

SECTION 10: INDUSTRY AND COMMERCE

INTRODUCTION

- 10.1 Jersey has a vibrant economy that has seen significant growth over recent decades. Its Gross Domestic Product is considerably higher than the UK's and compares favourably with that of Europe generally. The Island enjoys almost full employment. The main sectors of the economy are:
- Financial services and investments;
 - Industry and warehousing;
 - Retailing and other services;
 - Tourism;
 - Agriculture and fishing;
 - Transport and distribution; and
 - Government administration.
- 10.2 Economic growth has been reflected in a level of inflation continually above that of the UK. The underlying employment trend was down during 2000, but has since begun to rise again. Unemployment is extremely low and there were 3,300 vacancies for full and part-time employees in September 2001.
- 10.3 The level of economic growth masks great contrasts between the performance of different sectors of the economy. There has been substantial growth in the financial services sector over many years: it accounted for 55% of Gross National Product in 1996 and 28% of all employment in September 2001. Business confidence in the financial services sector has been high, although it declined in 2001 (Jersey Chamber of Commerce Quarterly Business Trends Survey, September 2001). At the same time, business confidence particularly in the tourism sector has declined and this sector, together with agriculture, have seen a reduction in numbers employed. The agricultural, fishing and tourism industries are currently experiencing serious structural changes affecting their contribution to the economy.
- 10.4 It is difficult to predict with any certainty what will happen to the economy over the life of the new Island Plan. However, as discussed in Section Two – Context, the indications are that the economy will continue to grow and thrive. Problems of structural change in agriculture, fishing and tourism will need to be addressed. It is a strategic aim of the States that the economy is diversified and emerging industries are assisted to ensure less reliance in the future on the financial sector and to compensate for decline in others.

Relationship to the Vision and Objectives

- 10.5 The Vision for Jersey is of an Island within which 'economic development and prosperity are sustained and residents can be employed in fulfilling work'. The objectives for the new Island Plan relating to the economy are to:
- encourage a balanced and more diverse economy and assist all sectors of the economy to adapt to change in the market place; and
 - maintain the rôle of the town of St Helier as a major centre, providing employment, shopping, community, and other facilities.

Approach

- 10.6 The policies set out in the new Island Plan for industry and commerce aim to support economic development and diversification and to be sufficiently flexible to enable land-use pressures resulting from economic changes to be systematically addressed by the Planning and Environment Committee. However, the requirement for encouraging growth and diversification must be set against the possible impact on the environment and Island community. Crucially, a balance must be struck between Jersey's desire for continued economic development on the one hand and its desire to limit population on the other.
- 10.7 The 1987 Island Plan sought to provide sufficient land for commercial and industrial uses and to contain retail and office uses within central St Helier. It made provision for development appropriate for local needs and the re-use of redundant buildings. The policies of the new Island Plan generally reflect this approach. The main aims are to:
- provide sufficient land to meet the requirements of the office and industrial sectors;
 - enable the growth and expansion of existing businesses through extensions, relocation and infrastructure improvements;
 - provide for the land-use needs of emerging industries;
 - protect and enhance the centre of St Helier as the focus of commercial, retail and evening activities;
 - support local employment in urban settlements and key rural settlements;
 - support the provision of shopping and services within local centres; and
 - ensure that new commercial, retail and industrial developments take place in locations which are accessible, make best use of land that has previously been developed, avoid physical constraints and minimise the impact on the environment.
- 10.8 There are three main sectors of the economy to be addressed in terms of land-use policies in this section: offices; light industry and warehousing; and retailing and the evening economy. The agricultural and tourism sectors are dealt with in the Countryside and Tourism and Recreation sections respectively.

POLICIES AND PROPOSALS

OFFICE ACCOMMODATION

10.9 The Planning and Environment Committee seeks to assist the Industries Committee in retaining the rôle of Jersey as an international centre for finance and investments, as well as enabling other business activities to develop and thrive. Office uses are recognised as essential to the vitality and viability of the town and, indeed, the Island. The main aims of the new Island Plan are to:

- ensure that sufficient land and opportunities are available to meet the need for additional office floor space;
- generally ensure that major office developments do not spread outside the town centre;
- facilitate the re-use of buildings and vacant floors of buildings where appropriate; and
- allow the provision of small-scale offices within urban and key rural settlements, where they can provide local employment.

10.10 Since 1987 the growth in the financial services sector, greater dependence on information technology and corporate aspirations for first-class office environments have given rise to a demand for larger, modern and more flexible offices. Quality offices are more likely to attract staff, an important consideration when staff are at a premium. Demand is also strong in the secondary office sector from smaller companies looking to expand, or from established companies looking to consolidate, improve and rationalise their space.

Provision of Office Accommodation

10.11 It is essential that there are sufficient opportunities for the development of office accommodation over the Plan period. As an international finance and investment centre, Jersey is competing with other world centres to retain and attract business. A supply of suitable accommodation is vital if Jersey is to retain its international status.

10.12 Although there may be an increase in home working, it is anticipated that firms will continue to seek flexible and modern accommodation. It is assumed that demand for new offices will continue at a level comparable with that of recent years. If business growth is to be assisted, a stock of land which either has consent for office development or which could be developed for that purpose must be ensured.

- 10.13 Discussions with those involved in the office sector leads to the assumption that new office accommodation will be required at the same rate to 2011 as the average over the 1987 Island Plan period (1987 to 1999); approximately 5,600m² per year. There is considered to be sufficient floor space with planning permission that has not yet been constructed, or is currently under construction, to meet a ten-year requirement. There is therefore no need to provide newly zoned land for offices. However, the Plan must allow choice and flexibility in the office market. It is anticipated that this will be mainly met through opportunities for redevelopment within the town centre and in the central Action Areas, as identified on the Town Proposals Map.

POLICY IC1 – PROVISION OF OFFICE ACCOMMODATION

The Planning and Environment Committee, in conjunction with the Industries Committee, will work to provide for sufficient land to satisfy the requirement for new office accommodation during the Plan period.

Offices in St Helier Town Centre

- 10.14 Office developments continue to be located in St Helier – there is little provision elsewhere in the Island. While the 1987 Island Plan identified a zone within St Helier for office development, at least 50% of development has taken place outside of the area, but within the area bounded by the Ring Road. This is as a result of previous commitments and a willingness of committees to take planning gain into account as a justification for office development in other parts of St Helier. The new Island Plan aims to contain office uses within the town centre, as defined on the Town Proposals Map, to avoid the spread of uses into residential areas.
- 10.15 New offices have tended to be purpose built. If sustainable development is to be achieved, re-use of buildings should be considered wherever possible and appropriate. Developers will have to justify demolition of existing buildings in accordance with Policies G15 and G16. For a new building, the Committee may require the builder to re-use materials from the demolished building or re-cycle rubble for use elsewhere on the site. This will require the submission of a Waste Management Plan in accordance with Policy WM2. Proposals for new office developments will need to have particular regard to Policies G2 and G4, relating to general development considerations and the need for design statements.
- 10.16 The policies of the 1987 Island Plan included recommendations for plot ratios of 2.5 (floor space provided on the site no more than 2.5 times the site area) and a maximum height of five storeys. These ratios have been exceeded on a number of occasions when it was considered that the site was capable of accommodating denser development. There are locations in the town where taller buildings may be appropriate, as discussed under Policy BE5. As detailed in Policy G4, proposals for new office developments that depart from recommended plot ratios should be accompanied by a design statement to justify their height and massing.

- 10.17 There are consents for office developments that have been renewed and have remained unimplemented over the last fifteen years. These were approved under the policies of the 1987 Island Plan. Allowing a large number of historic permissions to be implemented would clearly be unsatisfactory. When applications are made to renew consents for office developments, they will be determined in the light of the new Island Plan policies.

POLICY IC2 – OFFICES IN ST HELIER TOWN CENTRE

The development of new offices, and extensions to existing office accommodation, will normally be permitted within the St Helier Town Centre as defined on the Town Proposals Map, provided that the proposal:

- (i) will make a positive contribution to the vitality, character and amenity of the area;**
- (ii) is accessible by pedestrians, cyclists, public transport users including those with mobility impairments;**
- (iii) makes use of existing buildings where possible;**
- (iv) is appropriate in scale, form, massing, density and design to the site and its context;**
- (v) will not result in the loss of a ground floor retail use;**
- (vi) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, visual intrusion or other amenity considerations;**
- (vii) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation Area;**
- (viii) will not lead to unacceptable problems of traffic generation, safety or parking;**
- (ix) will not lead to the loss of residential units;**
- (x) takes into account the need to design out crime and facilitate personal safety and security; and**
- (xi) is in accordance with other principles and policies of the Plan.**

Proposals which do not satisfy these criteria will not normally be permitted.

Offices Outside of St Helier Town Centre

- 10.18 While the town centre of St Helier is regarded as the most appropriate location for offices, it is recognised that a tightly drawn office development area would limit opportunities and lead to a sterile environment in the town centre, particularly at night. Office uses may be considered appropriate within certain of the Action Areas of St Helier (see Policy BE6) that currently comprise a mix of uses including offices. The Action Area development frameworks to be prepared will determine the appropriate level of office development in the individual areas. Office uses are also considered appropriate within the area of the Waterfront north of La Route de la Liberation (notably the Esplanade Car Park site).

POLICY IC3 – OFFICES OUTSIDE OF ST HELIER TOWN CENTRE

Some new office development may be permitted within the Waterfront north of La Route de la Liberation and the following Action Areas as defined on the Town Proposals Map:

- Pier Road/Commercial Buildings (Action Area 1);
- Town Park Area (Action Area 3); and
- Gloucester Street (Action Area 5).

The appropriate level of new office development in these areas will be determined through the preparation of Action Area Development Frameworks and the Waterfront Framework.

Applications for development within the four areas will normally be permitted, provided that the proposal:

- (i) will make a positive contribution to the vitality, character and amenity of the area;
- (ii) is accessible by pedestrians, cyclists, public transport users including those with mobility impairments;
- (iii) makes use of existing buildings where possible;
- (iv) is appropriate in scale, form, massing, density and design to the site and its context;
- (v) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, visual intrusion or other amenity considerations;
- (vi) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation Area;
- (vii) will not lead to unacceptable problems of traffic generation, safety or parking;
- (viii) will not lead to the loss of residential units;
- (ix) takes into account the need to design out crime and facilitate personal safety and security; and
- (x) is in accordance with other principles and policies of the Plan.

Proposals which do not satisfy these criteria will not normally be permitted. Outside of St Helier Town Centre, the Waterfront and the defined Action Areas, new office developments will not normally be permitted except where they accord with Policies IC4 and IC5.

Conversion of Upper Floors of Commercial Buildings for Office Accommodation

- 10.19 There are requirements for secondary office accommodation that can readily be met by offices on the upper floors of commercial premises, rather than in purpose-built accommodation. This makes good use of existing buildings. Such use is appropriate within the boundary of the built-up area provided that the ground floor is already in commercial use (including retail). Any such development should not lead to the loss of residential units or have a detrimental impact on the environment or neighbouring uses.

POLICY IC4 – CONVERSION OF UPPER FLOORS OF COMMERCIAL BUILDINGS FOR OFFICE ACCOMMODATION

The conversion of upper floors of existing commercial buildings to office accommodation will normally be permitted within the built-up area boundary, where the proposal:

- (i) will not unreasonably affect the character and amenity of the area;**
- (ii) will not lead to unacceptable problems of traffic generation, safety or parking;**
- (iii) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, visual intrusion or other amenity considerations;**
- (iv) will have no unreasonable effect on the vitality or viability of St Helier town centre or a local shopping centre;**
- (v) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation Area;**
- (vi) will not lead to the loss of residential units; and**
- (vii) is in accordance with other principles and policies of the Plan.**

Proposals which do not satisfy these criteria will not normally be permitted.

Other Small Scale Office Developments

- 10.20 While office development has taken place predominately in St Helier, there is likely to be additional pressure in the future for small scale office developments (below 250m²) within the town of St Helier, the urban and key rural settlements. Such development can reduce the overall need for travel and support the life and viability of the urban and rural settlements. However, such developments will require careful consideration as they can lead to traffic and car parking problems, have an impact on the amenity and character of the area and can cause disturbance to neighbouring uses.

- 10.21 Within the small rural settlements, small built-up areas and outside of the built-up area boundary, small-scale office developments may only take place where they would be an appropriate use of existing buildings of traditional construction and subject to all other planning policies and criteria for developments in the countryside.

POLICY IC5 – OTHER SMALL SCALE OFFICE DEVELOPMENTS

Small-scale office development will normally be permitted within the town of St Helier, the urban and key rural settlements where the proposal:

- (i) will not unreasonably affect the character and amenity of the area;**
- (ii) will not have an unacceptable visual impact;**
- (iii) will not lead to unacceptable problems of traffic generation, safety or parking;**
- (iv) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, visual intrusion or other amenity considerations;**
- (v) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation Area;**
- (vi) will not lead to the loss of ground floor retail use in St Helier town centre or a local shopping centre, in accordance with Policies IC13 and IC14;**
- (vii) will not lead to the loss of residential units; and**
- (viii) is in accordance with other principles and policies of the Plan.**

Outside of the town of St Helier, urban and key rural settlements, office accommodation will normally only be allowed where it would be a conversion of an existing non-residential building and subject to all other principles and policies of the Plan.

Businesses Run from Home

- 10.22 With the growth of tele-working there is likely to be an increase in the number of people operating businesses from homes. This can help to reduce the overall need for travel. Running a business from home does not require planning consent, provided that it is an ancillary use of the home, not its primary function. Planning Advice Note 1: Businesses Run from Home gives detailed information on these issues.

- 10.23 The Planning and Environment Committee is anxious to avoid intrusive business development in residential areas. This can give rise to problems such as lack of car parking facilities, conversion of garden space to parking, more traffic on otherwise quiet roads and general disturbance. This policy applies to homes within and outside of the built-up area boundary. However, in the Zone of Outstanding Character, Green Zone and Countryside Zone, the impact of the development on the character and amenity of the area, through visual intrusion on the landscape, will be a particular consideration. Proposals that require extensions or alterations to the home will be subject to the policies within Section Eight – Housing and Policies C4, C5 and C6 of Section Five – Countryside.

POLICY IC6 – BUSINESSES RUN FROM HOME

Where development permission is required for the operation of a business from a home, proposals will normally be permitted provided that the development:

- (i) does not alter the primary use of the property as a domestic residence and which shall be the principal residence of the business proprietor;**
- (ii) will not unreasonably affect the character and amenity of the area;**
- (iii) will not have an unacceptable visual impact;**
- (iv) will not lead to unacceptable problems of traffic generation, safety or parking;**
- (v) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, visual intrusion or other amenity considerations;**
- (vi) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation Area; and**
- (vii) is in accordance with other principles and policies of the Plan.**

Proposals which do not satisfy these criteria will not normally be permitted.

LIGHT INDUSTRY AND WAREHOUSING

- 10.24 The new Island Plan seeks to provide opportunities to assist industry to develop and thrive as a valuable sector of the Island's economy. It will ensure that land in industrial use is used efficiently and with minimal impacts on other activities. Specifically, policies for industry aim to:

- protect existing industrial estates and sites from development for non-industrial uses;
- ensure that sufficient land is available to provide for the relocation of inappropriately located industry;
- allow for the expansion of existing industries and the formation of emerging industries;
- encourage the provision of small scale workshops and industrial premises within key settlements, where they can provide local employment; and

- ensure that industrial development is concentrated in locations where the impact on the landscape, agriculture, adjacent land-uses and transport and utilities infrastructure is minimised.

Provision of Industrial Land

- 10.25 During the life of the 1987 Island Plan it has been difficult to ensure an adequate supply of new land and buildings due to a lack of information on the true level of demand. The new Island Plan will identify sufficient land to meet the estimated requirements for the first five years of the Plan and put in place criteria for bringing forward additional land, as the economy requires, in future years.
- 10.26 The light industrial and warehousing sector includes a diverse range of activities: manufacturing, storage, garage and workshops, distribution and transportation businesses. Most industrial activity that takes place in the Island can be described as light industry (for example, manufacturing and light engineering), storage or distribution.
- 10.27 The land-use requirements of industry present a particular challenge given the competing pressures on land in the Island. If sufficient land is not provided, however, the growth and development of the manufacturing, storage and distribution sectors of the economy will be stifled. Emerging industries will not be developed due to lack of premises. This will also restrict opportunities to relocate businesses from sites where they have a high impact on residential areas, or can release land for homes.
- 10.28 The requirements for industrial land over the Plan period will arise from:
- the relocation of businesses from their current locations, through expansion and improved operations;
 - businesses which may be regarded as 'bad' or inappropriate neighbours, many of which occupy sites in areas subject to regeneration and environmental improvement; and
 - the emergence of certain industries with particular land-use requirements, such as e-commerce, marine traders and the media.

It is anticipated that of these categories, the relocation of bad neighbours will give rise to the greatest demand for industrial land.

- 10.29 Information to try to define future requirements has come from:
- consultation with the main commercial agents about outstanding requirements for sites and floor space of various sizes; and
 - the estimated floor space associated with businesses seeking to relocate or included within the assessment of urban capacity as bad neighbours or sites with potential for other uses.

10.30 These sources reveal that:

- there is a requirement for over 25,000m² (270,000 sq. ft) of industrial floor space which remains unsatisfied (12.4 acres, 27.9 vergées or five hectares of land, at a normal ratio of floorspace to site area of 1:2);
- demand includes small (50 to 250m²/500 to 2,500 sq. ft), medium (250 to 600m²/2,500 to 6,000 sq. ft) and large space users (up to 4,000m²/40,000 sq. ft). The small business sector of light industrial units is particularly restricted in supply; and
- to assist in the relocation of businesses from the town centre as well as the release of land for housing, there may be a requirement for approximately 17.4 acres (39.2 vergées or seven hectares) of industrial land.

10.31 It is the policy of the Industries Committee to assist diversification of the economy and a strategy group has been formed to deal with 'emerging industries'. These include industries such as crafts, marine and aviation-related businesses, e-commerce, and media/film. The growth and development of these industries will lead to various requirements for floor space, in addition to those identified above.

10.32 The site requirements for the different types of users will vary. Purpose-built starter units or redundant agricultural buildings (as defined in Section Five – Countryside) could suit most small size occupiers. Larger users are likely to require specific sites developed for individual purposes. Most industry 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 employment uses may also be suitable within the town of St Helier, provided that they are compatible with neighbouring uses, such as media/cultural industries.

10.33 All of this has identified a need to bring forward land for industrial use at La Collette 2. Other requirements for industry may be met by using redundant agricultural buildings for light industry and storage. Agricultural buildings will be particularly important in providing small workshops but the Committee is clear that not all redundant agricultural buildings will be suitable: they will have to comply with the policies in Section Five – Countryside (Policies C18 and C19).

La Collette 2

10.34 The development framework for La Collette 2 includes the designation of an area for industry, storage and warehousing. The area designated for industrial purposes is indicated on the Town Proposals Map and comprises 21 acres/ 47 vergées. This potentially will provide for 40,000m² (430,000 sq. ft) of industrial, storage and distribution floor space.

10.35 There is a pressing need to release industrial land at La Collette 2 in the short term. Informal commitments have been made and land allocated. This is an obvious site for bad neighbour businesses, which will free-up valuable areas elsewhere. La Collette 2 may also be required to take uses relocated from elsewhere in the Harbour as the Port Master Plan is

developed.

- 10.36 The first phase of industrial land at La Collette 2 may be available for occupation by 2005 and could be released progressively until completion of the filling of the site. Within the Plan period to 2011, as much as three quarters of the site (6.4 hectares (16 acres or 36 vergées)/32,000m² (323,000 sq. ft) of floor space) could be released. The first phase of available land should be identified for the existing commitments to companies and to provide for the needs of the larger industrial users, for whom there are limited alternatives. An area of the site could also be identified for purpose-built starter units for light industry.

POLICY IC7 – PROVISION OF INDUSTRIAL LAND

Land comprising 21 acres/47 vergées is designated at La Collette 2 for industry, storage and warehousing.

A development brief will be prepared for the site to ensure that development takes place in a co-ordinated manner and that proposals come forward that are satisfactory in terms of design, layout, landscaping, service infrastructure, access and parking.

Proposals for other commercial uses, including retailing, will not normally be permitted on the site unless related and ancillary to the primary industrial, storage or warehousing use and provided they are in accordance with other principles and policies of the Plan.

Protection of Existing Industrial Sites

- 10.37 It is important that prime industrial sites are protected from changes of use that would lead to a loss of industrial land and restrict the ability of the economy to adapt and develop. There are seven existing prime industrial sites, which warrant such protection. Some of them provide opportunities for expansion, partial redevelopment or environmental and access improvements. These may include developing additional floor space, refurbishing units, providing off street car parking, improving access, security and infrastructure and landscaping.
- 10.38 Sites such as Rue des Pres (St Saviour), Springside (Trinity) and Thistlegrove (St Lawrence) were zoned by the States to provide for the Island's industrial needs and are now almost fully occupied. In addition, there are other commercial sites, which began as agricultural businesses and have developed to incorporate a significant proportion of non-agricultural industries. While the overall loss of agricultural buildings to the industry is a concern, the sites are well located and provide employment.

- 10.39 In addition to the seven sites, land at La Collette 1, within the operational area of the Harbours Department, provides an existing prime site for industry and distribution. There may be a requirement for the expansion of port related activities, which could displace the current industrial and States departmental uses. These existing occupiers would need to relocate to an alternative site.

POLICY IC8 – PROTECTION OF EXISTING INDUSTRIAL SITES

Industrial development and redevelopment, including manufacturing, warehousing and distribution uses, will normally be permitted within the following existing industrial sites, subject to being in accordance with criteria for new industrial development, as set out in Policies IC9 and IC11. The sites are designated on the Island Proposals Map:

- 1. Rue des Pres Trading Estate, St Saviour;**
- 2. Jersey Steel, Beaumont, St Lawrence;**
- 3. St Peter's Technical Park, St Peter;**
- 4. Springside, Trinity;**
- 5. L.C. Pallot Properties, Trinity;**
- 6. Barrette Commercial Centre, Mont Mado, St John; and**
- 7. Thistlegrove, St Lawrence.**

Within the boundary of these sites, the introduction of non-industrial uses will not normally be permitted, unless related to and ancillary to the industrial use.

Proposals for New Industrial Buildings

- 10.40 New buildings, or redevelopment of buildings, for industrial use must be of a standard of design and layout that promotes a high quality of development, minimises the impact on adjacent uses and the environment and makes best use of the site. It is anticipated that any new buildings will be located within the new and existing sites as identified under Policies IC7 and IC8 or within the built-up area boundary. Where sites are within the built-up area but not on an industrial estate, the impact on adjacent land-uses and residential amenity will be of particular concern. It is important that in allowing industrial development within the built-up area, future 'bad neighbour' situations are avoided.

POLICY IC9 – PROPOSALS FOR NEW INDUSTRIAL BUILDINGS

Proposals for new industrial buildings within designated sites and the boundary of the built-up area, will normally be permitted provided that the development:

- (i) includes adequate operational space within the site for parking, manoeuvring and loading/unloading of vehicles;
- (ii) seeks to minimise the extent and impact of any external storage;
- (iii) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, odour, pollution, visual intrusion or other amenity considerations;
- (iv) adopts measures which minimise any unreasonable impact on neighbours including landscape screening, sound insulation, pollution control and hours of working;
- (v) will not lead to unacceptable problems of traffic generation, safety or parking;
- (vi) will not unreasonably affect the character and amenity of the area; and
- (vii) is in accordance with other principles and policies of the Plan.

Proposals which do not satisfy these criteria will not normally be permitted.

Relocation of Bad Neighbour Uses

- 10.41 There are industrial users who, for historic reasons, are located within the built-up area, many on constrained sites and adjacent to residential properties. Relocating these 'bad neighbours' can bring environmental benefits, release land for other uses such as housing and open space and enable the industrial users to expand and develop. The Action Areas of St Helier (as discussed in Section Six – Built Environment) include many of these uses and the implementation of Action Area development frameworks will seek to address opportunities for relocation in a strategic and coherent manner. The development on the new site will be considered in accordance with Policy IC9 for new industrial development as well as with other principles and policies of the Plan.

POLICY IC10 – RELOCATION OF BAD NEIGHBOUR USES

The Planning and Environment Committee will encourage the relocation of industrial, storage and distribution activities which are considered to be unneighbourly in their present location, to suitable sites within the designated industrial sites, defined built-up area, or to redundant agricultural buildings, where it would lead to overall environmental benefits and would be in accordance with Policy IC9.

The relocation of industries will be particularly encouraged where this would release land within the town of St Helier for housing, open space, tourism or other community uses.

Extensions or Alterations to Industrial Buildings

- 10.42 Whilst new sites identified in the Plan will provide opportunities for industries to relocate for expansion or improvement, land already in industrial use will continue to provide the majority of requirements. Enabling existing industries to expand and develop on existing sites rather than relocate, providing this does not disturb the neighbourhood, makes economic sense because it uses existing land resources and buildings. But where there are problems associated with an industrial operation, it is important that any extensions or alterations do not exacerbate its impact.
- 10.43 There will be a general presumption against the approval of extensions to existing industrial properties and/or the intensification of uses at industrial sites, outside of the built-up area and outwith designated new or existing industrial sites.

POLICY IC11 – EXTENSIONS OR ALTERATIONS TO EXISTING INDUSTRIAL BUILDINGS

The extension or alteration of existing industrial buildings will normally be encouraged within the designated industrial sites and built-up area boundary, provided that the proposal:

- (i) would have no unreasonable impacts on the character or amenity of the area and the local environment;**
- (ii) includes adequate operational space within the site for parking, manoeuvring and loading/unloading of vehicles;**
- (iii) seeks to minimise the extent and impact of any external storage;**
- (iv) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, odour, pollution, visual intrusion or other amenity considerations;**
- (v) adopts measures which minimise any unreasonable impact on neighbours including landscape screening, sound insulation, pollution control and hours of working;**
- (vi) will not lead to unacceptable problems of traffic generation, safety or parking; and**
- (vii) is in accordance with other principles and policies of the Plan.**

Proposals which do not satisfy these criteria will not normally be permitted.

There will be a presumption against extensions or alterations to existing industrial buildings outside of the built-up area and designated industrial sites.

New Industrial Development in the Countryside

- 10.44 Only in very exceptional circumstances will the construction of new buildings for industrial purposes be allowed outside the built-up area. This might include ancillary buildings at quarries or landfill sites or buildings for agricultural processes. In such cases, it will be expected that the buildings are essential to the operations of the particular development and permission will be related to the life of the mineral workings or landfill. Proposals for new agricultural buildings are dealt with in Section Five – Countryside (Policy C16).

POLICY IC12 – NEW INDUSTRIAL DEVELOPMENT IN THE COUNTRYSIDE

There will be a presumption against new development for industrial purposes in the countryside. Proposals will normally only be permitted for forms of development which must occur in the countryside, where they:

- (i) are directly related to the winning, processing, treatment and transportation of minerals, waste management including recycling or the processing of agricultural products;**
- (ii) are essential for the processing to take place close to the source of raw materials;**
- (iii) are related to the expected life of the raw material source or landfill site;**
- (iv) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, odour, pollution, visual intrusion or other amenity considerations;**
- (v) will not unreasonably affect the character and amenity of the area;**
- (vi) will not have an unacceptable visual impact;**
- (vii) will not lead to unacceptable problems of traffic generation, safety or parking; and**
- (viii) are in accordance with other principles and policies of the Plan.**

Proposals which do not satisfy these criteria will not normally be permitted.

RETAILING AND THE EVENING ECONOMY

- 10.45 The 1987 Island Plan policies have been successful in ensuring that the centre of St Helier has remained the focus for shopping. Outside town, there are a number of other centres where there is a range of shopping, the largest being Red Houses. Gorey, St Peter's Village, St Ouen's Village and St John's Village also have a significant rôle. The smaller communities and villages have a good level of provision of local shopping.
- 10.46 The move to out-of-town supermarkets, as experienced in the UK and France, has been largely resisted although there has been significant expansion of some peripheral stores. New retail warehouse uses have been restricted to the built-up area in accordance with the 1987 Island Plan. There has been growth in out-of-town shopping at garden nurseries (such as Ransoms and St Peter's Garden Centre). There has also been a trend towards the expansion of retailing from garage forecourts.
- 10.47 Jersey has a vibrant evening economy, with restaurants, bars, cafés and clubs concentrated in the commercial centre of St Helier as well as St Aubin and Gorey. These businesses contribute to the quality of Island life and the attractiveness of the Island for tourists and are regarded as uses important to the local economies. However, they are often located in close proximity to residential accommodation and it is therefore important that potential problems of, for example, noise and odour are taken into account and where possible mitigated against. The aims of the Plan, in terms of retailing and the evening economy, are to:
- protect and enhance the vitality and viability of the centre of St Helier and the centres of the urban and rural settlements;
 - prevent a dispersal of new retailing outside the main centres;
 - retain and enhance the provision of local shopping areas and convenience stores to serve local needs;
 - concentrate new developments of retail and evening uses in locations that are accessible by pedestrians, cyclists or public transport;
 - promote mixed use areas; and
 - maintain an adequate provision of shopping facilities throughout the Island.

Protection and Promotion of St Helier for Shopping

- 10.48 St Helier has a strong commercial core with both multiple and independent retailers. Maintaining the vitality and viability of the centre of town for retailing is important to the economy, as well as to the built environment and cultural life of the Island. In particular, it accords with the vision for St Helier set out in Section Six – Built Environment, which seeks to protect and promote a centre of great vitality and viability by day and night.
- 10.49 Protecting the character of the centre of St Helier is a balancing act. The presence of too many non-retail uses can threaten the attractiveness of the retail core. It is also important that new retail developments, including the redevelopment of existing units and sites, do not detract from the character and amenity of the town core and instead, contribute positively to a high quality environment.

- 10.50 Alongside the protection of the retail centre, environmental enhancement, improvements to pedestrian safety, and facilities for shoppers will be supported by the Committee in order to improve and promote the centre for shopping. Such measures are addressed within the Built Environment and Travel and Transport sections of the new Island Plan.

POLICY IC13 – PROTECTION AND PROMOTION OF ST HELIER FOR SHOPPING

The rôle of St Helier town centre (as defined on the Town Proposals Map) as the main retailing centre of the Island will be protected and promoted. Environmental enhancement, improvements to pedestrian safety and facilities for shoppers within the centre will be promoted.

Proposals for new or extensions to existing retail development will normally be permitted within the town centre, provided that the development:

- (i) will not unreasonably affect the character and amenity of the area;
- (ii) will not lead to unacceptable problems of traffic generation or safety;
- (iii) is accessible by pedestrians, cyclists, public transport users including those with mobility impairments;
- (iv) makes use of existing buildings where possible;
- (v) will not have an unacceptable visual impact;
- (vi) is appropriate in scale, form, massing, density and design to the site and its context;
- (vii) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation Area; and
- (viii) is in accordance with other principles and policies of the Plan.

Proposals which do not satisfy these criteria will not normally be permitted.

Proposals for new retail development outside St Helier town centre will not normally be permitted except where they accord with Policies IC14, 15 and 17.

Changes of use involving a loss of ground floor retail floor space within the town centre will not normally be permitted.

Protection and Promotion of Local Shopping Centres

- 10.51 The retention of essential local shops within easy walking distance of most homes is important to reduce the need to travel, and especially important to the less mobile members of the community, such as the elderly, the disabled, and those without access to a car. Most of the urban and rural settlements have a good range of local shopping facilities. Some are significant local shopping centres, such as Red Houses, St Aubin, St Peter and St John. Others are large parades of shops in the main urban area, such as at Five Oaks. There are many other small centres within settlements and neighbourhoods, comprising a number of essential local shops and services. Where possible, the Planning and Environment Committee will use its powers to protect such essential facilities and to promote these centres.
- 10.52 Within these centres, a change of use from retailing to non-retail uses can have a significant impact on the shopping facilities of local communities, particularly if it leads to the loss of essential local shops such as general convenience stores. This will not generally be favoured, except where a more than adequate retail provision to serve local needs already exists in the centre and the impact of the proposed use on the range of retail facilities is outweighed by leaving shops empty.

POLICY IC14 – PROTECTION AND PROMOTION OF LOCAL SHOPPING CENTRES

The Planning and Environment Committee will seek to protect and promote local shopping centres at:

- **Les Quennevais/ Red Houses;**
- **Gorey Village;**
- **St Aubin;**
- **St Ouen's Village;**
- **St John's Village;**
- **St Peter's Village**
- **Five Oaks and Bagatelle Parade; and**
- **Miladi Farm Parade.**

Within local shopping centres, new retail developments will normally be permitted provided that the proposal:

- (i) will have no unreasonable effect on the vitality and viability of St Helier town centre;**
- (ii) will not unreasonably affect the character and amenity of the area;**
- (iii) will not lead to unacceptable problems of traffic generation or safety;**
- (iv) is accessible by pedestrians, cyclists, public transport users including those with mobility impairments;**
- (v) makes use of existing buildings where appropriate and possible;**
- (vi) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation**

**Area; and
(vii) is in accordance with other principles and policies of the Plan.**

Proposals which do not satisfy these criteria will not normally be permitted.

Changes of use within local shopping centres from retail to non-retail use will not normally be permitted.

Development of Local Shops

- 10.53 Reasonable access to local shops is essential for the day-to-day needs of all members of the community and preference will be given to developments proposed in locations within the built-up area where provision is currently inadequate. In areas where substantial new housing development is proposed, the Planning and Environment Committee will seek appropriate provision of shop units as part of the scheme, depending on local facilities.
- 10.54 In assessing any proposal for a new unit or a change of use to retail, the Planning and Environment Committee will take into account the appearance, method of operation and likely customer attraction of the proposed use, as well as any impacts on existing shopping provision and the amenity and character of the surrounding area.

POLICY IC15 – DEVELOPMENT OF LOCAL SHOPS

Proposals for new small local shops will normally be permitted within the boundary of the built-up area, where it is shown that the proposal:

- (i) will have no unreasonable effect on the vitality or viability of St Helier town centre or a local shopping centre;**
- (ii) will not unreasonably affect the character and amenity of the area;**
- (iii) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, visual intrusion or other amenity considerations;**
- (iv) will not lead to unacceptable problems of traffic generation, safety or parking;**
- (v) is accessible by pedestrians, cyclists, public transport users including those with mobility impairments; and**
- (vi) is in accordance with other principles and policies of the Plan.**

Proposals which do not satisfy these criteria will not normally be permitted.

Development of Evening Economy Uses

- 10.55 Within the town centre of St Helier and the local centres, such as Gorey and St Aubin, there is a range of non-retail activities that are traditionally found in town centres, such as restaurants, cafés, food take-aways, public houses, bars and night-clubs. Gorey and St Aubin are also designated as Tourist Destination Areas and evening uses are particularly important to their tourism function. St Helier town centre and the local centres are appropriate locations for the development of new evening economy uses, being an important part of the function of the settlements. With regard to proposals for new night-clubs, the Committee will pay particular attention to the impact on nearby homes and the character and amenity of the area.

POLICY IC16 – DEVELOPMENT OF EVENING ECONOMY USES

Proposals for restaurants, cafés, public houses and other non-retail uses will normally be permitted within the town centre of St Helier and Tourist Destination Areas, provided that the development:

- (i) will not unreasonably affect the character and amenity of the area;**
- (ii) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, odour, visual intrusion or other amenity considerations;**
- (iii) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation Area;**
- (iv) will not lead to unacceptable problems of traffic generation, safety or parking;**
- (v) will not lead to the loss of residential units;**
- (vi) is accessible by pedestrians, cyclists, public transport users including those with mobility impairments;**
- (vii) makes use of existing buildings where possible;**
- (viii) is appropriate in scale, form, massing, density and design to the site and its context;**
- (ix) takes into account the need to design out crime and facilitate personal safety and security; and**
- (x) is in accordance with other principles and policies of the Plan.**

In remaining parts of the Island, applications to establish such uses will be considered on their merits having regard to the above criteria and other principles and policies of the Plan.

Food Retailing Proposals

- 10.56 Jersey is relatively well served with a range of local and central supermarkets, in addition to the local shopping provision. With the opening of the new Co-op foodstore on the Le Masuriers site in St Helier, there are five stores of more than 1,000m² (10,000 sq. ft). It is unlikely that convenience goods spending will necessitate the provision of a further large supermarket during the Plan period.

- 10.57 If circumstances were to change over the life of the Plan and the need for an additional large supermarket arose, then it is vital that any new food store is located where it is accessible by all modes of travel and in particular, where it can be easily reached by those without access to private transport and where it would not have an unreasonable effect on the viability of other retail centres. Accordingly, St Helier town centre, as defined on the Town Proposals Map, is the most appropriate location for any new major food retailing development (generally of more than 500 m²/ 5,000 square feet of gross retail floor space). There will therefore, be a presumption against any new major food retailing developments outside St Helier town centre. In the event that any such proposals are submitted, the Planning and Environment Committee would need to be convinced that there are no suitable alternative sites available in more accessible locations: developers will be required to demonstrate a sequential approach to site selection commencing with St Helier town centre and then edge-of-centre and finally other locations within the town of St Helier.
- 10.58 While it is not expected that there will be a need for additional floor space for food retailing overall in the Island, modern expectations of shoppers will mean that supermarket operators will want to invest to improve the quality of their existing stores. A retail impact assessment of a new store in Jersey (undertaken by Rapleys in 1998) highlighted the need for qualitative improvements to stores. In general, the extension, refurbishment or redevelopment of existing stores is preferred over new stores in alternative locations, given that most supermarkets are already accessible by alternative modes to the car and are adjacent to the primary road network.

POLICY IC17 – FOOD RETAILING PROPOSALS

Proposals for the provision of new food retailing floor space over 500m²/ 5,000 square feet (gross) will normally only be permitted where the proposed development:

- (i) is located in St Helier town centre;**
- (ii) will not have an unreasonable effect on existing retail centres, including essential village and convenience shops;**
- (iii) will not adversely affect the character and amenity of the area;**
- (iv) is accessible to pedestrians, cyclists, public transport users including those with mobility impairments;**
- (v) will not lead to unacceptable problems of traffic generation, safety or parking;**
- (vi) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, visual intrusion or other amenity considerations;**
- (vii) is appropriate in scale, form, massing and design to the site and its context; and**
- (viii) is in accordance with other principles and policies of the Plan.**

Proposals which do not satisfy these criteria will not normally be permitted.

In exceptional circumstances, major food retail development proposals may be permitted outside St Helier town centre where criteria (ii) to (viii) above are satisfied and where the applicant can demonstrate, to the satisfaction of the Planning and Environment Committee, that a rigorous sequential approach to site selection has been undertaken.

The redevelopment or extension of existing food retailing stores to over 500m² floorspace will be subject to criteria (ii) to (viii) above.

Retail Warehouses

- 10.59 Outside the town centre of St Helier, large-scale retail developments selling durable goods are not generally acceptable, including warehouses. Out-of-town centre retail developments tend to be self-contained facilities and may draw shoppers away from the existing centres. They are generally more reliant on travel by car as they are often inaccessible to public transport, pedestrians and cyclists.
- 10.60 The trend towards large out-of-town or out-of-centre retail warehouses has largely been resisted in Jersey, with the notable exception of the JEC site in Queen's Road. Retail warehouses may complement town centre uses by accommodating bulky goods sales, but such warehousing should not be encouraged as it is difficult to control the type of goods for sale and, over time, a shift of larger town centre retailers to these out-of-town stores is likely. Moreover, bulky goods are successfully sold from town centre locations without requiring the amount of floorspace necessary in warehouse stores. Allowing out-of-town retail warehouses could have a significant impact on the viability of the town centre, as well as being reliant on car travel.

POLICY IC18 – RETAIL WAREHOUSES

Proposals for retail warehouses outside of the town centre of St Helier will not normally be permitted.

Retailing within Industrial Sites

- 10.61 The existing industrial sites such as Rue des Pres already include an element of retailing within the units and this may serve an important commercial function, such as selling to the construction trade from manufacturers or distributors. Only retailing that is ancillary to the industrial, distribution or warehouse use is considered to be acceptable within the designated industrial sites (existing and proposed). Allowing units to be primarily for retail use could lead to the industrial estates becoming locations for out-of-town retailing. This would detract from their industrial purpose as well as from the vitality and viability of St Helier as a retail centre.

POLICY IC19 – RETAILING WITHIN INDUSTRIAL SITES

Proposals for retail development within existing and proposed industrial sites will normally only be permitted where the development:

- (i) relates to the sale of items manufactured, packaged or distributed on the premises or the same industrial site, or where the sale of such items is subsidiary to their manufacture, packaging or distribution;**
- (ii) will not lead to an unreasonable loss of industrial floorspace;**
- (iii) will not unreasonably affect the character and amenity of the area;**
- (iv) will not lead to unacceptable problems of traffic generation, safety or parking;**
- (v) will have no unreasonable effect on the vitality or viability of St Helier town centre or a local shopping centre; and**
- (vi) is in accordance with other principles and policies of the Plan.**

Proposals which do not satisfy these criteria will not normally be permitted.

Retail Development Outside the Built-up Area

- 10.62 During the life of the 1987 Island Plan, retail development in the countryside has been largely resisted and the Planning and Environment Committee will continue to resist proposals for retail uses outside the built-up area.
- 10.63 Retail uses in the countryside will only be considered where they are ancillary to other uses. Shops ancillary to other uses, such as farm shops, garden centres at nurseries or garage forecourt shops, can provide a community facility, local employment and assist the diversification of the agricultural economy. The Planning and Environment Committee will support this type of development provided that it is related and ancillary to the main use. In the case of farm shops, planning conditions will normally be used to limit the range of goods sold to fresh local farm produce. The impact of either farm shops or garage forecourt shopping on local convenience stores will need to be taken into account, as will the impact on the viability of the central markets and the potential impact on the countryside. It is a presumption that proposals will make use of existing buildings.
- 10.64 There will be a general presumption against the approval of extensions to existing retail uses outside the built-up area.

POLICY IC20 – RETAIL DEVELOPMENT OUTSIDE THE BUILT-UP AREA

There is a presumption against the establishment of new retail uses outside the built-up area, other than farm shops in accordance with Policy C18. In exceptional circumstances, the Planning and Environment Committee will permit the sale of goods which are related and ancillary to the main activity on the site and where the proposal:

- (i) makes use of existing buildings;
- (ii) will have no unreasonable effect on the vitality or viability of St Helier town centre, the central markets or a local shopping centre;
- (iii) will not lead to unacceptable problems of traffic generation, safety or parking;
- (iv) will not unreasonably affect the character and amenity of the area;
- (v) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, odour, pollution, visual intrusion or other amenity considerations; and
- (vi) is in accordance with other principles and policies of the Plan.

There will be a presumption against extensions to existing retail buildings outside of the built-up area. In the Zone of Outstanding Character, extensions will not normally be permitted and any redevelopment must take place within the existing footprint. In the Green Zone and Countryside Zone, limited development may be allowed where it would not have an unreasonable impact on the character of the area and where it is in accordance with policies C5 and C6 and other principles and policies of the Plan.

Take-away Food Outlets

- 10.65 Food take-aways include both hot and cold food outlets and provide a necessary service for Island residents and visitors alike. Take-aways are best located in St Helier town centre, in the centres of urban and key rural settlements, or at visitor destinations. It is recognised that take-away outlets have potential impacts on neighbouring uses in terms of a high turnover of customers, unsociable hours, cooking odours and parking problems.

POLICY IC21 – TAKE-AWAY FOOD OUTLETS

New take-away food outlets will normally only be permitted provided that the proposal:

- (i) is within St Helier town centre, a local shopping centre or a Tourist Destination Area;**
- (ii) will not unreasonably affect the character and amenity of the area;**
- (iii) will not have an unreasonable impact on neighbouring uses and the local environment by reason of noise, odour, pollution, visual intrusion or other amenity considerations;**
- (iv) will not have an unacceptable impact on a Site of Special Interest, Building of Local Importance or a Conservation Area;**
- (v) will not lead to unacceptable problems of traffic generation, safety or parking;**
- (vi) will have no unreasonable effect on the vitality or viability of St Helier town centre or a local shopping centre; and**
- (vii) is in accordance with other principles and policies of the Plan.**

Proposals which do not satisfy these criteria will not normally be permitted.

Beach Kiosks

- 10.66 Beach kiosks are typically small outlets selling snacks and drinks, and are an intrinsic part of life at the seaside. It is important that their nature and the service they provide are retained and as such, developments that require substantial extensions and involve a change in the character and function of an existing kiosk of detriment to beach users will not normally be allowed. Some new take-aways may be approved in beach-front locations, particularly where there is limited provision at present.

POLICY IC22 – BEACH KIOSKS

The Planning and Environment Committee accepts that existing beach kiosks and cafes provide for the special needs of beach users.

There will be a presumption against the loss of catering facilities for beach users. Proposals for the change of use of a kiosk/cafe to a restaurant or other use, which no longer serves the beach trade and where it would result in a substantial increase in the size of the existing building will not normally be permitted.