



# Draft Bridging Island Plan

Post-consultation report: Part 1 and 2

Minister for the Environment



**ISLAND PLAN**  
REVIEW



Government of  
**JERSEY**

# Ministerial foreword

Since my election as Minister for the Environment three years ago, one of my principal aims has been to deliver a new Island Plan which improves the future of our Island and community. The development of an Island Plan is a huge task, requiring the production of an extensive evidence base to help identify how and where we need to make changes to ensure that Jersey remains a wonderful place to live; ensure sustainable development that will try to meet the needs of the community, whilst achieving a balance of the future economic, environmental and social needs of the island in a way that is right for Jersey, and which reflects our vision, our Island Identity and aspirations.

In usual circumstances, this would have been a tough task. Normally, a new Island Plan will establish planning policies to guide the next decade of development in Jersey. However, the Covid-19 pandemic has surprised and overtaken us, but we have been determined not to let it overwhelm us. Covid, together with the effects of Brexit which are still coming to light, has created huge uncertainty, presenting challenges in producing such a long-term plan. The certainty we all seek has been taken away from us and is unlikely to return for a few years. Despite this, it is still essential that we make our best efforts to plan for the future and make changes for the better to help address our major problems of housing and community needs.

It was acknowledged by Government that because of the uncertainty, it was decided that instead of a 10-year plan, I would present a shorter-term 'bridging Island Plan', and members on the whole concurred with this approach during the in-committee debate last autumn. I am delighted to report that our project team has risen to the challenge and delivered the draft plan, with the support of the Council of Ministers who ensured the required resources were allocated.

This shorter-term plan, which will be in place until 2025, will ensure we can make significant progress in areas that desperately need to be addressed, such as improving the supply, quality, and affordability of homes for islanders, and to take strong action towards reducing our carbon emissions arising from new development as part of the gestation of our Carbon Neutral Roadmap which is due to be considered by the States Assembly in 2022. We must start to address the changes needed ahead of the long overdue population policy. Unless we remedy historic inaction to manage the unsustainable increase in our population, it is inevitable Jersey will change for the worse, the quality of island life will deteriorate, and our special character will be lost forever. The draft bridging Island Plan as planning policy seeks to play a part in this respect as we have to make inroads into our shortfall in housing supply and start meeting the backlog of unfulfilled need.

Despite being shorter-term, the draft bridging Island Plan is fully comprehensive. It makes significant progress in setting policies to improve our urban areas and protect and conserve our world-class rural and coastal landscapes, our marine environment and unique built heritage. It also presents a comprehensive framework to understand different parts of the Island and sets policies for the type of development we should be encouraging or discouraging where it detracts from the special place which Jersey is. Jersey's character and identity is unique and the new placemaking policies we are proposing in the plan will encourage architects and developers to ensure that in future their developments respect that fundamental requirement. At the same time, we need to make better use of the land available to us to meet our community needs whilst protecting our unique local character and identity.

I am very confident that the Bridging Island Plan will help us to take Jersey forward in these challenging times and provide an excellent staging post for future Ministers to build the next 10-year plan. It is a very well-balanced plan which faces up to some incredibly difficult issues, such as the need to re-zone land to provide affordable family homes, and to provide an appropriate framework to consider perhaps the biggest and most important public infrastructure project ever embarked upon in Jersey: the development of Our Hospital. Above all, it sets the path towards a sustainable future.

To deliver this draft Plan, we needed to make legal changes to ensure that the proper consultation, examination, and ultimate debate of the Plan could be accommodated in a shorter timeframe. The changes in process have required a phenomenal amount of work to be done in a compressed timescale. I have been impressed with the level of commitment shown by everyone involved in the Island Plan team and I want to give my thanks to the qualified planners in the Strategic Planning, Policy and Performance: Place and Spatial Planning team leading the review, and for the support provided by our lead partners, ARUP; other specialist consultants who have produced the vast evidence base; my fellow States Members; and members of public who have given so much of their time to be involved with the process and propose their amendments. Everyone has worked incredibly hard to contribute to this during what has been a very challenging time for everyone. For this, I am extremely grateful. And want to record my thanks: the Island Plan is a team effort.

The consultation on the draft Plan since its publication has been a huge success. Despite the challenges of delivering such a major consultation event whilst in the midst a global pandemic, we have seen more people than ever before taking the time to have their say. We are at a critical stage of the review programme now, and the healthy challenges provided through the consultation and proposed amendments by members, means that we can go into the examination phase of the programme with all the issues identified.

I now present my response to the draft Bridging Island Plan consultation, which signals the start of the examination phase of the programme. At this point, I confidently hand the plan, its evidence base and all the valuable contributions, to the appointed independent planning inspectors for their review and consideration ahead of the examination in public hearings scheduled for later this year.

This rigorous and highly scrutinised process means that together we can ensure that the Plan - which is ultimately approved by the Assembly in Spring 2022 - is the right plan for our Island; a plan which we can all be proud of and one which will guide Jersey towards a bright and sustainable future.



**Deputy John Young**  
**Minister for the Environment**





# Part 1: Introduction and context

This report has been produced as part of the development of the draft Bridging Island Plan in response to the 12-week public consultation and initial States Member amendments period undertaken between 19 April and 12 July 2021.

It provides a summary of the key issues raised during the consultation including the proposed States Members amendments to [P.36/2020](#). It also provides an initial response and a schedule of proposed modifications to the draft Bridging Island Plan that the Minister for the Environment has set out following consideration of the issues raised.

The publication of this report signals the formal start of the examination phase of the process to develop an Island Plan, which is a critically important period of independent and objective scrutiny that the draft Bridging Island Plan must undergo before the plan is ultimately considered and debated by the States Assembly.

## Context

Jersey's current land-use plan, the [Revised 2011 Island Plan](#), reached its 10-year specified period in June 2021. In 2019, the Minister for the Environment launched a review of the Island Plan, with the intention to provide a new 10-year plan within the 10 years of the previous Island Plan being adopted by the States Assembly, as would normally be required by Law<sup>1</sup>. However, as a result of the uncertainty caused by the Covid-19 pandemic, coupled with the Brexit transition, it was no longer considered possible – or right – to proceed with the development of a long-term plan. In response to this, the proposed duration of the Island Plan has been shortened to three years, in order to act as a bridging Island Plan between two longer-term plans [the extant Revised 2011 Island Plan and a subsequent Island Plan for the 2025-2034 period].

The development of a Bridging Island Plan 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. Under Jersey's plan-led system, the Island Plan is the primary consideration in any planning-related decision. The preparation of a draft Island Plan – whatever its intended period may be – requires extensive research, wide-ranging public, political and stakeholder involvement, and independent examination, before it becomes the new Island Plan for Jersey.

Because of its significance, the process by which a draft Island Plan must be developed is set out in primary and secondary legislation. To accommodate the development of the Bridging Island Plan, changes to the legal framework have been necessary. These changes have not diminished the rigour of consultation and examination that a draft Island Plan is required to undergo but have streamlined the sequence of events by requiring the draft Plan to be lodged with the States Assembly earlier in the plan-making process. These law changes enable a three-year plan, instead of a 10-year plan, to be created. The procedures to develop a Bridging Island Plan have been established by the following legislation:

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<sup>1</sup> [Planning and Building \(Jersey\) Law 2002](#)

- [Planning and Building \(Jersey\) law 2002](#), as amended by the [Covid-19 \(Island Plan\) \(Jersey\) Regulations 2021](#)
- [Planning and Building \(Covid-19 Bridging Island Plan\) \(Jersey\) Order 2021](#)

It is under this legislative framework that the draft Bridging Island Plan is being developed, examined, amended and ultimately approved by the States Assembly.

### Form of the draft Bridging Island Plan

The form of a draft Island Plan is specified by the Planning and Building (Jersey) Law 2002<sup>2</sup>. The draft Bridging Island Plan is therefore expressed in two parts:

- **Part 1:** the [draft Bridging Island Plan](#), as a written statement of the Minister's policies in respect of the development and use of land together with a reasoned justification of each of those policies.
- **Part 2:** the proposals map, which illustrates the Minister's proposals for the development or use of land on a geographical basis. This map exists as a single map in digital form<sup>3</sup>, and four maps when expressed in print form:
  1. [Proposals map Part A – planning zones](#)
  2. [Proposals map Part B – flood risk](#)
  3. [Town Inset map Part A – planning zones](#)
  4. [Town Inset map Part B – flood risk](#)

### The process to develop the Bridging Island Plan

The process to develop the Bridging Island Plan involves a number of different stages, as described in table 1 below. This process commenced prior to the Covid-19 pandemic and, therefore, spans the transition from developing a ten-year Island Plan, to the development of a shorter three-year Bridging Island Plan.

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<sup>2</sup> Article 4, [Planning and Building \(Jersey\) Law 2002](#)

<sup>3</sup> [Draft Bridging Island Plan proposals map, digital version](#) (ArcGIS, Esri)

Stage	Actions	Date	Key documents and publications
<b>Stage 1: Scoping and research</b>	<ul style="list-style-type: none"> <li>• Scope and develop the evidence base requirements</li> <li>• Commission reports and studies</li> <li>• Explore initial strategic issues and options</li> <li>• Develop Sustainability Appraisal</li> </ul>	Summer 2019	<ul style="list-style-type: none"> <li>• Strategic issues and options consultation</li> <li>• Consultation response report</li> <li>• In-committee debate and associated reports</li> </ul>
		Summer/Autumn 2020	
<b>Stage 2: Develop draft Island Plan</b>	<ul style="list-style-type: none"> <li>• Consider responses to strategic issues and options</li> <li>• Undertake Sustainability Appraisal on options and policy development</li> <li>• Review evidence base</li> <li>• Member and stakeholder engagement</li> <li>• Develop draft plan</li> </ul>	Winter 2019	<ul style="list-style-type: none"> <li>• Call for sites consultation</li> </ul>
		Autumn/ Winter 2020	<ul style="list-style-type: none"> <li>• Core evidence base reports and studies published</li> <li>• Preferred strategy report published</li> </ul>
<b>Stage 3: Independent examination</b>	<ul style="list-style-type: none"> <li>• Public consultation on draft Bridging Island Plan</li> <li>• Draft Bridging Island Plan lodged for States Members' amendments</li> <li>• Inspectors' review of draft Island Plan and associated evidence, States Members' amendments and public consultation responses</li> </ul>	Spring 2021	<ul style="list-style-type: none"> <li>• Draft Bridging Island Plan published and Lodged au Greffe</li> <li>• Public consultation on draft Bridging Island Plan</li> <li>• Outcome of Call for Sites and final evidence base reports published</li> </ul>
		Summer / Late 2021	<ul style="list-style-type: none"> <li>• Independent examination in public and associated consultation activity</li> <li>• Inspector's report published</li> </ul>
<b>Stage 4: States approval</b>	<ul style="list-style-type: none"> <li>• Minister and States Members consider Inspectors' report and possible further amendments</li> <li>• States debate and adopt Island Plan</li> <li>• Bridging Island Plan becomes new policy for planning decisions</li> </ul>	Early 2022	<ul style="list-style-type: none"> <li>• Adopted Island Plan published</li> </ul>

Table 1: process to develop a new Island Plan

The key stages, from the point of announcing the draft Island Plan, to the point at which the Plan becomes approved, are described in Figure 1 below:



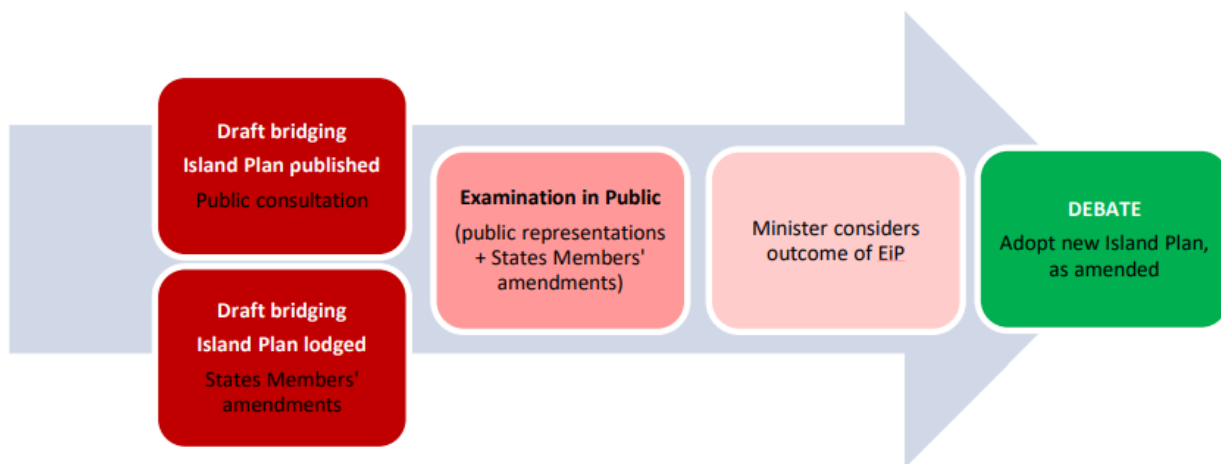


Figure 1: Key stages of the Island Plan review programme

## Sustainability Appraisal

Jersey, as an independent jurisdiction, has its own legal framework for developing an Island Plan and is not, therefore, bound by plan-making requirements established outside of Jersey. There are, however, recognised good plan-making practices established elsewhere that the island can benefit from, by applying those practices locally, in a proportionate and meaningful way.

The Minister for the Environment is required to develop an Island Plan that is sustainable. In order to consider the relevant sustainability issues surrounding a range of reasonable options available for the future development of Jersey, and to assess the individual and cumulative effects of policies and proposals laid out by the plan, it is considered right that the development of the draft Bridging Island Plan is both informed and supported by a robust and proactive sustainability appraisal (SA) process. This process enables mitigation and avoidance measures to be established and opportunities for enhancements to be identified.

The form of sustainability appraisal adopted for the draft Bridging Island Plan has a number of similarities to the approach to SA required by law in the UK, and which incorporates the requirements of the [EU SEA Directive](#). It is important to be clear, however, that Jersey has adopted its own approach, and has tailored it to the development of the draft Bridging Island Plan and its associated delivery programme. The approach also recognises the linkages between the environmental and human dimensions of Jersey and seeks to align to the long-term aspirations of islanders identified in Government of Jersey [Common Strategic Policy](#), and the aims of [Future Jersey](#), which is expressed as a long-term community vision and more latterly, has evolved into the [Jersey Performance Framework](#).

The sustainability appraisal of the draft Bridging Island Plan, and preceding assessment of alternatives, was undertaken independently by AECOM Ltd. The SA reports were issued for an eight-week consultation period, running in parallel with the main draft Plan consultation.

## Core evidence

As part of the process to develop the draft Island Plan, a number of studies have been undertaken, and reports published. These reports form part of the core evidence base which has informed the development of the draft Bridging Island Plan and include:

Evidence base documents	Date published
<b>Minister for the Environment key reports</b>	
<a href="#">Strategic Issues and Options: findings report</a>	11 December 2019
<a href="#">Island Plan Review in-committee debate report (R.66/2020)</a>	14 July 2020
<a href="#">Island Plan Review in-committee debate: output summary (R.166/2020)</a>	5 October 2020
<a href="#">Preferred Strategy Report</a>	23 October 2020
<b>Specific studies</b>	
<a href="#">Jersey Integrated Landscape and Seascape Character Assessment (ILSCA)</a>	16 October 2020
<a href="#">Jersey's Coastal National Park Boundary Review</a>	24 February 2021
<a href="#">Historic Environment Review</a>	18 February 2021
<a href="#">Employment Land Study</a>	24 March 2021
<a href="#">Objective Assessment of Housing Needs</a>	24 October 2019
<a href="#">St Helier Urban Character Appraisal</a>	31 March 2021
<a href="#">Public Realm and Movement Strategy Stage 2</a>	31 March 2021
<a href="#">Public Realm and Movement Strategy Stage 3</a>	31 March 2021
<a href="#">Jersey Landscape Sensitivity Assessment (2020)</a>	19 April 2021
<a href="#">St Helier Open Space Survey Results (2018)</a>	11 April 2018
<a href="#">St Helier Open Space Audit (2018)</a>	22 April 2021
<a href="#">St Brelade Character Appraisal</a>	21 April 2021
<a href="#">Infrastructure Capacity Study</a>	15 April 2021
<a href="#">Minerals, Waste and Water</a>	14 April 2021
<a href="#">Strategic Flood Risk Assessment</a>	19 April 2021
<b>Housing and other call for sites assessments</b>	
<a href="#">Housing land availability and assessment of sites</a>	21 April 2021
<a href="#">Protected and natural spaces: assessment of sites</a>	21 April 2021
<a href="#">Employment land: assessment of sites</a>	21 April 2021
<a href="#">Community facilities and open space: assessment of sites</a>	21 April 2021
<b>Impact assessments</b>	
<a href="#">Children's Rights Impact Assessment</a>	20 April 2021
<a href="#">Bridging Island Plan: Viability Note</a>	21 April 2021
<a href="#">Draft bridging Island Plan: Sustainability Appraisal</a>	19 May 2021
<a href="#">Draft bridging Island Plan: Sustainability Appraisal Non-technical summary</a>	19 May 2021
<a href="#">Draft bridging Island Plan: Sustainability Appraisal Technical annex</a>	19 May 2021
<b>Additional information published</b>	
<a href="#">Existing and proposed Coastal National Park area comparison map</a>	

Table 2: List of published core evidence

The Minister for the Environment has also produced key documents which have framed the development of the draft Bridging Island Plan at key points in the review programme:

### 1. 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. This was published in two formats:

1. a shorter summary paper (with 27 questions).
2. a full technical paper (with 47 questions)

In total, 2,254 responses were received to the consultation from a variety of sources. The Strategic Issues and Options: findings report was published following the consultation on 11 December 2019.<sup>4</sup>

Whilst this consultation and report was produced prior to the Covid-19 pandemic, a large proportion of the issues addressed remain to be wholly relevant to sustainable planning, regardless of the uncertainties that have since been presented. On this basis, the consultation and report remain an important part of the evidence base for the Bridging Island Plan.

## **2. In-committee debate**

In July 2020, the Minister for the Environment proposed that an in-committee debate be held,<sup>5</sup> to discuss the development of a Bridging Island Plan in the States Assembly. This provided all States Members with an opportunity to discuss, and express their views about the key planning challenges that a short-term Bridging Island Plan needs to address and the changes that were necessary to enable the delivery of a Bridging Island Plan. The discussion was informed by a report,<sup>6</sup> which included reference to the outcome of the earlier Strategic Issues and Options consultation, presented by the Minister for the Environment, and was followed by an outcome summary report<sup>7</sup>.

## **3. 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<sup>8</sup> for the Bridging Island Plan. This report establishes a high-level vision and a planning assumption for the Bridging Island Plan, setting out its strategic policy framework; the spatial strategy for development; and an analysis of housing needs and delivery mechanisms. The Preferred Strategy was considered and endorsed by the Council of Ministers.

Beyond the core evidence base, the draft Bridging Island Plan draws from a vast range of other key evidence, including statistics produced by Statistics Jersey, international standards and obligations, key strategic policy documents published by the Government of Jersey and decisions of the States Assembly.

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<sup>4</sup> [Strategic Issues and options: findings report](#)

<sup>5</sup> An in-committee debate is a formal discussion held in the States Assembly, but is without a vote or decision.

<sup>6</sup> [Island Plan Review in-committee debate report \(R.66/2020\)](#)

<sup>7</sup> [Island Plan Review in-committee debate: output summary \(R.166/2020\)](#)

<sup>8</sup> [Island Plan Review: Preferred Strategy Report](#)

## Examination in public

The examination in public (EiP) is an important part of the process to develop an Island Plan. Independent planning inspectors are appointed to undertake the EiP, where they will hear the views of islanders who have raised issues about the draft plan, and ensure the draft bridging Island Plan is adequate and meets the requirements of the law.

It is a legal requirement for the Minister for the Environment to appoint independent inspectors, who must meet the specific criteria set out in the Planning and Building (Covid-19 Bridging Island Plan) (Jersey) Order 2021 (the Order), where it is also specified that the Minister must set terms of reference for the appointed inspector and assistant inspectors.

Intelligent Plans and Examinations Ltd have been appointed to undertake the examination in public of the draft bridging Island Plan. The appointed planning inspectors are:

- Lead Inspector, Keith Holland BA (Hons) Dip TP MRTPI ARICS
- Assistant Principal Inspector, Geoff Salter BA MRTPI
- Assistant Senior Inspector, Derek Stebbing BA (Hons) DipEP MRTPI

It is at this point in the programme, following the Minister for the Environment's publication of the post-consultation report, that the examination in public begins and the appointed inspectors take control of the programme to carry out their duties in accordance with the Order, and their specified terms of reference.

The terms of reference formalise the key tasks and commitments that the inspectors must undertake as part of their appointment and should be read alongside the further headings of 'assessing the adequacy of the draft Island Plan' and 'timescales and programme delivery', as set out further below in this report.

## Inspector's terms of reference

The appointed inspectors are required to:

1. consider, by way of an examination in public, whether the draft Island Plan furthers the purpose and intent of the Planning and Building (Jersey) Law 2002 (Article 4 (3)), and will provide for the orderly, comprehensive and sustainable development of land in a manner that best serves the interests of the community, and is otherwise considered adequate.
2. conduct the examination in public in accordance with the requirements of the Planning and Building (Jersey) Law 2002, as amended by the Covid-19 (Island Plan) (Jersey) Regulations 2021, and the Planning and Building (Covid-19 Bridging Island Plan) (Jersey) Order 2021, involving:
  - a. collation and consideration of representations made in relation to the draft bridging Island Plan
  - b. scheduling and holding of any necessary informal resolution meetings, administrative meetings, technical seminars and site visits
  - c. the leading of the examination, including all necessary public hearings
  - d. the provision of a report to the Minister for the Environment, outlining the recommendations arising from the EiP process. This shall be provided in an efficient and timely fashion, having regard to the need for the report to be thorough, comprehensive, transparent and accessible within the requirements of the Order and these terms. The report must include:

- i. a written summary, including any recommendations to the Minister for the Environment as to how the draft bridging Island Plan should be amended in order to satisfy the requirements at (1); together with any supporting justification having regard to public representations and States Members' amendments.
  - ii. a comment on the relative merits and/or challenges of each States Member Amendment, as proposed prior to the Examination taking place. This may include a recommendation for the Amendment to be accepted or rejected.
3. be available to conduct a subsequent examination, should this be required, in relation to any specific matter that may require further examination, upon invitation by the Minister for the Environment. This shall be in accordance with the principles adopted and applied to the initial examination in public.
4. In all of the above, to work to meet the programme objectives and deadlines established by the Minister for the Environment, which may include making necessary adjustments to the EiP programme.
5. In all of the above, to have regard to previous decisions of the States Assembly and any legislation that may be applicable.

### **Assessing the adequacy of the draft Island Plan**

To provide a framework for the examination of the Island Plan, the Minister for the Environment has described a number of adequacy considerations, against which the Island Plan and its supporting evidence base shall be assessed by the inspectors:

- the Island Plan, overall, meets the purposes contained within the Planning and Building (Jersey) Law 2002, and that in particular that it provides for the orderly, comprehensive and sustainable development of the land which best meets the needs of the community, without undue harm to the natural environment.
- the Island Plan, overall, is based on proportionate evidence and assessment of development needs.
- the Island Plan, overall, adopts an appropriate strategy for sustainable development, having regard to a range of plausible scenarios.
- the Island Plan, overall, is capable of delivery.
- the Island Plan, overall, is otherwise consistent with the Government of Jersey's wider strategic objectives and decisions of the State Assembly.

### **Timescales and programme delivery**

A key responsibility of the appointed inspectors is to ensure that an effective process is undertaken within the terms of the Order, in such a way that is both time and administratively efficient, but without undermining the integrity of the process. This is of particular importance to ensure that the EiP does not preclude the draft bridging Island Plan being debated on its agreed date.

The debate of the Island Plan is due to take place during a sitting of the States Assembly in Spring 2022. The final date for the receipt of the inspector's report must be fixed, taking into consideration the statutory process for States Member amendments to be lodged, as specified by the Regulations. This process needs to begin 10 weeks prior to the final agreed debate date and this process will be triggered by the Minister's publication of the inspector's report, which is expected in January 2022.

An independent programme officer, Helen Wilson (Helen Wilson Consultancy Limited), has been appointed to support the administration of the examination.

The programme to deliver the examination will be announced by the inspectors. It is to be noted that during the examination, representations can only be made to the appointed inspectors, in the manner described by the Order, and the inspectors will announce when such further representations can be made.

# Part 2: Consultation summary

## Procedural matters

The draft Bridging Island Plan consultation was undertaken in accordance with the relevant requirements of the Planning and Building (Covid-19 Bridging Island Plan) (Jersey) Order 2021.

### Announcement of the draft Bridging Island Plan

The draft bridging Island Plan public consultation was launched on Monday 19 April and remained open for the statutory 12-week period, closing at 23.59pm on 12 July 2021.

The public were notified of the consultation through various platforms, including printed and broadcast media, social media and the Government of Jersey website. The team leading the Island Plan review hosted various physical and virtual public engagement events, including webinars, planner surgeries and parish hall drop-in events, each of which sought to explain the scope and substance of the plan, and to inform the public as to how they could further engage with the process.

There were three ways that members of the public could submit their comments about the draft plan:

- **online:** through the Citizen Space consultation platform at [haveyoursay.gov.je/consult/islandplan](https://haveyoursay.gov.je/consult/islandplan)
- **email:** to the Island Plan Team at [islandplan@gov.je](mailto:islandplan@gov.je)
- **post:** to Island Plan Review team FREEPOST 505, 19-20 Broad Street, St Helier, Jersey, JE1 1A

All responses received via email and through the post were manually input into the online consultation platform and published for other members of the public to view. A key reason for doing this was to meet the statutory provision for members of the public to provide comment on other representations already raised in the consultation.

Every reasonable effort was made to ensure that the inputting of representations to the online portal was done in such a way that made it clear what the representation was seeking comment on, where this was possible.

### Lodging of the proposition and opening of the initial States Member amendment period

The draft Bridging Island Plan was lodged with the States Assembly, as a proposition, on 19 April 2021<sup>9</sup> to coincide with the announcement of the publication of the draft plan and the commencement of the statutory consultation period. The lodging of the plan triggered the opening of a 12-week States Member amendment period, where States Members were able to propose amendments to the draft plan. Amendments to amendments could also be made during this time.

States Members were also able to use the consultation platform to submit representations in the same manner as members of the public, if they wished to do so.

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<sup>9</sup> Proposed draft Bridging Island Plan Proposition: [Island Plan 2022-2025: Approval \(P.36/2020\)](#)

## Electronic and hard copies of the draft plan and core evidence base

Copies of the draft Bridging Island Plan, the associated proposals maps and the core evidence base were made available at the following locations:

Documents	Online copy	Hard copies
Draft Bridging Island Plan	<a href="#">View online</a>	<ul style="list-style-type: none"><li>• each of the 12 parish halls</li><li>• Jersey Public Library</li><li>• States Information Centre</li></ul>
Proposals Maps	<a href="#">View online</a>	<ul style="list-style-type: none"><li>• each of the 12 parish halls</li><li>• Jersey Public Library</li><li>• States Information Centre</li></ul>
Evidence base	<a href="#">View online</a>	<ul style="list-style-type: none"><li>• each of the 12 parish halls</li><li>• Jersey Public Library</li><li>• States Information Centre</li></ul>

Additional hard copies of the plan were made available for members of the public upon their request to the Island Plan Review team.

## Sustainability Appraisal consultation

The Sustainability Appraisal (SA) of the draft bridging Island Plan was published on 18 May 2021, four weeks after the announcement of the Plan. This period of time, following the initial announcement of the plan, allowed the final assessment of policies to be undertaken and reported on, with earlier drafts of policies having already been considered by the SA consultants. Comments were invited on the SA reports for a period of 8-weeks as an addition to the Bridging Island Plan consultation. Opportunity to comment on the SA also ended on 12 July 2021.

## Summary of public engagement activity

To support the draft Bridging Island Plan consultation, a number of public events were held over the course of the 12-week period. These events were primarily intended to provide an opportunity to explain the scope of the plan, answer questions and provide guidance as to navigation of the plan and its evidence base and, to inform the public as to how they might further engage with the process.

The public event schedule had to be designed in a way that could accommodate public health guidance for events taking place during the Covid-19 pandemic. This meant providing more sessions online than might have otherwise been the case prior to the pandemic, and having risk-assessed control measures for in-person activities.

## Online webinars

In the first six weeks of the consultation, the Island Plan Review team hosted a series of online webinars, focussing on the key chapters of the Plan. Each webinar lasted 1-1.5hrs and included:

- an overview of the draft plan
- a breakdown of each of the policies and proposals contained within the chapter in focus
- advice about how to get involved in the consultation and how to attend the Parish Hall events or the planner surgeries

Overall engagement was positive, with 254 people attending across the 10 webinars that were hosted. The webinars were advertised on the Government website, social media and through EventBrite.



Recordings of each of webinar were posted online for those who were not able to attend.

Thematic webinar topic	Link to webinar recording
Housing	<a href="#">Housing webinar recording</a>
Economy	<a href="#">Economy webinar recording</a>
Historic environment	<a href="#">Historic environment webinar recording</a>
General development	<a href="#">General development webinar recording</a>
Travel and transport	<a href="#">Travel and transport webinar recording</a>
Natural environment	<a href="#">Natural environment webinar recording</a>
Community infrastructure	<a href="#">Community infrastructure webinar recording</a>
Minerals, waste and utilities	<a href="#">Minerals, waste and utilities webinar recording</a>
Minimising waste and environmental risk	<a href="#">Minimising waste and environmental risk webinar recording</a>
Managing emissions	<a href="#">Managing emissions webinar recording</a>

### Planner surgeries

Those who attended the webinars, and others who requested to meet with officers to discuss individual issues, were invited to book one-to-one online meetings with a member of the Place and Spatial Planning team. The surgeries were scheduled by theme and were typically held on the Friday after the respective webinar was held. These online sessions allowed for more complex matters to be discussed.

### Parish roadshow

A roadshow event was held in every parish at the local parish hall or community centre, hosted by members of the Island Plan Review team. The events were informal drop-in style and included pull-up banners of the proposals maps, the review process, and information as to the different ways to engage, supported by the draft plan together with a complete set of the evidence base. Each event was held during what were considered to be accessible hours covering working hours, evenings and weekends.

These events were advertised in the Jersey Evening Post, local radio and on the Government of Jersey website and social media channels and were considered to be well-attended in light of the circumstances surrounding the Covid-19 pandemic, with between 20-60 attendees, per session.

### Youth engagement

In recognition of the importance of engaging young people in the development of a plan which will affect their lives and future, it was essential that the views of young people were sought as part of the consultation and following on from the series of events held during the earlier Strategic Issues and Options Consultation in 2019.

In collaboration with Jersey Youth Service and Jersey Youth Parliament, a targeted session to talk about the draft Bridging Island Plan and its objectives and evidence base was held. Given the complex nature of the draft Bridging Island Plan, bespoke factsheets were developed and shared in advance of the event to support the young people in understanding how the Island Plan is relevant to them, and the issues that they might care about. This event was widely publicised with posters circulated through the youth service, to secondary schools and also promoted through social media.

An open invitation was also sent to all secondary schools in Jersey, offering a personalised session on the Island Plan, where this could support their education aims and/or civic participation. Unfortunately,

due the timing with examinations and rising Covid-19 cases in schools, only one school (Jersey College for Girls) was able to engage.

### **Town pop-up event**

Towards the end of the consultation, a pop-up event was held in Broad Street, in the centre of St Helier. This event was aimed towards increasing the visibility of the consultation and reminding people that it was not too late to have their say. This event was well-attended with a constant stream of passers-by stopping to ask questions about the consultation and the draft plan.

### **Social media activity**

During the consultation period, a total of 33 posts were shared across the Government of Jersey's Facebook, Twitter, and LinkedIn social media sites which were liked, commented upon and shared by members of the public. These posts typically made announcements, provided information as to the events schedule and, in the final month of the consultation, a campaign of 'did you know?' posts. The 'did you know?' posts focused on both contentious issues and those issues where it was considered that a lower-than-expected level of public or media interest had been shown. This was to ensure key issues had been appropriately exposed, and that reminders were given as to where comments could be made, with direct links to the consultation portal.

### **Consultation portal and introductory videos**

The consultation portal, hosted on the Citizen Space platform, offers a simplistic and accessible platform for users. Citizen Space meets the standards set out in the [Web Content Accessibility Guidelines V2.1 AA](#), resulting in the platform being easy to understand and operate, especially for those with alternate needs (e.g. those who use screen readers). However, the accessibility of the consultation portal was considered to be inherently reduced due to the scale of the plan and number of policies to be addressed. Alternative portal options were explored but none were felt able to match the quality of Citizen Space for user experience and presentation. Mitigating measures were put in place to ensure that members of the public had the best possible experience when engaging with the portal, including:

- the addition of explanatory videos on how to use the platform located throughout the consultation platform
- short introductory videos were recorded and published within the consultation portal. These recordings offered a non-written summary as to the policies and key issues addressed in each chapter with the aim to improve the accessibility and visibility of the content, allowing the broad content of the chapter to be understood before deciding to engage with the chapter content.

Given the high rate of response to the consultation, the portal and number of fields in the questionnaire was not found to be of any detriment to the consultation.

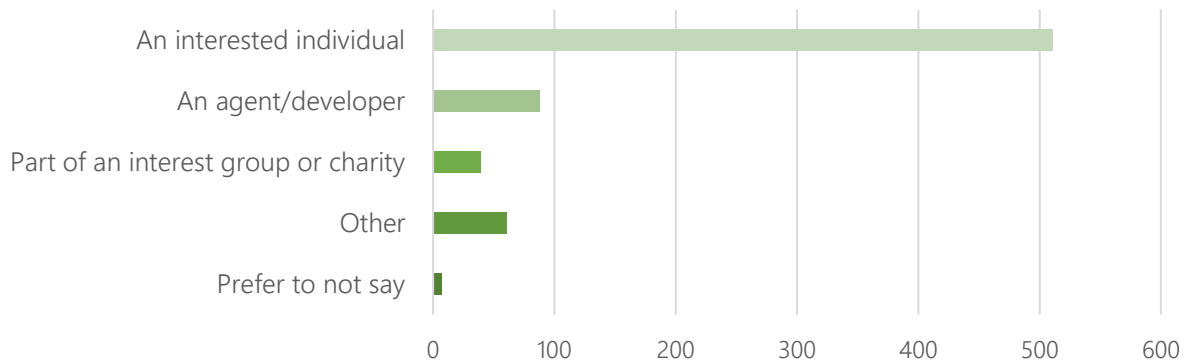
### **Response profile of the consultation**

In total, the consultation received 705 public responses, with 80% of these being submitted in the final week of the consultation period (5 to 12 July 2021). A total of 60 States Member amendments were proposed during the period, and one amendment to an amendment.

Public representations are [published online](#), and lodged States Member amendments at [www.statesassembly.gov.je](http://www.statesassembly.gov.je). A summary of these representations is also provided later in this report.

The public responses included over 2,000 comments which were made in relation to specific issues and policies in the draft plan, the proposals map, Sustainability Appraisal and evidence base. Compared to previous Island Plans, this response rate represents an approximate 50% increase in engagement.

The vast majority of responses were submitted by interested individuals (3/4), followed by agents and developers (1/8):



The profile of responses, based on location, is fairly representative of the population distribution in Jersey. There is no consistent correlation between higher and lower engagement rates relative to where development is due to take place. As might be expected, there was a higher rate of participation from the parishes of St Mary and St Peter, correlating to the proposed safeguarding of field MY966 for minerals extraction (which is located in the parish of St Mary, and abuts the parish boundary with St Peter), but then 6% lower engagement in the parishes of St Helier and St Saviour, where the majority of rezoned sites are proposed as strategic extensions to those parishes. It is noted that 7% of respondents did not live in Jersey, with 87% of those non-Jersey residents living in the UK.

Parish breakdown	dBIP consultation responses	2011 Census population distribution	Consultation Population representation
St Helier	28%	34%	-6%
Grouville	7%	5%	+2%
St Brelade	7%	11%	-4%
St Clement	4%	9%	-5%
St John	2%	3%	-1%
St Lawrence	6%	6%	=
St Martin	7%	4%	+3%
St Mary	5%	2%	+3%
St Ouen	7%	4%	+3%
St Peter	9%	5%	+4%
St Saviour	8%	14%	-6%
Trinity	3%	3%	=
Not applicable	7%		N/A

The most popular issues in each of the parishes largely followed a pattern which could be expected based upon the nature of planning issues that the draft plan raises, in and around each area. This includes:

- half of respondents from **St Helier, Grouville and St Saviour** commented on the housing chapter followed next by a third commenting on either the community infrastructure chapter (particularly CI3 – Our Hospital and proposal – St Helier Country Park) and La Gigoulande Quarry/ proposed minerals safeguarding area field MY966.
- over one-third of responses from **St Ouen** focused on the topic La Gigoulande Quarry / proposed minerals safeguarding area field MY966 field, followed next by the proposed designation of field O630 as protected open space, which was commented on by a quarter of all respondents in the parish.
- half of all responses received from residents of **St Martin** commented on the proposed changes to the Coastal National Park area, where it is proposed to extend the designated area across a large proportion of the parish.
- over half of all responses from **St Lawrence, Trinity, St Clement** were in respect of La Gigoulande Quarry/ proposed minerals safeguarding area field MY966. Whilst there is not an immediate geographical link to La Gigoulande Quarry, the higher proportion of responses on this topic is perhaps due to the lesser degree of contentious issues arising from the draft plan in those parishes which may have otherwise been the focus of comments (i.e. no housing sites have been proposed).
- responses from **St John and St Brellade** were equally split between designation of Les Quennevais as a secondary centre, La Gigoulande Quarry/ proposed minerals safeguarding area field MY966, Our Hospital and proposal St Helier Country Park.
- over one-third of all comments made about La Gigoulande Quarry / proposed minerals safeguarding area field MY966 were from residents of **St Peter and St Mary**.

Figure 2 below shows a visual representation of the most common response themes, by parish:

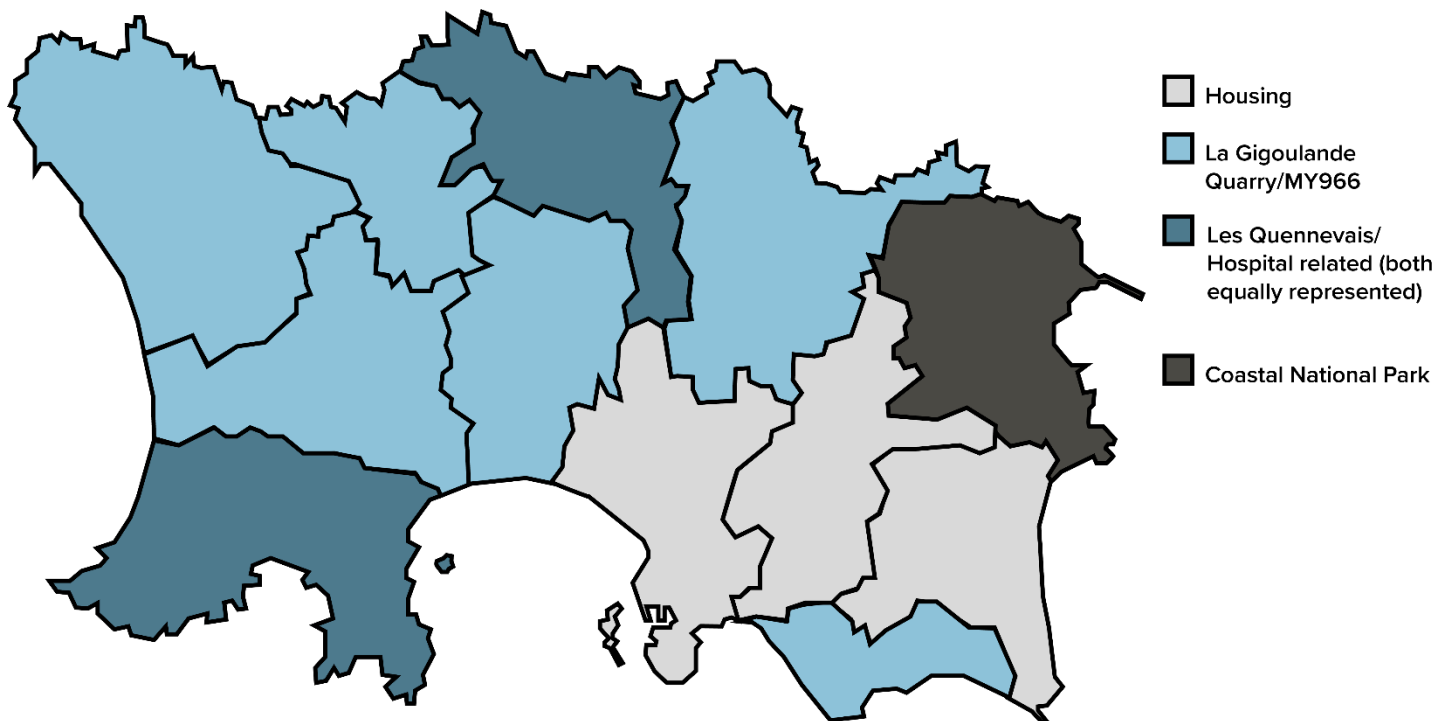


Figure 2: Most common response themes by parish

All chapters of the draft Bridging Island Plan received comments in the consultation. The most commonly commented on chapters were:

- **Minerals extraction and solid waste disposal** (38% of all responses), where almost all comments (97% of the chapter total) were made in relation to the safeguarded minerals site of field MY966 / La Gigoulande Quarry.
- **Housing** (30% of all responses), where around half of all comments in the chapter were in relation to the proposed affordable housing sites in St Helier and St Saviour.
- **Policy PL5 - Countryside, coast and marine environment and Proposal - Change permitted development rights in the Coastal National Park** were commented on by 11% of responses (where comments were related to the proposal to extend the Coastal National Park boundary), and **Policy CI3 - Hospital and associated sites and infrastructure** was commented on by 7% of all responses
- Utilities and strategic infrastructure and Minimising waste and environmental risk were the least commented on chapter.

## Minister's summary of main issues raised in the consultation

### Navigating the Minister's response

All representations received as part of the draft Bridging Island Plan have been considered and reported on in Part 3: Minister's statement responses; Part 4: Summary of consultation responses; and Part 5: Summary of States Member amendments.

- **Part 3: Minister's statement responses** provide individual reports on key or complex issues raised in the consultation, where a single response is provided to summarise the representations raised in relation to a matter (including those representations made in the form of States Member amendments) and the Minister's initial response.

Each statement response provides a recommendation as to what the Minister feels the inspector might wish to consider in the examination of the issue, and also provides an indication of the Minister's present position as to what action he might be minded to take in response to the issue raised (the Minister's intention).

Where the Minister is minded to take his own action to amend the plan in response to the issue raised this has been indicated and also registered in Part 6: Minister's proposed modifications schedule.

- **Part 4: Summary of consultation responses** provides a breakdown of representations made to the consultation by chapter, and where possible, is grouped by relevant policy or theme. Comments have been provided by the Minister in relation to the points made, which may be unique comments, or may refer to a relevant statement response.

Every endeavour has been made to ensure that this summary represents the consultation responses made as fully as possible. However, it should be noted that where several policy issues were raised in a consultation response, these will often have been addressed in different Statement Responses so that overall reporting is clearer.

All representations in the schedule have a link to the portal where the full original response can be found. Where complex attachments have been submitted without the ability to summarise (using the respondents own words) these have not been included in the summary response. It is stressed that in cases where the representation does not appear in the schedule, it has

nevertheless been considered and is published on the [gov.je/islandplan](http://gov.je/islandplan) website, and has also been provided to the appointed inspectors.

- **Part 5: Summary of States Member amendments** provides a schedule of the States Member amendments proposed during the initial representations period.

The schedule indicates whether or not the Minister is minded to accept; partially accept; or is not minded to accept the amendments proposed, and points to the relevant statement response.

Links to the full States Member amendments are included in the schedule.

- **Part 6: Minister's proposed modifications schedule** provides a summary of amendments to the draft Bridging Island Plan which the Minister is presently minded to make and includes a justification for wanting to do so.

The amendments are highlighted as being either 'minor', which means they are deemed to be without material consequence; or 'substantive' which is where the Minister believes the change will be of some consequence. Only the Minister's own proposed amendments are included in this schedule and it, therefore, does not include potential changes where the Minister has indicated support for amendments proposed by other States Members.

## Main matters arising from the consultation

There are a number of main matters which have been identified by the Minister for the Environment in considering the representations received during the consultation on the draft Bridging Island Plan. Whilst the plan, in its entirety, will be considered by the independent planning inspectors during the examination period, it is important that the Minister highlights the main matters to the inspectors. This is to support the understanding of what areas might be the focus of the examination, and in particular, the matters which should be heard during the examination in public hearings.

The identification of main matters has had particular regard to any representations made about:

- a. the adequacy of particular policies, and of justifications given for policies, that are of significance to the island;
- b. issues involving significant controversy; and
- c. any alleged conflicts or tensions between the draft Bridging Island Plan and other policies of the States.

The below summarises those key matters which have been identified, which should be read in conjunction with the Minister's list of statement responses that deal with the individual policies or themes, including relevant States Member amendments:

1. **Spatial strategy:** Whether or not the proposed spatial strategy, which will involve the continued densification of existing built-up areas; some limited rezoning of land; and a generally restrictive approach to the development of the coast and countryside, represents an appropriate and sustainable approach to development in Jersey, having regard to the alternatives considered through the Strategic Issues and Options consultation, and Sustainability Appraisal.

2. **Housing supply:** whether or not the methodology and assumptions made in the identification of housing requirements for the supply period of 2021-2025 are reasonable.
3. **Allocated housing sites:**
  - a. whether or not the approach taken to identify potential housing sites, through the call for sites process, was adequate
  - b. whether the approach to scoring, assessment and site selection was reasonable
  - c. whether the sites proposed for re-zoning in Policy H5 represent the best possible sites for that purpose, having regard to the available options and representations received through the consultation (including those States Member amendments)
  - d. whether or not any of the additional, unallocated sites, raised through the consultation (including those States Member amendments), may provide potentially suitable alternatives to any of the allocated sites in the draft plan, having regard to the housing supply requirements by tenure type (in particular, affordable homes for rent or purchase, over-55's and/or right-sizing or, open market), and sustainability relative to the spatial strategy, landscape impact and availability of local infrastructure.
4. **Housing policy framework:** whether or not the plan, taken as a whole, provides an adequate framework for the delivery of a range quality homes to meet identified local needs, in appropriate locations.
5. **Supply of minerals:** whether or not the evidence base developed to consider the future supply and demand potential for mineral resources is adequate, and whether or not the adopted strategy for minerals supply and safeguarding in the plan is appropriate and the most sustainable option, in light of the evidence.
6. **Coastal National Park:** whether or not the proposed extension of the Coastal National Park area is appropriate and whether or not the policy framework of the plan provides an appropriate and proportionate response to its protection.
7. **Marine Park and marine biodiversity:** whether or not the policy framework of the plan provides an adequate approach for the consideration of development in marine areas and marine biodiversity, having particular regard to the Minister's intention to develop a marine spatial plan, and the *vires* of planning legislation in Jersey.
8. **Managing emissions:** whether or not the plan takes appropriate and deliverable steps to reduce carbon emissions arising from new development, in light of Jersey's commitment to become carbon neutral and the status of the Carbon Neutral Roadmap, which is under development.
9. **Economic development:** whether or not the plan provides a sufficient framework, in light of present uncertainties, to meet the needs of a sustainable island economy, with particular regard to industrial land supply and support for the local tourism industry.
10. **Our Hospital:** whether or not the plan provides an appropriate framework for the consideration and delivery of a new hospital, in the location approved by the States Assembly (Overdale), having regard to the impact of development here, and issues raised about the consideration of alternative locations.
11. **St Brelade's Bay:** whether or not the plan provides an appropriate framework for the consideration of development in St Brelade's Bay, having regard to the spatial strategy and the Minister's intent to develop an improvement plan for the area. And also, consideration as to the potential affects arising from the high number of States Member amendments made in relation to this particular part of the island, having regard to individual property rights and the integrity and balance of the plan as a whole.

12. **Viability and deliverability:** whether or not the draft plan, taken as a whole and in relation to individual policies, ensures that development is viable and that the requirements, placed both upon the developer and the Minister for the Environment, are deliverable.
13. **States Member amendments:** having regard to the status of States Member amendments, the benefits, or implications of each amendment, should they be accepted.
14. **Minister's modifications:** whether or not the substantive modifications proposed by the Minister in response to the consultation, or for any other reason, are appropriate.

### **Communicating new substantive issues and further representations**

As part of the process to examine the draft Bridging Island Plan, the inspectors will invite further representations in relation to certain matters, as determined by the inspectors. Article 10 of the Planning and Building (Covid-19 Bridging Island Plan) (Jersey) Order 2021 limits these representations to be made only by:

- a. a Member, or member of the public, who has submitted an initial representation; and
- b. any other person invited by the inspector to do so

The Minister requests that in considering who may be invited to make further representations, where an initial representation has not otherwise been made, the inspectors consider how they might appropriately allow new representations where they relate to new issues of significance which were not raised in the draft Bridging Island Plan consultation. These matters are considered to be:

1. sites which have the potential to become included in the draft Bridging Island Plan which might include, but not be limited to, those highlighted in the Minister's statement responses;
2. any new and substantive matter raised by States Member amendments or the Minister's proposed modification schedule related to issues, areas or sites.

The inspectors may wish to consider further limitations to ensure that those representation are made by persons with a legitimate interest in the matter, if considered necessary.

See separate documents for:

- **Part 3: Minister's statement responses**
- **Part 4: Summary of consultation responses**
- **Part 5: Proposed response to States Member amendments**
- **Part 6: Minister's proposed modifications schedule**