helier.

The Minister for the Environment will develop and publish supplementary planning guidance for developers in relation to the provision of play space.

Policy CI8 – Space for children and play

All new major development should consider how it will contribute towards helping children to be safe, active, social and imaginative, as well as helping children access and spend time in nature. Design statements issued with development proposals must explain how this has been considered in the design stages of the development, from a placemaking perspective.

Development proposals providing between five-ten family homes (2+ bedrooms), are required to provide appropriate communal space for play on-site where possible, or otherwise make a contribution to the provision of new or enhanced space for play within five minutes safe walking distance, or 500m from the site.

Development proposals providing more than ten family homes are required to provide appropriate communal space for play on-site, unless it is agreed that there are

[26] St Helier open space audit (2018): see IPR core evidence base

exceptional circumstances where an off-site contribution may be permitted; and/or when an off-site contribution will lead to a substantial betterment in provision and will be within five minutes safe walking distance, or 500m from the site.

If any such agreed, off-site contribution cannot be met within the specified distance, new play space must be provided elsewhere and evidence of options considered must be provided, together with a justification for the proposed location and an explanation as to how this will benefit the occupants of the development.

In the first instance, developers should seek to include as much green or natural play space as possible. Play space could also be provided as outdoor play equipment, playscapes (landscape design that incorporates play features), space for ball games and dedicated space that encourages safe bike riding, skateboarding and scootering. In some circumstances, indoor communal space may form part of the space for play contribution, such as communal games rooms or youth facilities. Other types of space for play will be considered where the developer has undertaken appropriate consultation and there is clear evidence of community support.

Space for play must be delivered before the first occupation of the development, and this will be secured by planning condition.

Countryside access and awareness

Access, by foot, cycle or by horse, to and through Jersey's coast and countryside supports islanders' physical and mental wellbeing and is important for tourism. It allows islanders and visitors to enjoy the special and unique landscapes and rich ecological heritage that the island has to offer.

There is an existing network of paths across public and private land, but there are a number of opportunities to enhance and expand access to the coast and countryside by better integration of existing networks, green lanes, new bridleways, cycle paths, multi-user paths, facilities for people with disabilities and the provision of interpretation such as digital information, local promotion and discrete signage. Significant opportunity also exists to achieve better integration between town and the coast and countryside, enabling those who live in built-up areas better access to enjoy natural greenspace and beaches. Such links can also support islanders in making sustainable travel choices by reducing dependence on the private car.

It is an ongoing objective of the Countryside Access Strategy[27] to facilitate the development of strategically linked routes across the island making use of existing paths, roads, green lanes, farm tracks and field margins and other areas in private ownership. The strategy also highlights the long-term objective to create at least four north - south and two east - west routes linking from coast to coast. The north coast footpath, from White Rock near Rozel to Grosnez in St Ouen, provides a major strategic recreational east-west route. The Railway Walk links Corbière to Town, via St Aubin and Les Quennevais, with additional connectivity to St Peter's Village. The St Lawrence Millennium Walk in Waterworks Valley; and the St Peter's Valley pedestrian and cycle path make significant contributions to the development of strategic north-south routes, with ongoing work to

[27] Countryside Access Strategy for Jersey (2016)

identify opportunities elsewhere, which may be particularly supported by utilising and improving the network of Green Lanes.

The development of new off-road routes and links that can deliver improved public access to the coast and the countryside across the island, and help meet the objectives of the Countryside Access Strategy will be supported, having regard to mitigating their impact upon the character of the coast, countryside, and biodiversity.

Specifically, Grands Vaux Reservoir and valley, spanning the parishes of St Helier, St Saviour and Trinity, presents a significant opportunity to create access to the countryside from Town, and to provide a link into the northern parishes, whilst also providing new recreational amenity space. The potential to secure public access around the reservoir and along the valley is dependent upon the ability of Jersey Water to consolidate and relocate some of its operations from its Grands Vaux site. The potential public benefit to be realised through any such relocation can form part of the consideration of any linked development proposals.

Figure CI7: Strategic countryside access site – Grands Vaux Reservoir

Proposal 30 – Access to Grands Vaux Reservoir and valley

To promote access to the countryside for the benefit of town residents, it is proposed that, subject to the relocation of part of Jersey Water's operations, new public access is provided to Grands Vaux Reservoir and valley.

The Minister for the Environment will work with Jersey Water to explore how this proposal might be realised over the plan period.

Policy CI9 – Countryside access and awareness

Proposals that encourage and enhance public access to the coast and the countryside will be supported where the proposal will not otherwise be to the detriment of the character of the coast and countryside or lead to unacceptable impacts upon biodiversity.

In particular, there will be support for proposals which contribute to the provision of the island's on and off-road walking, cycling, horse-riding, multi-user and disabled-friendly paths, in order to further develop the network of off-road footpaths, green lanes, bridle paths and cycle paths across the island. Additional weight will be given to those schemes that achieve improved access and connectivity to the footpath and bus network and provide opportunities to link built-up areas.

Grands Vaux Reservoir and valley, and Waterworks Valley have been identified on the proposals map as 'strategic countryside access sites' and proposals that encourage, enable or enhance public access to the countryside here will be supported.

Allotments

Allotment sites are valuable green spaces and important community assets - they can enhance individual and community wellbeing as places for both social interaction and private enjoyment, whilst giving people the opportunity to grow their own fresh produce, exercise and connect with the countryside.

Whilst Jersey does not have an established tradition of allotment provision and use, there is demand for plots on the limited number of allotments sites that are available across the island.

Demand for allotments is most likely to arise from islanders without access to their own private garden space; and in the most densely developed parts of the island where there is a greater concentration of more compact forms of development. Because of this, the provision of new allotments is best made where they are easily accessible in or around the island's built-up area, within a 20-minute walk or cycle; or where they are well-served by public transport. In order to encourage the most sustainable and accessible provision of allotment sites; and to ensure that their provision does not harm the character of the countryside, the development of ancillary car parking space at allotment sites will not be encouraged and only minimal provision will be permitted.

To enable greater opportunity for islanders to benefit from the use of an allotment, more favourable consideration will be given to the use of agricultural land where it is of low value to the agricultural industry, or to the temporary use of redundant land for the provision of allotments. In such cases, any application will need to demonstrate that the use of agricultural land will not affect the viability of an agricultural operation or result in the permanent loss of high value agricultural land; and, for both agricultural and redundant land, allotment use will not cause visual or environmental harm; further erode rural character through intensification of use; generate significant demand for travel by private car; and/ or require temporary or permanent structures to facilitate the use.

Poorly managed allotment sites can cause significant visual harm to the character of the countryside and, therefore, the erection of structures such as sheds, means of enclosure, and future subdivision will be closely regulated on new allotment sites. To ensure adequate ongoing management and maintenance of allotment sites, there will also be a

need to ensure that, when planning permission is given for this use, there is an appropriate management arrangement in place.

Policy CI10 – Allotments

The development of land for allotments will be supported where the proposal:

a. is located in, or within reasonable proximity to, the built-up area;
b. is directly accessible by adequate public transport, when it is proposed outside of the built-up area;
c. will not have a serious adverse landscape impact; and,
d. will not result in the permanent loss of high-value agricultural land.

To encourage a more efficient and community-driven use of land across the island, the use of redundant land which is not within reasonable proximity to the built-up area may be supported, but only when the impact of the proposed allotments will be neutral or a reduction from that of its existing use, and the development will not lead to a significant impact upon the availability of high quality commercial agricultural land.

In all cases, so as to not encourage private car use, proposals for on-site parking will only be supported at a minimal level, taking into consideration the location of the site, accessibility to public transport and visual impact.

In all cases, support for new allotments will only be given where the proper management of the site can be assured, and where there will be clear limits and conditions on future use, structures and maintenance, together with a commitment to restore the site after a specified period, or upon redundancy.

Volume 3

Travel and transport

Travel and transport

Safe and sustainable transport

In 2020, the States Assembly agreed a Sustainable Transport Policy (STP) that aims to create an entirely sustainable transport system by 2030[1]. This requires a fundamental re-think of how road (and associated) space is allocated and used in Jersey, how the transport system is funded and what benefits are secured in return.

This vision, of a transport system that supports the sustainable wellbeing of future generations, is closely related to the Carbon Neutral Strategy[2] and key to securing a wide range of environmental, social and economic improvements. Transport emissions account for more than 50% of Jersey's direct greenhouse gas emissions, and road transport more than 30%.[3] Decarbonisation will be achieved, in part, by a modal shift to walking, cycling and public transport - which also supports the aims of increasing active travel and decreasing congestion. A transition to cleaner, alternative fuel sources will also be necessary in the long-term.

Jersey's transport system is, at present, dominated by the private car. The average size of vehicles is growing and more of Jersey's limited space has, historically, been given over to cars, roads, car parks, and on street-parking at the expense of other modes of travel. There is, therefore, significant opportunity to increase active travel involving walking, cycling and wheeling and use of public transport in the island. In Jersey, 46% of adults and 81% of children and young people do not meet the World Health Organisation's guidelines for physical activity[4]. Whilst bus use has grown, it still only represents approximately 4% to 6% of morning peak journeys into St Helier. As working habits and access to services change (through, for example, virtual GP appointments), there is also further opportunity to reduce the need for travel in the island.

This Island Plan can help to deliver the objectives of the STP and to ensure that development over the plan period aligns to the vision, principles and priorities established in the policy. However, recognising that the STP also requires further policy plans to set the detailed direction for active travel, the bus service, parking, and mobility as a service, the Island Plan can also provide a flexible planning policy framework to enable the outputs of these plans to progress through an escalating series of interventions through to 2030. The rapid plan outputs and associated delivery will seek to ensure that Jersey's transport infrastructure, and the use of that infrastructure, contributes to creating strong, well-connected neighbourhoods and places in which walking, cycling and using public transport are the most attractive options, reducing the need for and use of private cars.

Sustainable transport principles

The Sustainable Transport Policy sets out a series of principles to guide the development of a sustainable transport system for Jersey, many of which are directly relevant to the sustainable development of land and buildings (quoted from and numbered here in accord with the STP), including the need to:

1. *recognise that fewer motor vehicle journeys will be good for Jersey*
2. *conform with the Jersey mobility hierarchy*

[1] Sustainable Transport Policy (2020)
[2] Carbon Neutral Strategy (2019)
[3] Guide to the Greenhouse Gas Inventories of Jersey and Guernsey (2020)
[4] Inspiring an Active Jersey Strategy

3. *improve transport options, including parking, for people with mobility impairments*
4. *make walking and cycling more attractive, especially for travelling to school and commuting, by providing safer routes*
7. *reduce the impact of vehicles on our landscape and create more space for people in St Helier*
8. *create planning systems that reduce the need to travel*
9. *encourage the use of zero emission vehicles to reduce pollution*
10. *work with businesses that rely on road transport to support their efficient and safe use of the road network, their delivery and servicing needs.*

To support the delivery of the STP, it is important that each principle is considered having regard to the strategic direction and policy framework of the Island Plan; but also that they are applied to development proposals independently to ensure that development maximises accessibility and integration of sustainable transport opportunities.

Safe and inclusive travel

Travel planning and assessment

For larger developments[5], or to address a particular local traffic problem associated with a planning application, a travel plan will be required to demonstrate how a development proposal, in its design and long-term use, has responded to the sustainable transport principles and how it will promote and encourage more sustainable travel in the island. The requirement for and scope of a travel plan needs to be proportionate to the anticipated impact of the development. For sites which are likely to have significant highways impacts a full travel plan will be required, whereas for smaller sites an 'interim' or 'framework' travel plan might be appropriate. Developers of any proposals that are likely to generate significant amounts of movement are encouraged to engage with the Government of Jersey's highway authority in order that the requirement for and scope of any travel plan can be determined.

Travel plans should contain measurable outputs and should set out the arrangements for monitoring the progress of the plan, as well as the arrangements for enforcement, in the event that agreed objectives are not met. Any travel plan must be capable of securing long-term action, therefore, it needs to be implemented and managed so that, as far as possible, it becomes self-sustaining. Before planning permission for a development has been granted, there should also be clarity about where ownership for the travel plan and its implementation lies. Unacceptable development will, however, not be supported simply because of the existence of a travel plan.

Where necessary, the transport implications of development will need to be assessed through the preparation of a transport assessment or statement; this should be proportionate to the potential impact of the development. Transport assessments identify the impact that a development will have on the transport network via qualitative and quantitative appraisal of its likely impact. Where there is predicted to be an impact, this should be offset through travel demand management initiatives that are outlined in a travel plan. This will set out targeted measures to increase the mode share of users travelling via sustainable transport modes.

[5] residential development with more than five units of accommodation; other developments which would generate significant amounts of travel, including office and retail use (over 200sqm); and new and expanded school and healthcare or health facilities.

Developers of any proposals that are likely to generate significant amounts of movement are encouraged to engage with the Government of Jersey's highway authority in order that the requirement for and scope of any transport assessment can be determined.

Jersey mobility hierarchy

The Jersey mobility hierarchy, shown in figure TT1, recognises that access to travel and transport choices and priority in the use of road space is different for people with different needs, including children, the elderly and people with impairments, and for different modes of travel. Access to travel and transport is also affected by other forms of disability and not just those related to mobility and sensory impairment. This can create and exacerbate inequality and can undermine the safety and sustainability of the island's transport system.

Adoption and application of the mobility hierarchy in decision-making, to inform infrastructure priorities and to assess development proposals, can encourage safer and more sustainable travel options and reduce the need for private vehicle use. Development proposals will be required to demonstrate how they have sought to accommodate the travel and transport needs of all users of the development – including those of people with all forms of disability –either as part of a design statement, or through the specific preparation of a travel plan. It should also set out how it meets the needs of the most vulnerable users as a priority. Development should not be undertaken where there is a negative impact to those higher up the hierarchy by the introduction of an initiative for a lower-level user or mode.

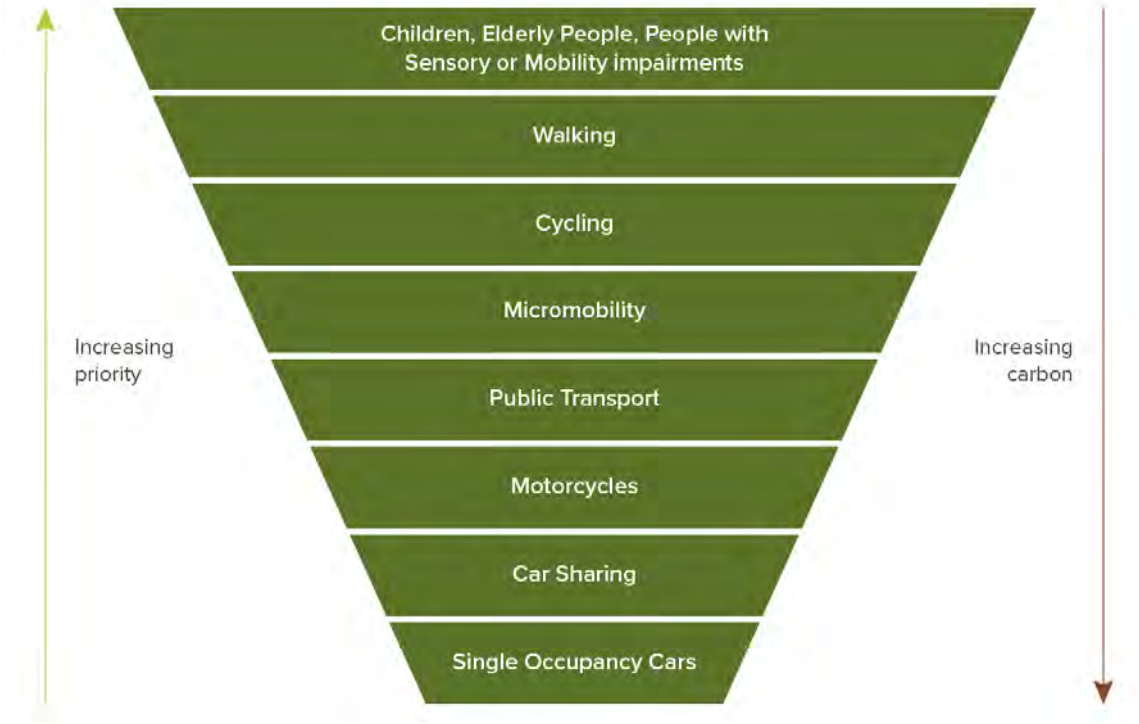

Figure TT1: Jersey mobility hierarchy[6]

Integrated safe and inclusive travel

Improving access to active travel opportunities provides an easy and cost-effective way of increasing activity levels and improving health and wellbeing for islanders. Perception of how safe it is to travel on Jersey's roads, however, has a direct impact on sustainable travel

[6] Micro mobility: a range of very light weight vehicles such as electric bicycles that have a gross weight of less than 500kg and have a motor.

choices, with concern about safety cited as a barrier to, for example, cycling for both adults and the parents of children who might otherwise cycle to school.
The latest road safety data on personal injury collisions in Jersey shows that whilst numbers of collisions are reducing, the number of serious and fatal collisions remains constant.

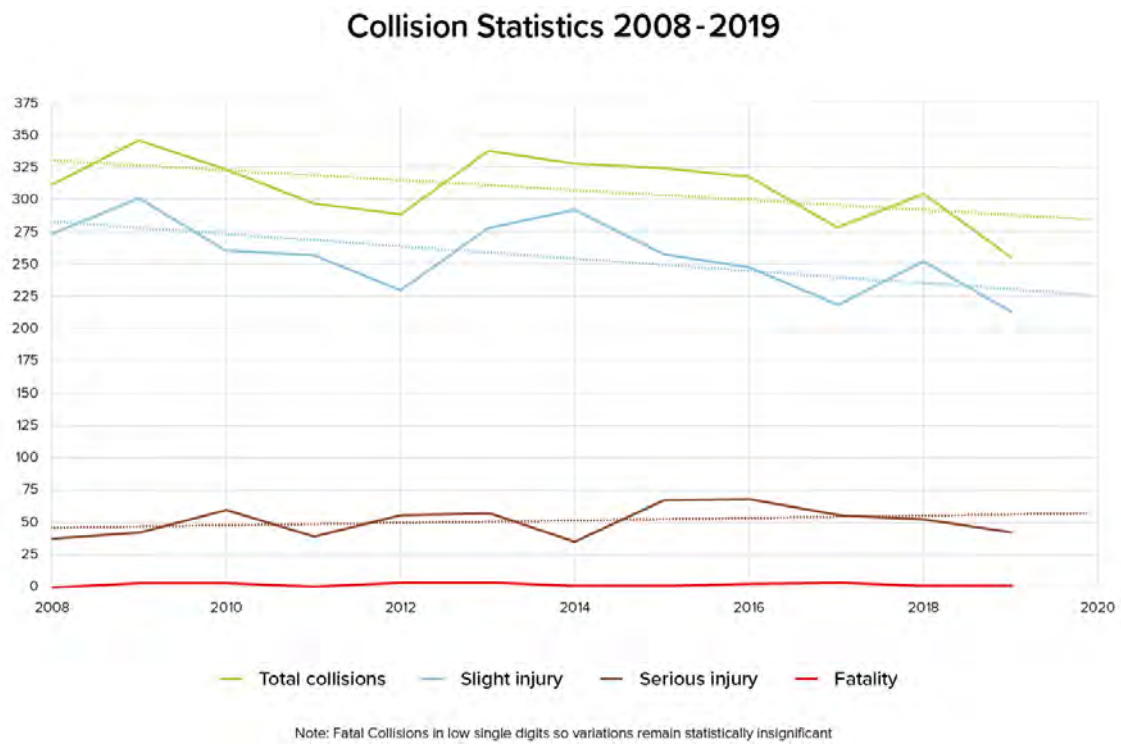

Figure TT2: Jersey collision data: 2008-2019 (States of Jersey Police)

More needs to be done to reduce the harm caused from these tragic events as islanders lives and health should not be compromised by their need to travel. There is also a need to ensure that the most vulnerable road users are better protected from harm, and from the fear of harm, so that islanders can make positive choices about travelling more sustainably.

By adopting a safe systems approach to road safety, there is a shift from a reactive model to a proactive holistic system, which aims to reduce the severity of injury as a result of a road traffic collision. It looks not only at road infrastructure but also vehicles and road users and how, by strengthening all areas, you can maximise opportunities to reduce road casualties. Considering the safe system within concept design and feasibility proposals for new development involving the use of land, buildings and transport infrastructure can ensure that the risk to all road users is as low as reasonably practicable and that there are no adverse impacts towards accessible, sustainable travel for all. It is expected that a focus on the safe systems approach will lead to inclusive design becoming standard development practice.

Proposals should demonstrate how safe and suitable access to the site can be achieved for all users, and all modes, including securing adequate visibility at connections to the road network[7]; and considering any significant impacts from the development on the transport network, individually or cumulatively, in terms of capacity, congestion and highway safety[8].

[7] Standards and guidance for access onto the highway sets out the technical standards required for access on to the highway network.
[8] Government of Jersey Road Safety Audit Policy (2015)

There will also be a need to demonstrate how the development helps to create places that are safe, secure and attractive, and which minimise the scope for conflicts between pedestrians, cyclists and vehicles, whilst allowing for the efficient delivery of goods, and access by service and emergency vehicles.

Policy TT1 – Integrated safe and inclusive travel

The contribution to safe and integrated travel will be a consideration in all development proposals. Proposals will be supported where:

1. the development is safe, inclusive and accessible to all users and modes of transport, having regard to:
   a. its integration with and connection to the existing transport network;
   b. the requirements of the emergency services;
   c. the need to ensure that all stages of a journey to and from the development can be undertaken safely, for all users, by ensuring the development complies with the road safety audit policy; and
   d. the amount and type of traffic generation and the capacity of the local network to accommodate it.
2. it can be demonstrated that consideration has been given to, and provision made for:
   a. the travel needs of children, elderly people and people with sensory or mobility impairments and other forms of disability, as a priority; and
   b. the promotion of walking and cycling in the design and use of the proposed development.

Development which compromises the physical integrity and / or proper functioning of the island highway network, comprising local routes (minor roads); secondary routes (B and C roads); and the primary route network (A and some B roads) will not be supported.

Development which has the potential to generate significant amounts of movement must be supported by a transport assessment and a travel plan, as appropriate.

Active travel

This Island Plan encourages active travel, to support more walking and cycling and similar active forms of travel and requires development to make provision for it through design and delivery. This will further support the vision of the STP active travel plan, which will set out how we will make active walking and cycling journeys safer and easier for islanders of all abilities, including people with disabilities.

Secure and conveniently located cycle parking facilities should be provided in all new developments that have the potential to attract cyclists, to help encourage use of bikes. Where appropriate, developments will also need to make provision for changing rooms, showers, drying facilities and lockers, together with electric charging infrastructure. Standards for the provision of cycle parking and associated infrastructure will be set out in supplementary planning guidance, to be issued by the Minister for the Environment.

In developments where the required cycle parking facilities cannot be accommodated (e.g. in certain compact town centre sites), financial contributions will be expected towards public provision of alternative facilities elsewhere. Commuted payments from various developments may be pooled to provide public cycle parking within a locality.

The STP active travel plan will identify opportunities to create an island-wide active travel network (ATN) and identify a programme of active travel infrastructure initiatives to support and enable safe and sustainable travel choices.

The active travel network will provide key routes that put non-motorised users first. It will identify key cycle corridors and explore improvements in modal interface at the harbour and the airport. It will provide safe routes linking homes to local trip attractors including education, public transport hubs, retail, leisure facilities, workplaces and green spaces, whilst at the same time creating better connectivity within and around St Helier.

The establishment of an active travel network provides significant opportunity for investment in placemaking to stimulate activity as well as encouraging a shift in travel behaviour towards sustainable modes. It will also enable the creation of safe and supportive routes to schools that will encourage and embed the ease and pleasantness of active travel into everyday journeys. As the active travel plan, and proposals to develop an active travel network, emerges over the plan period, the Minister for the Environment will develop and issue supplementary planning guidance to help determine where development proposals might be required to contribute directly to the development of the network, or to enter into an agreement to make an appropriate financial contribution to its development.

Proposal 31 – Active travel network

The Minister for the Environment will develop and publish supplementary planning guidance (SPG) for the active travel network (ATN) to determine where development proposals might be required to contribute directly or indirectly to the development of the network.

As part of the development of any supplementary planning guidance for the active travel network, the Minister for the Environment will consult the Minister for Infrastructure; the relevant parish(es); stakeholders, including the Disability Inclusion Group; and members of the public.

Eastern cycle network

The successful western cycle route, linking St Helier to St Aubin, Les Quennevais, Corbière and St Peter, provides largely off-road links, based on the former railway network. Approximately 300 commuters cycle this route daily. There is a large comparable population to the east not currently provided for with dedicated cycling infrastructure. The lack of a similar existing corridor means a different approach is needed, one that optimises existing infrastructure by allocating space to cyclists and pedestrians, and which removes barriers to movement in a targeted way, to provide maximum potential journeys to key locations, and link communities via more sustainable transport choices.

Parts of the eastern cycle route network have been delivered and further work has been undertaken to identify opportunities to extend and enhance it (see figure TT3 below). The Island Plan will continue to support its development as an important part of the development of an active travel network across the island.

Applications for new developments, such as housing or employment-related uses, will be assessed to determine their potential to contribute towards the further development of the eastern cycle route network: this will apply to residential developments of five or more

homes and employment-related uses of 200sqm and above within 1.5km (up to five minutes cycle) of planned provision of any part of the network within an area defined on the proposals map and outlined in figure TT3 below. In appropriate circumstances the sponsors of such applications will be required to contribute directly to the development of the eastern cycle route network through the provision of a section of cycle path, in accord with adopted standards and guidelines, or to enter into an agreement to make an appropriate financial contribution[9] to the development or enhancement of the network.

Consideration will also be given to ensure that development does not undermine the integrity and use of the existing provision; or prejudice the delivery of further elements of the network.

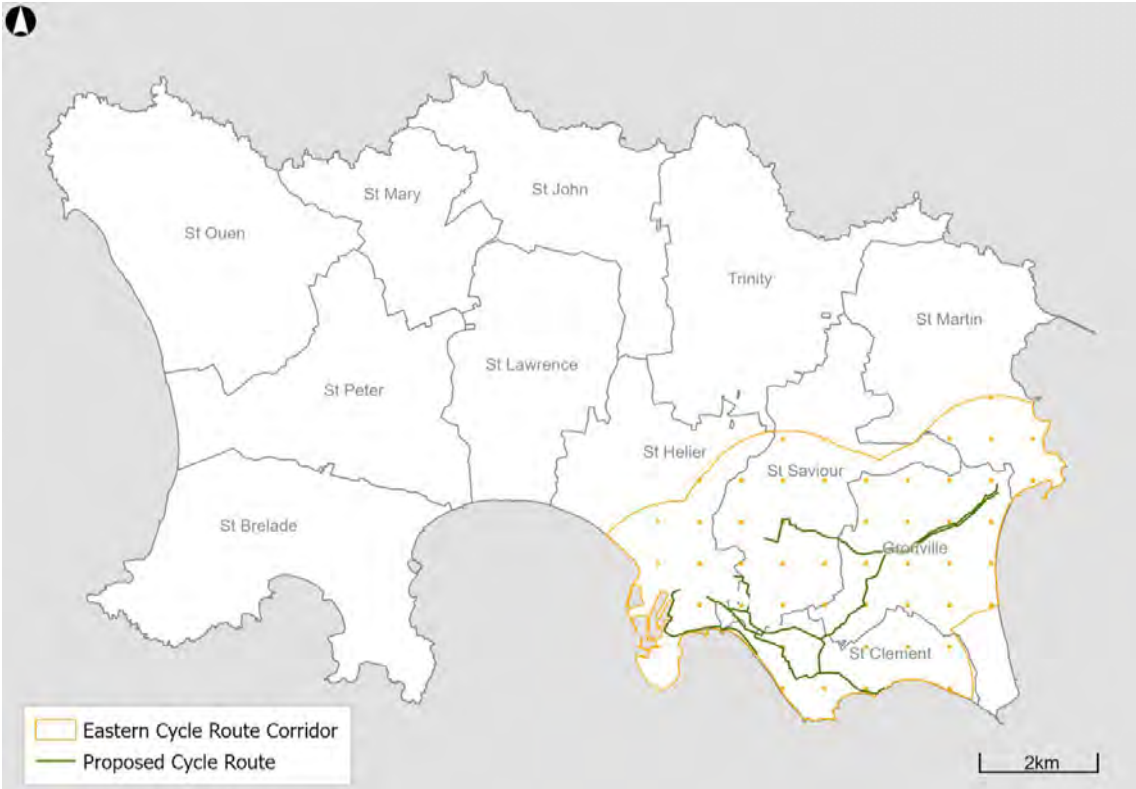

Figure TT3: Proposed development of the eastern cycle route network and the eastern cycle route network corridor

Re-allocation of roadspace

The island's network of roads and streets caters for our need to travel and move around and for businesses to provide goods and services. Streets perform a wide range of movement functions from roads carrying very high volumes and mixes of vehicular traffic and people, to streets which only have a local movement function.

The movement function of roadspace is fundamental and needs to be maintained; but there is an increasing recognition that roads and streets also perform functions which are specific to place. Their use and function has a profound effect on the quality and character of a place, as well as on quality of life. When we have too many vehicles on our roads and streets, we have less space for people. Too many, and fast, vehicles cause fear, stress and anxiety, social isolation and noise, and their emissions are bad for health and the environment.

[9] Guidance on contributions is set out in SPG: Planning obligation agreements

It is a specific objective of the STP to reduce the impact of vehicles on our landscape and to create more space for people, particularly in St Helier. The St Helier Public Realm and Movement Strategy (PRMS)[10] has reviewed the use of road space and looked at the issues and challenges that are presented for movement into and around the town, particularly for pedestrians and cyclists. It has identified opportunities to improve the use of the public realm and to enhance the quality of the place, whilst supporting the economic vitality and viability of St Helier's core. It proposes a fundamental re-prioritisation of road space based around four key concepts, described below, and illustrated in Figure TT4.

1. **bridging the Ring Road**: a strategic concept seeking to address severance caused by the Ring Road that will enable a transformative change in movement patterns. The Ring Road represents a significant boundary around the perimeter of the town. The proposal seeks to mitigate the severance caused and change its function to not only benefit vehicles but also people.

2. **active travel network**: this concept seeks to establish a number of key routes that prioritise movement by walking and cycling as part of an active travel network (ATN). The ATN will provide attractive linkages between residential communities and local trip attractors including places of education, public transport hubs, retail, local leisure facilities and green spaces; and overall improvements to central St Helier's north/south and east/west connectivity.

3. **growing a vibrant core**: this concept will prioritise pedestrian activity to maintain and encourage the growth of a vibrant core in the cultural and economic heart of St Helier. An attractive core will play a key role in shaping future mobility patterns. In this area, a new relationship will be established between people, place and vehicular traffic that improves the environmental, cultural, economic and social wellbeing of the core and its communities.

4. **creating liveable neighbourhoods**: this concept will allow residents to reclaim ownership of the public realm within defined liveable neighbourhoods. Inclusive mobility is intrinsic to the quality of life, but St Helier has developed into a place where the car dominates. Liveable neighbourhoods harness the opportunity to place people back at the heart of their streets and the public realm, to deliver a people-focused approach to their design. With a growing desire to return the ownership of neighbourhood streets back to the residents; walkability and cyclability will be used as a catalyst for developing sustainable, healthy, and attractive streets.

[10] St Helier Public Realm and Movement Strategy (2021)

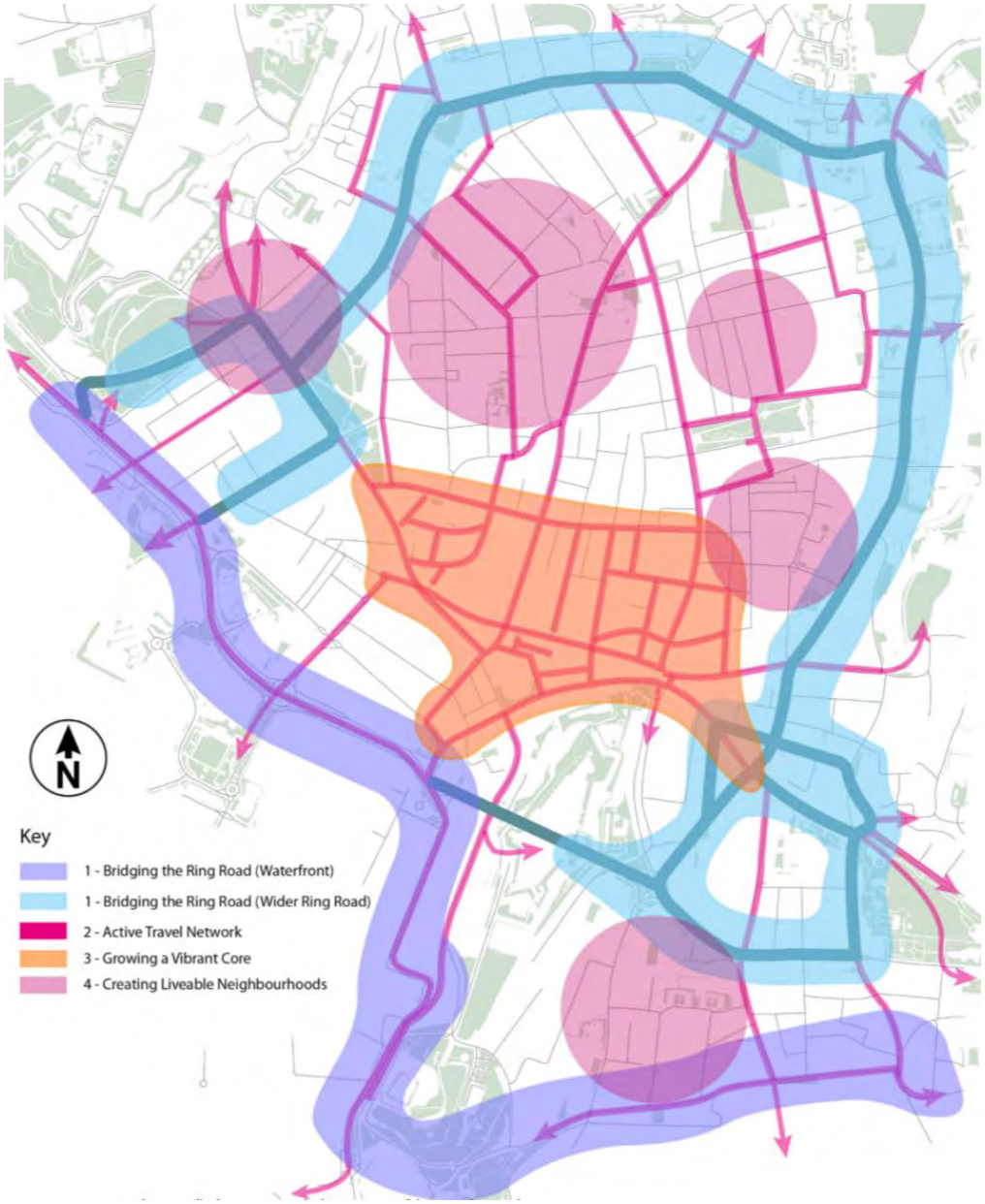

Figure TT4: St Helier Public Realm and Movement Strategy concepts

This Island Plan will support interventions that help reduce the dominance of cars in St Helier, which could include reduced carriageway widths and speeds, at-grade footways and crossing points, footway buildouts and greening, depending on the identified scope for change. Achieving such a reduction can enable increased active travel by significantly improving the sense of place, feeling of enjoyment of space, and improving perceived and actual safety.

The St Helier PRMS concepts can be delivered by a combination of direct public investment in initiatives derived from STP rapid plans; and through direct or indirect contributions arising from development activity in the town. Residential developments of five or more homes and employment-related uses of 200sqm and above within Town, as defined on the proposals map, will be assessed to determine their potential to support the delivery of the St Helier PRMS.

Policy TT2 – Active travel

In order to make walking and cycling more attractive, especially for travelling to school and commuting, development proposals must demonstrate that provision for walking and cycling has been prioritised in the design of proposals and will be supported where:

a. it provides accessible, secure and convenient on-site cycle parking for all users located in convenient and prominent locations which meet or exceed adopted cycle parking standards in terms of number, type, quality, security and accessibility to meet all users' needs. In those cases where on-site cycle parking cannot be accommodated to meet the standards, commuted payments will be required to make up any shortfall in provision on-site to fund cycle parking provision off-site; and
b. provision is made, where relevant, for appropriate electric charging infrastructure and facilities including showers, drying facilities, changing rooms and lockers which meet or exceed adopted standards.

Development which would result in the loss, or prevent the use of any part of the existing network for pedestrians and wheelchair users or other rights of way; or cycling; or would compromise accessibility or the safety of users thereon, will not be supported unless alternative routes are provided that are similar or better in quality, safety, convenience and length.

Where required, development proposals will be expected to deliver or contribute to improvements to the strategic and local walking and cycle network, or to enhancements to the public realm, including support for the delivery of the concepts and proposals of the:

c. St Helier Public Realm and Movement Strategy, where they are located within Town;
d. Eastern Cycle Route Network, where they are within 1.5km of planned provision, as defined on the proposals map; or
e. active travel network, to be defined through the provision of supplementary planning guidance.

Development will not be supported where it has the potential to prejudice or adversely affect the implementation of proposals arising from the:

f. St Helier Public Realm and Movement Strategy;
g. Active Travel Plan, including the Eastern Cycle Route Network; and
h. active travel network.

Public Realm Works Programme

The Public Realm Works Programme (PRWP) is a vehicle by which high-level proposals of the St Helier PRMS can be taken from concept to reality. Projects will be identified at specific localities and interventions proposed, that are in keeping with the character of the local area. These projects will involve more detailed analysis to identify specific project benefits, to assess impacts, undertake detailed design, identify and secure funding required and establish an approach to community engagement.

The following series of interventions are in development and will be supported over the plan period.

Proposal 32 – Public Realm Works Programme

A series of specific interventions and measures are being developed to support and enable the delivery of the St Helier Public Realm and Movement Strategy. Their implementation, at the following locations, will be supported, following public consultation and engagement with key stakeholders:

- Pierson Road / Cheapside
- Trinity Road / Rouge Bouillon / Val Plaisant
- La Colomberie / St Clement's Road / Don Road
- La Motte Street
- Minden Place
- Havre des Pas
- Midvale Road
- Sand Street
- Broad Street
- Esplanade
- Bath Street
- Burrard Street
- Parade Gardens
- Halkett Place (Burrard Street to Beresford Street)
- Westmount Road / St Aubin's Road

Public transport

Jersey's bus network provides a core service that many islanders rely on: 13% of households don't own or have access to a car or van; rising to 30% of households in St Helier. Many more choose to use the bus because it provides a service that works for them. Bus ridership in Jersey is growing strongly, from 3.6 million passenger journeys in 2013 to approximately 4.8 million in 2019.

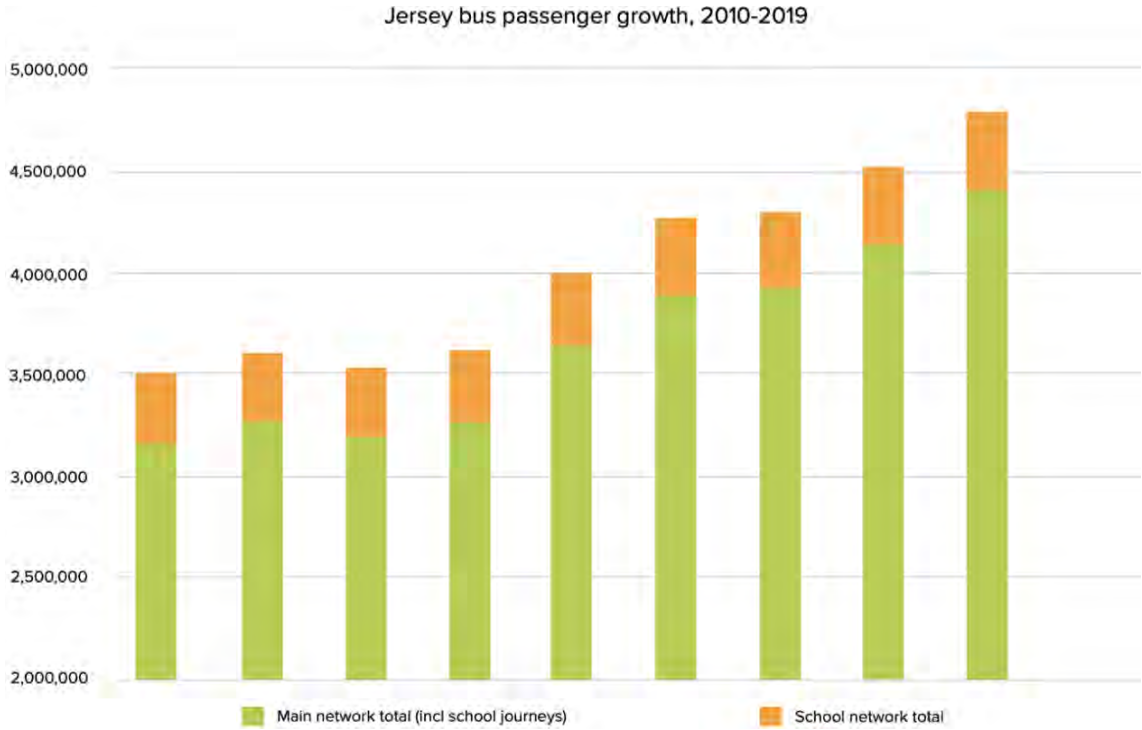

Figure TT5: Bus passenger growth: 2010-2019

Despite these increases, some people still do not see the bus service as a practical or desirable alternative to other modes of transport. This is in contrast with increased satisfaction from those that ride the bus regularly, where more people agree that the range of routes, reliability, frequency and level of customer service has improved.

Further investment and development of the island's bus service can help to further the objectives of the STP. The Island Plan will support this by seeking to ensure that major new development is close to (within 400m or under five minutes' walk of a bus route) and served by a regular bus service, where it is safe and accessible to use.

Through the use of planning obligation agreements, developers will be required to fund an appropriate level of public transport service, where this is not already available, to ensure that people have a viable and realistic alternative to the car. The adequacy of a service, with regard to its frequency and hours of operation and whether it will need to be enhanced, will need to be the subject of consultation with the Government of Jersey, which manages the provision of the island's bus contract and service.

In order to ensure that the service becomes commercially viable, such support must continue for at least two years after the development is substantially completed. It is anticipated that, as patronage grows, the revenue support required will substantially diminish.

To accord with the requirements for enhanced road safety, it is essential that developers incorporate public transport requirements relating to all stages of the journey taken by bus as an integral part of major new development. In particular, the walking stage must pay attention to directness, safety (road and personal) and convenience. The location of bus stops must be obvious, well-signed, and comfortable, in terms of the waiting environment and perceptions of safety.

The Island Plan will also need to respond to the recommendations of the Bus Service Development Plan, which will be brought forward as part of the Sustainable Transport Policy and will undertake, for the first time in Jersey, a systematic and whole-system analysis of the options, opportunities and challenges associated with making changes to the bus service which would have land use considerations including:

- the optimum distribution, design and frequency of routes, including existing routes; bus infrastructure, including where improvements could make it quicker and more convenient to get the bus; and
- allocation of space, including priority for bus lanes, junctions and bus stops.

The Bus Service Development Plan will be based on detailed quantitative modelling, and qualitative analysis, of where, when and why people do (and don't) want to travel by bus. Some outcomes from it may require planning support to provide upgraded waiting areas, safer walking links between transport hubs and final destinations, and potentially the reprioritisation of road space to give buses prioritisation over private vehicles.

Policy TT3: Bus service improvement

To promote the accessibility and use of public transport, development of five or more homes; office or retail floorspace of over 200 sqm; or other development proposals likely to lead to a significant movement of people into and out of a site will be supported where it is within 400 metres of a bus route.

Where the provision of a bus route is not available within 400m, or where the frequency of service is considered to be too low relative to the scale and/or nature of the development proposals, or there is no provision of a bus stop or shelter, contributions will be sought to enable the provision of an appropriate public transport service to serve the area.

Development should provide appropriate infrastructure to support public transport and bus use including the provision of direct and safe routes to bus stops that are accessible for all, and the provision of bus shelters and any associated infrastructure and technology.

The development and provision of sustainable transport infrastructure arising from the Bus Service Development Plan will be supported.

Parking

The availability and location of parking provision is one of the main influences on personal travel choice and the pattern of development across the island. Parking also has a key role in supporting those with mobility and sensory impairments for whom alternative modes of travel are less of a practical travel option. In some circumstances, on-site parking provision is essential for the functioning of a business or to ensure that the premises can be adequately serviced and visited.

The ability to park is fundamental to the use of all vehicles and the availability of parking at the start and end of each journey is a critical factor in car use. If there is a generous provision of parking spaces associated with development, the preferred mode of travel is likely to be the private vehicle. Consequently, generous parking provision increases traffic flows, which can result in increased congestion, increased carbon emissions, decreased air quality and other negative environmental impacts. Parking provision also increases the need for public expenditure on road building and maintenance, as well as the broader social costs of traffic collisions (each with associated health service costs) and visual impacts on our landscapes and townscapes, which can include damage to historic street frontages. While car parking income is retained and used to invest in other areas of the transport network, it is not equivalent to these costs, effectively creating a public subsidy for private vehicle use.

The use of land for car-parking is also an inefficient use when the demand for land for development is high and supply within the built-up area is scarce. As a small island with precious countryside, there is a finite supply of land, which is increasingly under pressure and which must be used in a responsible and sustainable manner. To promote more efficient use of land, whilst seeking to reduce private vehicle use and encourage the use of more sustainable modes of travel, the plan will not support the provision of additional private non-residential car parks, as a distinct and singular form of land use (i.e. parking provision that is not related to or required in association with a development). To encourage and enable redevelopment and regeneration, this plan will also support the redevelopment of private car parks for other forms of development, including the provision of open space.

The planning system can influence parking provision and vehicle use, through the use and application of parking standards - developed and issued by the Minister for the Environment as supplementary planning guidance - to different forms of land use and

development. Parking standards can be used flexibly in response to the relative availability of transport choices and as a tool to influence modality of travel and to deliver other environmental gains. Where an area is well served by sustainable and active transport modes, more restrictive parking standards can be used to promote a more effective use of land and a better-quality environment, where vehicle dominance is reduced. Where public transport provision, and other travel choices, are more limited less restrictive standards may be set. These standards must be set within a broader policy framework, as part of a holistic approach to parking and transport networks, which target a decrease in the use and ownership of private vehicles.

Any variation from the adopted parking standards will require justification, which may be related to the specific nature of the site, or the provision of commuted payments or services to support alternative sustainable transport for the users of the development. In all cases, any deviation away from adopted parking standards will need to demonstrate that this would not cause problems of indiscriminate and inappropriate parking in the locality causing on-street parking congestion, negative impacts on access, implications for highway safety, and the quality of place.

To ensure that any development encourages a move to reduce transport emissions there is also a need to consider the benefits of providing opportunities to support electric vehicles and cycles through appropriate electric charging infrastructure in association with the provision of parking spaces for all types of development, including residential, in accordance with adopted standards.

Sustainable transport zones

The transport geography of Jersey – reflecting the level and nature of transport choices and accessibility in different parts of the island – is a product of many factors related to population distribution, topography and existing transport infrastructure and services. Town functions as an island-wide trip generator and transport hub with high levels of accessibility and a wide choice of transport options. Levels of accessibility and transport choice alter within the town itself and across the island, generally decreasing with distance from the core of the town.

Variation in accessibility provides a basis to establish a policy framework - based on the definition of a series of sustainable transport zones (STZ) - for the development of parking standards, together with other measures and interventions related to the provision of sustainable transport infrastructure, such as electric vehicle charging infrastructure and facilities (such as bike storage). It is proposed that the establishment of sustainable transport zones is used to provide a dynamic framework within which it is possible to bring forward guidance and proposals for a series of travel and transport policy interventions - in addition to the establishment of parking standards - that emerge during the plan period, in response to the outputs of the STP rapid plans.

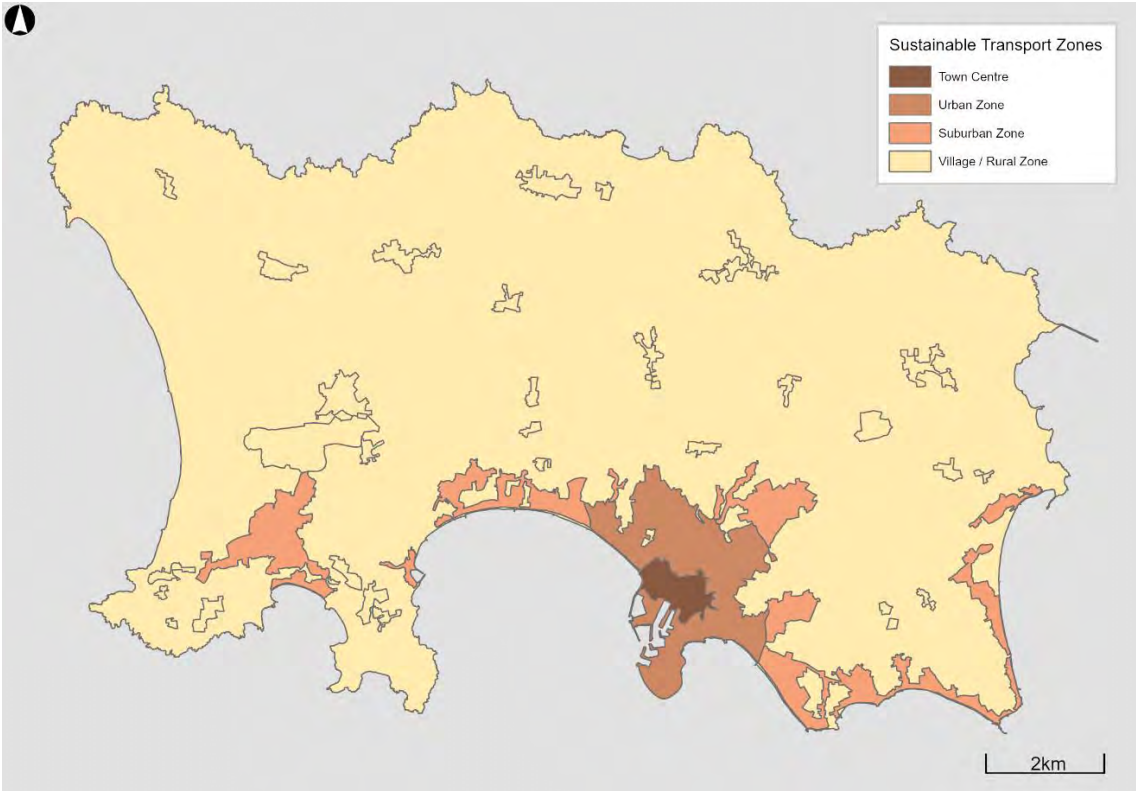

Figure TT6: Potential sustainable transport zones

The nature and scope of guidance for sustainable transport zones is expected to evolve as the STP plans are finalised and as different transport interventions (including 'hard' infrastructure and 'soft' policy measures) are brought forward. The planning guidance established for each zone will be reviewed accordingly, with an expectation that guidance for parking standards would be revised as new improvements in sustainable transport infrastructure and policy are implemented. This will be enabled by support from the Climate Emergency Fund, providing islanders in different parts of the island with greater accessibility and transport choice for more sustainable travel.

Any supplementary planning guidance issued in relation to the sustainable transport zones will pertain to the land-use considerations arising from the development and implementation of the STP and will accord with the policy framework provided by the Island Plan.

Proposal 33 – Sustainable transport zones

The Minister for the Environment will develop and publish supplementary planning guidance (SPG) for sustainable transport zones (STZ) to:

- establish standards for the provision of motorised and non-motorised vehicle parking:
    - for various forms of development, including residential to meet all users' needs, including those of visitors; and / or
    - for the zone, or any part of the zone.
- set out any planning policy considerations and associated standards:
    - for the provision of associated facilities to support sustainable travel;
    - for the provision of electric vehicle charging infrastructure or services; or other low emission technologies, and / or
    - to advance other policies set out in the STP or a related policy plan.

As part of the development of any supplementary planning guidance for sustainable transport zones, the Minister for the Environment will consult the Minister for Infrastructure; the relevant parish(es); stakeholders and members of the public.

Policy TT4: Provision of off-street parking

Development that has the potential to generate vehicular movements and a requirement for car and other forms of parking will be supported only where it provides an appropriate level of accessible, secure and convenient off-street motor vehicle parking, that is well-integrated with the development, and which accords with adopted parking standards in terms of number, type, quality, security and accessibility, to meet all users' needs, with priority given to parking for people with mobility impairments.

To encourage a shift to more sustainable modes of transport, support may be given for development that does not meet adopted minimum standards, where contributions towards alternative parking elsewhere, or sustainable transport infrastructure or services, is secured, and where it can be demonstrated that any deviation will not lead to problems of indiscriminate parking in the locality. Any such contribution would need to be secured through a planning obligation agreement.

The development of land for the provision of off-street car parking space in Town will not be supported except where it is provisioned as a "meanwhile use" against agreed timeframes for use as short-stay (shopper) parking.

To encourage the more efficient use of land and to enhance environmental quality, the redevelopment of off-street parking provision in the built-up area will be encouraged and supported

Development involving the loss of front gardens and their boundary features to provide parking with direct access to/from the highway will not be supported where this would harm the character and appearance of the street scene or compromise highway safety.

Port operations

The Port of St Helier and Jersey Airport ('the ports') are both strategic assets and their continued operational viability is essential to the island's social and economic well-being.

Within the designated operational areas of the ports, land is available for direct and indirect functions that are necessary or desirable for their continued operation. This includes the physical infrastructure necessary to support and provide a safe and efficient port operation, allowing the movement of people and freight, whilst enabling the provision of infrastructure and facilities to support port-related activities and functions, such as warehousing, parking and logistics.

However, both facilities are now ageing and are having to accommodate increased volumes of freight, larger vessels and aircraft and the more demanding aspirations of passengers for an improved customer experience when waiting at, or travelling through, the ports.

Significant capital investment is required in order to renew or upgrade port-related infrastructure and to support the resilience of the island's lifeline services and supply chain, as well as ensuring the future sustainability of port-related industries and services.

It is important that the Island Plan supports proposals that allow the ports to change and adapt, to provide as efficient an operation as possible; and also to protect their safe operation, to enable the safe and convenient movement of people and freight to and from the island.

Port of St Helier

The commercial port of St Helier has an overall capacity of 550,000 tonnes per year, which means that current activity levels are nearing capacity (and ro-ro[11] levels currently exceed capacity). Compounding this, wider changes in the island are likely to impact on traffic through the port – for example:

- changes to the supply of aggregates in the island will likely require more building materials to be imported;
- there has been a recent trend for more fuel to arrive containerised rather than through the fuel pipe; and
- there is a current shortage of leisure berths.

There are also a number of long-term maintenance and life-cycle issues that require addressing, including replacement of the east ro-ro ramp and the New North Quay deck.

The Ports of Jersey have developed an operational masterplan for the Port of St Helier to provide a framework for the development of a safer, and more operationally efficient, facility with an enhanced handing capacity increasing to 1.2 million tonnes. This enables a combined freight handling area, with increased capacity supporting anticipated freight requirements, to 2042 and well beyond.

The masterplan involves distinct phases of development, over the next decade, to provide a clear segregation of leisure and commercial activities in the harbour. Much of the harbour's infrastructure is ageing and no longer fully suited to the needs of modern vessels. Its replacement with more efficient, and more appropriately sited facilities, provides opportunity for the release of some areas of land currently within the commercial port for redevelopment to other uses.

The masterplan improvements are initially focused on changes to the Elizabeth Harbour, which then provides scope for new and further development at New North Quay, Victoria Pier and La Collette. The plans include the provision of a deck over the spending beach at the Elizabeth Harbour; replacing and relocating the east ro-ro ramp; and the relocation of lo-lo[12] to Elizabeth Harbour.

The proposed development and reconfiguration of the port fits into the wider Southwest St Helier Planning Framework[13], which serves to facilitate development that secures the long-term future and resilience of the ports and harbours of St Helier. It supports a much stronger connection to Town through improved connectivity, placemaking and development of public space, and unlocks key opportunity sites for development.

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[11] Roll-on/roll-off.

[12] Load-on/load-off.

[13] Southwest St Helier Planning Framework

Proposals for the development of the port facility, including the release of land for other forms of development, will be supported where it can be clearly demonstrated that the development will not hinder the maintenance and enhancement of the port's strategic function and its safe, efficient and effective operation.

The development of any new infrastructure or changes to the use of land and the development of new uses at the port, will need to have regard to its impact upon listed buildings and places, both within and around the harbour, but also in relation to the wider townscape setting of the harbour and key landmarks, such as Elizabeth Castle. Consideration will also need to be given to matters such as resilience to climate change and sea level rise; and any impact on the marine environment.

Jersey Airport

Ports of Jersey's Future Airport project represents a major programme of capital investment to help grow the island's connectivity and is programmed to take place during the Island Plan period within the defined operational area of the airport, as set out on the proposals map. This seeks to create an integrated arrivals and departures terminal, with the aim of addressing aviation compliance issues, provide a modern facility and to enhance overall passenger journey experience. The proposed works include:

- construction of a new arrivals facility and relocation of the airport's fire and rescue service building;
- improvements to the air passenger pier;
- allowing for expected business growth, including accommodating much larger aircraft and dealing with the increasing traffic flow of aircraft and passengers during 'peak' times. This includes extending the existing departures terminal building with the creation of a mezzanine floor to create an integrated building housing both arrivals and departures facilities;
- some changes to hangars, including removal of an end-of-life hangar and development of hangars for private use; and
- changes to the airport forecourt to introduce a 30m security exclusion zone.

Despite not significantly increasing floorspace, the changes will increase capacity of the airport to around 3.6 million passengers per year (largely as a result of the two-storey passenger pier and changes in the way gates can be utilised), compared to current capacity of 1.2 million per year. This increased capacity is far larger than the forecast growth of demand over the next 25 years and so it is not expected that further projects to expand capacity will be required over the plan period.

The Director of Civil Aviation for the Channel Islands (DCA) has recently rescinded the instruction to remove the arrivals building at Jersey Airport, which had previously been identified as an obstacle and an issue for regulatory compliance. In light of this decision, Jersey Airport will develop further options as to how the grade 2 listed 1937 Airport building[14] can be incorporated into future investment plans, having regard to the historic and architectural interest of the building.

The current length and the width of the runway means there are some restrictions on the use of Jersey Airport related to the size of aircraft and their loading. There are, however, no proposals to make changes to the length or configuration of the runway during the plan period.

[14] PE0234: States of Jersey Airport (1937 building)

Safe operation

There is a need to ensure that the safe operation of the island's ports is not prejudiced by the impact of development. This might include, in the case of the airport: high buildings and other structures such as masts, buildings containing electronic equipment, and large expanses of water (that could attract bird life); and in the case of the harbour and shipping: any development which might affect navigation marks.

Facilities required for the safe operation of the ports may be located outwith the defined port operational boundaries and the Ports of Jersey are required to be consulted on any planning application that has the potential to affect the safe operation of these facilities in order that any such affect is considered as part of the planning process.

Policy TT5: Port operations

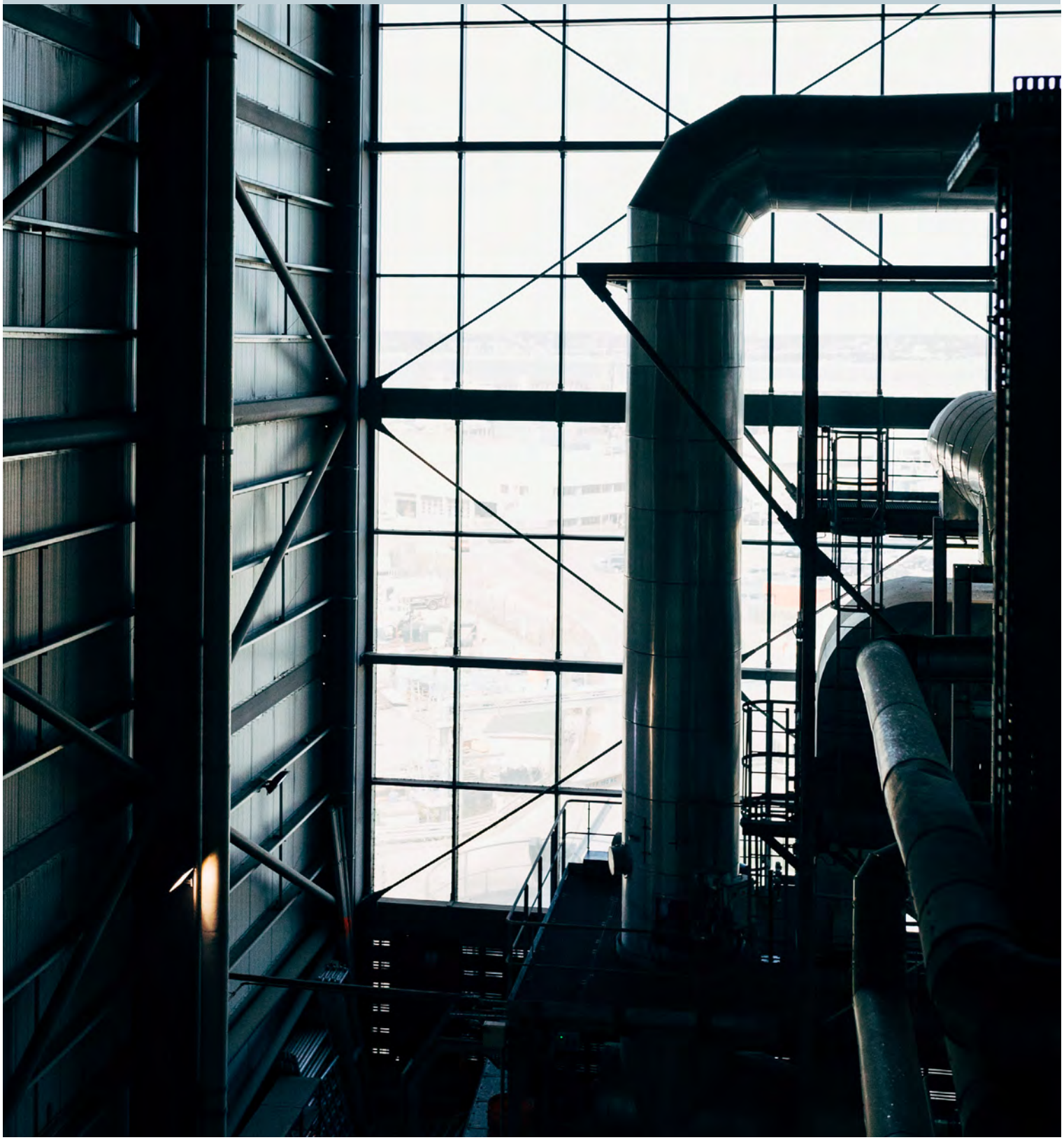
Developments within the operational areas of the ports that enable the safe and efficient operation; an increase in capacity of these facilities; improve facilities for passengers and the handling of freight; and assist port users and airline operators will be supported.

Uses that are not port related or ancillary to the operation of the ports will not be supported within the defined operational area of each facility except where it is proven that the development will not hinder the safe and efficient operation of the ports.

Development which affects the safe operation of Jersey Airport and Jersey harbours will not be supported.

Volume 3

Minimising waste and environmental risk



Minimising waste and environmental risk

Solid waste management

The island's solid waste service includes the management and disposal of industrial, construction and demolition materials, commercial and household refuse, incinerator ash and agricultural, clinical and hazardous waste. The Government of Jersey's Solid Waste Strategy (2005)[1] provides the framework for the management of solid waste and seeks to align solid waste management in the island with standards of international best practice.

The Island Plan's waste management policies reflect and endorse the hierarchy of waste management principles. This hierarchy, illustrated below, ranks the options according to their relative environmental benefits or dis-benefits and seeks to ensure that, before waste is finally disposed of in landfill, all alternative measures have been considered.

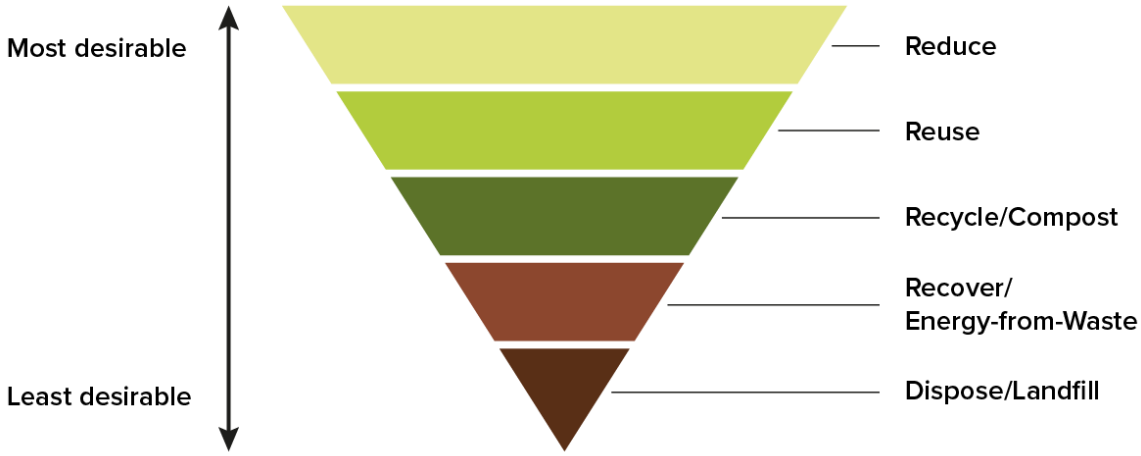


Figure WER1: Waste hierarchy

In order to make the best use of the available resources and to reduce the potential environmental impacts of waste management, the Island Plan policies are designed to:

- reduce the amount of waste created as a result of development;
- ensure that waste is well managed throughout the design, demolition and construction phases of a development project; and
- allow more efficient investment in waste management infrastructure.

Waste minimisation and new development

Household and commercial rubbish that has not been separated for recycling is delivered to La Collette Energy Recovery Facility for processing. This forms part of the island's solid waste strategy which delivers a partnership between local energy recovery and recycling. In basic terms, an energy recovery facility burns rubbish and uses the heat from the fire to generate steam. This steam is then used to drive a turbine which generates electricity which is sold to the Jersey Electricity Company (JEC). The process also produces an ash called incinerator bottom ash. This bottom ash is sent to the UK where it gets fully recycled into building aggregate.

[1] Solid Waste Strategy (2005)

Whilst this process represents a relatively sustainable option for the management of waste, it also generates emissions that contribute to the island's carbon footprint, and its use, therefore, represents an ongoing challenge in order for the island to meet its carbon neutrality objectives. However, reduction of waste will, always, have a much greater impact upon carbon neutrality objectives than recovery.

Waste that is not recycled, and is not suitable for incineration, is destined primarily for use in land reclamation which yields useful land areas which can then be used to accommodate new development or amenity space. The actual amount of inert type waste that is landfilled in containment cells is relatively small. La Collette infill site commenced operation in 1996 and has been taking an average of approximately 183,000 tonnes of waste per annum between 2015 and 2019[2]. The lifespan of La Collette is now limited, and it could reach capacity within this plan period. The benefits of waste minimisation, in accordance with the waste hierarchy are now, therefore, especially significant.

Waste minimisation is the most important element of sustainable waste management because it:

- reduces the amount of waste generated in the first place, which must then be managed
- reduces the potential pollution from waste disposal activities; and
- brings significant savings in raw material and waste disposal costs.

In support of the Solid Waste Strategy, and the heightened need to promote and enforce sustainable waste practices, the Island Plan makes it a requirement for all development schemes where there is potential to generate significant qualities of waste materials – involving the demolition of substantial structures (such as a house or other individual building) or construction activity of five or more dwellings, or the development of floorspace of 200 sqm or more - to include satisfactory plans for the implementation of steps to be taken to minimise and manage waste generation both on and off the site during demolition and construction. Such details should form the basis of a site waste management plan (SWMP).

The site waste management plan must:

- identify the volume and type of waste materials, including whether they are hazardous or not, generated during the development process (e.g. materials from demolition and excavation works and from construction activities);
- establish opportunities for reuse, recycling, recovery and treatment of materials (i.e. promote the waste hierarchy);
- demonstrate how off-site disposal of waste will be minimised and managed;
- generally, assist in improving materials resource efficiency on construction sites; and
- act as a tool for monitoring the successful implementation of sustainable waste management during development projects

In order to ensure compliance with the approved SWMP, the developer, or appointed agent, will be required to demonstrate how the approved SWMP is being implemented, and to update it, as demolition and construction progresses. All waste transactions, involving disposal, re-use, recycling or recovery of waste, should be accurately and clearly recorded or referenced in the plan, to show evidence of compliance. A log of all waste-

[2] Minerals Waste and Water Study

related paperwork and records of actions must be made accessible for relevant officers of the Government of Jersey to inspect upon request.

The measures contained in site waste management plans should be developed in accordance with the published supplementary planning guidance[3], as may be revised, and their implementation will be secured through planning conditions or obligations, as appropriate. Failure to comply with an approved SWMP may result in enforcement action being instigated, where deemed necessary.

Policy WER1 – Waste minimisation

To minimise the waste arising from demolition and construction activity, and to recycle, re-use and recover as much as possible of the generated waste materials in accordance with the waste hierarchy, development involving the demolition of substantial structures or with the potential to generate significant quantities of waste material through construction activity (such as the development of five homes or 200m² floorspace), will only be supported where a satisfactory site waste management plan has been provided.

This must include details of opportunities that have been taken to maximise on-site management of waste.

Upon the commencement of the development, all waste transactions must be clearly recorded in the site waste management plan and be available for inspection.

Managing flood risk

Flooding is a natural process and has the potential to happen at any time, in a variety of locations across the island. It constitutes a temporary covering of land not normally covered by water and presents a risk when people and built or natural assets are present in the area that floods. Assets at risk from flooding can include housing, transport and public service infrastructure, commercial and industrial businesses, agricultural land, and environmental and cultural heritage. Major sources of flooding include, and may be any combination of:

- **Coastal** – inundation of floodplains by the sea due to overtopping of defences, breaching of defences and wave action;
- **Inland** – inland flooding covers two main sources including overland run-off from adjacent land (also referred to as pluvial or surface water), and out of bank flow from watercourses, as can result from natural water levels exceeding the bank levels and blockage of culverts;
- **Sewer** – surcharging of piped drainage systems (public sewers, highway drains etc.);
- **Groundwater** – caused by the water table rising after prolonged rainfall to emerge above ground level remote from a watercourse which is most likely to occur in low-lying areas underlain by permeable rock (aquifers);
- **Infrastructure failure** – of reservoirs; industrial processes; burst water mains; blocked sewers or failed pumping stations

The consequences of flooding vary between different flood events, but all can have the potential to result in property damage, disruption to lives and businesses, and lead to lasting implications for the lives and livelihoods of islanders. How severe these

[3] Site Waste Management Plans

consequences are can be influenced by the type of development, age-structure of the population, and the presence and reliability of mitigation measures.

In areas where there is a potential for flooding to happen, even if flood management measures are in place, there is always a possibility that these could be overtopped, exceeded, fail or breached. Because of this, it is never appropriate to class a previously identified flood risk area as 'not at risk' due to flood management infrastructure being in place.

Flood risk framework for development within areas at risk of flooding

The Jersey Strategic Flood Risk Assessment[4] has been undertaken to support the development of an appropriate planning framework to deal with the various types of flood risk in Jersey. The aim of the flood risk framework is to ensure that the Island Plan can support development that is suitably resilient to the challenges of flood risk, within the context of a changing climate.

Flood risk categories have been established, based on the probability of coastal flooding, and inland flooding:

Risk Category	Inland Flooding	Coastal Flooding
Little or No Risk	Annual probability of inland flooding is less than 0.1% AEP (1 in 1000-year probability).	-
Low Risk	Annual probability of 0.1% AEP (1 in 1000-year probability) inland flooding risk.	-
Medium Risk	Annual probability of 1% AEP (1 in 100-year probability) inland flooding risk.	Annual probability of 0.5% AEP (1 in 200-year probability plus a 2120 epoch for climate change) flood event.
High Risk	Annual probability of 3.3% AEP (1 in 30-year probability) inland flooding risk.	Annual probability of 0.5% AEP (1 in 200-year probability for the present day) flood event.

Table WER1: flood risk categories, Jersey Strategic Flood Risk Assessment, AECOM (2021)

The Island Plan proposals map indicates these flood risk areas for the consideration of development proposals.

[4] Jersey Strategic Flood Risk Assessment (2021): see IPR evidence base

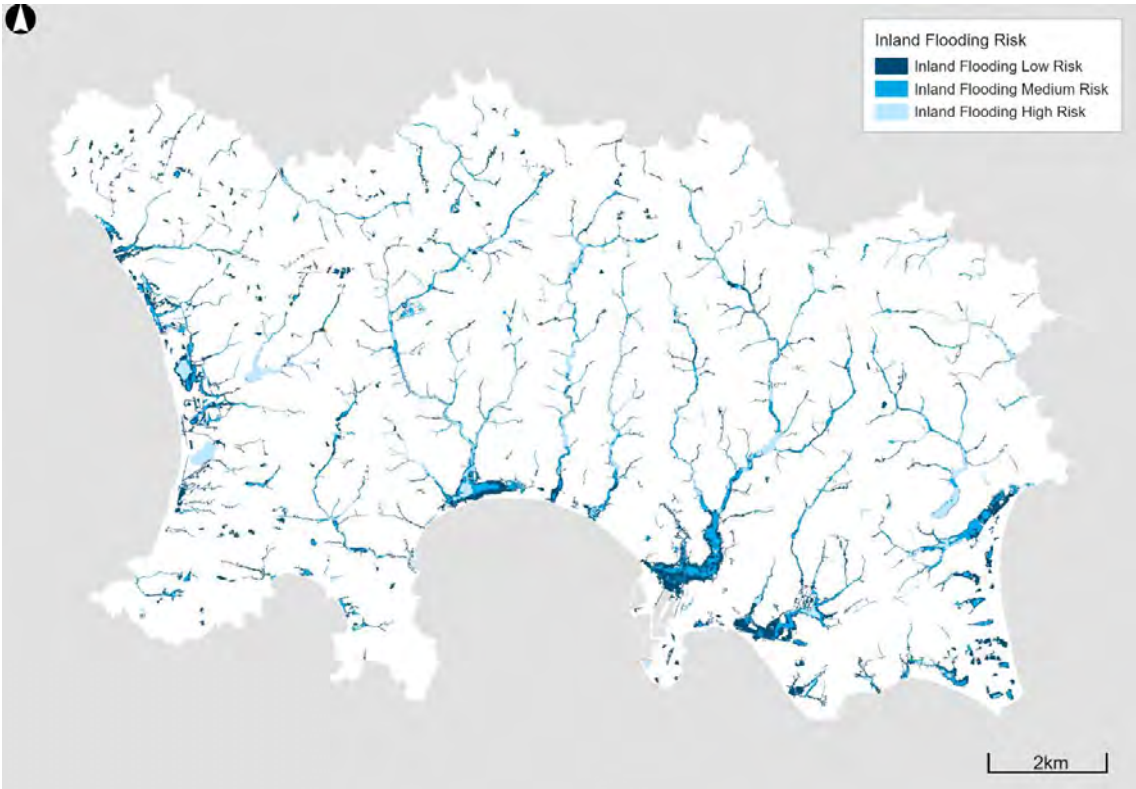


Figure WER2: Inland flood risk areas, Jersey Strategic Flood Risk Assessment, AECOM (2021)

Figure WER3: Coastal flood risk areas, Jersey Strategic Flood Risk Assessment, AECOM (2021)

When making decisions about the suitability of development in relation to the risk of flooding, it is also necessary to consider the sensitivity of the proposed development or land use to flooding. This is referred to as the vulnerability of the development. Development types have been assigned a vulnerability classification based of the significance of the impacts that would occur if the development were to flood. The vulnerability classifications are defined in Table 2.

Vulnerability Classification	Development Definitions
Essential Civil Infrastructure	• Essential transport infrastructure (including mass evacuation routes) which has to cross the area at risk. • Essential utility infrastructure which has to be located in a flood risk area for operational reasons, including electricity generating power stations and grid and primary substations; and water treatment works that need to remain operational in times of flood. • Wind turbines. • Police and ambulance stations; fire stations and command centres; telecommunications installations required to be operational during flooding. • Hospitals.
Highly Vulnerable	• Emergency dispersal points. • Basement dwellings. • Caravans, mobile homes and park homes intended for permanent residential use. • Installations requiring hazardous substances consent. (Where there is a demonstrable need to locate such installations for bulk storage of materials with port or other similar facilities, or such installations with energy infrastructure or carbon capture and storage installations, that require coastal or water-side locations, or need to be located in other high flood risk areas, in these instances the facilities should be classified as 'Essential Infrastructure'). • Residential institutions such as residential care homes, children's homes, social services homes, prisons and hostels. • Buildings used for dwelling houses, student halls of residence, drinking establishments, nightclubs and hotels. • Non–residential uses such as health services, nurseries and educational establishments. • Buildings used for shops; financial, professional and other services; restaurants, cafes and hot food takeaways; offices; general industry, storage and distribution; and assembly and leisure. • Landfill and sites used for waste management facilities for hazardous waste. • Sites used for holiday or short-let caravans and camping, subject to a specific warning and evacuation plan.
Less Vulnerable	• Land and buildings used for agriculture and forestry. • Waste treatment (except landfill and hazardous waste facilities). • Minerals working and processing (except for sand and gravel working). • Water treatment works which do not need to remain operational during times of flood. • Sewage treatment works, if adequate measures to control pollution and manage sewage during flooding events are in place.
Water Compatible	• Flood control infrastructure. • Water transmission infrastructure and pumping stations. • Sewage transmission infrastructure and pumping stations. • Sand and gravel working. • Docks, marinas and wharves. • Navigation facilities. • Defence installations. • Ship building, repairing and dismantling, dockside fish processing and refrigeration and compatible activities requiring a waterside location. • Water-based recreation (excluding sleeping accommodation). • Lifeguard and coastguard stations. • Amenity open space, nature conservation and biodiversity, outdoor sports and recreation and essential facilities such as changing rooms. • Essential ancillary sleeping or residential accommodation for staff required by uses in this category, subject to a specific warning and evacuation plan.

Table WER2: Development Vulnerability Classifications, Jersey Strategic Flood Risk Assessment, AECOM (2021)

Planning decisions in flood risk areas will be made using the flood risk categories (Table 1) and the development vulnerability classifications (Table 2). The approach differs for built-up areas and rural areas to avoid locating more vulnerable developments within areas which may not have supporting flood management measures. Table 3 (for built up areas) and Table 4 (for rural areas) specify the types of development that may or may not be acceptable in different flood risk categories, and define the appropriate approach to planning decisions for each scenario:

Table legend:

✓ *Development is appropriate*

✓ *Development is appropriate subject to mitigation*

— *Development will need to identify wider justification for its location*

X *Development should not be permitted*

Built-up areas: development suitability and planning approach				
Flood Risk Category	Essential Civil Infrastructure	Highly vulnerable	Less vulnerable	Water compatible
High	X	—	—	✓
Medium	—	—	✓	✓
Low	—	✓	✓	✓
Little or No risk	✓	✓	✓	✓

Table WER3: Built-up areas: development and suitability planning approach, Jersey Strategic Flood Risk Assessment, AECOM (2021)

Rural areas: development suitability and planning approach				
Flood Risk Category	Essential Civil Infrastructure	Highly vulnerable	Less vulnerable	Water compatible
High	X	X	—	✓
Medium	—	—	✓	✓
Low	—	✓	✓	✓
No risk	✓	✓	✓	✓

Table WER4: Rural areas: development and suitability planning approach, Jersey Strategic Flood Risk Assessment, AECOM (2021)

Where a development site is identified as being at risk of flooding, even if it is only a low risk, it is necessary for the development proposal to acknowledge this risk and identify suitable mitigation so the impacts of flooding can be managed, enabling the development and its occupants to be more resilient to future flooding and climate change. A flood risk assessment (FRA) should be prepared for any development within identified flood risk areas in order to assess the level of risk, potential mitigation measures, and to ensure its acceptability. The level of detail required within the FRA should be proportionate to the

level of risk and vulnerability category of the proposed development, taken in the context of the scale of the proposal[5].

Flood risk should be considered at an early stage in deciding the layout and design of a site to provide an opportunity to avoid and reduce the risk of flooding within the development and outside of it. Many large development proposals will include a variety of land uses of varying vulnerability to flooding events. Where possible, built development should be located in the lowest risk areas (considering all sources of flooding), for example, residential elements should be restricted to areas at lower probability of flooding whereas parking, open space or proposed landscaped areas can be placed on lower ground where there may be a higher probability of flooding.

In terms of specific design measures to increase resilience, all development in areas at medium or high risk of coastal flooding should have finished floor levels at a minimum of 300mm above the 1 in 200-year (0.5% AEP) flood level. Highly vulnerable development, in areas at medium or high risk of coastal flooding, should have finished floor levels at a minimum of 300mm above the 1 in 200 year (0.5% AEP) flood level for the year 2120, to account for the future impact of climate change. When this is not possible, additional mitigation measures will be required, details of which should be provided in the flood risk assessment.

Ideally, flood mitigation should be an integral element of design, and should not require intervention in order to deal with the level of risk posed. For this reason, flood prevention devices that require active intervention to achieve a reduction in the impact of flooding, such as removable flood barriers and gates designed to fit openings, will only be accepted as a last resort if all other mitigation options have been considered, and it is robustly justified that they are not reasonably achievable on the individual development site.

Policy WER2 – Managing flood risk

Where possible, development which is vulnerable to flooding, or could increase the probability of flooding elsewhere, should be located away from areas at risk of flooding.

When a development is proposed to take place within an area at risk of flooding, the development will be assessed based on its location and subsequent exposure to inland and/or coastal flooding risk within a risk category (little or no risk, low, medium and high risk), and its vulnerability to flooding within a risk category, based on its vulnerability categorisation. This assessment will determine if:

- development is appropriate;
- development is appropriate subject to mitigation;
- development will need to identify wider justification for its location; or
- development should not be supported

All development proposals at low, medium or high risk of flooding will require a flood risk assessment (FRA). Development will only be supported where sufficient information has been provided in relation to a required FRA, and when adequate steps have been taken to ensure:

[5] Jersey Strategic Flood Risk Assessment (2021) Appendix D provides further guidance about the details required for a flood risk assessment: see IPR evidence base

1. the design and layout will locate the most vulnerable type of development on the site towards the areas at lowest risk of flooding within the site, where this is possible;
2. the development adopts all reasonable measures to ensure the development will be sufficiently resilient to current and future flood risk, including land raising, when this is appropriate; and,
3. the development will not adversely affect flood routeing and thereby increase flood risk elsewhere.

Development along coastal flood defences, the coastline and watercourses

Coastal flooding and sea defences

The Jersey coastline has evolved over time, influenced by geology, coastal processes and human interaction. The island encompasses a diverse range of natural features, the interactions between which have combined to create the unique character of the coastline.

Whilst large parts of the island's coastline remain undeveloped, some of the lowest-lying areas across the south, east and western coastline are developed and populated. These areas, including Town, rely on adequate coastal sea defences to protect residential and business property and key public infrastructure from coastal flooding and erosion. The ongoing protection of these assets is essential to business continuity, access to homes, schools, amenities and the sustainability of Jersey as a place to live.

Climate change is predicted to cause rising still water sea water levels, increasing wave heights, and an increased severity and occurrence of storms, leading to an increase in the risk of coastal flooding in the future. In response to this challenge, the Government of Jersey has prepared a Shoreline Management Plan (SMP) for Jersey[6], as a large-scale assessment of the risks associated with these coastal processes. The aim of the SMP is to provide a proactive and climate resilient management plan for coastal activity in Jersey. This will reduce risks to the community, environment and economy over 100 years, across three management epochs which broadly correspond to the following time periods (management epochs):

1. Present Day (2020-2040)
2. Medium Term (2040-2070)
3. Long Term (2070-2120)

The SMP divides the Jersey coastline into six coastal management areas (CMAs) where the key features, activities and future predicted behaviour of the coast in terms of flood risk and coastal erosion are identified. These are then further subdivided into 36 coastal management units (CMU) to ensure a policy response proportionate to the local scale. The CMAs are located around the following main areas and illustrated in Figure 4 below:

- South Coast;
- Grouville Bay;
- St Catherine's;
- North Coast;
- St Ouen's Bay; and
- St Brelade.

[6] Jersey Shoreline Management Plan (2020)

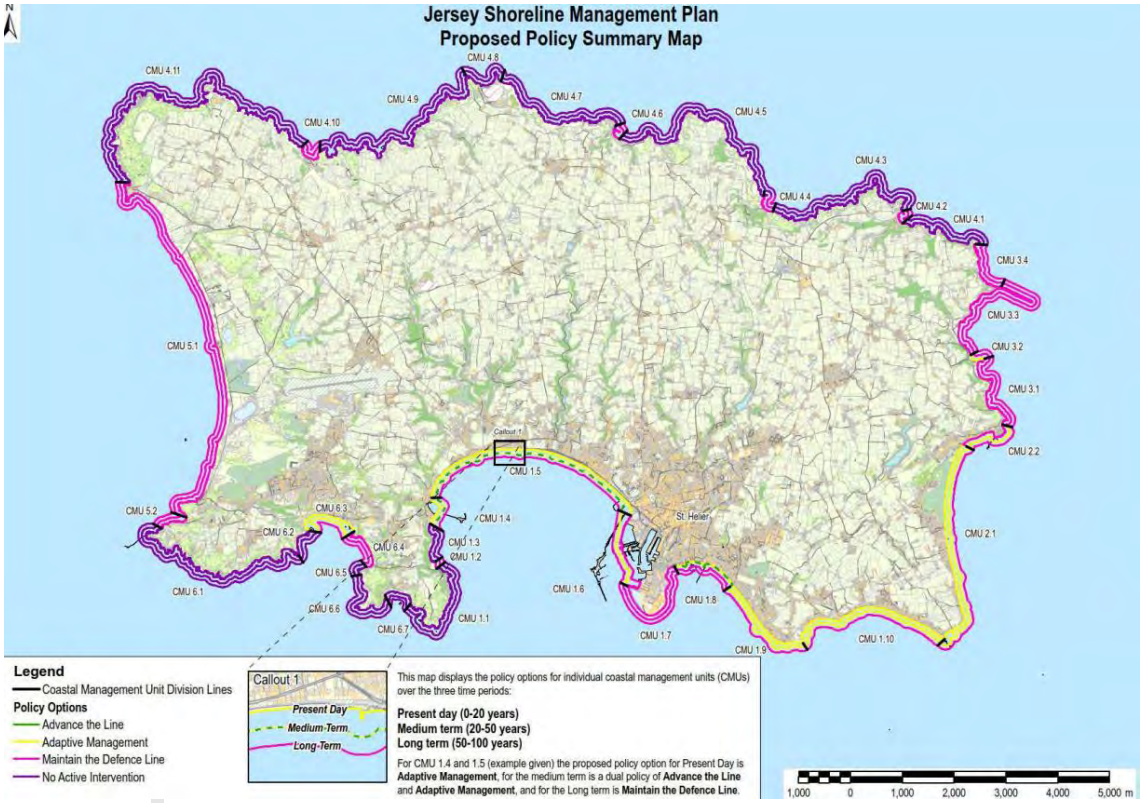


Figure WER5: Jersey Shoreline Proposed Policy Summary Map (Jersey Shoreline Management Plan, 2020)

Each CMU has been assessed and allocated a proposed policy implementation response. These are as follows:

- **no active intervention**: the shoreline will be left to naturally evolve without intervention. This generally applies to natural areas of the coastline which are currently undefended.
- **maintain the defence line**: existing coastal defences are maintained. The level of flood protection may decrease in some locations over time due to climate change resulting in sea level rise. This generally applies where the existing defences currently provide a reasonable standard of flood protection or prevent erosion of the shoreline.
- **adaptive management**: proactive management and mitigation of coastal flood or erosion risk. This could include improving the standard of flood protection for an existing sea defence, constructing new defences, raising awareness of flood risk to local communities or recommending flood protection for individual properties.
- **advance the line**: new sea defences are built seaward of existing defences. This approach will only be implemented in areas where there is currently a significant risk of coastal flooding or erosion, or where it will deliver additional benefits for the community, environment and economy, such as creating a new amenity space or other development opportunity.

The SMP identifies that a total of 460 properties in the island are currently at risk of coastal flooding, increasing to 2,822 by 2120 as a result of climate change, with the potential for additional GVA / business disruption losses for economy of up to £110m between 2020 and 2030, with present levels of coastal and flood risk management. It is, therefore, important that new development considers and responds to its vulnerability to the risks of coastal flooding and erosion, and ensures that it does not adversely impact on the ability for Jersey to reduce these risks in the strategic manner set out within the SMP.

Inland flooding and watercourses

Inland flooding is defined as areas of overland flow and watercourses that cause flooding when water is unable to soak into the ground or enter drainage systems. It can quickly run off land and result in localised flooding. Water will naturally flow to the lowest point, so it is often possible to tell where surface water will collect in a flood by looking at the topography of the ground and using that to identify flow paths and watercourses.

Areas of overland flow can be defined as individual catchments. A catchment is the area of land, including the hills, woodlands, and buildings from which water drains, before flowing into watercourses and into the sea. The outside edge of a catchment is always the highest point. Gravity causes all rain and run-off in the catchment to run downhill where it naturally collects in a watercourse. Rain falling outside the edge of one catchment is falling on a different catchment and will flow into other streams and watercourses.

Intense rainstorms and poorlymanaged overland flow paths and watercourses can mean the potentially destructive power of the water can cause damage to land, property and possibly lives. If overland flow is obstructed it can act as a dam and cause a build-up of water that, if released, can result in significant consequences.

To support the future effective management of inland flood risk associated with watercourses, a catchment flood management plan (CFMP) should be developed for the island.

Proposal 34 – Catchment Flood Management Plan

The Minister for the Environment will work with the Minister for Infrastructure to further explore opportunities for the strategic management of inland flooding in the form of a catchment flood management plan (CFMP).

The CFMP should consider all types of inland flooding including surface water, watercourse and reservoir-related, and include the likely impacts of climate change, the effects of how we use and manage the land, and how we can sustainably develop land in the future.

Protection of the coastal defences and watercourses

To ensure that the island is resilient to the risk posed by flooding it is important that adequate protection is provided to those natural and designed features which help manage that risk. Around the island's coastline, this takes the form of the existing sea defences that have been created to protect the land and development from the impact of rising sea levels and storm events. As set out in the SMP, these will need to be maintained, extended or developed anew to continue to deal with the increasing risk of coastal flooding. Inland, the island's natural and culverted streams and watercourses, along with areas that provide flood attenuation, serve to help manage risk from inland flood risking.

In order to ensure that the operation of coastal defences and watercourses are not compromised the Island Plan seeks to ensure that new development does not compromise their functionality and allows for their maintenance and enhancement, and will seek to secure a buffer strip alongside areas of coastline or coastal defences and watercourses.

Further work needs to be undertaken to define appropriate guidance and parameters for the establishment of buffer strips, both along the coastline and inland watercourses, recognising that, in many areas, existing development may be on, or in close proximity to, existing infrastructure, particularly around the coast. The Minister for the Environment will work with the Minister for Infrastructure to develop appropriate guidance, which will be issued for consultation and engagement with the parishes, stakeholders and the public before adoption.

Proposal 35 – Coastline and watercourse buffers

The Minister for the Environment will work with the Minister for Infrastructure to develop supplementary planning guidance to define and establish an appropriate width and characterisation of buffer-strip alongside areas of coastline, coastal defences and watercourses, which will be used to support the implementation of flood risk policies.

Policy WER3 – Flood infrastructure

Development within close proximity to a coastal sea defence, the coastline or watercourse will only be supported in such cases where the development has been proven to be appropriate and necessary, and will not otherwise prevent the effective operation, maintenance and/or extension of:

1. a coastal sea defence or be vulnerable to coastal erosion in accordance with the Shoreline Management Plan; or
2. a designated watercourse or other flood defence.

Proposals for new or replacement coastal defence schemes will be supported where they are consistent with the management approach for the coastline presented in the Jersey Shoreline Management Plan; meet the required specification in order to be able to provide mitigation against flood risk; and where the environmental impact of the development has been appropriately considered and, where necessary, mitigated or compensated.

Land reclamation

The incremental reclamation of the foreshore of St. Helier has been taking place for more than 200 years, with the last half of a century seeing an acceleration of this activity to provide a means for inert waste disposal, whilst also creating new developable land which has contributed significantly to the development of new homes, leisure facilities and other employment land uses in Town.

Key reclamation projects have included La Collette I and the area to the West of Albert Pier, which were completed in 1981 and 1996 respectively. When the current land reclamation scheme at La Collette II is complete, the total reclaimed area from the three sites will be in excess of 65 hectares (160 acres/ 364 vergées)

Whilst, as a small island, the management of inert waste will remain a long-term challenge, strategic provision is made in the plan for the disposal of inert waste through the safeguarded inert waste management and disposal site at La Gigoulande Quarry, which has the benefit of planning permission.

A key challenge for the community - both now and into the future - is the impact of rising sea levels associated with climate change and the increasing risk of coastal flooding as a result, particularly along the island's south coast. The Shoreline Management Plan[7] (SMP) has been developed to provide a proactive and climate resilient management plan for Jersey, and the measures within it are specifically designed to reduce risks to the community, environment and the economy over the next 100 years.

For the areas where there is the most significant risk of coastal flooding, the proposed shoreline management approach includes the policy option to 'advance the line', which means creating new sea defences seaward and beyond existing coastal defences. This has the potential to deliver additional benefits for the community, environment and economy where developable land is created as a by-product of optimal sea defence design. The SMP identifies that this policy option may be appropriate for the management of flood risk along sections around the island's coastline, and specifically around Town in the short- to medium- term.

This Island Plan provides a policy framework that is supportive of a policy response to the challenge of climate change involving land reclamation where it will directly contribute to the implementation of the Shoreline Management Plan.

Land reclamation activities are not without significant environmental impact in their delivery and outcome. The environmental cost and impact of any scheme would require careful consideration, balanced against the strategic and long-term benefits that the island may achieve from its implementation.

Land reclamation proposals are required to be accompanied by an environmental impact assessment (EIA)[8]. The scoping stage of developing an EIA will determine the environmental considerations that must be assessed and reported on as part of the planning application.

Land reclamation sites, during their development, can represent intrusive elements in the coastal fringe, the impact of which will be dependent upon their relationship with, for example, Town. Where they are designed to deliver shoreline management schemes, the timescale for their delivery should be expedited as far as practicably possible, relative to their impact upon sensitivity of the locality.

Normally, where the condition of land is altered for a temporary period to, for example, extract minerals or process or dispose of inert waste, there is a requirement for full working land restoration plans to be developed at the outset, and be part of the assessment of the original proposal. To ensure that the purposing of reclaimed land best meets the community's needs, which may change over time and during the process of reclamation, there may be instances where the initial restoration plans can provide a framework of broad aims, and be subject to further masterplanning and more detailed restoration proposals that are subject to community engagement, depending upon the extent of land reclamation. It may be appropriate and acceptable for a range of meanwhile uses to be secured, to be delivered through a phased process of reclamation, pending more detailed masterplanning.

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[7] Jersey Shoreline Management Plan (2020)

[8] Planning and Building (Environmental Impact) (Jersey) Order 2006

Policy WER4 – Land reclamation

Proposals for further land reclamation sites will be supported where:

1. it can be demonstrated that they provide an appropriate response to protect the island from future coastal flood risks associated with climate change, in accordance with the Shoreline Management Plan; or,
2. it is proven to be in the island's strategic interest, in the absence of suitable alternative options, and where the development will not unduly hinder the implementation of schemes required to protect the island from future coastal flood risks associated with climate change.

In all cases, it must be proven that:

a. the development will lead to significant and long-term benefits to the community, and these benefits are deemed to sufficiently outweigh any environmental impact that will arise as a result of the development; and,
b. the anticipated environmental impact of the development will be acceptable, with anticipated effects mitigated as far as possible, and appropriately compensated for.

The fill material for land reclamation schemes, other than for engineering elements, will comprise inert waste derived material that cannot economically be processed to meet an engineering material specification and that meets the structural and environmental protection standards required for the scheme.

Restoration schemes, setting out the wider potential community benefits of land reclamation, should be submitted with the development proposals and included in the associated environmental impact assessments. These should demonstrate that the site will deliver appropriate uses which respond to community needs within a reasonable timeframe.

Water quality

It is important that the island's aquifers and watercourses are protected from pollution, so as to maintain a high-quality water supply and prevent harm to the natural environment and ecosystems. The water pollution safeguard area, as defined on the proposals map, was identified in the 2002 Island Plan, encompassing the water catchment areas that feed the island's reservoirs.

Within this area, there is a need to have regard to the implications of development for both the quantity and quality of water, particularly when there is a higher risk of pollution arising from new development, such as through foul and surface water drainage. Where a development proposal is within the defined water pollution safeguard area, Jersey Water will be consulted prior to determining the planning application, to ensure that the public water supply is not put at risk from pollution.

Figure WER6: designated water pollution safeguard area

Policy WER5 – Water pollution safeguard area

Development within the water pollution safeguard area that would lead to unacceptable impacts on the aquatic environment, including surface water and groundwater quality and quantity, will not be supported.

Surface water drainage

Rain falling on buildings and hard surfaces is unable to infiltrate into the ground, which means it needs to be purposefully drained in order to prevent problems of localised flooding downstream. New development can increase the area of impermeable ground and, therefore, increase surface water run-off.

Historic drainage systems provided as part of development, have sought to remove rainfall from impervious surfaces as quickly as possible, piping it away to discharge to the public sewerage system or nearby watercourses and water bodies. These methods can often lead to problems, including:

- **downstream flooding**: caused by high rates of surface water flow for shorter periods;
- **poor water quality:** in streams and ground water due to certain contaminants contained in surface water outfalls (e.g. oil, organic matter and toxic chemicals);
- **lowering the water table**: reducing the amount of water available for infiltrating into the ground will reduce the volume of ground water storage leading to a drop in ground water levels and the base flow of streams; and
- **ecological damage**: the above factors, combined with the erosion and deposition associated with higher flows and the reduction in oxygen level due to the suspension of high levels of silt can seriously damage natural habitats, flora and fauna.

The use of sustainable drainage systems (SuDS) can prevent surface water drainage from new development damaging the environment or posing a risk to inland flooding. These are typically softer engineering solutions, inspired by natural drainage processes such as ponds and swales, which manage surface water as close to its source as possible, rather than discharging it as quickly as possible. Wherever possible, a SuDS technique must seek to contribute towards:

- reducing flood risk to the site, and neighbouring or downstream areas;
- reducing pollution; and,
- providing landscape and wildlife benefits.

To ensure the most sustainable approach to managing surface water, the discharge of surface water run-off must be made as high up the hierarchy of drainage options as reasonably practicable, as follows:

1. store rainwater for later use, in accordance with the supply and use of water policy[9]
2. use infiltration techniques, such as porous surfaces;
3. attenuate run-off in open water features for gradual release to a watercourse;
4. attenuate run-off by storing in tanks or sealed water features for gradual release to a watercourse;
5. discharge run-off direct to a watercourse;
6. attenuate rainwater by storing in tanks or sealed water features for gradual release to a surface water drain; and
7. discharge rainwater to the public surface water sewer.

Consideration should be given to the whole life management and maintenance of SuDS to ensure that it remains functional for the lifetime of the development, and these should be implemented for all development sites unless it is appropriately demonstrated that SuDS are not suitable.

Cases where SuDs may not be suitable include where they would be likely to cause significant land or water pollution; the site's ground conditions would preclude their use; the size of the site would prevent their use; or, they would cause damage to adjacent buildings or sites.

All discharges of surface water to groundwater, or to local watercourses and waterbodies, are required to meet water quality standards and conditions set by the Government of Jersey, and will not be supported where this would lead to pollution. Often, and particularly for larger sites, a successful SuDS solution will utilise a combination of techniques, providing flood risk, pollution and landscape/wildlife benefits. SuDS can also be employed on a strategic scale, for example, with a number of sites contributing to large-scale jointly funded and managed SuDS, but each development site must offset its own increase in runoff, and attenuation cannot be "traded" between developments.

Further guidance on the different appropriate types of SuDs is available in the Jersey Strategic Flood Risk Assessment[4].

Where discharge of surface water to the public sewerage system is unavoidable, the responsibility for the cost of making a connection, and/or providing increased capacity to accept the additional flows, must be borne by the development, and this may be the subject of a planning obligation agreement.

[9] See associated 'Policy UI3 – Supply and use of water' – Utilities infrastructure chapter

If a development proposal is within the defined water pollution safeguard area, Jersey Water will be consulted prior to determining the planning application, to ensure that the public water supply is not put at risk from pollution.

Policy WER6 – Surface water drainage

Development that will lead to a change in surface water flow, by virtue of new or extended buildings or landscaping, will only be supported where it incorporates sustainable drainage systems (SuDS) into the overall design which includes:

1. the reduction and management of surface water run-off as near to the source as possible;
2. the use of minimal areas of impermeable surfaces;
3. surface water run-off being discharged as high up the hierarchy of drainage options as practicable; and
4. discharge rates being limited to pre-existing natural rates of run-off so as to avoid causing or exacerbating flooding, either locally or remotely, except where, in appropriate circumstances, flood risks are high and there may be a requirement to reduce the pre-existing discharge of run-off.

Exceptions for the use of SuDs will only be supported where:

5. they would be likely to cause significant land or water pollution
6. the site's ground conditions would preclude their use
7. the size of the site would prevent their use
8. they would cause damage to adjacent buildings or sites.

Discharges of surface water to groundwater, or to local watercourses and waterbodies, will be required to meet quality standards and conditions set by the Government of Jersey and will not be supported where this could lead to pollution. In some cases, the development may be required to incorporate remedial measures into drainage systems to avoid the risk of pollution from oil and other chemicals, where this is necessary.

Discharges of surface water to the public sewerage system will not be supported unless approved by the Minister for Infrastructure and, if accepted, will be required to be separate from foul sewage.

Where an existing combined foul and surface water sewer exists, its separation will be required.

In those cases where it is necessary to provide increased capacity in the public sewerage system and pumping stations, so as to accept the additional flow from the development, the use of planning obligation agreements may be required to fund any such connection or increase in capacity.

Development proposals will be required to submit sufficient information regarding the means of surface water disposal to allow a proper assessment of the development proposals. Where this information is not provided, the development may not be supported.

Foul sewerage

The availability of foul sewerage and the suitability of existing and proposed foul sewerage are vitally important so as to ensure that development does not lead to negative environmental, amenity or public health problems.

In 2014, the Waste Water Strategy[10] estimated that around 87% of properties across the island were connected to the foul sewer system, with an ambition to increase this to 90% over the 20 year period of the strategy. There are approximately 6,000 properties not presently connected to the foul sewer network, predominantly in rural areas, and these rely on a variety of alternative foul water systems, including septic tanks and soakaways, tight tanks and private sewage treatment plants.

New and existing developments that rely on these alternative foul water systems can individually and cumulatively increase the risk of pollution to the water environment. Such pollution can be caused by issues such as overloading, poor maintenance, inadequate soakaways, irregular emptying of sludge and the limited effective life of the systems.

Given the potential hazards associated with such systems, the primary aim is to ensure that when new development takes place, it becomes connected to the island's public sewerage system. The cost of making a connection and/or providing increased capacity in the public sewers and pumping stations is the responsibility of the person undertaking the development, and this may be secured by a planning obligation agreement.

When connection to the public foul sewer is not possible or feasible, alternative systems will be considered in a sequential order, starting with systems that carry the least risk of a future pollution incident. If a suitable system cannot be agreed, the development will be not be supported. There may be exceptional instances where small-scale development, that is not served by the public mains foul sewage system, is supported where the existing non-mains system is performing adequately, and where it has capacity to receive additional loading: this may apply to the following forms of development, including:

- extensions and alterations to existing residential properties;
- conversions of existing non-residential buildings to create no more than two homes or other similar small-scale uses;
- incidental buildings within domestic property boundaries;
- essential rural workers' accommodation; and
- other small-scale developments.

Development proposals will be considered in light of the Minister for the Environment's published supplementary planning guidance for disposal of foul sewage[11]. If a development proposal is within the defined water pollution safeguard area, Jersey Water will be consulted prior to determining the planning application, to ensure that the public water supply is not put at risk from pollution.

In some circumstances, a discharge permit will be required. A discharge permit is an authorisation to discharge into controlled waters, a substance or energy that would otherwise be classified as polluting. Most of the discharge permits issued by the Minister for the Environment relate to effluent from private drainage systems being released from

[10] Waste Water Strategy (2014)

[11] Supplementary Planning Guidance: advice note – Disposal of Foul Sewage (2012)

the soakaway underground. This discharge may eventually reach groundwater and, therefore, requires appropriate control and management.

Policy WER7 – Foul sewerage

Development that results in any additional discharge of sewage will only be supported where it provides a system of foul drainage that adequately connects to the mains public foul sewer.

When a new or upgraded connection to the public foul sewer system is required, the developer will be responsible for the cost of making the connection and/or realising increased capacity in the sewerage system and/or pumping stations, where this may be necessary to accept additional flow arising from the proposed development.

In exceptional circumstances, where it has been demonstrated that connection to the mains public foul sewer is not economically feasible, taking into account viability and practicability, development served by a packaged treatment plant offering full treatment, will only be supported where it is demonstrated that:

1. the final effluent will meet adopted standards and conditions; and
2. adequate provision is made for future operation, monitoring / telemetry and maintenance throughout the life of the plant, supported by a planning obligation agreement, and meeting the terms and conditions of any required discharge permit.

In exceptional cases, small-scale development which results in an increase discharge of foul sewage, where it is served by non-mains sewage disposal, including existing septic tanks and tight tanks, may be supported where it is demonstrated that:

3. the system can be shown to be performing adequately;
4. it will have sufficient capacity to receive the additional loading, and where:
5. connection to mains drains is not feasible;
6. the installation of a packaged treatment plant would be unreasonable;
7. the increase in the amount of effluent as a result of development will be negligible;
8. ground conditions are appropriate and the development plot is of adequate size to provide an adequate sub-soil drainage system;
9. development will not create or add to a pollution problem;
10. the development will not place an unacceptable burden on amenity or cause public health or environmental problems; and
11. adequate provision is made for maintenance and monitoring.

Where it is proposed to increase sewage discharge into an existing non-mains sewerage system, there will be a requirement for the developer to make suitable improvements to the system, where required.

In all cases, the use of septic tank systems, tight tanks and other such systems will not be supported where a discharge permit is unlikely to be granted, or where the proposals are put forward as a temporary measure with the intention of connecting drainage to the mains public foul sewer at a later date and may give rise to problems referred to above.

Development proposals must be accompanied by sufficient information regarding the means of sewage disposal to allow a proper assessment of the proposals. Where this information is not adequately provided, the development will not be supported.

Safety zones for hazardous installations and new hazardous installations

Successive Island Plans have identified safety zones, primarily around bulk fuel storge facilities and also other major hazard risk sites, such as the storage of explosives at Crabbé. These zones are defined because the level risk posed by an existing development needs to be carefully considered when other development proposals in the vicinity are put forward. The primary concern in these areas is to ensure the safety of the public and occupiers of nearby homes, business and land.

The existence of hazardous installations effectively represents a constraint on development in the vicinity. The extent of that constraint is dependent upon the nature of the hazard(s) and the sensitivity of the development proposal. La Collette serves as a strategic location for the receipt and storage of much of the island's fuel and, given the nature and scale of hazard here, development proposals within the vicinity will be considered relative to the Health and Safety Executive's Planning Advice for Developments near Hazardous Installations (PADHI)[12], through our own Health and Safety Inspectorate. The PADHI methodology establishes different sensitivity levels of development and guides where these may or may not be considered acceptable within the safety zones, defined by the latest land use planning risk assessment for the site.

Within all other zones associated with hazardous installations, as defined on the proposals map, development proposals will be considered individually relative to the nature of the proposal, its relationship to the hazard, and the level of risk anticipated if the development were to take place. All planning applications within the designated safety zones, or any new hazardous development that may arise, will be referred to the Health and Safety Inspectorate and Jersey Fire and Rescue Service, for consultation, who may escalate a referral to the Island-wide Hazard Review Group[13] in order that the extent of risk might be comprehensively considered as part of the planning process.
In some cases, it will be necessary for development proposals to be accompanied by additional reports to identify the nature of risk, evaluate the level of risk, and specify ways in which such risks can be eliminated or appropriately controlled. Such reports must be undertaken by a suitably qualified specialist consultant, and the Health and Safety Inspectorate should be consulted at an early stage to determine the scope of any report, as may be necessary.

Policy WER8 – Safety zones for hazardous installations

Where development is proposed to take place within a designated safety zone, the health and safety of the public, and the extent to which any risks can be managed or mitigated, will be the overriding consideration.

[12] HSE PADI land use methodology
[13] This is a sub-group of the Jersey Resilience Forum.

Development will only be supported where adequate information to understand the level of risk associated with the development has been provided, and where the level of risk exposure to the public will remain acceptable and/or can be properly controlled. Where these requirements have not been satisfied, development proposals will not be supported.

It is important that safety zones remain under review to ensure that they provide an adequate and proportionate representation of the land use risks that may exist. The Minister for the Environment, in partnership with the Minister for Home Affairs, will seek to work with landlords and occupants within existing or emerging safety zones, to ensure that appropriate data is made available, through the planning process, and outside of it, to inform future land use management and emergency planning.

Proposal 36 – Review of safety zones

The Minister for the Environment, working in partnership with other Ministers, will seek to ensure that work is undertaken to review existing safety zones and to define new zones, as may be appropriate, during the plan period.

There will inevitably be future strategic needs for different types of infrastructure and operations that may present a new, extended or redefined hazard risk.

A particular example of this is the recognition, established in the Carbon Neutral Strategy, that Jersey must progressively reduce its dependence on hydrocarbons such as gas, petrol, diesel, and kerosene for heating homes, fuelling transport and other purposes, and move towards more sustainable fuel options. The speed of this transition is currently being considered and will be established in a carbon neutral roadmap informed by the recommendations of the Jersey's Citizens Assembly on Climate Change.

It is, however, unlikely that the need for bulk fuel storage in the island will see any substantial reduction in the near-term, even under a significantly accelerated transition to carbon neutrality. To ensure continued on-island fuel security, it is essential that appropriate bulk fuel storage facilities are available and remain adaptable to changing demands. The planning process will play an essential role in ensuring that any such demands can be appropriately met, but without unduly compromising the availability of developable land, the environment, or the safety of islanders.

Policy WER9 – New, extended or altered hazardous installations

Proposals for new, extended or redefined hazardous installations will only be supported where:

1. it is demonstrated that the development is essential to meet a specific need;
2. the proposed site is considered to be the best option, having been assessed against a reasonable list of alternative sites;
3. the proposal will not lead to an unacceptable sterilisation of land;
4. the environmental impact of the development has been appropriately considered and is acceptable; and
5. the nature of risk has been appropriately assessed, and a conclusion reached that the development will not lead to an unacceptable or unmanageable risk to the safety of islanders in and around the development.

Any proposals for new, extended or redefined hazardous installations must be accompanied by adequate information in order that the risk to public safety might be properly assessed; and without which they will not be supported.

Aircraft noise zones

Aircraft landing and taking off are the main sources of aviation noise. Those living close to the airport are likely to experience 'ground noise' from the activities within the airport, such as taxiing aircraft. For those living near to the airport or below flight paths, aircraft noise can result in distraction, speech interference, sleep disturbance and increased stress[14], having an adverse impact on people's overall quality of life and wellbeing. Noise performance of the aviation industry has improved dramatically over the last 50 years, but this has not been matched by an improved public perception of aviation noise.

Noise is measured using the standard decibel scale (dBA). A series of aircraft noise events can be averaged over any given period of time using the equivalent continuous sound level (Leq). Leq is the method of averaging recommended in the UK Government's planning guidance on noise and in guidelines issued by, for example, the World Health Organisation.

To assess the impact of aviation noise, noise maps are produced. These noise maps depict contours which connect points with the same average noise exposure. The contours are generated using computer models, based upon the known characteristics of aircraft noise generation and attenuation. The dBA values used relate to the Leq 16-hour daytime period from 7am to 11pm because daytime rather than night movements are the relevant factor in considering capacity issues. The maps are used to identify areas where the noise level exceeds the thresholds outlined above.

In Jersey, three noise zones have been identified with differing degrees of restrictions to be applied when dealing with noise sensitive development. The definition of noise sensitive development for this policy is:

- all residential development, including extensions to existing dwellings and the conversion of buildings (or part thereof) to residential use;
- all public buildings such as schools and health facilities, and other buildings within which people would be expected to work or would occupy for continuous periods during the Airport's operational hours; and
- offices, shops, visitor accommodation, restaurants, some warehouses and other commercial premises, where exposure to noise may prejudice the level of amenity that could reasonably be expected of such a development.

Policy WER10 – Aircraft noise zones

Proposals for noise-sensitive development within the defined aircraft noise zones will only be supported where, in:

- **noise zone one** (> 72: Air noise exposure level (L_{eq} dB(A)) 16hr), it is related to airport operational activities;

[14] CAA: Managing Aviation Noise

- **noise zone two** (66 – 72: Air noise exposure level (L_{eq} dB(A)) 16hr), it is demonstrated that there are no suitable alternative sites available for the proposed purpose, such as extensions or conversions of existing buildings. Planning conditions will be used to ensure a commensurate level of protection against noise; and
- **noise zone three** (57 – 66: Air noise exposure level (L_{eq} dB(A)) 16hr) it is subject to planning conditions to ensure a commensurate level of protection against noise, where appropriate

Airport public safety zones

Whilst air travel is generally a very safe method of travel, incidents are most likely to occur during take-off or landing. Public safety zones are areas of land at the ends of a runway, within which development is restricted in order to control the number of people on the ground who may be at risk of death or injury in the event of an aircraft accident on take-off or landing.

Individual risk contours exist for Jersey Airport, which determine the extent of the public safety zones for planning purposes. The individual risk contours determine the extent of individual risk of being killed as a result of an aircraft accident to which a person remaining in the same location for a period of a year would be exposed. This level of risk has resulted in the delineation of two distinct zones, as defined on the Island Plan proposals map.

Public safety zone 2, represented by the individual risk contour at 10^{-5}, defines the area within which it is estimated there is a 1 in 100,000 chance that an individual would be killed by a crashing aircraft if they spent a year continuously at that location. The areas for which the risk is greater than 1 in 10,000 i.e. 10^{-4} is represented by public safety zone 1.

The areas of the public safety zones correspond to a simplified form of the risk contours, in order to make the zones easier to understand and represent on maps, and also in recognition of the necessarily imprecise nature of the forecasting and modelling work.

Within the airport public safety zones, there should be no increase in the number of people living, working or congregating. As such, there is a general presumption against new development, or changes of use of existing buildings and land within these zones. For existing properties and buildings within safety zone 2, some exceptions are made to the general presumption against new development - but only where it would not result in an increase in the number of people living, working or congregating within the zone.

In the areas of greatest risk, within safety zone 1, the number of people living, working or congregating within the area should be reduced. The Island Plan can assist this by resisting proposals for new and replacement buildings in safety zone 1 as and when proposals for redevelopment come forward. At present, there are two residential properties in this area.

Although people travelling along a road are likely to be within the public safety zone for a short period of time, the average density of occupation during the day may be quite high, and equivalent to fixed development. The location of infrastructure such as road junctions, traffic lights and roundabouts may lead to an increase in the number of stationary vehicles within the zone and any such proposals for any of the main roads within the zone, including Grande Route des Mielles; Route de Beaumont and Vallée de St Pierre, will need

to be carefully assessed in terms of the average density of people that might be exposed to risk.

Policy WER11 – Airport public safety zones

In order to keep people safe and reduce their exposure to risk, new development within the defined airport public safety zones will not be supported except for, in:

public safety zone 1: where the level of risk is greatest:

1. long-stay car parking;
2. buildings into which people do not normally go, such as those which house plant or machinery, or are associated with the supply of electricity or water; or
3. low density recreational uses such as golf courses (without clubhouse facilities)

public safety zone 2:

1. the replacement of an existing building, which would not significantly increase the number of people living or using it;
2. an extension or alteration to an existing building which would not increase the number of people using or occupying the property or, if greater, the number authorised by any extant planning permission;
3. a change of use which would not increase the number of people working or using the property or, if greater, the number authorised by any extant planning permission
4. long-stay car parking;
5. erection of buildings into which people do not normally go, including those which house plant or machinery, or are associated with the supply of electricity or water;
6. erection of buildings for open storage and certain forms of warehousing, which have a low-density of on-site employees;
7. public open space, where there would be low intensity use which would not regularly attract large numbers of visitors; or
8. low density recreational uses such as golf courses (without clubhouse facilities) and allotments.

Where development is allowed within the airport public safety zones, it may be subject to planning conditions restricting the number of users and preventing future intensification of use.

The evidence for the definition of both the aircraft noise and public safety zones is based on the volume and type of aircraft that was using Jersey Airport at the end of the 1990s. Whilst this evidence may have included, and taken account of forecasts about the changing nature of planned reductions in the generation of aircraft noise through regulation, it is likely that both the safety and noise performance of aircraft has changed since that time. Similarly, it is also likely that the volume and type of aircraft flying to Jersey has also changed.

In light of this, further work will be undertaken during the plan period, in consultation with the Ports of Jersey, to establish whether or not these changes are likely to be material, relative to the definition of existing noise and public safety zones; and where they are, explore the possibility that the existing zones around Jersey Airport might be reviewed to inform the next Island Plan Review.

Proposal 37 – Aircraft noise and public safety zone review

The Minister for the Environment will seek to explore the need to, and viability of, updating the defined aircraft noise and public safety zones for Jersey Airport to reflect any changes in the type and volume of aircraft visiting the island to inform the next Island Plan Review.

Volume 3

Utilities and strategic infrastructure

Utilities and strategic infrastructure

Strategic infrastructure development

Infrastructure is necessary across all parts of island-life, underpinning the social, environmental and economic construct. It varies significantly in its physical form, including roads, ports, schools, open spaces and the utilities and services, such as water, drainage, and electricity services.

To make progress in understanding the island's current and future infrastructure needs, the Infrastructure Capacity Study (ICS)[1] has been undertaken. The ICS provides a baseline of the island's existing and planned infrastructure, across a wide range of topics, and considers what additional or enhanced infrastructure will be required to support changes in Jersey's population, demographic profile and economic outlook.

Specifically, the ICS:

- assesses existing infrastructure provision, its current capacity, and expected lifespan;
- identifies planned / known enhancement of the capacity of existing or new infrastructure;
- considers the impacts of relevant external drivers and mega trends, including technological developments, demand management; and
- establishes, in the form of an Infrastructure Delivery Schedule, what infrastructure is required, when, and who will be responsible to deliver it.

For infrastructure needs beyond this bridging Island Plan period, the Infrastructure Capacity Study will be considered alongside the findings of the 2021 Census, future economic and population policies, and technological developments. This will be set out in a long-term infrastructure roadmap for Jersey, which would be used to inform future Island Plans and other strategic planning workstreams across Government (SP5 – an infrastructure roadmap for Jersey[2]).

The development of the ICS has been useful to better understand near- to mid-term infrastructure requirements. Where these are clearly known, the plan has made provision to deal with them. There is, however, always a possibility for new or different infrastructure needs to arise during the plan period, and there is a need for the plan to provide some flexibility to be able to accommodate this, should it arise.

Larger or more strategic scale infrastructure needs inevitably present greater, more complex planning challenges. It is important for the plan to have sufficient scope to deal with those needs, where their delivery is in the interests of the community, particularly where a coast or countryside location will be necessary.

[1] Infrastructure Capacity Study

[2] See Strategic proposal 5 – an infrastructure roadmap for Jersey in Volume one

Policy UI1 – Strategic infrastructure delivery

Development proposals for strategically significant infrastructure will be supported where:

1. the development is proven to meet a strategic need, in the interests of the community;
2. the development will be in the built-up area;
3. in the case of the development outside the built-up area, sufficient work has been undertaken to consider reasonable alternative sites for the development, and that the selected site represents the most appropriate and sustainable option;
4. its landscape and amenity impact will be acceptable; and
5. its environmental impact has been appropriately identified and mitigated against, where possible, and compensated for, where necessary.

Proposals that do not appropriately meet these criteria will not be supported.

Utilities infrastructure facilities

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

The development of utility infrastructure that cannot be met within existing service infrastructure over the plan period should, where possible, be provided within the grounds of existing facilities; or, where this is not feasible, located within the built-up area.

Where new or extended facilities are required, particularly where they have a coastal or countryside location, there will need to be sufficient operational justification for development in such a location having regard to the proven need for the new or extended facility and a full and detailed exploration of alternative methods of meeting that need. Where required, this may form part of an environment impact assessment, depending on the scale and form of the infrastructure to be provided.

An Infrastructure Capacity Study[3], and a Minerals, Waste and Water Study[4] have been undertaken to inform the Island Plan. Together, they outline a range of inter-related infrastructure requirements that are likely to unfold over time, some of which may come forward for development as proposals over the plan period, such as water and wastewater infrastructure, and ongoing developments for telecommunications.

Requirements for more significant water utility infrastructure development beyond the grounds of existing facilities may emerge during this, or in the subsequent plan period. The need for a water strategy for the island is recognised and will be prioritised during the plan period (see Proposal – water resource management strategy later in this chapter). This, coupled with other water resource policies, will be critical to ensuring the longer-term sustainability of water resources and the adequacy of the associated infrastructure. In recognition of the longer-term supply challenges and the lead-in time for major utility

[3] Infrastructure Capacity Study
[4] Minerals Waste and Water Study

infrastructure improvements, and in light of the findings of the Minerals, Waste and Water Study, the plan supports the principle of enhancing existing water infrastructure, specifically:

- increased capacity at Val de La Mare Reservoir;
- increased capacity at La Rosière desalination plant (or a new desalination plant); and
- continued leakage reduction works.

Policy UI2 – Utilities infrastructure facilities

Proposals for the development of new, extended or altered utility infrastructure facilities will be supported where it is:

1. within the built-up area;
2. on the site of existing utility infrastructure.

Proposals for the development of new utility infrastructure facilities outside the built-up area or a site of existing utility infrastructure facilities will only be supported in exceptional circumstances, where:

3. the proposed development is required to meet a proven island need; and
4. it can be demonstrated that the development is essential to the delivery and continuation of services and cannot reasonably be met through alternative sites, service delivery arrangements, or co-location with other services.

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

Water resource management

Analysis by Jersey Water[5] identifies a changing climate and population growth as key factors influencing the availability of water resources over the next 25 years. The island is facing longer, drier periods, and this is associated with increased water consumption and less predictable rainfall. Simultaneously, the population is expected to continue to grow over the coming decades.

In 2017, Jersey Water supplied approximately 7.3 billion litres of mains water to approximately 40,500 homes and businesses. It is estimated that approximately 92% of households in the island are supplied by Jersey Water. In recent years, total water consumption has gradually decreased, despite a growing population. However, consumption in the 2015-2017 period was elevated. This is attributed to issues associated with a rise in leakage recorded by an increase in customer metering.

Water for treatment by the company is predominantly supplied through the collection and storage of surface water in reservoirs. A very small proportion of water is extracted from boreholes. When full, the island's six main reservoirs hold approximately 120 days supply, based on average daily demand. The island's water supply can be supplemented by the desalination plant at La Rosière which, following an upgrade in 2016, has the capacity to provide up to 50% of daily demand. The output water from the desalination plant is not potable, but instead supplements raw water reservoirs.

[5] Jersey Water IPR submission (2019)

Whilst the water network is generally oversized and could accommodate further demand, there are pinch points at certain points of the network, and there are predicted deficits to available supply under severe drought conditions.

Jersey Water propose that action needs to be taken to address a current and increasing supply and demand deficit. As part of their submission to the Island Plan Review Strategic Issues and Options consultation the company also emphasised the need to act on both the supply-side and the demand side.

In response to this submission, the Government of Jersey undertook an integrated Minerals, Waste and Water Study[6], which sought to understand the current and future issues in relation to strategic water resource infrastructure needs, within the context of linked pressures arising from the island's minerals and waste resources. The recommendations of the Minerals Waste and Water Study include the need to develop a water resource management strategy, with Jersey Water, to inform future infrastructure planning and the subsequent Island Plan.

Proposal 38 – A water resource management strategy for Jersey
The Government of Jersey and Jersey Water will work together to prepare a water resource management strategy for Jersey in order to inform the next Island Plan.

The strategy will consider:

- both supply and demand, including water efficiency-related planning policies and building bye-laws, and demand management through non-household water efficiency and intensive media campaigns; and
- potential requirements for infrastructure enhancement, expansion, or provision.

Supply and use of water

No development should be permitted unless it can be shown that adequate water supplies are available. In most cases, it will be necessary to connect to the treated mains water supply and, where appropriate, advice will be sought from Jersey Water on whether or not the proposals will have an unacceptable impact on the capacity of mains water supplies.

There are clear advantages to be had from using water more efficiently and reducing the amount of water that is wasted, both for the customer (in terms of reduced bills) and the supplier. However, there are also wider and longer-term sustainability advantages associated with reducing the consumption of energy as a result of the processes required for providing water of drinking quality.

Jersey Water has in place an extensive programme to reduce the waste of treated water, involving renewing and repairing leaks in mains, installing water meters when properties change ownership, hosepipe charges and public information material on using water wisely. However, land use planning and building bye-laws also have an important role to play by reducing consumption and encouraging greater use of grey water and attenuated storm water, and more efficient use of white water, in new developments. A wide variety of measures can be included in new developments to minimise water consumption, including:

[6] Minerals Waste and Water Study

- installation of economical and efficient fixtures and appliances (e.g. effective showers, 'water saving' washing machines, low flush WCs and spray taps);
- use of low-quality grey and storm water for toilet flushing, and reduced capacity of toilet flushes; and
- provision for the collection, storage and use of storm water for landscaping; and recycling of waste water for certain uses.

Where the production of wastewater cannot be avoided, every effort should be made to minimise the volumes that have to be managed, and thereby reduce demand on surface and foul water drainage systems. This is also important for households which rely on tight tanks, septic tanks and other private sewerage systems.

Policy UI3 – Supply and use of water

Development will only be supported where adequate public water supply can and will be made available prior to the first use and occupation of the development.

New development should incorporate all practicable water conservation and management measures to reduce water consumption and help conserve the island's water resources.

Large-scale development proposals (with a non-residential gross internal floorspace of 200sqm and above, or five or more dwellings) that require a water supply will only be supported where they clearly demonstrate how water consumption will be minimised to the lowest practicable levels including how grey and/or storm water recycling has been incorporated into the design.

A water conservation statement must be provided, as part of a design statement or statement of sustainability and will be subject to conditions to ensure the implementation of water conservation and management measures prior to the first occupation and use of the development.

Telecommunications and other masts and equipment

The Government of Jersey supports the creation of a thriving digital sector, which will provide Jersey with additional high-value jobs and encourage the spread of new technology to other industries, accelerating economic growth, increasing productivity and consequently, improving the living standards of islanders.

To continue making progress, it is likely that an increase in physical telecommunication infrastructure will be required over the coming years. This will be through ongoing improvements to the 4G network and an eventual rollout of new infrastructure with enhanced capabilities.

Whilst still a developing technology, the size and appearance of the antennae required to make significant enhancements to the capability and capacity of our telecoms infrastructure will inevitably require a densification and proliferation of equipment. To what degree this happens will be defined by the extent of Jersey's ambition to advance its digital capabilities, and the extent of technological change. In any event, we can expect a growing tension between the need to deliver the infrastructure required to continue to

improve digital capabilities, and the desire to protect the island's urban and rural landscape character from the impacts of mast and equipment proliferation.

The previous Island Plan sought to encourage network sharing with the objective to reduce the amount of additional infrastructure needed across the island. However, it is recognised that the planning system cannot single-handedly effect the change needed to secure a high degree of uptake in network sharing arrangements, and more work is required to ensure that it is actively incentivised, both before and throughout the planning process, in order to properly control infrastructure proliferation in the long-term.

Consequently, in addition to the policy framework established by the Island Plan, the Minister for the Environment will also undertake further work with the Minister for Economic Development, Tourism, Sport and Culture to review and improve incentives and regulatory requirements in relation to network sharing, which will extend to reviewing the form of planning regulation required for new and replacement infrastructure. The key aim of this review will be to ensure that the controls and incentives that surround telecoms are designed to manage the potential impact of infrastructure proliferation adequately and reasonably.

Proposal 39 – Review of telecommunication infrastructure incentives and requirements

The Minister for the Environment will work with the Minister for Economic Development, Tourism, Sport and Culture to achieve improved incentives and requirements for network sharing across service providers. The review will also explore:

- how changes might be made to the Planning and Building (General Development) Order to improve and simplify how upgrades to existing infrastructure can be dealt with, whilst supporting the delivery of a sufficient and reliable telecoms network for Jersey; and
- how new supplementary planning guidance might help manage the visual impact associated with telecommunications and other masts, satellites and antennae.

With regard to health concerns raised in relation to new masts and antenna, all new and existing infrastructure on the island will continue to be subject to ICNIRP[7] certification as a requirement of both licencing and the grant of planning permission.

Policy UI4 – Telecoms and other masts and equipment

New telecommunication equipment and other masts and antenna will be supported where the proposed development is designed and sited in the least-visually intrusive way, having regard to its urban, rural or coastal context, whilst also considering the technical requirements for the location of the infrastructure and the need for functionality. In some instances, this may include specific measures to disguise or shroud the equipment in a way that is appropriate to its setting.

In respect of telecommunications, network sharing will be expected in order to reduce the necessity for additional infrastructure. The development of new, individual, telecommunication equipment and other masts and antenna will only be supported where it can be demonstrated that all practicable possibilities of sharing existing

[7] International Commission for Non-Ionising Radiation Protection

facilities have been fully explored and found to be unfeasible or unacceptable. Development may not be supported if it is apparent that the equipment will not allow for future network sharing opportunities.

Where network sharing is not possible, co-location of equipment will be encouraged, where this is appropriate.

In respect of proposals to serve an individual development such as large housing schemes, carefully sited communal infrastructure should be provided, which must be adequate upon first occupation of the development, to avoid unnecessary visual clutter associated with a proliferation of individual masts, satellites and antennae.

Volume 3

Minerals extraction and solid waste disposal

Minerals extraction and solid waste disposal

The minerals themed policies of the Island Plan are concerned with primary aggregates used in construction, including stone, principally in the form of crushed rock, sand and gravel. These are the only minerals which are actively worked in the island.

Jersey's primary and secondary (recycled or processed) aggregated industries are, however, linked. Of a total annual aggregates market of approximately 500,000 tonnes, recycled products account for nearly 40%. The future security of aggregates supply to the construction industry is, therefore, dependent upon the viability of both primary production at the island's quarries and secondary production at commercial recycling facilities. Recycling, in turn, is dynamically linked to the management of inert waste streams.

The plan seeks to protect the island's strategic reserves and production of aggregates through the designation of three mineral safeguarding sites: Ronez Quarry, La Gigoulande Quarry and Simon Sand and Gravel extraction site. Where appropriate, additional extraction will be supported but only where the benefits outweigh any environmental impacts: it is not envisaged that this will involve the opening up of any new sites.

In a similar vein, the Island Plan designates a small number of inert waste management or disposal sites which will be safeguarded through the policy regime from any new developments that may adversely affect the operation or capacity of those sites.

The restoration of sites, once operations have ceased, will also be guided by these policies.

Provision of minerals

The minerals policies of the 2011 Island Plan and its subsequent revision in 2014, were predicated upon the 2000-2020 Jersey Mineral Strategy[1] which provided a framework for the future provision of construction aggregates within the island. That strategy has now expired but the recently published Minerals, Waste and Water Study[2] identifies a need to maintain continued provision of aggregates and to safeguard un-worked mineral reserves, with a land-bank of at least ten years, in order to secure resilience of supply in the medium- to long-term.

The Minerals, Waste and Water Study (MWW Study) confirms that the ongoing security of aggregates supply to the island's construction industry depends on primary production at the island's quarries and secondary production at the various recycling facilities. It is important to consider minerals and inert waste management demands as an integrated system, in terms of making best use of available resources and meeting carbon neutrality and circular economy aspirations. It is due to the increased use of recycled aggregates that the previously anticipated rate of minerals extraction in the island has slowed which has, in turn extended the potential lifespan of the island's consented mineral reserves (quarries).

[1] 2000-2020 Jersey Mineral Strategy
[2] Minerals Waste and Water Study

The existence of on-island mineral sites, alongside the continued enhancement of secondary aggregate supply, is important to ensure that construction costs and costs to the environment are not unduly increased. Full reliance on the import of aggregates through the harbours is not considered to represent a secure or sustainable minerals supply route, and therefore, protecting - and in some cases extending - existing quarries is considered essential to safeguard medium- and long-term supplies.

If a non-mineral related development is allowed in an area of known resource, this can have an adverse impact on the availability of that resource. The designation of safeguarded minerals sites will ensure that viable resources, identified as being of value to our construction industry, are protected from development that may prejudice the winning of the mineral. Non-mineral related development may sterilise the mineral resource or hinder future extraction or processing.

The Minerals Waste and Water Study (December 2020) indicates that, at current extraction rates, the island has the following reserves, if no expansion of extraction sites is forthcoming:

Site / company	Recent average annual output	Basis of operation, permission etc.	Economically winnable reserves
*Ronez Quarry	110,000t	Ref. 4/ 0 / 16, July 1965, (pre-dating current mineral planning framework)	300,000t; < 3years
Granite Products' La Gigoulande Quarry	125,000t	Permission P/2006/1273, activated in 2007	900,000t; < 8 years
Simon Sand and Gravel	55-60,000t	Permission P2003/1318 as revised by RC2018/0816[3]	165-180,000t; <3 years

Table MW1: consented quarry sites and reserves (Minerals, Waste and Water Study, December 2020)

**note:* *Ronez Quarry received planning permission, following the development of the bridging Island Plan evidence base, extending winnable reserves from < 3 years to between 20-25 years (P/2016/0714).*

As illustrated, the consented reserves of rock, sand and gravel fall short of the requirements for a ten-year land-bank. Such a land-bank is considered to be vital to the island's construction industry owing to identified pressures arising from the on-going need for supplies of locally sourced primary aggregates to continue to support the community's development needs; to reduce dependency on more expensive and less sustainable import options.

Additional winnable reserves have been identified in both the crushed rock and sand and gravel sectors. These reserves which lie beyond, but adjacent to, the approved extraction sites would secure supply of primary aggregates well beyond the period covered by this Island Plan, as follows:

- Ronez Quarry: between 15 and 20 years
- La Gigoulande Quarry: over 30 years
- Simon Sand and Gravel: up to 10 years.

[3] RC/2018/0816: extension of extraction at Simon Sand

Ronez Quarry is identified as being potentially acceptable for extension and the plan safeguards its existing and future provision. A mineral safeguarding site provision covers Fields J31, J32, adjacent to Ronez Quarry, as shown on the proposals map. A planning application[4] for an extension of Ronez Quarry into Fields J31 and J32 has been approved during the preparation of the bridging Island Plan which will secure further on-island supply of primary aggregate from this site, based on current rates of extraction and capacity, for the next 20 to 25 years.

Although additional winnable reserves have been identified adjacent to La Gigoulande Quarry in Field MY966, the States Assembly has resolved not to designate it as a safeguarded mineral site because further study and consultation is considered necessary to demonstrate that safeguarding this potential source of mineral is the best option for the island in terms of wider environmental sustainability and carbon neutrality, economic resilience and local environmental impact.

Whilst economically winnable reserves remain at La Gigoulande Quarry for the duration of the plan period of the bridging Island Plan, it is estimated that at current rates of primary rock extraction, the island's level of on-island reserves will continue to reduce to a level where less than ten years supply of crushed rock will be available towards the end of this plan period, or at the beginning of the next Island Plan period. The issue of how the island is to secure its medium- to longer-term demand for and supply of primary aggregates will, therefore, require further consideration during the plan period.

The Minerals, Waste and Water Study identified that an extension of Simon Sand Quarry would enable a continuation of local sand supply and proposed that the continued use and expansion of Simon Sand, as an integrated extraction, waste management and restoration site, would make best use of the available resource, while also planning for its long-term future as a naturalised landscape. When assessing the desirability of expanded extraction sites, a balance needs to be struck between economic and environmental policy objectives. The Jersey Mineral Strategy 2000-2020, which was reflected in the policies of the 2011 Island Plan (revised in 2014), envisaged the winding down of the Simon Sand and Gravel extraction site by 2018, having regard to its location within the context of a sensitive landscape setting which forms part of the Coastal National Park, with a progressive restoration of the dune landscape. Planning permissions have, subsequently, extended the consented period of extraction, within the boundaries of the existing operational quarry site, up to December 2023, with conditions requiring restoration by 2026, beyond which it was not envisaged that the facility would continue to operate as a result of exhausting the mineral reserve.

Having regard to the need and desirability to reduce dependency on more expensive and less sustainable import options it is considered appropriate to safeguard the remaining existing local reserves of sand, where they remain within the existing boundaries of the Simon Sand and Gravel Quarry site, to enable their potential extraction.

Any proposal for further extraction here will, however, be subject to a full environmental impact assessment as an integral part of a planning application, which would need to address all relevant issues, including the potential existence of land contamination and any hydrogeological implications of further extraction, along with the restoration of the site. Continued extraction will be conditional upon the provision of appropriate environmental

[4] P/2016/0714: extension of Ronez Quarry

mitigation measures and the agreement and commencement of a phased restoration plan for the whole quarry site, to be secured through a planning obligation agreement. Restoration, where it involves the importation of material onto the site, should be undertaken using clean, inert material from natural sources as far as possible and practicable.

The identification of safeguarded minerals areas in the Island Plan does not itself offer a presumption in favour of working beyond the consented mineral reserves, nor does it guarantee that there are minerals present of viable quantity or quality. Any proposals for further minerals extraction must be the subject of an environmental impact assessment. The States Assembly has resolved that this should include a dust and particulate matter impact assessment; and that any consent is subject to specific air quality monitoring requirements.

Proposals for prior extraction of minerals must demonstrate that full and appropriate landscape restoration, or other approved after-use, will not be precluded by the extraction.

Policy MW1 – Provision of minerals

The following sites are designated as safeguarded mineral sites:

- Ronez Quarry (St John),
- La Gigoulande Quarry (St Peter/St Mary)
- Simon Sand and Gravel (St Brelade/St Peter)

The development of safeguarded mineral sites for purposes other than mineral extraction will not be supported except where:

1. it can be demonstrated that the development would not prevent or seriously hinder the future extraction of mineral reserves; or,
2. the development is in relation to an expected restoration of the site following expiry of consented reserves.

The plan makes provision to ensure a sustainable supply of minerals and proposals for the extension of safeguarded mineral sites will be supported at:

- Field J31 and J32, Ronez Quarry (St John),

Proposals for the extension of extraction beyond the boundaries of the existing safeguarded mineral sites; or the creation of any new mineral extraction sites will not be supported.

All proposals for extended mineral extraction sites must be accompanied by an environmental impact assessment and a comprehensive after-use site restoration plan. Restoration plans should demonstrate that the site will be restored, with a positive enhancement of both the site and the landscape or coastal character of the area, to an appropriate use within a reasonable timeframe, and provision for the long-term maintenance and management of the land. The implementation of such approved schemes will be secured through the use of planning conditions or planning obligation agreements.

A proposal for extensions to mineral extraction sites will only be supported where real-time air quality and dust monitoring systems are provided and operated within the guidelines set out by the Institute of Air Quality Management and the results of that monitoring is published online.

All proposals for extensions to mineral extraction sites must be accompanied by a dust and particulate matter impact assessment before planning permission may be granted.

Safeguarded inert waste management or disposal sites

The Government of Jersey landfill facility at La Collette is, currently, the only licensed terrestrial inert waste disposal site in the island. The facility is reaching the end of its operational life.

Inert waste is generally considered to comprise of material which is neither chemically nor biologically reactive and will not, and nor will its leachate, decompose. Whilst there is no clear definition of inert waste within Jersey law, it is generally accepted by producers, the waste industry, and the Government of Jersey that the following materials are considered to comprise of inert waste:

- concrete, blocks, bricks, tiles, ceramics and aggregates arising from construction, demolition and excavation activities;
- excavated clays and soil, sands and gravels, and stones and rock, excluding those from contaminated sites; and
- glass.

The Solid Waste Strategy[5] establishes the agenda for inert waste management up to the year 2030 and the objectives and targets therein are a material consideration for inert waste planning in the island. The Strategy sets the following recommended actions:

- continue to use the planning process to require developers to utilise recycled materials in projects;
- achieve proper control of waste through waste regulation, to minimise contamination and ensure that recycled materials meet construction industry requirements;
- recycle 90% of available glass through processing for recycled aggregate; and
- establish a new inert landfill site in the longer term, when required.

In order to optimise the recovery and recycling of materials and to minimise the volume of material being disposed of at La Collette during the plan period, it is important that the island's inert waste management and recycling sites are supported and safeguarded to maintain them and to enable their efficient operation.

With the exception of exempt activities, sites undertaking treatment, recovery or disposal of controlled wastes in Jersey are required to hold a valid waste management license. The facilities identified in the table below comprise the sites holding planning permission and valid licences in the island for the management of significant quantities of inert waste.

[5] Solid Waste Strategy (2005)

Site	Waste management licence	Operator
La Collette Land Reclamation Site	WML001	GHE Operations
Aggregates Recycling, La Collette	WML008	AAL Recycling Ltd
Broadlands Recycling Centre	WML011	WP Recycling Ltd
BPH Depot	WML039	Barette Plant Hire Ltd

Table MW2: Licenced inert waste management sites (as at March 2021)

The aggregates recycling facility at La Collette is currently operated by AAL Recycling Ltd, on behalf of Government of Jersey, as a contracted recycling partner. The facility is co-located with La Collette land reclamation site operated by the Government of Jersey and is treated as a single site.

Both La Collette reclamation site and La Gigoulande Quarry[6] benefit from planning permission for the management and disposal of inert waste. The life expectancy of La Collette as a waste disposal site has the potential to be increased if more waste can be reprocessed as secondary aggregate. Depending on the nature of reprocessing that could take place at La Collette, further planning permission for the site could be required. This may include reprocessing of existing fill material.

However, until such a time that firm plans are in place to extend the life of La Collette, it is expected that, once it has reached capacity for accepting waste for disposal, La Gigoulande Quarry will become the island's prime disposal route for inert waste. For this reason, both sites are safeguarded, by designation on the proposals map, for the management and disposal of inert waste.

The Broadlands Recycling Centre and the Barette Plant Hire site both play an important role in the treatment of inert waste to produce useful secondary aggregates for use in the construction industry. In doing so, they make a significant contribution to the island's efforts in reducing the amount of waste being sent to landfill and are, accordingly, designated as safeguarded inert waste management or disposal sites; for the management and treatment of waste only.

Policy MW2 – Safeguarded inert waste management or disposal sites

The following sites are designated on the proposals map as inert waste management or disposal sites:

- La Collette – management and disposal
- La Gigoulande Quarry– management and disposal
- Broadlands, Le Mont Fallu, St Peter – management only
- Barette Plant Hire, La Route de Beaumont, St Peter – management only

In order to optimise the recovery and recycling of materials and to minimise the volume of material being disposed proposals for development not directly related to inert waste management, disposal or site restoration within an inert waste management or disposal safeguarding site (IWMDS) will not be supported unless it can be proven that:

[6] P/2012/0121: La Gigoulande Quarry

i. the development would not prevent or seriously hinder the future use of the site for those purposes; or
ii. there is sufficient capacity to meet the waste operation on a suitable alternative established waste management facility, and that the redevelopment of the site would lead to environmental and community benefits.

New, extended and existing waste management sites

Given the quantity of waste produced in Jersey, it is essential that sufficient waste management facilities are available to support the Solid Waste Strategy's aims, including the proper control of waste through waste regulation, easing the pressure on the island's landfill capacity and incineration, the minimisation of contamination and taking measures to ensure that recycled materials meet construction industry requirements. In particular, support will be given to development that will:

- assist in reducing the quantity of waste presently generated;
- increase the reuse and recycling of waste; and
- reduce the level of waste that goes to landfill.

As recycling technologies improve and the amount of recoverable materials from the waste stream increases, the nature of operations carried out on waste management sites may change over the plan period. The island has only limited sites available for waste management activities, much of which is situated within the La Collette waste park area and on smaller private sites. The waste system in Jersey remains dependent upon private operators for the collection and sorting of waste, which helps to support high standards of processing and recycling of waste in the island.

The Island Plan, therefore, seeks to resist the loss of existing approved waste management sites (with a waste management licence), and will support the establishment of new, or the extension of existing waste management sites, where a proven need has been identified and where this can be achieved without unacceptable impact upon the environment.

The co-location of complementary waste management facilities and activities on one site can provide environmental benefits through the reduction of overall traffic volumes and by enabling flexible integrated facilities to be developed. The plan is, therefore, supportive of some intensified or extended use of existing facilities where the site is capable of withstanding the growth and where it will provide integrated waste management practices in accordance with the waste hierarchy, thus reducing the need for additional sites in new locations across the island.

By virtue of the nature of their use, the operation of a waste management site will have environmental implications related to traffic generation, emissions, visual impact upon landscape or seascape character, and the general amenity of the locality. Careful consideration of all of these issues, relative to the site context, is required to determine the acceptability of new or extended facilities.

Such operations are best co-located with existing waste management facilities where there will be clear operational, transport cost and environmental benefits. Where this is not possible, new permanent waste management facilities should be directed towards sites with the following characteristics:

- suitable former waste management sites;
- existing operational quarries, as appropriate;
- previous or existing industrial land use;
- a port area of a character appropriate to the development;
- suitable redundant agricultural buildings; or
- other suitable derelict / previously developed land.

Proposals for new or extended waste management facilities may require an environmental impact assessment[7] to be undertaken and will be expected to be accompanied by comprehensive after use site restoration plans.

Policy MW3 – New, extended and existing waste management sites

Development proposals that would lead to the loss of an established waste management facility (i.e. a facility with planning permission and having previously been granted a waste management licence), will not be supported unless it can be proven that the there is sufficient capacity to meet the waste operation on a suitable alternative established waste management facility, and that the redevelopment of the site would lead to environmental and community benefits.

Proposals for new or extended waste management sites will be supported where they:

1. are required to meet a proven need which cannot otherwise be met from existing waste management facilities;
2. support the waste hierarchy' set out in the Solid Waste Strategy and represent the best practicable environmental option for the waste stream(s) they will serve; and
3. would not inhibit or prevent the development of more sustainable waste management options.

The development of new waste management facilities on previously undeveloped land outside the built-up area will only be supported in the most exceptional circumstances, where there is a demonstrable strategic need for the facility; the site is suitably accessible; and it has been proven that no other more suitable alternative sites are available.

The development of new waste management sites in the Protected Coastal Area will not be supported.

All proposals for new or extended waste management sites must be accompanied by a comprehensive after-use site restoration plan. Restoration plans should demonstrate that the site will be restored with a positive enhancement of both the site and the landscape or coastal character of the area to an appropriate use within a reasonable timeframe and include provision for the long-term maintenance and management of the land. The implementation of such approved schemes will be secured through the use of planning conditions or planning obligation agreements.

[7] Planning and Building (Environmental Impact) (Jersey) Order (2006)

Volume 4

Performance and delivery

Island Plan performance framework

The delivery of an effective plan-led system is reliant upon there being an effective strategy for the implementation, monitoring and review of policies and proposals set out in the plan. Taken together, the steps to achieve this form the performance framework for the Island Plan, which is described in the diagram below.

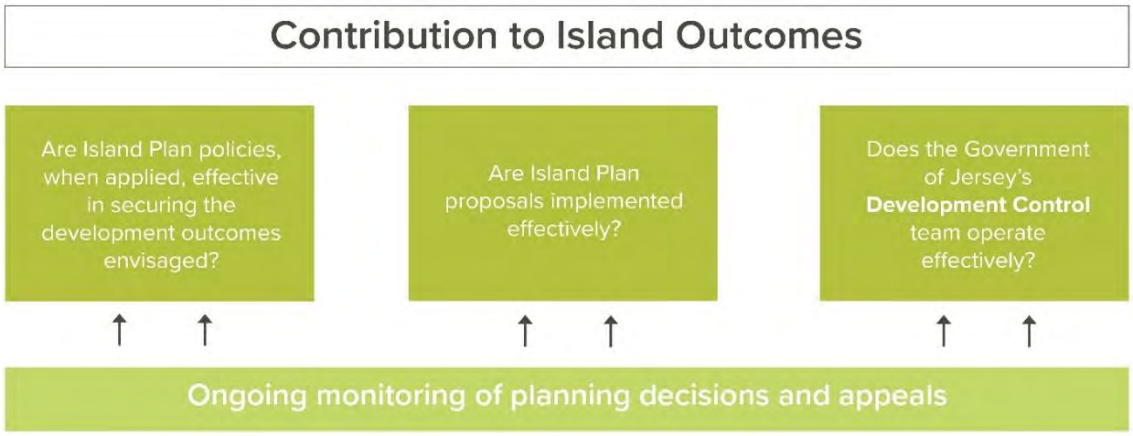

Figure PF1: Planning monitoring framework

Jersey Performance Framework

The Island Plan performance framework is part of, and is informed by, the Jersey Performance Framework (JPF), which has been extensively developed in recent years. The JPF uses the tools of outcomes-based accountability to establish a quantified vision of the future that islanders want to see, and provides performance assessment, management and reporting tools for both island-wide outcomes and for all public services, as suggested in the graphic below:

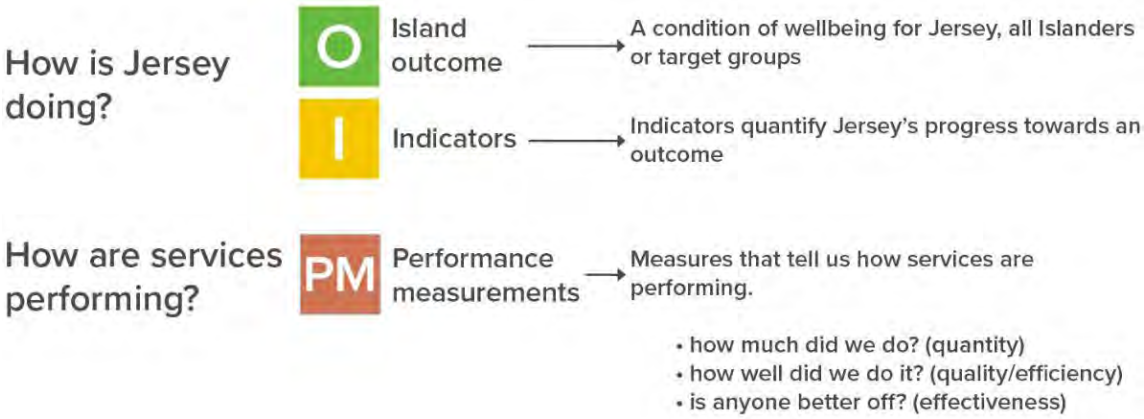

Figure PF2: How the Jersey Performance Framework operates

The Island Plan performance framework links to existing island outcome measures and establishes plan and service performance measures, as set out below.

Assessing the contribution of the Island Plan to island outcomes, delivery and service performance

The JPF sets out over 300 population and island-level indicators, across a range of sustainable wellbeing outcomes, which are summarised in the diagram below. Data on these indicators is updated regularly and published online[1]. These indicators are grouped into story boards for specific themes and are also closely aligned to the United Nations Sustainable Development Goals[2] and the OECD Better Life Index[3].

Figure PF3: Jersey's Performance Framework

The island outcomes and indicators allow us to monitor the sustainable wellbeing of islanders over successive generations and understand how the island is doing. Successful implementation of the Island Plan will contribute positively to most island outcomes and underline the significance and impact that environmental factors have on wider social and economic outcomes.

In addition to tracking the range of sustainable wellbeing outcomes, it is also important to monitor and assess the more direct impacts of the Island Plan. There are four key performance questions that the Island Plan performance framework seeks to answer:

1. how does the **strategic policy framework** of the Island Plan align with and contribute to the island outcomes and wellbeing of islanders?
2. are thematic **Island Plan policies**, when applied, effective in securing the development outcomes envisaged?
3. does the Government of Jersey's **Development Control** team operate effectively?
4. have the **Island Plan proposals** been implemented effectively?

[1] Jersey Performance Framework on www.gov.je
[2] Sustainable development goals on www.undp.org
[3] OECD better life index on www.oecdbetterlifeindex.org

Monitoring

Monitoring is an important part of the performance framework, allowing for an assessment of the effectiveness of individual policies and the overall plan. Monitoring is also a resource-intensive activity and a proportionate approach will be taken, dependent on the nature of the individual indicator.

The evidence gained from the monitoring of the bridging Island Plan policies and strategic framework will inform the next Island Plan Review. Due to the shorter timeframe of the plan, and the likely date of commencement of the plan review, there will be a more limited timeframe in which to collect data through monitoring. However, by combining multiple relevant indicators and examining these alongside other data sources, such as the population indicators, and emerging trends, impacts and future needs can be identified. On-going monitoring of planning decisions and appeals, both on a quantified and qualitative basis, will continue throughout the plan period.

Monitoring the Island Plan

The Island Plan performance framework will be further developed and strengthened alongside the further development of the Jersey Performance Framework. At this stage, the strategic policies of the Island Plan are monitored against relevant outcome indicator, and the impact of wider policies is monitored against the performance measures established for the Development Control service in the business plan for Infrastructure, Housing and Environment[4].

The strategic policy framework of the Island Plan is intentionally broad and serves as a compass for the detailed policies of the plan that follow, highlighting how the plan, as a whole, will seek to ensure the sustainable development of Jersey, in the interest of the community. The key island outcomes highlighted by the Jersey Performance Framework have been grouped alongside each of the strategic policies in the table below. This mapping is intended to support understanding of how the plan seeks to influence outcomes, but will not evidence or evaluate the *causal* effect that an individual Island Plan policy has on a population- or island-level indicator, because of the wide range of other factors that also influence these outcomes. The Jersey Performance Framework, and its story boards, are regularly updated on www.gov.je (see Jersey's Performance Framework: measuring sustainable wellbeing). Further indicators will be developed and added to the story boards over the course of the plan period, where appropriate.

Strategic policy framework	Jersey Performance Framework: island outcomes and story boards
Policy SP1 - Responding to climate change	Islanders live in a healthy environment Jersey benefits from good air quality Jersey benefits from good soil quality Jersey's marine environment is protected and conserved Jersey manages the amount of waste it produces Jersey will become a carbon neutral environment
Policy SP2 - Spatial strategy	Islanders use sustainable modes of transport Jersey's transport network is inclusive and accessible to all

[4] Business Plan: Infrastructure, Housing and Environment (2021)

	Jersey will become a carbon neutral environment Jersey's marine environment is protected and conserved
Policy SP3 - Placemaking	Jersey experiences low levels of crime Jersey's transport network is safe Jersey's transport network is inclusive and accessible to all Islanders enjoy life in a strong, inclusive community St Helier is an attractive place to live St Helier is an attractive place to visit St Helier is an attractive place to live and visit
Policy SP4 - Protecting and promoting island identity	Islanders enjoy positive mental health and wellbeing Quality of life in jersey benefits from a thriving arts, culture and heritage sector
Policy SP5 – Protecting and improving the natural environment	Jersey's natural habitats and species are protected and conserved Jersey's marine environment is protected and conserved Jersey protects its natural water supply Jersey benefits from good air quality Jersey benefits from good soil quality Jersey has a healthy population Islanders live in a healthy environment
Policy SP6 - Sustainable island economy	Islanders benefit from healthy, safe working conditions Households have sufficient income to afford a decent standard of living Jersey is and affordable place to live Overall economic performance Finance sector performance Retail sector performance Hospitality sector performance Agriculture sector performance Construction sector performance Jersey manages the amount of waste it produces
Policy SP7 - Planning for community needs	Children enjoy the best start in life Children develop as expected in their early years Children in Jersey live healthy lifestyles Children in Jersey can access health care Children in Jersey are safe Young people at risk are supported to create positive futures All children in Jersey enjoy the same rights All children in Jersey should be free from poverty Jersey has a healthy population Islanders look after their health by being physically active Islanders benefit from high levels of personal safety Islanders live in a healthy environment Islanders can access health care Islanders with long-term health conditions enjoy a good quality of life Islanders enjoy positive mental health and wellbeing Islanders enjoy life in a strong, inclusive community Quality of life in Jersey benefits from a thriving arts, culture and heritage sector Quality of life in Jersey benefits from a thriving sports sector
	Households have sufficient income to afford a decent standard of living Jersey has a sufficient supply of housing

	Housing in Jersey is good quality Housing in Jersey is affordable Jersey is and affordable place to live Construction sector is efficient, sustainable and buoyant St Helier is an attractive place to live St Helier is an attractive place to live and visit

The performance of the Government of Jersey's Development Control Team, who are responsible for the implementation of policies through planning decisions, is assessed against agreed indicators that are established in the departmental operational business plan for the Infrastructure, Housing and Environment Department. Departmental business plans are updated and published annually[5] and progress is tracked against the service performance measures on a quarterly basis.

In addition to the service performance measures set out in operational business plans, and to specifically capture the efficacy of decision making, further indicators on how many decisions are approved, refused, challenged and upheld at appeal, and the number of planning applications referred to a public inquiry will be monitored.

Efficacy of decision making by Development Control indicators
Number of planning applications and proportion of which are approved
Number of planning applications submitted without fee following an earlier refusal, and the proportion of which are approved
Number of live planning applications referred for a decision by the Planning Committee, and the proportion of which are decided against the planning officer's recommendation
Number of decisions referred to the Planning Committee following a request for reconsideration, and the proportion of which subsequently had the decision over-turned
The number of decisions challenged at appeal (those provided for by Article 108, Planning and Building (Jersey) Law 2002), and the proportion of which are subsequently upheld
Number of decisions challenged at appeal by a third party, and the proportion of which are subsequently upheld
Number of planning applications referred to a public inquiry, and the proportion of decisions being inconsistent with the recommendations of the planning officer
Number of planning applications representing a substantial departure from the Island Plan that are approved

Monitoring the delivery of proposals

The effective implementation of Island Plan proposals, including strategic proposals, is measured using project management tools; essentially, they will allow consideration to be given as to whether the proposals have been implemented within a reasonable timescale and within available budgets. As set out in the introduction to the Island Plan, the Government of Jersey's strategic framework provides the means to prioritise, schedule

[5] See the government planning and performance pages on www.gov.je

and, where necessary, provide resources for key pieces of work. In particular, it is expected that:

The proposals identified throughout the bridging Island Plan span a range of workstreams such as the development of new supplementary planning guidance, strategies and legislation, or specific delivery commitments and the undertaking of further reviews. These proposals, whilst largely within the Minister for the Environment's portfolio, will require collaboration and commitments from other ministers, to ensure their timely and effective delivery.

The delivery of proposals will be phased to reflect complexity, interdependencies with other areas of work (including preparation of the subsequent Island Plan) and available resources. This phasing will be set out in the annual business plan of the Department for Strategic Policy, Planning and Performance. Additional funding is needed to deliver certain proposals, and this will be requested through the Government Plan in future years.

Chapter		Primary output	Required to inform subsequent Island Plan?	Lead Minister(s)
Introduction and strategic proposals				
1	Strategic Proposal 1 - Development of a long-term planning assumption	Review	**Yes**	MENV
2	Strategic Proposal 2 - Understanding the long-term requirements of Jersey's energy market	Review	**Yes**	MENV, MINF
3	Strategic Proposal 3 - Creating a marine spatial plan for Jersey	Strategy	**Yes**	MENV, MEDTSC
4	Strategic Proposal 4 - A west of island planning framework and area masterplans	Review	**Yes**	MENV
5	Strategic Proposal 5 - An infrastructure roadmap for Jersey	Strategy	**Yes**	MENV, other ministers inc. MINF, MEDTSC
Strategic Policy framework				
	n/a			
Places				
6	National park legislation			
7	Sustainable Communities Fund	Legislation	**Yes**	MENV
General development				
8	Guidance for community participation	Supplementary Planning Guidance	No	MENV

9	Supplementary planning guidance: planning obligation agreements	Supplementary Planning Guidance	No	MENV
10	Design statements and statements of sustainability	Supplementary Planning Guidance	No	MENV
11	Percent for art supplementary planning guidance	Supplementary Planning Guidance	No	MENV
Biodiversity and natural environment				
12	Biodiversity net gain	Strategy	**Yes**	MENV
13	Green infrastructure and network strategy	Strategy	**Yes**	MENV
14	Change permitted development rights in the Protected Coastal Area	Legislation	No	MEDTSC
Historic environment				
15	Conservation area designation	Legislation	No	MENV
16	Review permitted development rights for conservation areas	Legislation	No	MENV
Economy				
17	Shopfronts supplementary planning guidance	Supplementary Planning Guidance	No	MENV
18	St Brelade's Bay Improvement Plan	Supplementary Planning Guidance	No	MENV
19	Traditional Farm Buildings	Supplementary Planning Guidance	No	MENV
Housing				
20	Design for homes	Supplementary Planning Guidance	No	MENV, MHC
21	Minimum density standards	Supplementary Planning Guidance	No	MENV, MHC
22	Residential delivery and management strategy			
23	Five Oaks masterplan	Delivery	**Yes**	MENV, MHC, MINF
24	Affordable housing	Review	**Yes**	MENV, MHC
25	Housing outside the built-up area			
Managing our emissions				
26	Review of building bye-laws	Technical guidance	**Yes**	MENV

Community Infrastructure				
27	Review of the education estate	Strategy	**Yes**	MEDU, MINF, MENV
28	St Helier Country Park	Supplementary Planning Guidance	No	MENV
29	Play Strategy and guidance			
30	Access to Grands Vaux Reservoir and valley	Supplementary Planning Guidance	No	MENV
Travel and transport				
31	Active travel network	Active travel plan	**Yes**	MENV, MINF
32	Public realm works programme	Delivery programme	No	MENV, MINF
33	Sustainable transport zones	Supplementary Planning Guidance	**Yes**	MENV, MINF
Minimising waste and environmental risk				
34	Catchment Flood Management Plan	Strategy	No	MENV, MINF
35	Coastline and watercourse buffers	Supplementary Planning Guidance	No	MENV, MINF
36	Review of safety zones	Review	**Yes**	MENV, MSS, MHA, MINF
37	Aircraft noise and public safety zone review	Review	**Yes**	MENV, MEDTSC
Utilities and strategic infrastructure				
38	Water resource management strategy for Jersey	Strategy	**Yes**	MENV, MINF
39	Review of telecommunication infrastructure incentives and requirements	Legislation	No	MENV, MEDTSC
Island Plan performance framework				
40	Strengthening the Island Plan performance framework	Delivery	Yes	MENV

Strengthening the Island Plan performance framework

During the period of the bridging Island Plan, work will continue to strengthen the Island Plan performance framework. This will focus on the development of a comprehensive set of performance measures identified in relation to specific Island Plan policies.

An initial review has identified the suite of potential indicators set out in the table below. The nature of the policy level indicators listed here, and wider indicators that support the monitoring of the Jersey Performance Framework island outcomes varies greatly relative

to the policy being monitored. Some indicators will be regularly monitored and reported, such as the quarterly reporting of housing affordability statistics whilst others, such as the evaluation of decisions on planning appeals, will occur more infrequently. Some are best measured through contextual indices such as the Annual Social Survey, whilst others are more robustly measured through the grant or refusal of planning applications.

It is not currently possible to access the data required by these performance measures in a proportionate and effective way. Work will continue throughout the period of the draft Island Plan to develop, as far as possible, an automated system of data collection drawing on the data available from that generated by the development control process and managed by Infrastructure, Housing and Environment.
It is also recognised that the Island Plan spans a shorter plan period than usual, meaning that the anticipated outcomes of some policies, such as the delivery of new homes, may not occur within this plan period (simply as a result of the inevitable lead-in time for their development and actual completion) albeit that the policies of this plan may have enabled their ultimate realisation.

Proposal 40 – Strengthening the Island Plan performance framework

The Minster for the Environment will support joint work between the Strategic Policy, Planning and Performance, and Infrastructure, Housing and Environment departments, to develop, in consultation with the Statistics User Group (or any replacement Statistical Advisory Council) and the Economic Council (or any replacement independent body performing a similar advisory function), and implement a stronger performance framework for the Island Plan. This will include the development, as far as possible, an automated system to collect the data necessary to monitor a suite of detailed performance measures links to Island Plan policies.

Thematic Island Plan policy	Potential performance measure
Managing development	
GD 1 - Managing the health and wellbeing impact of new development	Number of planning applications refused due to adverse health, wellbeing or wellbeing impacts, and the proportion of those upheld at appeal.
GD 2 - Community participation in large-scale development proposals	Proportion of major of planning applications approved, where a statement of community participation has been submitted.
GD 3 - Planning obligation agreements	Number of planning obligation agreements entered into.
GD 4 – Enabling or linked development	Number of planning obligation agreements entered into to secure enabling or linked development.
GD 5 - Demolition and replacement of buildings	Number of planning applications involving demolition, the proportion of which are approved, and the number of buildings demolished.
GD 6 - Design quality	Number of planning applications refused based on design grounds, and the proportion of which are upheld at appeal.

GD 7 - Tall buildings	Number of planning applications approved for buildings that exceed adopted SPG height guidance in Town.
GD 8 - Green backdrop zone	Total additional floor area approved within the green backdrop zone and additional storey/built height area; Number and estimated heights and spread of trees and shrubs exceeding four metres lost (including in the five years preceding site development if identifiable); Number and estimated heights and spread of trees and shrubs planted exceeding or expected to exceed four metres in height
GD 9 - Skyline, views and vistas	Number of planning applications refused based on impact upon skyline, views and vistas, and the proportion of which are upheld at appeal.
GD10 - Percent for Art	Number of planning applications where public art is secured. Value of financial contributions secured by planning obligation agreement for the provision of public art.
Natural environment	
NE1 - Protection and improvement of biodiversity and geodiversity	Number of planning applications affecting sites or areas of biodiversity and geodiversity value, and % approved against the advice of the natural environment team.
NE2 - Green infrastructure and networks	Number of planning applications affecting protected trees, and % approved against the advice of the arboricultural team.
NE3 - Landscape and seascape character	Number of planning applications refused for reasons including impact upon landscape and seascape character, and the proportion of those upheld at appeal; Number and estimated heights and spread of trees and shrubs lost exceeding four metres in height (including five years preceding site development if identified); Number and estimated heights and spread of trees and shrubs planted exceeding or expected to exceed four metres in height
Historic environment	
HE1 - Protecting listed buildings and places, and their settings	Number of planning applications affecting listed buildings and places, and % approved against the advice of the historic environment team. Number of listed buildings demolished, in whole or in part, as a result of development.
HE2 - Protection of historic windows and doors	Number of planning applications for replacement windows or doors in historic buildings and the number of which are approved against the advice of the historic environment team .
HE3 - Protection or improvement of conservation areas	Number of planning applications in designated conservation areas, with % approved.
HE4 - Demolition in conservation areas	Number of planning applications for demolition in conservation areas, % approved.

HE5 - Conservation of archaeological heritage	Number of planning applications affecting Listed Places or Areas of Archaeological Potential, and % approved against the advice of the historic environment team .
Economy	
ER1 - Retail and town centre uses	Total floor area for retail and town centre uses gained and lost within St Helier core retail area, town centre and defined centre at Les Quennevais.
ER2 - Large-scale retail	Total floor area for large-scale retail gained and lost relative to its location within St Helier core retail area, town centre, defined centre at Les Quennevais, built-up area, and outside built-up area. Proportion of planning applications for large-scale retail outside of the built-up area that are approved, and the total floor area gained as a result.
ER3 - Local retail	Total floor area for small-scale retail gained and lost relative to its location within and outside built-up area.
ER4 - Daytime and evening economy uses	Total floor area for daytime and evening uses gained and lost in the St Helier town centre, defined centre at Les Quennevais and tourist destination areas, and outside built-up area; Total cubic building area for daytime and economic use gained and lost in St Brelade's Bay" and extent to which lost to public amenity or residential development
ER5 - Meanwhile retail and town centre uses	Number of planning applications approved for meanwhile uses within the St Helier town centre and defined centre at Les Quennevais.
EO1 - Existing and new office accommodation	Total floor area for office space gained and lost, within St Helier town centre, defined centre at Les Quennevais, and other built-up areas.
EO2 - Business run from home	Number of planning applications approved and refused for businesses run from home.
EV1 - Visitor accommodation	Total floor area for visitor accommodation gained and lost, by type, location and bed space (where relevant); Total cubic building area for visitor accommodation gained and lost in St Brelade's Bay and extent to which lost to public amenity or residential development.
EI1 - Existing and new industrial sites and premises	Total floor area for industrial uses gained and lost, in relation to protected industrial sites, other built-up areas, and outside the built-up area.
ERE1 - Protection of agricultural land	Total area and quality of agricultural land lost, and the proportion of which was lost against the advice of the land controls and planning officer.
ERE2 - Diversification of the rural economy	Number of planning applications approved and refused for uses that are intended to support the diversification of the rural economy.
ERE3 - Conversion or re-use of traditional farm buildings	Number of planning applications approved and refused involving the conversion or re-use of traditional farm buildings.

ERE4 - Re-use of modern farm buildings	Number of planning applications approved and refused involving the re-use of modern farm buildings, and the total floor area secured and lost as a result.
ERE5 - New or extended agricultural buildings	Number of planning applications approved and refused involving new or extended agricultural buildings and the total floor area gained as a result.
ERE6 - Derelict and redundant glasshouses	Number of planning applications approved and refused involving the removal of derelict or redundant glasshouses, and the total area of agricultural land restored to agricultural or other use as a result.
ERE7 - Equine development	Number of planning applications approved and refused involving the development of equine uses, and the total floor or land area gained as a result.
ERE8 - Fishing and aquaculture	Number of planning applications approved and refused involving fishing and aquaculture uses, and the total floor area gained, by location, and/or change to area of aquaculture activity or number of concessions.
Housing	
H1 – Housing quality and design	Number of planning applications refused due to housing quality and design issues, and the proportion of those upheld at appeal.
H2 - Housing density	Number and location of planning applications approved that are above or below adopted housing density standards; and range and average density, relative to settlement hierarchy.
H3 – Provision of homes	Number of new homes approved, the proportion of which are affordable and the proportion of which have been delivered, by location. Total number of planning applications approved and refused involving the loss of housing units, and the total number of housing units lost as a result.
H4 – Meeting housing needs	Number of homes approved by type, size and tenure relative to location in the settlement hierarchy. Number of planning applications refused due to over-concentration of a specific type, size or tenure of housing.
H5 – Provision of affordable homes	Total number of affordable homes (split by social rent and purchase) approved, and number of which are delivered.
H6 – Making more homes affordable	Total number of developments subject to, and number of subsidised homes delivered as a result.
H7 – Supported housing	Number of planning applications approved and refused involving the development of supported housing, and the number of homes and/or bed space, by type, created as a result.
H8 – Key worker accommodation	Total number of key worker units approved and the number of which are delivered by location.
H9 – Housing outside the built-up area	Number of planning applications approved and refused involving new housing homes outside the built-up area, by type (e.g. rural workers' accommodation; new uses for

	listed bldgs.; dependent households) and the number of additional homes delivered as a result.
H10 – Rural workers' accommodation	Number of planning applications approved and refused involving new rural workers' accommodation, and the number of additional homes delivered as a result.
Managing emissions	
ME1 - 20% reduction in target energy rate for large-scale developments	Number of planning applications triggering the policy requirement and are subsequently approved, including floorspace, by use, demonstrating that the 20% reduction will be achieved.
ME2 - BREEAM rating for new larger scale non-residential buildings	Amount of floor area approved that will be required to meet the BREEAM standard, and the standard achieved upon completion.
ME3 - Air quality and increased emissions	Number of planning applications refused due to anticipated adverse air quality effects, and the proportion of those upheld at appeal.
ME4 - Carbon sequestration schemes	Number of carbon sequestration schemes approved and refused, by type and location.
ME5 - Offshore utility-scale renewable energy proposals	Number of offshore renewable energy schemes approved and refused, and scale of generation.
ME6 - Larger-scale terrestrial renewable energy developments	Number of larger-scale terrestrial renewable energy schemes approved and refused, by type and location, and scale of generation.
Community infrastructure	
CI1 - Education facilities	Number of planning applications approved and refused involving new education facilities, and how many of those had been identified within the policy.
CI2 - Healthcare facilities	Number of planning applications approved and refused involving new healthcare facilities, by location.
CI3 - Our Hospital and associated sites and infrastructure	Approved planning application for the development of Our Hospital.
CI4 - Community facilities and community support infrastructure	Total floor area for new community facilities and or community support infrastructure gained and lost, by location.
CI5 - Sports, leisure and cultural facilities	Total floor area for sports, leisure and cultural facilities gained and lost, by location.
CI6 - Provision and enhancement of open space	Total area of open space gained and lost, by location
CI7 - Protected open space	Total area of protected open space gained and lost, and the proportion of which is proposed to be offset elsewhere.
CI8 - Space for children and play	Total number and total area of new spaces for children and play created as a result of new development. Total financial value of planning obligation agreements secured for the delivery of play space by a third party.
CI9 - Countryside access and awareness	Approved planning application for the development of Grands Vaux Reservoir for public access. Total length of additional coast and countryside paths delivered.

CI10 - Allotments	Number of planning applications approved and refused involving new allotments, by location relative to the settlement hierarchy, and the total number of new plots created as a result.
Travel and transport	
TT1 - Integrated safe and inclusive travel	Number of planning applications approved against the advice of the highways team
TT2 - Active travel	Total length of new walking and cycle routes delivered as a result of new development, by type. Total financial value of planning obligation agreements secured for delivery of active travel infrastructure by a third party.
TT3 - Bus service improvement	Total number of developments delivering or making a contribution to bus service improvements, including bus shelter infrastructure and value of financial contributions.
TT4 - Provision of off-street parking	Number of planning applications refused due to under or over provision of parking, and the proportion of which are upheld at appeal.
TT5 – Port operations	Number of planning applications refused due to potential impact upon the safe operation of the ports.
Minimising waste and environmental risk	
WER1 - Waste minimisation	Annual volumes of construction waste processed and number of applications where site waste management plan provided and completed.
WER2 - Managing flood risk	Number and type of planning applications approved within medium or high flood risk areas
WER3 - Flood infrastructure	Number and type of planning applications approved within proximity of a designated watercourse or flood defence
WER4 - Land reclamation	Number of planning approvals involving land reclamation, and area of land to be created as a result
WER5 - Water pollution safeguard area	Number of planning applications approved within the water pollution safeguard area, against the advice of environmental protection officers or Jersey Water.
WER6 - Surface water drainage	Number of planning applications refused for failure to include SuDS.
WER7 - Foul sewerage	Number of new connections to the public foul sewer arising as a result of a planning decision.
WER8 - Safety zones for hazardous installations	Change to number of people living or working within a safety zone.
WER9 - New, extended or altered hazardous installations	Number of planning applications approved for new or extended hazardous installations and the total area of land impacted by the decision.
WER10 - Aircraft noise zones	Number of planning applications within noise zones that are subject to conditions to secure protection from noise measures.
WER11 - Airport public safety zones	Number and occupancy of new homes and total floor area and occupancy for other uses gained and lost within public safety zones 1 and 2.
Utilities and strategic infrastructure	

UL1 - Strategic infrastructure delivery	Number and outcome of planning applications involving strategic infrastructure which had not been identified by the Island Plan or Infrastructure Capacity Study (2020).
UL2 - Utilities infrastructure facilities	Number of planning applications approved and refused for utilities infrastructure, by type and location.
UL3 - Supply and use of water	Annual average household water consumption.
UL4 - Telecoms and other masts and equipment	Number of new locations for telecommunications approved, and the proportion of which will be shared with multiple service providers.
Minerals extraction and solid waste disposal	
MW1 - Provision of minerals	Number of planning applications approved and refused on safeguarded sites, and impact on supply/forecast of reserves.
MW2 - Safeguarded waste sites	Number of planning applications approved and refused on existing waste management sites, and impact on processing capacity as a result.
MW3 - New, extended and existing waste management sites	Number of planning applications approved and refused for new waste management sites, and site area and processing capacity created as a result.

Appendix 1

- Affordable housing site assessments

Appendix 1

Affordable housing sites

This plan identifies and allocates 16 sites for the provision of affordable homes to address the island's housing needs and to help maintain sustainable communities.

Site assessments have informed the potential range of development yield that could be achieved on each of these sites, together with other identified planning issues, as detailed in the following schedules.

Some of these sites, where they are co-located, will need to be brought forward for development together, to provide a comprehensive form of residential development, optimising the use of land and providing greater opportunity to provide community facilities. This will specifically apply to the following sites:

- Field O594 and O595, St. Ouen
- Field P558, P559 and P632, St. Peter
- Field P655 and P656, St. Peter
- Field S415A and Field S470, St. Saviour

The definitive number, type, size and tenure of homes will remain to be determined through the planning process, involving the preparation of a housing development brief for each site, to be approved by the Minister for the Environment and issued as supplementary planning guidance. This guidance will be subject to consultation with the Minister for Housing and Communities; parishes; other stakeholders and the public.

Field J1109, La Grande Route de St. Jean, St. John	
Existing use	Agricultural land
Approximate site area	1.21 hectares (6.71 vergées)
Potential yield of homes	Approximately 42 homes (at an indicative density of 35 dwellings per hectare), but which may be reduced by a specific requirement to provide public open space on this site.

Field J229, La Route du Nord, St John	
Existing use	Woodland
Approximate site area	0.3 hectares (1.7 vergées)
Potential yield of homes	Approximately 11 homes (at an indicative density of 35 dwellings per hectare).

Field J236, La Rue du Cimetiere, St John	
Existing use	Agricultural land
Approximate site area	0.3 hectares (1.5 vergées)
Potential yield of homes	Approximately 11 homes (at an indicative density of 35 dwellings per hectare).

Field J525, La Rue des Buttes, St John	
Existing use	Agricultural land
Approximate site area	0.6 hectares (3.3 vergées)
Potential yield of homes	Approximately 20 homes (at an indicative density of 35 dwellings per hectare).

Field MN410, La Rue des Buttes, St Martin	
Existing use	Agricultural land
Approximate site area	0.75 hectares (4.2 vergées)
Potential yield of homes	Approximately 26 homes (at an indicative density of 35 dwellings per hectare).

Field MY563, La Rue de la Rosiere, St. Mary	
Existing use	Agricultural land
Approximate site area	0.65 hectares (3.6 vergées)
Potential yield of homes	Approximately 23 homes (at an indicative density of 35 dwellings per hectare).

Fields: O594 and O595, Le Clos de la Fosse au Bois, St Ouen	
Existing use	Agricultural land
Approximate site area	1 hectare (5.6 vergées)
Potential yield of homes	Approximately 35 homes (at an indicative density of 35 dwellings per hectare).

Fields O785, La Rue des Cosnets, St. Ouen	
Existing use	Redundant horticultural site
Approximate site area	0.6 hectares (3.5 vergées)
Potential yield of homes	Approximately 21 homes (at an indicative density of 35 dwellings per hectare).

Field P558, P559 and P632, La Route du Manoir, St Peter	
Existing use	Agricultural land
Approximate site area	4.1 hectares (22.7 vergées)
Potential yield of homes	The fields can collectively accommodate approximately 145 homes (at an indicative density of 35 dwellings per hectare), however, a requirement for the site to deliver community open space may reduce the number of homes that will ultimately be provided.

Fields P655 and P656, La Route de Beaumont, St. Peter	
Existing use	Agricultural land
Approximate site area	0.95 hectares (5.2 vergées)
Potential yield of homes	Approximately 34 homes (at an indicative density of 35 dwellings per hectare).

Fields: S415A and S470, Le Grande Route de St Martin, St Saviour	
Existing use	Agricultural land
Approximate site area	1.1 hectares (6.1 vergées)
Potential yield of homes	Approximately 39homes (at an indicative density of 35 dwellings per hectare).

Field T1404, La Grande Route de St Jean, Trinity	
Existing use	Agricultural land
Approximate site area	0.50 hectares (2.7 vergées)
Potential yield of homes	Approximately 18 homes (at an indicative density of 35 dwellings per hectare).

Glossary

Glossary

We have, wherever possible, tried to avoid the use of jargon. There will, however, always be technical phrases or words that have a specific meaning in planning terms. This glossary attempts to provide a simple explanation of some the terms and phrases used in this document.

Accessibility: the ability of all people to reach, enter or move between places or facilities. This might be at an island level or might be at the level of a specific location, such as a particular site or building.

Acknowledged demand: the proven need of any sector of the island community for a development or a facility that is recognised as being necessary to the operation, well-being or longer-term future of that sector. The Government of Jersey may seek advice from relevant departments or recognised professional organisations when determining acknowledged demand.

Affordable housing: includes homes for social rent and purchase, for persons who would otherwise have financial difficulties renting or acquiring residential accommodation in the general market for residential accommodation in Jersey.

The definition of an affordable home, including who is eligible to access an affordable home, is maintained by the Minister for Housing and Communities. This definition remains under regular review and, therefore, may be subject to change over the Bridging Island Plan period.

The most up-to-date definition is published by the Minister for Housing and Communities on the Government of Jersey website: www.gov.je.

Affordable Housing Gateway (the Gateway): this term refers to the managed list(s) of persons seeking access to affordable housing, be that for purchase or rent.

The management of the affordable housing gateway list(s), including eligibility and allocation criteria, is managed by the Minister for Housing and Communities and remains under regular review. The definition may, therefore, be subject to change over the Bridging Island Plan period.

The most up-to-date definition is published by the Minister for Housing and Communities on the Government of Jersey website: www.gov.je.

Agriculture / agricultural land: includes horticulture, fruit growing, seed growing, dairy farming, the breeding and keeping of livestock, the use of land as grazing land, meadow land, market gardens and nursery grounds. It is formally defined by the Protection of Agricultural Land (Jersey) Law 1964.

Amenity: a positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.

In respect of residential property, amenity means those positive aspects of a home that residents might reasonably expect to enjoy. This might include daylight, sunlight, privacy and security.

Amenity space: is land that may be private or communal that can be used to provide for passive recreational activity such as sitting out, for active recreational activity, such as gardening, or play space for children, and for other outdoor requirements such as drying clothes.

Ancillary: in planning terms, this generally relates to uses that are entirely subservient to, and dependent upon, the main use of the site / building and which are relatively minor in scale and level of activity.

'Ancillary' (in terms of residential) can be taken to be generally anything you could do normally be expected to do in a conventional house; e.g. eat, sleep, sit comfortably, pray, study, watch tv, shower etc. These are all uses associated with 'habitable accommodation'. (see also 'Incidental').

Aquaculture: the farming of fish, crustaceans, molluscs, aquatic plants, algae and other water-dwelling organisms. Aquaculture does not include the catching of wild fish, either on a commercial or on a hobby basis.

Biodiversity: short for biological diversity and defined by the World Conservation Union (IUCN) as "the variety of life in all its forms, levels and combinations. Includes ecosystem diversity, species diversity, and genetic diversity."

Biodiversity in Jersey is the variety and diversity of life and species that exist anywhere in and around the island, including its built-up area, countryside, coast and seas. It includes the whole range of mammals, birds, reptiles, amphibians, fish, insects and other invertebrates, plants, fungi and micro-organisms, whether rare or common.

Biodiversity net gain: is an approach to development that aims to leave the natural environment in a measurably better state than beforehand.

Where a development has an impact on biodiversity it should provide an increase in appropriate natural habitat and ecological features over and above that being affected in such a way that the current loss of biodiversity through development will be halted and ecological networks can be restored.

Brownfield site: also known as previously developed land. Land which is, or was in the recent past, occupied by a permanent building, structure or element of infrastructure such as a road. It does not include land used for agricultural purposes, including where the land includes glasshouse or polytunnel structures, as these are considered as temporary structures on agricultural land.

Carbon neutral and net-zero: also called carbon neutrality is a term used to describe the action of organisations, businesses and individuals taking action to remove as much carbon dioxide from the atmosphere as each put into it.

The Intergovernmental Panel on Climate Change (IPCC) define net-zero as 'when anthropogenic emissions of greenhouse gases to the atmosphere are balanced by anthropogenic removals over a specified period'. To achieve net-zero: 'an actor reduces its emissions following science-based pathways, with any remaining green-house gas emissions attributed to that actor being fully neutralised by like-for-like removals (e.g., permanent removals for fossil fuel carbon emissions) exclusively claimed by that actor, either within the value chain or through purchase of valid offset credits'. The term 'anthropogenic' refers to effects caused by humans or their activities.

The terms carbon-neutral and net-zero carbon are not interchangeable. Carbon neutral refers to a policy of not increasing carbon emissions and of achieving carbon reduction through offsets. While net-zero carbon means making changes to reduce carbon emissions to the lowest amount – and offsetting as a last resort.

Carbon sequestration: is the process of capturing and storing atmospheric carbon dioxide, as a method of reducing the amount of carbon dioxide in the atmosphere. Sequestration takes place in the world's oceans, soil and plant life.

Carbon footprint: the total amount of greenhouse gases produced to support human activities, either directly or indirectly. It is usually expressed as a unit of measurement carbon dioxide equivalent (CO2e or CO2eq) to standardise the climate effects of various greenhouse gases.

Climate change: a change of climate that is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and that is in addition to natural climate variability observed over comparable time-periods as defined by the United Nations Framework Convention on Climate Change.

Climate emergency: the acknowledgment of the States of Jersey that the island is at significant risk from the effects of climate change and that urgent action is required. In particular, the States Assembly have agreed, through the adoption of Proposition P.27/2019 that Jersey should aim to be carbon-neutral by 2030 as a response to the climate emergency.

Common Strategic Policy: The Common Strategic Policy (CSP) sets out the Council of Ministers' high-level ambitions for Jersey, over their four-year term of office. The Common Strategic Policy 2018 to 2022 informed the development of the Bridging Island Plan, including its five strategic priorities:

- we will put children first;
- we will improve islander's wellbeing and mental and physical health;
- we will create a sustainable, vibrant economy and skilled local workforce for the future;
- we will reduce income equality and improve the standard of living; and,
- we will protect and value our environment.

Conservation areas: a designated area regarded as being an area of special architectural or historic interest, the character or appearance of which is desirable to protect or improve.

Conversion: works to a building to facilitate a different use; such as works to an old barn to accommodate a residential use. Proposals that would require substantial works to the fabric of the building, such as the reconstruction of external walls may be regarded as being 'new-build' rather than a conversion.

Curtilage: the area of land closely associated with a building and used for purposes ancillary to the use of that building (e.g. a house and its original garden, but normally excluding any paddock or field area that may have been subsequently incorporated as an addition to the original garden of the house). Use of land does not, necessarily denote curtilage. Hence, if planning permission was granted for the use of a field or part of a field for domestic purposes in connection with an adjacent dwelling, that land would not be likely to be considered as constituting part of the curtilage to that dwelling.

It should also be noted that the 'setting' of a listed building may extend significantly beyond its curtilage. [see 'setting' below].

Density: a simple ratio of units to an area. In the case of residential development, a measurement of either the number of habitable rooms per hectare (or vergée) or the number of dwellings per hectare (or vergée).

Net dwelling density is calculated by including only those site areas which will be developed for housing and directly associated uses, including access roads within the site, private garden space, car parking areas, incidental open space, landscaping and children's play areas, where provided.

Development: the undertaking of any building, engineering, mining or other operation (including demolition) in, on, over or under the land. Development also includes the material change of use of land or of a building.

The planning definition of the term is given in Article 5 of the Planning and Building (Jersey) Law 2002, and planning permission is required for development. Certain forms of development are classed as 'permitted development' and are granted automatic planning permission by the Planning and Building (General Development) (Jersey) Order 2011.

Dwelling: a self-contained unit of accommodation where all rooms in a household are behind a door, which the household controls. Non-self-contained units of accommodation (e.g. bedsits) at the same address should be counted together as a single dwelling. Therefore, a dwelling can consist of one self-contained household or two or more non-self-contained units at the same address.

Embodied carbon/energy: Embodied carbon or energy in general materials and processes, refers to the amount of carbon dioxide (CO_2) that is consumed in order to create something – often referred to as its carbon footprint.

The embodied carbon of a building is the carbon dioxide released during the construction and demolition of a building. Emissions arise from three stages of a building's life cycle – when it is built, its daily emissions and its demolition.

Environmental Impact Assessment (EIA): a process that identifies both the positive and the negative environmental effects of a proposed development prior to planning permission being considered. It aims to prevent, reduce or offset any identified significant adverse effects of the proposed development on the environment.

Providing an Environmental Impact Assessment is a legal requirement for some forms of development, which are identified by the Planning and Building (Environmental Impact) (Jersey) Order 2006. The responsibility of completing an EIA rests with the applicant.

Evidence base: information gathered to support the preparation of the plan documents, including quantitative and qualitative data.

Floorspace / area: see 'gross internal floorspace' below.

Future Jersey: Jersey's first long-term community vision. It reflects islanders' ambitions for the future and tracks progress towards them over time.

Geodiversity: Geodiversity can be described as the variety of elements of geology — the rocks, minerals, fossils and soils — and the natural landforms and processes that shape them throughout geological time.

It plays a fundamental role in sustaining biodiversity, supporting society, such as ensuring sustainable agriculture and industry, and ensuring resilience to climate change.

Green infrastructure: refers to assets including open spaces such as parks and gardens, playing fields, allotments, woodlands, fields, trees, hedgerows, banques and ponds, as well as footpaths, cycle routes and streams.
Assets involving water are sometimes called 'blue infrastructure', but these are all included within the overarching term of 'green infrastructure' within this Island Plan.

Together, these green infrastructure assets form the island's green infrastructure network.

Greenfield site: an area of land that has not been developed or is otherwise used for agricultural or recreational purposes and includes other areas of open land including landscaped areas such as parks, play areas and sports pitches. Where a building is set within substantial grounds, some or all of these grounds may also be regarded as being 'greenfield' land, depending on the particular characteristics of the land (most glasshouse

and poly-tunnel sites would fall within the definition of 'greenfield' given that they represent a temporary use of agricultural land).

Green wall: a sustainable living wall or green wall is defined as one comprised of permanently planted community of:

a) ' plants naturally adapted to growing up vertical surfaces by adhesion (e.g. *Parthenocissus* spp., *Hedera* spp. or *Ficus pumila or Hydrangea petiolaris*) or
b) xerophytic or other plants that can root into a fixed vertical substrate capable of sustaining plant growth without the use of circulation pumps (e.g. *Aeonium* spp., *Sedum* spp., *Campanula* spp. and hardier members of the genus *Philodendron*) or
c) plants that can self-twine around a supporting framework fixed proud of a wall such as jasmine (*Jasminum polyanthum*), clematis, *Trachelospurnum jasminoides*, *Solanum jasminoides* and all climbing *Lonicera* spp*)*."

Gross internal floorspace / area: the entire area inside the external walls of a building and includes; internal walls, corridors, lifts, plant rooms, and service accommodation.

Habitable room: bedrooms, living rooms, lounges and dining rooms are generally considered to be habitable rooms as these are the areas of a home where people spend most of their time. Bathrooms, hallways and landings, utility rooms and kitchens (unless a kitchen-diner) are not considered to be habitable rooms.

Heritage: buildings, landscapes, culture or artefacts that have been handed down through past generations and which are generally recognised by the community as being of significance to our island identity.

Heritage asset: A building, site, standing archaeology, place, area or landscape identified, and designated – as a listed building or place - as having a degree of significance meriting consideration in planning decisions, because of its heritage interest.

Incidental: is generally everything associated with a principal use, but which is not regarded as being 'ancillary' or as being a use for the primary function of the site, such as a bedroom, kitchen or bathroom in the case of residential use. Buildings incidental to the use of a home may include a garage, storage, kennel, private swimming pool, home gym, art studio, or something else that can be classed as a hobby use (see also, 'Ancillary').

Infrastructure: the basic facilities and services such as roads, sewers, water supply, electricity, internet network and community-related buildings and places, that are needed for the island community to comfortably live, work and travel safely and effectively.

Key worker: A key worker is someone involved in delivering key public services, where there is evidenced difficulty in recruiting and retaining staff and where the provision of housing is necessary to support services delivery. The definition of a person deemed a 'key worker' is determined outside of the Island Plan.

Listed building or place: a legal designation of a building or place that has public importance by reason of its special archaeological, architectural, artistic, cultural or historical interest.

Legally defined as a site of special interest (SSI); and referred to as a 'listed building or place' because it features on a list of SSIs.

Multi-lateral environmental agreement (MEAs): international agreements and conventions which impose various expectations and obligations upon the island and all other signatories to the agreements. These obligations are generally reflective of international best practice in relation to the particular substance of the agreement but are also important in relation to Jersey's international standing and reputation. Of particular

relevance to the Island Plan are the MEAs relating to biodiversity, the natural environment; and to our heritage assets.

Monitoring: regular and systematic collection and analysis of information to measure policy implementation.

Planning obligation agreements: are legal agreements between a developer and the Minister for the Environment. They are made in order to ensure that the implications of new development are balanced by the provision of necessary infrastructure and services, the cost of which will be met by the developer.

It may require a developer to carry out certain works or make a capital contribution which reflects the implications of new development and may include the following provisions.

They can also be used to control and manage works on land which lies outside the boundary of the site which is the subject of an application.

Primary aggregates: naturally occurring materials, including sands and gravels and rocks, but excluding reused/ recycled materials or the waste materials of other processes that are capable of being used for aggregate purposes (secondary aggregates).

Public art: encompasses a vast spectrum of art practices and forms: from permanent sculptures to temporary artworks; monuments; memorials; earthworks and land art; site-specific works; street furniture; integrated architectural designs; socially-engaged practices; community-based projects; and off-site museum and gallery programmes.

Public realm: commonly defined as any space that is free and open to everyone including streets, squares, forecourts, parks and open spaces and also the space between and within buildings that is publicly accessible.

Ramsar site: a wetland of international importance. The Convention on Wetlands, signed in Ramsar, Iran, in 1971, is an intergovernmental treaty, which provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources.

Recycling: the reprocessing of wastes, either into the same product or a different one. Many non-hazardous industrial wastes such as paper, glass, cardboard, plastics and scrap metals can be recycled. Special wastes such as solvents can also be recycled.

Spatial strategy: an agreed direction as to where the island's development needs are to be met. The spatial distribution of development will determine how some of the inherent tensions in planning for a sustainable future are balanced and the extent to which the plan contributes to the island's strategic objectives.

Secondary aggregates: materials (such as mineral wastes, recycled materials from the construction and demolition industries, and industrial by-products) processed and used for aggregates purposes.

Setting (of listed buildings etc): the setting of a listed building or place is the surroundings that it is experienced in. It often extends beyond the property boundary, or 'curtilage', of an individual building or place into the broader landscape or townscape context. The extent may have and will change over time following changes to the landscape or townscape, new or removed buildings or with our increased understanding of a building, site or its wider context. The importance of setting is not dependent upon there being public access to, or public views of, the building or place (see also 'curtilage' above).

Site of special interest (SSI): a legal designation of a building or place that has public importance by reason of its special botanical, ecological, geological, scientific or zoological

interest; or the special archaeological, architectural, artistic, cultural or historical interest that attaches to the building or place.

SSIs that are of special archaeological, architectural, artistic, cultural or historical interest referred to as listed buildings or places.

Sustainable drainage systems (SuDS): methods of managing surface water run-off in a way that mimics natural drainage processes or manages flows by capturing and recycling surface water within a given development, to reduce its overall water consumption.

This can include features such as green roofs, and more natural features such as ponds, wetlands and shallow ditches called swales. Hard engineered elements, often used in high density developments, include permeable paving, attenuation storage and soakaways.

Supplementary planning guidance (SPG): SPG is issued by the Minister for the Environment to provide additional information and guidance in respect of development generally, any specific type of development, the development of a specific area or site, and also, to guide the use and interpretation of policies in an approved Island Plan. When planning applications are determined, they will be considered for their compliance with any relevant supplementary planning guidance.

Sustainable development: a widely used and accepted international definition of sustainable development is: 'development, which meets the needs of the present without compromising the ability of future generations to meet their own needs'.

Streetscape / townscape: the overall appearance of a street or town, being a combination of architectural styles, colours, spaces, building heights and widths and the relationship between buildings, spaces and roads / pavements. What can define the unique quality of a street or area of town.

Topography: the arrangement of the natural and artificial physical features of an area of land.

Town: the urban area stretching from First Tower in the west; to La Pouquelaye in the north; and Greve D'Azette in the east. It is shown on the Proposals Map.

Vergée: is a unit of area, a quarter of the French acre. In the Channel Islands, it is a standard measure of land (which differs between the two Bailiwicks).

In Jersey, a vergée (Jèrriais: vrégie) is 1,798.6 m^2 (there are 5.56 vergées in a hectare).

Waste hierarchy: an order of priorities for managing waste materials. The priority option is: waste prevention followed, in order of priority, by waste minimisation, re-use of materials, recycling and, the least preferred option, disposal.

Windfall sites: sites which have not been specifically identified as available in the Island Plan process through land use allocations. They comprise previously developed sites that have become available for development. These could include for example, large sites such as might result from a hotel closure or other changes such as a residential conversion or a new flat over a shop.