Revised 2011 Island Plan
Foreword

Island Plan 2011: Revised (2014)

Message from the Minister for Planning and Environment

The Revised 2011 Island Plan remains centred on three very simple, but linked, concepts of countryside protection; the wise use of resources; and urban regeneration.

Protecting our precious coast and countryside is a key part of the Island Plan. The revised policies for the Coastal National Park and the Green Zone provide better protection for our most valuable and valued landscapes whilst providing greater clarity for residents and businesses who live and work there about the type of development that might be permissible.

I remain committed to meeting most of the Island’s development needs from within the existing built-up area and particularly St Helier: this should be viewed as an opportunity to regenerate the fabric of our urban areas and improving them as places to live, work and visit with new homes of better space standards and access to high quality amenities.

The Revised Plan sets out a fresh strategy to deliver affordable housing that can deliver 1,000 truly affordable homes, for rent and purchase, up to 2020. It introduces a mechanism that ensures homes are accessible to those most in need that is consistent with the existing spatial strategy of the Plan. The use of public land is central to this and, by using our own assets, will ensure that we have a Plan that can actually deliver the homes that are needed.

The Revised Island Plan has been developed in a rigorous and consultative way and I am grateful to all who have participated as I believe the outcome to be more robust. I want to ensure, however, that there is earlier involvement of States members in the process of plan-preparation and I will seek to bring forward improvements to the process for the next review of the Plan.

Deputy Robert Duhamel

Minister for Planning and Environment
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Introduction
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Introduction

Jersey has a ‘plan-led’ planning system and this means that the Island Plan should be the primary consideration in any planning-related decision-making: the law identifies that all development should be in accordance with the Island Plan unless there is sufficient justification for granting planning permission that is inconsistent with the Plan. The Minister is required to give reasons for the award of planning permission and to have regard to all material considerations.

Because of this, the Island Plan is a highly significant and important document.

The strategies and objectives of the Island Plan are translated into a framework of policies and proposals that will provide the basis for land-use planning decisions over the next ten years. The policies of the Island Plan have been carefully formulated to achieve the sustainable development of the Island with a balance between social, environmental and economic considerations.

The policies and proposals of the Island Plan, whether general or specific, together provide an holistic and integrated approach to land-use planning in Jersey. The policies do not stand in isolation and should be read together.

Preparation of the Island Plan

The process of development and examination of the 2011 Island Plan has been the most open, transparent and consultative to date. This has ensured that the policies and proposals within it have been thoroughly considered and scrutinised.

The initial draft Island Plan was published, as a White Paper, in September 2009. A six month consultation period generated about 1,200 representations from about 200 respondents to which the Minister published a response in May 2010.

All of these representations, and the Minister's response, were considered by independent Planning Inspectors - Mr Chris Shepley and Mr Alan Langton - who held a three week public inquiry, in the form of an Examination in Public (EiP), in September/October 2010. The EiP enabled a thorough and lively debate and consideration of the key issues for the Plan and helped to inform the recommendations made by the Inspectors to the Minister in their report, which was published in November 2010. All States Members had a full opportunity to make representations on the draft Plan, and to participate in the EiP, and a number did so.

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1 Article 19 of the Planning and Building (Jersey) Law 2002
2 Draft Jersey Island Plan (2009)
3 Minister for Planning and Environment (May 2010) Draft Island Plan: response to consultation
Introduction

The Minister is grateful to all of those people who have engaged with and participated in the Plan-making process. The Minister considered all of the issues raised very carefully and, as required to do so, published a schedule of all of those changes made to the initial draft Island Plan, together with a reasoned justification for them. The schedule also contained a response from the Minister where he chose not to accept a recommendation from the Planning Inspectors. (5)

The output from this was a revised draft Island Plan (March 2011), which was lodged au Greffe for consideration by the States in June 2011.

The revised draft plan (March 2011) was lodged au Greffe on 29th March (P48.2011). States members considered the draft Plan and a number of them lodged their own amendments to it. Where they raised matters not yet considered by the Island Plan review process, these proposed amendments were the subject of further public consultation and independent review by planning inspectors.

Approval of the Island Plan 2011

The States considered over 50 amendments to the revised draft Island Plan between 21st and 29th June, 2011. After extensive debate, lasting almost 40 hours, the new Island Plan 2011 was approved by the States, 37 votes to 1.

Revision of the 2011 Island Plan

The requirement to review parts of the 2011 Island Plan emerged principally to meet the need for affordable homes. This arose largely because decisions made by the States Assembly in 2011 were not sufficiently robust or sustainable in meeting the Island’s housing needs for affordable homes.

The interim review also provided an opportunity to set out a clearer, more comprehensive planning policy regime for the Island’s coast and countryside; to update the safety zone around the Airport fuel farm; and to ensure that other policies in the Plan were capable of implementation. States members also took the opportunity to revise a small number of other parts of the Plan: the scope of the interim review was, however, limited.

The Minister’s proposed revision of the 2011 Island Plan was published in July 2013 for a period of consultation that lasted until the end of September 2013. Some 670 comments made by some 225 individuals and organisations were received in response to the initial consultation. The Minister considered and published his initial response to these in November 2013.

5 A further EIP was held between 23-25th May 2011 and the inspectors’ further report and associated addendum was published on the 10th June 2011, prior to the States debate, scheduled for the 21st of June 2011.
Introduction

The Minister appointed independent Planning Inspectors, Mr Chris Shepley and Mr Alan Langton, to conduct an Examination in Public of the representations received and the issues raised. These were the same inspectors who had conducted the Examination into the original 2011 Island Plan.

The Planning Inspectors held the Pre-Examination meeting on 21 November 2013 and the Examination in Public itself took place from 14-23 January 2014. The Planning Inspectors’ report was received and published by the Minister on 20 February 2014 and was material to the Minister in shaping the revised draft of those parts of the Plan proposed for review, which was lodged in March 2014 (P.37/2014).

A number of States Members lodged amendments which, following a ruling by the Bailiff, in some instances affected areas outwith the scope of the Minister’s proposed revisions. Where States Members amendments raised new issues, these were subject to further public consultation and independent review by Planning Inspectors. A further EiP was held on 07 July and the Inspectors submitted their report to the Minister on 10 July.

The States debate commenced on 15 July, and concluded on 17 July with the Revised Island Plan being adopted, as amended, with 40 votes and four abstentions.

Superseded development plans

Adoption of the Island Plan provides the planning policy framework for land-use decisions over the next ten years. It supersedes and replaces the existing 2002 Island Plan, as amended. It also supersedes a number of smaller development plans, applicable to specific areas of the Island, whose policies and proposals have either already been implemented or, where still relevant, have been incorporated into this Plan.

For the avoidance of doubt, the following development plans and frameworks are superseded by the 2011 Island Plan:

3. Waterfront Development Plan (2001)
4. Jersey Island Plan 2002, as amended

It will also be necessary to develop new, and to comprehensively review existing, supplementary planning guidance, to complement the new policy framework provided by the new Island Plan. This is considered at Appendix A ‘Supplementary Planning Guidance’.
Introduction
Format of the Plan

The Island Plan comprises two parts:

Written Statement

- **Section 1**: sets out the strategic policy framework, which is based on key principles that guide the more detailed policies set out in section 2 of the written statement.

- **Section 2**: sets out the detailed policy framework, together with site specific proposals, which will guide development over the next ten years. This part of the Plan is divided into a series of topic based chapters.

Proposals Map

This shows site specific proposals and areas of the Island to which certain policies apply. The Proposals Map is prepared on the current States of Jersey digital map base and comprises a map for the entire Island and one for the Town.

The Proposals Map indicates the main spatial policies that apply to particular areas and specific sites that are proposed for certain types of development.

Not all policies applicable to a particular development application will be shown on the Proposals Map, as some will be dependent upon the nature and form of development proposed and upon other planning constraints that may apply to a particular site.

Both parts have a ten year timescale.

Chapter format

Each chapter of the Written Statement begins with a general introduction which is followed by a series of objectives which are related to the specific content of that chapter.

These objectives will be monitored, using a set of indicators, and reviewed over time to assess the performance of the Plan.

The substance of each chapter is contained within the policies and site specific proposals related to each topic area. The key elements of each chapter are set out below:

<table>
<thead>
<tr>
<th>Objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Each section has a number of clear policy objectives which set out the desired outcome from a particular group of policies. Objectives will appear in a red box.</td>
</tr>
</tbody>
</table>
Format of the Plan

**Indicators**

Specific indicators are used to measure the stated objectives and ultimately the success of the detailed policies within the plan. Indicators will appear in a yellow box.

**Proposals**

A number of proposals are put forward in the Plan which generally indicate areas where further work is required, such as a supplementary planning guidance document or a detailed master plan. Proposals will appear in a green box.

**Policy justification**

Each of the policies in the Plan is supported with a justification. This seeks to set out the considerations that have applied in the development of that particular policy and to provide a greater understanding of the intent and purpose of each policy.

**Policy**

Within each chapter there are a number of policies. These are shown in bold type and are clearly identifiable with a policy number and a title which explain the scope of each particular policy. Proposals will appear in a blue box.

**Appendices**

**Supplementary Planning Guidance**

Supplementary planning guidance, in the form of policy, advice and practice notes, can provide more information about the planning system, and in particular, about the application of an Island Plan policy. They can be used to support the policies in the Island Plan and can be material to planning decisions.

The Department of the Environment will review and prepare a number of supplementary planning guidance notes to assist with the interpretation and application of policy in the Island Plan, as set out at Appendix A 'Supplementary Planning Guidance'.
Format of the Plan

Glossary and index

At the end of this document is a glossary of technical terms and an index that links key words to relevant pages in the text. These should enable users to find their way around this large document and more easily understand it. In addition there is a general contents page at the start of the document, which contains a full listing of all the proposals and policies.

Further information

The Island Plan Written Statement and Proposals Map are available to view on the States Website at: www.gov.je/islandplan

Printed copies are also available in the Library, States Bookshop and Department of the Environment offices at South Hill and Howard Davis Farm.
Format of the Plan
Background and Context

1 Background and Context

1.1 There is a legal requirement to review the Island Plan every ten years. The 2011 Island Plan sets the framework for development in Jersey to 2020. It needs to be able to respond to anticipated changes over this time period and amendment to parts of it in 2014 reflect the need to keep it updated. The significant and strategic issues addressed by the Plan are summarised, as follows.

Relationship with other plans and documents

Law

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

International commitments

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

States Strategic Plan

1.4 The strategic policy context for Jersey, and thus the Island Plan, is contained within the States of Jersey’s Strategic Plan 2012.

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

2 States Strategic Plan: 2012
Background and Context

1.5 The key aim of this policy document is; “Inspiring Confidence in Jersey’s Future”.

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

- Manage population growth and migration.
- House our community
- Develop sustainable long-term planning

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

<table>
<thead>
<tr>
<th>Manage population growth and migration.</th>
</tr>
</thead>
<tbody>
<tr>
<td>• update the population model using the new Census information and bring realistic targets for population and immigration limits to the Assembly by July 2013</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>House our community</th>
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</thead>
<tbody>
<tr>
<td>• Devise policies to mitigate the effect of an increased population on the natural and built environment</td>
</tr>
<tr>
<td>• put in place schemes to generate affordable housing for social rental and purchase.</td>
</tr>
<tr>
<td>• bring forward schemes to support first time buyers.</td>
</tr>
<tr>
<td>• continue work on existing homes to meet the ‘Decent Homes Standard’.</td>
</tr>
<tr>
<td>• establish a Strategic Housing Unit to co-ordinate a long-term housing strategy.</td>
</tr>
<tr>
<td>• complete the Housing Transformation programme to allow more flexibility in tackling housing issues.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Develop sustainable long-term planning</th>
</tr>
</thead>
<tbody>
<tr>
<td>• introduce an Energy Policy to move towards a low carbon economy, with more renewable energy and energy efficiency.</td>
</tr>
<tr>
<td>• work with the Parish of St Helier to develop a co-ordinated long-term strategy for the commercial future of the town area and the improvement of its environment</td>
</tr>
<tr>
<td>• develop plans to enhance green skills; increase climate resilience; enhance International opportunities; and develop plans to enhance countryside access and awareness.</td>
</tr>
</tbody>
</table>

Table 1.1 States Strategic Plan 2012 - Detailed Island Plan-related priorities
Background and Context

Population

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

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

1.10 These shifts in the composition of the Island's population are important because they have implications for development and the use of land. In setting a framework for development in Jersey over the next ten years, and seeking to plan and make provision for what the Island needs or aspires to over that period - particularly in terms of the need for homes and the specific requirements of economic growth - there is a need to make some assumptions about how the population is likely to continue to change over the Plan period to 2020.

Ageing society

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

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

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

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

population. It would also help to address the change in the balance of the population and the adverse impact this would have on society. If the Island does permit inward migration, the impact will depend on the numbers involved.

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

Planning assumption

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

1.16 The States Strategic Plan 2009-2014 established a maximum inward migration at a rolling five year average of no more than 150 heads of household per annum (which equates to an overall increase of approximately 325 people each year), to be reviewed every three years.

1.17 The 2011 Census showed population levels up from 87,186, in 2001, to 97,857 in 2011. The 2012 Strategic Plan acknowledged that ‘many Islanders are concerned that immigration places undue pressure on our environment’ and outlined in response that permissions for non locally qualified migrants would be limited to support local employment, but that permissions for essential employees would continue where high economic and social value could be demonstrated. The Council of Ministers recognises that further analysis of this issue is required and proposes to review immigration and population objectives for Jersey as part of the development of a Long-Term Plan. An interim population policy was approved by the States in May 2014, which will run until the end of 2015, after which it is expected a long-term policy will be in place. Until such time as this process is complete, the Island Plan will continue to be based on the framework (of +150 household per annum/325 people per annum) set by the 2009-14 Strategic Plan. By way of comparison, in 2012, net immigration of persons with access to qualified housing was +400, which equates to +155 qualified households.

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3 Imagine Jersey 2035: preparing for the future
4 Imagine Jersey 2035: Youth Event
5 States Strategic Plan 2009-2014, Priority 5: limit population growth (pp16)
6 (P.10/2014)
Background and Context

1.18 On the basis of this maximum target for the Island's population, and using Jersey-relevant data for fertility and mortality, the States of Jersey Statistics Unit has developed a Jersey Population Model which has been used to generate annual estimates of the Island's resident population at every year end for the period 2005-2065, which has informed the assumptions in the Island Plan.
2 Island Plan Strategic Policy Framework

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

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

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

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

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

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

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

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

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

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

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

**Sustainable development**

There is a compelling scientific consensus that human activity is changing the world’s climate. The evidence that climate change is happening, and that man-made emissions are its main cause, is strong \(^1\). As a result, in Jersey we are likely to see more extreme weather events, including hotter and drier summers and rising sea-levels. There will be permanent changes in the natural environment but also, and increasingly, challenges to economic prosperity and social cohesion. Globally, it is quite likely that the impacts of climate change will be felt first, and disproportionately, by the most vulnerable in society.

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

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

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

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

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

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

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

- the location of development to promote environmental and social sustainability whilst seeking to minimise vulnerability to the effects of climate change;
- the efficient and effective use of resources, in particular energy, land and buildings;
- promoting renewable and low-carbon sources of energy supply and supporting infrastructure; and
- safeguarding productive agricultural land in order to increase the security of local food supplies.
Location of development: spatial strategy

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

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

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

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

- Development within the main Built-up Area of the Town of St Helier (2);
- Development within the Built-up Area outside the Town of St Helier, including those parts of the Island’s urban environment identified and defined in the hierarchy of settlements and defined on the Proposals Maps;
- Development of brownfield land outside the Built-up Area, to meet an identified need and where it is appropriate to do so;
- In exceptional circumstances, the development of land outside the Built-up Area to support the rural economy or parish communities, to meet an identified need and where it is appropriate to do so

Town of St. Helier

The Town of St. Helier comprises the continuous Built-up Area of development that is associated with the town, extending westward to include First Tower, eastward to Plat Douet, and northward to the top of the escarpment which creates the bowl in

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2 For planning purposes, the Town of St. Helier is represented by the extent of development associated with the town, and which includes parts of the parishes of St. Saviour and St. Clement, as defined on the Proposals Map
which the town 'sits'. The southern boundary is formed by the sea. For planning purposes, the definition of the Town of St. Helier includes parts of the urban environment of the parishes of St. Saviour and St. Clement.

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

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

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

The Built-up areas outside the main Built-up Area comprise various urban, suburban and isolated rural settlements. They differ widely in their age and architectural style, in individual character and general density of development. This variation greatly contributes to making the Island a unique place and is a quality which has to be conserved for the future. The Minister will review the Island’s Built-up areas, as defined on the Proposals Map, for individual areas within it which are particularly sensitive locations in consultation with stakeholders, to determine their individual character. (4)

Map 2.2 Settlement Types

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4 This paragraph was added to the 2011 Island Plan following adoption of the 2011 Island Plan: Interim Review (P:37/2014 - amendment 10) in July 2014.
Brownfield land

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

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

Support for parish communities and the rural economy

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

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

The appearance of the Island’s countryside is generally a result of the management of the land by those engaged in the rural economy and in particular, agriculture. Whilst the agricultural industry has gone through significant change, it is still regarded very much as the custodian of Jersey’s countryside and it is important, from an environmental, economic and cultural perspective, that agriculture and the rural economy in general is supported and that development, where a countryside location is justified and appropriate, is facilitated.
Policy SP 1
Spatial strategy

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

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

Proposal 1
Spatial Strategy

The Minister for Planning and Environment will, in partnership with key stakeholders, develop supplementary planning guidance for the particularly sensitive parts of the Island’s Built-up area in order to better identify and define the characteristics of its urban, suburban and rural settlements, as appropriate, and to use any such guidance to assess and guide development proposals.

Efficient use of resources: energy, land and buildings

Reduce, manage, invest

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

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

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

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

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

Energy, land and buildings

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

2.13 There is a need to protect productive farm land in order to provide both for the local and export markets.
2.14 There is also a need to ensure that the Island can achieve a ‘secure, affordable, sustainable energy’ supply, which involves reducing our energy use and increasing our energy efficiency; as well as promoting the use of decentralised and renewable or low-carbon energy supplies.  

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

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

Policy SP 2

Efficient use of resources

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

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

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

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

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

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

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

Policy SP 3

Sequential approach to development

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

1. major new retail development based on a hierarchy of priorities in favour of development in the Core Retail Area, the Town Centre and the Town of St Helier, with a presumption against the development of such uses out of town;

2. major new office development based on a hierarchy of priorities in favour of development in the Town Centre and Esplanade Quarter, the Town of St Helier, with a presumption against the development of such uses out of town;

3. development where it is essential to provide a coast or countryside location based on a hierarchy of priorities of the Green Zone, followed by the Coastal National Park, together with the Shoreline and Marine Zones;

4. the re-use and/or redevelopment of land and buildings outside the Built-up Area in employment use based on a hierarchy of priorities in favour of its use within the economic sector for which permission was originally granted, followed by its use in support of the rural economy, with a presumption against its use or redevelopment for other uses.

Protecting the natural and historic environment

2.22 The Island’s coast, countryside and historic environment are what make Jersey unique. The interaction between human and natural influences over thousands of years of continuous occupation in Jersey has created a unique landscape and an historic environment which is highly distinctive, visually appealing and one of the Island’s greatest assets. It provides the community with a living and working environment of great distinction as well as helping to support the economy through agriculture, tourism and recreation. The States has set out to protect and enhance this most valuable asset of the natural and historic environment and the Island Plan seeks to support and facilitate this.

Coast and countryside

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

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

2.24 The definition of these character types has informed the development of planning policy for the protection of the coast and countryside and the Minister for Planning and Environment will seek to protect these assets from inappropriate and non-essential development. The guiding principle for development here is a general presumption against development, for whatever purpose, except where a coastal or countryside location is essential, combined with the objective of redirecting this development towards existing settlements. This presumption operates, with an increasing level of exemption, from the most sensitive and visually unspoilt landscape character areas of Jersey’s offshore reefs, islands, headlands and coastal dunes and valleys, to the more managed agricultural interior.

Marine environment

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

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

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

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

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

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

Historic environment

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

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

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

Policy SP 4

Protecting the natural and historic environment

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

Economic growth and diversification

2.34 Jersey’s economy has seen significant growth over recent decades and the Island has enjoyed greater economic prosperity relative to other jurisdictions, as well as almost full employment. It is inevitable, however, that the Island will face economic challenges during the Plan period. Recent analysis by the Economics Unit, complemented by research into current trading conditions by the Economic Development Department, suggests that the economic outlook has deteriorated significantly.
2.35 The States seeks to maintain a strong, sustainable and diverse economy in order to protect all aspects of the quality of life that Islanders enjoy. Over the Plan period, the Island needs to create the conditions where existing business in all sectors can survive and ultimately thrive, and new business can enter the market.

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

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

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

Policy SP 5

Economic growth and diversification

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

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

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

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

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

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

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

2.44 The scope for new road construction during the Plan period is generally considered to be limited due to; the environmental constraints of the Island’s built and natural environments; and the need to avoid attracting more traffic onto the Island’s highway network, and could only be justified where economic, environmental and road safety or modal switch benefits were to be delivered.
Where the level or type of traffic to be generated from a development proposal is significant, developers will be required to submit a traffic assessment with particular types of planning application. These assessments will assist the Department of the Environment in quantifying the overall impact posed by a proposal to the Island’s transport infrastructure and whether any traffic management or other transport improvements will be required as a direct result of the development.

Developers will be required to incorporate appropriate provision for additional traffic generated by the development and for pedestrian, public transport, and cycle access in accord with the Plan’s ‘hierarchy of road travel’. In considering whether special facilities or improvements are required, regard will be had to supplementary planning guidance that they should be directly and reasonably related to the development proposal.

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

### Policy SP 6

**Reducing dependence on the car**

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

In particular, a proposal must demonstrate that:

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

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

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

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

Better by design

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

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

2.50 The Minister for Planning and Environment is determined to significantly raise the standard of building design in Jersey and to champion high quality design and good architecture. The emphasis must be on quality and encouragement will be given to traditionally designed schemes or modern interpretations of traditional forms, provided that they are of the highest standard, where they respect their context and where they can demonstrate their local relevance to Jersey. The use of either traditional or more innovative forms of modern architecture of the highest quality will be encouraged in locations where the setting and context are appropriate, and where areas of particular quality or local character will not be damaged but may be enhanced.
Policy SP 7

Better by design

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

The various components of development, including:

- layout and form;
- elevational treatment and appearance
- density and mix
- scale: height and massing
- external elements, and landscaping; and
- architectural detail and materials

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

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

Applications must, where appropriate, be accompanied by a Design Statement to demonstrate and explain how the principles of good design have been incorporated into the development proposal.
Island Plan Strategic Policy Framework
1 General Development Control Policies

GD: Introduction

1.1 In determining an application for planning permission, the Minister for Planning and Environment is required to take into account all material considerations. The policies of the Island Plan are a primary consideration and Article 19(2) of the Planning and Building (Jersey) Law 2002 identifies that all development should be in accordance with the Island Plan unless there is sufficient justification for granting permission that is inconsistent with the Plan.

1.2 In the case of almost every planning application, there are a number of generic issues against which development proposals will be tested to see if they are acceptable. These material considerations can be outlined here as general development considerations, some of which are considered in greater detail in other policies in the Plan.

1.3 There are also a number of specific development types or issues which do not neatly fit into specific topic areas or chapters in the Plan and these are dealt with in this chapter also.

GD: Objectives and indicators

Objective GD 1

General development objectives

1. To ensure that development proposals conform to all relevant aspects of the Island Plan, unless relevant planning reasons can be put forward which indicate why the provisions of the Island Plan should be set aside;
2. To protect the health, safety and amenity of the public;
3. To protect and enhance the natural, historic and built environment;
4. To achieve more sustainable forms of development; and
5. To secure the highest standards in the design of new buildings in Jersey, with an emphasis on quality of design and construction involving encouragement to traditionally designed schemes; modern interpretations of traditional development and details; and modern architectural schemes, where new buildings should generally be designed having regard to their context, be appropriate to their surroundings from which they should draw reference in terms of building form, mass, height, materials and so on, and where they can demonstrate their relevance to Jersey.
General Development Control Policies

Indicators GD 1

General development indicators

1. Number of departures from the Island Plan

GD: Policies and proposals

General development

1.4 This policy is intended to provide the criteria against which all planning applications can be considered. It provides a useful starting point for anyone considering making a planning application and will help ensure that important matters related to the assessment of development applications are rigorously, comprehensively and consistently considered.

1.5 The considerations identified in the policy are applicable to most types of planning applications, to a greater or lesser degree. They should not, however, be treated in isolation but considered within the context of the strategic policies at the front of the Plan, together with the more specific policies, where relevant, in this or other topic specific chapters, as well as any relevant supplementary planning guidance.

1.6 General development control considerations can be summarised around the following six main themes:

- **Sustainable development**: how does the proposed development contribute towards a more sustainable form and pattern of development in Jersey?
  Consideration of this issue might range from; an assessment of where it is located relative to the existing pattern of development in the Island, and in particular, the location of services and infrastructure; to what it is made from and how energy efficient it is;

- **Impact on the environment**: what impact does the proposed development have for the surrounding area, neighbouring land and buildings and the site itself, particularly where the location is sensitive because of the quality of the local landscape, or its heritage or wildlife value?

- **Impact on neighbouring land and users**: how will the proposed development affect people who will use it or live and work next to it?

- **Value of the development**: there will be a need for the Minister for Planning and Environment to consider the value of the development to the Island, relative to its stated needs and objectives, and in particular, to the local economy.

- **Travel and transport**: the transport implications of new development are often based around the adequacy of car parking provision and access and egress to
and from a site. The Minister will increasingly need to consider the traffic and transport implications of development as part of reducing the need to travel and encouraging more sustainable transport modes.

- **Design quality**: the design and architecture of new development is a critical consideration and, in particular, attention must be paid to new development within its local context.

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**Policy GD 1**

**General development considerations**

Development proposals will not be permitted unless the following criteria are met such that the proposed development;

1. contributes towards a more sustainable form and pattern of development in the Island in accord with the Island Plan strategic Policy SP 1 'Spatial strategy'; Policy SP 2 'Efficient use of resources'; and Policy SP 3 'Sequential approach to development'; and in particular it;
   - will not replace a building that is capable of being repaired or refurbished;
   - where possible makes efficient use of construction and demolition materials to avoid generation of waste and to ensure the efficient use of resources (Policy WM 1 'Waste minimisation and new development');
   - encourages energy efficiency through building design, materials, layout and orientation (Policy SP 2 'Efficient use of resources');
   - is adequately serviced and includes the provision of satisfactory mains drainage (Policy LWM 2 'Foul sewerage facilities') and other service infrastructure.
   - improves facilities for the storage and collection of refuse, including recyclables (in accord with WM5).

2. does not seriously harm the Island's natural and historic environment, in accord with Policy SP 4 'Protecting the natural and historic environment', and in particular;
   - will not have an unreasonable impact on the character of the coast and countryside (Policy NE 6 'Coastal National Park'; Green Zone and Policy NE 5 'Marine Zone'), biodiversity (Policy NE 1 'Conservation and enhancement of biological diversity'), archaeological remains (Policy HE 5 'Preservation of archaeological resources') or heritage assets (Policy HE 1 'Protecting Listed buildings and places') and includes where appropriate measures for the enhancement of such features and the landscaping of the site;
General Development Control Policies

b. will not have an unreasonable impact on important open space; natural or built features, including Policy NE 4 'Trees, woodland and boundary features'; and Proposal 4 'Wildlife corridor designation';

c. will not unreasonably affect the character and amenity of the area, having specific regard to the character of the coast and countryside (Coastal National Park and Green Zone) and the built environment.

3. does not unreasonably harm the amenities of neighbouring uses, including the living conditions for nearby residents (1), in particular;

a. not unreasonably affect the level of privacy to buildings and land that owners and occupiers might expect to enjoy;

b. not unreasonably affect the level of light to buildings and land that owners and occupiers might expect to enjoy;

c. not adversely affect the health, safety and environment of users of buildings and land by virtue of emissions to air, land, buildings and water including light, noise, vibration, dust, odour, fumes, electro-magnetic fields, effluent or other emissions;

d. take into account the need to design out crime and to facilitate personal safety and security in accordance with the principles of safety by design, by way of a crime impact statement if required, as set out in supplementary planning guidance;

e. not affect, to any material extent, the safe operations of Jersey Airport and Jersey harbours, including both the Island's harbours and navigation marks.

4. contributes to and/or does not detract from the maintenance and diversification of the Island's economy, in accord with Policy SP 5 'Economic growth and diversification', and in particular, will not have an unreasonable impact on agricultural land, in accord with Policy ERE 1 'Safeguarding agricultural land'.

5. contributes, where appropriate, to reducing dependence on the car, in accord with Policy SP 6 'Reducing dependence on the car', and in particular;

a. is accessible by pedestrians, cyclists and public transport users, including those with mobility impairments;

b. will not lead to unacceptable problems of traffic generation, safety or parking;

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1 This revision was made to the 2011 Island Plan following adoption of the 2011 Island Plan: Interim Review (P.37/2014 - amendment 10) in July 2014.
General Development Control Policies

c. provides a satisfactory means of access, manoeuvring space within the site and adequate space for parking,
d. developments to which the public has access must include adequate arrangements for safe and convenient access for all and in particular should meet the needs of those with mobility difficulties.

6. is of a high quality of design, in accord with Policy SP 7 ‘Better by design’ and Policy GD 7 ‘Design quality’, such that it maintains and enhances the character and appearance of the Island and that, where appropriate, it makes provision for hard and soft infrastructure that may be required as a result of the development.

1.7 To enable an assessment to be made as to whether the considerations listed in Policy GD1 have been fully and properly taken into account, an appropriate level and quality of information must be provided with a planning application. In certain circumstances, applicants may be required to submit more detailed information in the form of design statements, environmental impact assessments (EIA), transport assessments, archaeological evaluations, site investigations for contaminated land, travel plans, waste management plans, crime impact assessments, or relating to safety by design, noise levels and standards, a sustainability assessment of proposals for the protection of employment land, category A housing requirements, affordable housing, housing mix, parking guidelines or other additional information, as an integral element of a planning application.

Proposal 2

Supplementary planning guidance

The Department of the Environment will issue supplementary planning guidance, to complement that which already exists, outlining when such additional information will be required and in what form and to what level of detail.

Where a masterplan or a site development brief has been produced, an applicant will also need to provide evidence that the proposed development satisfies the requirements of the brief or plan.
General Development Control Policies

Demolition and replacement of buildings

Policy GD 2

Demolition and replacement of buildings (policy deleted)

(2)

Density of development

1.8 Density is a measure of the number of dwellings which can be accommodated on a site or in an area. The density of existing development in an area should not dictate that of new housing by stifling change or requiring replication of existing style or form. If done well, imaginative design and layout of new development at higher densities can lead to the more efficient use of land without compromising the quality of the local environment for adjoining neighbours.

1.9 The 2002 Island Plan sought – through the rezoning of land for new housing to meet the Island’s housing needs - to promote an approach to the use of new greenfield land for housing that would encourage the most efficient and wise use of this valuable resource by maximising the development yield of these sites whilst paying heed to, amongst other things, local character; the capacity of local infrastructure – such as schools, roads, sewerage systems – and amenity considerations for existing and new residents. This was based on the premise that a more efficient, dense development of one new greenfield site would likely reduce the need to build on other greenfield sites, to meet the Island’s demand for homes.

1.10 This ‘design-led’ approach to the development of new housing has been publicly unpopular – mainly on the basis of objections from local residents that the proposed new development is ‘too dense’ or an ‘over-development’ of the site. As a result, new urban edge housing sites have not used land efficiently and have not delivered a greater yield of homes or best utilised a valuable land resource. Typically densities of only 30-35 dwellings per hectare (around 12-14 dwellings per acre) have been achieved, which equates to a level of density associated with ‘typical’ three-bedroom suburban housing estates.

1.11 A more sustainable approach to the development and redevelopment of land in accord with the Strategic Policies of the Plan (‘Sustainable development’ and ‘Efficient use of resources: energy, land and buildings”) would require the application and delivery of higher densities and greater housing yields. The UK Government’s

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2 This policy was deleted from the 2011 Island Plan following adoption of the 2011 Island Plan: Interim Review (P.37/2014) as amended in July 2014.
Planning Policy Statement 3 (PPS3): Housing\(^{(3)}\), sets out a national indicative minimum net dwelling density (which is calculated by including only those site areas which will be developed for housing and directly associated uses, including access roads within the site, private garden space, car parking areas, incidental open space and landscaping and children’s play areas, where these are provided) of 30 dwellings per hectare as a strategic guide against which local density policies are to be developed, and below which proposed development requires exceptional justification.

Lord Roger’s Urban Task Force \(^{(4)}\) recommended a minimum density for new residential development of 40 dwellings per hectare.

1.12 To secure more efficient and effective use and development of land in Jersey, the Minister for Planning and Environment will require the highest level of density of development on sites, whilst ensuring that the strategic objectives related to the protection of the environment (Policy SP4 ‘Protecting the natural and historic environment’); design quality (Policy SP7 ‘Better by Design’) and the impact on neighbouring uses (Policy GD1 ‘General Development Considerations’) are considered and upheld. To do this, the development of sites that are over 0.2 hectares (0.5 acre or 1.125 vergées) for residential use will be the subject of a minimum density standard.

1.13 The Minister for Planning and Environment will develop and issue new supplementary planning guidance to inform the application of minimum density standards.

Policy GD3

Density of development

To contribute towards a more sustainable approach to the development and redevelopment of land in accord with the Strategic Policies of the Plan (Policy SP1 ‘Spatial strategy’ and Policy SP2 Policy SP 2 ‘Efficient use of resources’) the Minister for Planning and Environment will require that the highest reasonable density is achieved for all developments, commensurate with good design, adequate amenity space and parking (bearing in mind the potential for reducing the need for car ownership by the creation of car pooling schemes and other methods) and without unreasonable impact on adjoining properties.

Residential development proposals on sites of more than 0.2 hectares (0.5 acres or 1.125 vergées) will not be permitted unless a minimum density, in accord with supplementary planning guidance, is achieved.

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3 Planning Policy Statement 3 (PPS3): Housing Department for Communities and Local Government (November 2006)
4 Urban Task Force (November 2005) Towards a Strong Urban Renaissance
Planning obligations

1.14 Well planned development can deliver great benefit to the Island by providing the homes, work places and facilities that we need, and by maintaining and supporting the local economy. Development can also, however, place a burden or cost onto the community as a result of the demands that it might generate or create as a result of its implementation. Planning obligations are a tool that is available as part of the planning system to ensure that the potential for these costs to the community as a result of new development are avoided, where it is reasonable and appropriate to do so.

1.15 Planning obligations can also be used to ensure that planning objectives are delivered where planning conditions are not considered to be either appropriate or sufficiently robust. In particular, planning obligations will be used to ensure that, where appropriate, development meets the Island's needs for different types of homes, especially affordable homes, be that social rent, shared equity or first-time buyer.

1.16 A planning obligation is a legally-binding agreement, between parties with an interest in a development site and the Minister for Planning and Environment, which may; require certain works or actions to be undertaken; impose certain constraints or restrictions on use and/or occupation; or require payments to be made in respect of the realisation of certain benefits arising as a consequence of development proposal. Their appropriate use can ensure that development proposals provide the necessary infrastructure and facilities which are required as a direct consequence of the development, or will meet or contribute towards the costs of providing such facilities in the near future, and can help to ensure that planning objectives are delivered.

1.17 Planning obligations may also be used to ensure that new development makes a contribution to the public realm by, for example, providing public art, a connection to an existing foul sewer, new pedestrian routes, new public spaces and in improving the pedestrian environment through pavement widening and tree planting, amongst other things.

1.18 Planning permission will normally be refused for any development that does not make adequate provision for such matters, where it is appropriate to do so. In no circumstances, however, will the Minister for Planning and Environment set aside the policies and principles in the Island Plan simply to secure a locally needed facility, service, improvement or contribution through a planning obligation. The use of planning obligations, where they help to deliver the Minister’s objectives for housing, will be in accord with policies H2 Category A Housing Sites and policy H3 Affordable Housing. Supplementary planning guidance will be updated and used to provide further information about the use and arrangements for planning obligation agreements, and shall, in particular, indicate by what point in the life of a development (in the normal course of events) planning gain should be provided, depending upon
the nature of such gain. Once the supplementary guidance has been updated, the Minister will inform the States Assembly of any new proposals by way of a report.

Policy GD 4
Planning obligations

Where, as a direct consequence of a proposed development, additional infrastructure or amenities are required, the Minister for Planning and Environment will negotiate the provision of appropriate facilities with the developer through the use of planning obligations, where it is necessary and appropriate to do so.

Where necessary, the provision of financial contributions to off-site infrastructure and facilities, including the provision of amenity space, public parking, measures to assist public transport, cyclists or pedestrians, or to alleviate traffic impacts, will be sought from the developer through the use of planning obligations, where it is necessary and appropriate to do so.

Development proposals that do not make satisfactory provision for infrastructure or amenities that are required as a direct result of the proposed development will not be permitted.

Planning obligations will also be used to help deliver the Minister's housing objectives in accord with Policy H 1 'Category A affordable housing sites', Policy H 2 'Other Category A affordable housing sites' and Proposal 23 'Affordable housing proposal'.

The Minister will update and publish guidance in relation to planning gain and planning obligation agreements, and such guidance shall, in particular, indicate by what point in the life of a development (in the normal course of events) planning gain should be provided, depending upon the nature of such gain.

Skyline, views and vistas

1.19 Jersey has a rich and varied landscape and townscape; its topography enables spectacular views of natural settings and buildings which are valued by local people and visitors alike and which are part of its character and identity. New development can have a significant visual impact upon the Island's important skylines, views and vistas, and it is vitally important that consideration is given to the widest visual impact of development proposals in order to protect and manage change to these important aspects of the Island's character appropriately.
General Development Control Policies

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

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

1.21 The following perspectives are considered to be of particular importance:

- views of the countryside and coastline from within the Built-up Area, and particularly from the town centre of St Helier and along the Built-up Area of the south and east coast;
- views of the St. Helier skyline, particularly from strategic approaches to the town, on land and sea;
- views along and from the coastline and sea, particularly from the Island’s enclosed beaches and bays;
- the skyline of inland escarpments and valley slopes;
- views across open countryside, particularly to and from the inland ridges of the central plateau separating the Island's main valleys;
- views into and from within conservation areas;
- the setting of listed buildings;
- views of landmark buildings.

1.22 Further guidance and specific examples of important views and vistas, and the ability of sensitive landscape features such as ridges, escarpments, headlands and valley heads to accommodate new development, are identified in the Urban Character Appraisal and the Countryside Character Appraisal.

1.23 The scale or height of existing buildings and structures which detract from an important skyline, vista or view will not be accepted as a precedent for their redevelopment where there is an opportunity to repair the skyline, vista or view with more sensitively scaled development. The Minister for Planning and Environment will seek to repair important skylines, views and vistas, through the development control process and on the basis of the application of sound principles of good urban design which acknowledges and respects context, where opportunities arise.

1.24 Proposals for new tall buildings will also need to accord with Policy BE 5 'Tall buildings'.

Policy GD 5

Skyline, views and vistas

The Minister for Planning and Environment will seek to protect or enhance the skyline, strategic views, important vistas, and the setting of landmark and Listed buildings and places.
Proposed development that has a seriously detrimental impact, by virtue of its siting, scale, profile or design, in terms of its affect upon or obscuring of the skyline, strategic views, important vistas, and the setting of landmark and Listed buildings and places will not be permitted.

Contaminated land

1.25 Past developments and processes can result in the contamination of land in both urban and rural areas. Examples of potentially contaminated land include industrial sites where hazardous materials have been used and former gas works where toxic substances may have built up in the land. Contamination can pose a threat to the health of future users of the site and to the surrounding environment.

1.26 Few sites are so badly contaminated that they cannot be re-used at all, but the contamination may limit the range of potential uses. The re-use of contaminated land is in line with the principle of sustainable development, because it effectively recycles the land and reduces pressure for development of greenfield sites. A balance needs to be struck, however, between the need to bring the land back into beneficial use and the risks and liabilities posed by the contamination.

1.27 The Minister for Planning and Environment will encourage the redevelopment of contaminated sites, provided that this does not pose an unacceptable risk to human health or the wider environment. Where development is proposed, the developer is responsible for ensuring that development is safe and suitable for use for the intended purpose: they are responsible for determining whether land is suitable for a particular development or can be made so by remedial action.

1.28 A potential developer will need to satisfy the Minister for Planning and Environment that a rigorous process has been followed in the assessment of the risk of contamination. They will also need to demonstrate that unacceptable risk from contamination will be successfully addressed through remediation, without undue environmental impact, during and following the development. It is also in the developer’s best interests to ensure that potential risk and liability is managed appropriately.

1.29 The Minister for Planning and Environment has issued supplementary planning guidance about the development of potentially contaminated land.\(^6\)

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\(^6\) Supplementary Planning Guidance: Advice Note 2 (October 2005) Development of Potentially Contaminated Land
General Development Control Policies

Policy GD 6

Contaminated land

Proposals for development on contaminated land will be permitted where:

1. the developer carries out and submits a full and satisfactory investigation of the condition of the site to include, and fully identify, the nature and extent of contamination present and, where it can be ascertained, the period over which contamination occurred; and
2. the developer proposes a satisfactory programme of works to treat and/or remove the contamination present in a manner that is acceptable to the relevant regulatory bodies.

Design quality

1.30 The Minister for Planning and Environment is determined to raise significantly the standard of building design in Jersey and to champion good architecture, design and sustainable development. The Minister has set out and established a series of design objectives which he will seek to achieve through the planning system, by providing a clear and comprehensive framework of policy and guidance, as well as through the regulatory and appraisal process of development control.

Achieving design quality

1.31 To ensure that the aspirations for design quality and sustainable development are transformed into the physical delivery of better buildings, spaces and places, it is proposed that the planning process will:

Proposal 3

Achieving design quality

To ensure that the aspirations for design quality and sustainable development are transformed into the physical delivery of better buildings, spaces and places, it is proposed that the planning process will:

- provide a clear and robust policy framework, with locally distinctive policy that provides clarity to developers about what is required;
- ensure that there is sufficient policy and guidance at a range of scales – Island Plan, master-plans, development briefs and design codes;
- demand good design quality in all schemes - using pre-application discussions, design statements and ensuring that the planning application
General Development Control Policies

contains sufficient detail to enable it to be assessed properly within its context;

- ensure that planning conditions and legal agreements are used, where necessary, to secure quality;
- provide access to design skills within the Department of the Environment - either in-house, through consultants, or by access to external design review processes; and
- monitor design quality

The Minister for Planning and Environment will also develop, publish and adopt a code for sustainable homes as supplementary planning guidance.

1.32 The Minister for Planning and Environment has and will publish supplementary planning guidance to expand and assist the interpretation and application of his design policy and objectives. The Jersey Design Guide (7) describes the key elements that make up the Minister for Planning and Environment’s design principles and seeks to illustrate local exemplars. Area-based design guidance, for the town of St Helier, is to be published, based on the St Helier Character Appraisal (8). This study was undertaken under the auspices of the 2002 Island Plan to better understand the value, significance and form of the townscape of St Helier. The Countryside Character Appraisal (9), performs a similar purpose for understanding the landscape qualities of Jersey’s coast and countryside.

1.33 The Minister has, and will continue to publish supplementary planning guidance to inform the development and regeneration of specific areas and sites - in the form of masterplans and development briefs - to ensure, amongst other things, that high design quality is achieved. The Esplanade Quarter masterplan, for example, will be supplemented by a set of design codes for this new quarter of the town. Other sites within the Built-up Area - regeneration zones and strategic development sites - will be the subject of master plans, and design and development briefs.

1.34 The Minister will also seek to ensure that design skills are embedded in the planning process to ensure the rigorous and consistent assessment and critique of development proposals in order to enhance design quality. The Department of the Environment has established the post of Architect and Advisor to the Minister and is to set up an architectural commission to ensure that the appropriate resources and skills are available within and to the planning system to help deliver high quality design outcomes.

7 Jersey Design Guide (October 2008)
8 St Helier Character Appraisal (2005) Willie Miller Urban Design
9 Countryside Character Appraisal (1999) Land Use Consultants
General Development Control Policies

1.35 Design statements will be required to assess the design quality of proposed development and supplementary planning guidance has been issued to inform this. They are intended to be as much a facilitating mechanism to promote design quality as a controlling mechanism. The design statement should cover all aspects of design and not simply the appearance of a building, structure or space and provide the Minister with a coherent and clear justification as to the intent and evolution of the proposed design of development and its relationship to context. In the wider interests of sustainability, the design statement should normally include a "statement of sustainability" which shall have regard to the nature and origin of construction materials, the energy inputs required for construction and the lifetime energy requirements of the development.

Design quality

1.36 At its best, planning can deliver well-designed development in the right place and at the right time, but poor planning can leave a legacy of failed buildings and spaces. The Minister for Planning and Environment has given priority to the objective of promoting better design and is determined to raise significantly the standard of building design in the Island as an essential part of creating sustainable development through the planning process, in accord with Policy SP 2 'Efficient use of resources' and Policy SP 7 'Better by design'.

1.37 The value of well-designed places and spaces is well understood: functional, visually attractive, safe, accessible and inclusive places and spaces attract residents, visitors and investment, and planning plays a critical role in securing quality in the design of places and spaces.

1.38 This policy establishes the criteria within which the quality of design will be judged. The distinctive local character of the area is important, but good design need not necessarily replicate local traditions. Good design will respect, re-interpret and be in harmony with the local context.

Policy GD 7

Design quality

A high quality of design that respects, conserves and contributes positively to the diversity and distinctiveness of the landscape and the built context will be sought in all developments, in accord with the principles of good urban design, as set out in policy SP7 'Better by design.'

Where the design of proposed development does not adequately address and appropriately respond to the following criteria, it will not be permitted:

Supplementary planning guidance: advice note 4: Design Statements (December 2006)
General Development Control Policies

1. the scale, form, massing, orientation, siting and density of the development, and inward and outward views;
2. the relationship to existing buildings, settlement form and character, topography, landscape features and the wider landscape setting;
3. the degree to which design details, colours, materials and finishes reflect or complement the style and traditions of local buildings;
4. the use and maintenance of landscape to enhance new development and the degree to which this makes use of local features and an appropriate mix of materials and plant species suited to both the landscape and wildlife interests of the locality;
5. the incorporation of existing site features into the development such as boundary walls, banks and trees;
6. the design of safe pedestrian routes, including for those with mobility impairments, vehicle access and parking; and
7. the incorporation of features to design out crime and to facilitate personal safety and security, in accord with the principles of safety by design, by way of a crime impact statement if required, as set out in supplementary planning guidance.

Percentage for Art

1.39 Percentage for Art is a mechanism to encourage developers to allocate a proportion of the costs of any new building, or refurbishment, towards the provision of art in the public domain. The scheme aims to benefit the Island by integrating art and craftsmanship of the highest quality into our built environment and it is intended that it will develop a legacy of public art, and artistic expression, to be enjoyed and appreciated by Islanders and visitors alike.

1.40 A Percentage for Art policy was first introduced by the States of Jersey as part of the 2002 Island Plan and is further supported by the States Cultural Strategy, adopted in 2005. Developers are encouraged to fund, commission and deliver their own Percentage for Art project in order to enrich their development or its immediate surroundings.

1.41 The Minister for Planning and Environment has published supplementary planning guidance on Percentage for Art to help establish where and when public art might be most valuable, the level at which contributions might be made, together with practical advice about how to engage an artist. \(^{(11)}\)
General Development Control Policies

Policy GD 8

Percentage for art

The Minister for Planning and Environment will encourage the contribution of a percentage of design and development costs to the provision of public art. Agreements will be sought where it is considered that:

- both the scale and location of a new development are appropriate for the inclusion of public art; and
- the provision of public art would enhance the public’s enjoyment of the building, development or space.

Signs and advertisements

1.42 The display of advertisements is controlled under the Planning and Building (Display of Advertisements) (Jersey) Order 2006. This requires that a formal application be made to the Department of the Environment for certain types of advertising display. Many signs do not require express consent.

1.43 The Minister for Planning and Environment recognises the need for advertising by the business community to promote business, communicate information and provide directions. By their nature, advertisements are designed to attract attention and whilst this is recognised as being both reasonable and desirable, it must be balanced with the need to protect, and in some cases improve, the appearance of the Island.

1.44 Within the Built-up Area, advertisements can have a considerable impact on the character of a space or a building and, depending upon the quality and the type of sign or advertising used, can contribute positively or negatively to the street scene. The most common forms of advertisement are those that are found on shops or other commercial buildings, usually advertising the range of goods or services available. Wherever possible, new or replacement advertisements should be incorporated into the existing shop front or building fabric and be sympathetic in terms of size, scale, form, materials and degree of illumination, where relevant, to the building, site and area.

1.45 Similar considerations will apply to the provision and display of free-standing signs, in addition to which there may be a need to consider their implications for public safety, where they may cause danger to road users, or for pedestrian movement, where they are to be sited within the public realm. Some free-standing signs and banners of a temporary nature advertising certain types of local event do not need permission provided that they comply with the criteria set out in the Planning and Building (Display of Advertisements) (Jersey) Order 2006.
1.46 In the countryside, the location and illumination of signs needs careful consideration to prevent the incremental ‘urbanisation’ of the character of rural Jersey. In particular, the proliferation of advance directional signage can be problematic. The Department of the Environment will continue, in partnership with the Economic Development Department and Transport and Technical Services Department, to operate the Tourist Sign Scheme, to ensure that tourist attractions and sites are appropriately signed. This provides express consent for the display of signs which conform to a standard specification, the location and number of which is agreed with the Environment and Transport and Technical Services Departments, where the tourist attraction or site is formally recognised by the Economic Development Department.

1.47 Outside of the Tourist Sign Scheme, the provision of advance directional signage for other commercial establishments, such as hotels and restaurants, will not normally be acceptable. Exceptions to this presumption will require particular justification: factors such as the location of the establishment and proposed signs relative to the Island's primary route network and its ability to provide its customers with advance directions, through booking information or maps, will be material considerations.

1.48 The display of most other signs and advertisements will normally be acceptable provided that they do not detract from the appearance of the premises themselves or from the immediate environment, especially in residential and Conservation Areas and provided there is no adverse effect on public safety. Public safety refers to the safety of any person using the highway, or the likelihood of signs obscuring any road traffic sign or navigational equipment.

1.49 Official signage displayed in relation to transport infrastructure, including pedestrian and cycle routes and facilities, is generally classed as a form of approved advertisement which does not require permission. Where new pedestrian and cycle transport infrastructure is provided, whether it is on-road; off-road; urban; or rural, the Minister for Planning and Environment would expect to work closely with the highway authorities to ensure that the need for the public awareness and promotion of new facilities; the safety of all road users; and the quality and impact of signage on the character of the area, were taken into account, in accord with the spirit of this policy.

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**Policy GD 9**

**Signs and advertisements**

Proposals for the display of signs and advertisements will be permitted where:

1. their siting, size, design, materials, colouring and any form of illumination does not detract from the visual amenity of the site or building on which they
are to be displayed, and the surrounding areas, particularly with regard to the character of Listed buildings and places or Conservation Areas; and

2. there is no adverse effect on public safety.

The display of advance directional signage will not be permitted unless:

3. the signage is in accordance with the Tourist Sign Scheme;
4. the provision of a limited number of advance directional signs is justified relative to the location of the establishment to the Island's primary route network and the extent to which customers can be provided with other forms of advance direction.
Natural Environment

2 Natural Environment

NE: Introduction

2.1 For the purposes of the Island Plan, the natural environment is considered to be represented by the Island's countryside and coast (extending to the 12 mile territorial limit and including offshore reefs and islands) which support and provide for a rich biodiversity.

2.2 The character and quality of Jersey's countryside is a crucial part of its identity: it provides the community with a living and working environment of great distinction as well as helping to support the economy through agriculture, tourism and recreation. Likewise, the seas, shores and offshore reefs and islands are an integral part of Jersey's character and are also of scientific, cultural, economic, visual and recreational importance.

2.3 Despite its relatively small size, the variety of Jersey's landscape, coast and seascape supports a myriad of wildlife forms, the particular mix of which is unique. The Island's geographical position, which is at the convergence of two bio-geographic marine regions; the exceptional tidal range; and favourable climate allows many species normally restricted to either Britain or the European continent to extend their range, resulting in an overlapping mixture of sea life, animals and plants found only in the Channel Islands. Consequently, some of the Island's habitats are of international importance in their own right, in addition to which the Island lies on two migratory flyways and is internationally important for overwintering wildfowl.

Policy context

2.4 Both the 1987 and the 2002 Island Plans established principles and policies which have helped to safeguard the countryside. These have been particularly successful with regard to protecting it from unnecessary intrusive development, although perhaps less so in facilitating active management in support of nature conservation. This is now beginning to emerge more comprehensively, through the Countryside Renewal Scheme, the Biodiversity Strategy (1), the designation and subsequent management of ecological Sites of Special Interest and the identification of Environmentally Sensitive Areas. (2)

2.5 The 1987 Island Plan began to address the issues of planning in a marine environment, notably by facilitating the provision of facilities for the fishing industry in St. Helier Harbour and safeguarding sites for potential shellfish cultivation. It has become increasingly recognised and accepted that conservation of the marine resource is fundamental to marine economic activity as well as other aspects of the marine environment related to its biodiversity, recreational and aesthetic value. The 2002 Island Plan introduced and established the Marine Protection Zone, which set

1 Biodiversity: a Strategy for Jersey
2 Protection of Ecologically Sensitive Areas - Penny Anderson Report, September 2009
Natural Environment

a presumption against development from the mean high water mark to the territorial limits, with the exception of fish farming, aimed at maintaining and enhancing the various qualities of this resource.

2.6 Jersey currently has two neighbourhood management agreements which manage the marine resources in local waters. One agreement with the UK, known as the UK Fisheries Management Agreement, sets out the relationship between the Island and the UK. The other agreement, known as the Granville Bay Treaty, concerns the fishing regime between Jersey and France. It is hoped in the future that a third management agreement with Guernsey will become established. The approval and adoption of the Integrated Coastal Zone Management Strategy (3) has now also established the principle, opportunity and framework for more active and integrated management of this important and highly inter-dependent resource, including the Island's coastline, islets and offshore reefs, as well as the local waters.

2.7 Jersey has a responsibility to protect and promote its unique biological heritage. This is a moral responsibility and one formally established through the Island’s ratification of the Convention on Biological Diversity agreed at the "Earth Summit" in 1992, (4) as well as other international conventions which have been ratified by the Island. (5) The adoption and publication of the Island’s Biodiversity Strategy (6) and the creation of various action plans has ensured that this responsibility is being acted upon.

Issues and challenges

2.8 There are various issues and challenges that face the Island’s countryside, coast and marine environment and the biodiversity that these environments support, which need to be considered within the context of developing objectives and a policy framework for the management of change in the natural environment over the Plan period, which can be summarised as follows:

Change in agriculture and landscape management

2.9 The appearance of Jersey’s countryside is largely a product of man's intervention, mainly through farming, and is part of Jersey's cultural identity, symbolised by the importance attached to the Jersey cow and the Jersey Royal potato. With the industry constantly subject to technical and economic change, 'traditional' countryside landscapes and character, as well as habitat and biodiversity, are under threat through changes to the way in which the countryside is used and managed. The adverse implications of this, where they occur, have been manifest in the loss of small fields and meadows; the loss of trees and hedgerows; the intrusion of industrial style buildings and materials; the pollution of watercourses and damage to food chains.

3 Making the Most of Jersey’s Coast Integrated Coastal Zone Management Strategy (July 2008)
5 see: Nature conservation conventions for full listing of international conventions
6 Biodiversity: a Strategy for Jersey
Natural Environment

2.10 There have, however, also been positive trends reflected in a growing awareness among farmers, consumers and supermarkets of the issues affecting the countryside and the need for sustainable management of the countryside. Through changes to the way in which support for the agricultural industry is provided, government and non-governmental organisations have been able to develop, in partnership with the farming community, a proactive approach to the management of the countryside. This has included initiatives involving land acquisitions; the designation of biological Sites of Special Interest; research and monitoring; and support for land management, tree planting, access improvements and education. (7)

2.11 The Rural Economy Strategy (8) is part of this and commits to maintaining and enhancing a strong, successful and environmentally sustainable rural economy. The strategy has introduced the concept of enabling development in support of the Island’s agricultural industry, specifically aimed at aiding the maintenance and regeneration of the farming sector.

2.12 Enabling development is development that would normally be contrary to established planning policy, but which may override policy because it brings public benefits that have been demonstrated to clearly outweigh any harm that would be caused by the development. The benefits are paid for by the value added to land as a result of the granting of planning permission for its development; enabling development can thus be considered a type of public subsidy in support of objectives to maintain the character of the countryside.

Pressure for new development

2.13 The Jersey countryside is one of its most prized assets but the scarcity of land in the Island has resulted in it being subject to considerable pressure for development. To some extent this pressure is related to the over-spill of development from urban areas but it is also generated to meet the needs and aspirations of those living and working in the countryside.

2.14 Development pressure in the countryside is generated by proposals for;

- the redevelopment of existing land uses and buildings, principally to create new homes in the countryside and to extend domestic curtilages and gardens;
- the change of use of land and buildings, in particular, the development of land for equine uses;
- the intensification of agricultural development and the provision of additional facilities to support the processing of agricultural products in the countryside;

7 The Countryside Renewal Scheme provides funding to farmers, landowners and managers for projects that provide environmental benefit to the people and wildlife of Jersey

8 Rural Economy Strategy (January 2011)
Natural Environment

- diversification of the agricultural industry, including the provision of and expansion of farm shops; and
- demand for tourism and leisure activities.

2.15 It is quite apparent that public attitudes to the further development of the countryside in particular have hardened, particularly in respect of the further development of housing on green field sites. This has been reflected in the outcome of consultation undertaken in respect of Imagine Jersey 2035 and the Island Plan Strategic Options Green Paper.

Tourism and recreation

2.16 The countryside and coast form a significant part of the Island’s attraction to visitors and residents alike. The changes in the tourism industry towards catering for a more environmental or ‘green’ form of tourism are already being felt in the Island and will influence land-use planning in the countryside and along the coast in the future. This is already evident in the development of coastal footpaths, cycle ways and Green Lanes and demand for car parking, signage and interpretation. Access in the countryside often raises conflicts with landowners and a balanced, agreed approach is essential if all are to benefit.

2.17 The structural change in agriculture has the potential to create uncertainty as to the future of agricultural land and there is always the potential that significant tourism and recreation uses, such as the creation of new outdoor leisure activities or sporting facilities, such as a golf course, will emerge as a development proposal during the Plan period.

Increased pressure on the marine environment

2.18 The exceptional marine environment of Jersey is an area of intense activity where complex interactions between physical, biological, social and economic systems are constantly taking place. This has given rise to a number of issues and threats for the seas and shores of the Bailiwick including:

- fisheries management, both on and off shore; pressures on fish and shell fish and their food supply and impacts on non-target species. The abundant and diverse marine life supports shell and wet fishing industries and shell fish farming has also grown to a position of some size and importance;
- increased development pressure for coastal and shoreline construction of facilities such as large-scale land reclamation, marinas and the potential for facilities for renewable energy production and offshore aggregate extraction;
- coastal defence maintenance and construction relative to considerations of climate change and raised sea levels;
- human disturbance on remote reefs and islets;
- increasing risk of pollution and contamination by nutrient enrichment from sewage effluent, fertiliser run-off and leachates from landfill sites; or a shipping incident.
2.19 In addition to these locally generated issues there is the potential, long-term threat of rising sea levels and changing species distribution due to climate change.

**NE: Objectives and indicators**

2.20 In light of the issues and challenges facing the natural environment over the next 10 years and beyond, the fundamental need for the careful use of resources of the natural environment - the countryside; the coast and seas; and the associated biodiversity - to ensure the sustainable development and use of land has not changed. For the long-term, sustainable use of the countryside and marine environment, comprehensive stewardship of these assets and policies which support ‘wise use’ is required. This will bring about the need to balance economic activity with environmental protection, in accord with the principles of sustainable development set out in the strategic policies of the Plan (SP1 ‘Spatial Strategy’; SP2 ‘Policy SP 2 ‘Efficient use of resources’; SP3 ‘Sequential Approach to Development’; and SP4 ‘Policy SP 4 ‘Protecting the natural and historic environment’).

**Objective NE 1**

**Natural environment objectives**

1. To protect and promote biodiversity and maintain and enhance the Island’s terrestrial and marine habitats and ecosystems;
2. Protect and enhance the quality, character, diversity and distinctiveness of the Island’s landscape, coastline and seascape.

**Indicators NE 1**

**Natural environment indicators**

1. Land use change;
2. Number and extent of key habitats\(^9\) formally designated as protected sites\(^10\);
3. Health of populations of key species\(^11\).

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9 key habitats and key species defined and identified in the Biodiversity Strategy and Action Plans
10 to include Ramsar sites, Sites of Special Interest, Ecologically Sensitive Areas or Sites of Importance for Nature Conservation
11 key habitats and key species defined and identified in the Biodiversity Strategy and Action Plans
Natural Environment

2.21 Meeting the objectives for the natural environment continues to require an holistic and resource-based approach which expresses the interdependence between all of its aspects. It also continues to require an awareness of these inter-dependencies by those who are active in the countryside and the marine environment, in order to bring about a comprehensive and co-ordinated approach.

NE: Policies and proposals

Biodiversity

Identifying biodiversity

2.22 Biodiversity is the variety of life forms that we see around us. It includes the whole range of mammals, birds, reptiles, amphibians, fish, insects and other invertebrates, plants, fungi and micro-organisms. Biodiversity also encompasses ecosystem variation and genetic variation. The Minister for Planning and Environment has obligations under the Planning and Building (Jersey) Law 2002 and various international conventions to conserve and enhance the Island’s biodiversity and to develop public awareness and involvement in conserving it.

2.23 These obligations are, in part, met by the identification, designation and protection of sites of wildlife value. These protected sites include the Island’s four Ramsar sites, Environmentally Sensitive Areas (ESA) and Sites of Special Interest (SSI).

2.24 Jersey's Ramsar sites, as identified on the map below and the Proposals Map include;

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

for full list of international conventions, see Biological and Ecological Multi-lateral Environmental Agreements
Environmentally Sensitive Areas (ESA) have been defined on the basis that they represent the main areas of the Island's key habitats. ESAs include the following:

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

There are some important habitats that are small and isolated and not included in the designation of Environmentally Sensitive Areas and are protected as Sites of Special Interest in accord with the criteria for designation and protection of these sites set out in the Biodiversity Strategy.

13 Protection of Ecologically Sensitive Areas - Penny Anderson Report, September 2009
14 Biodiversity: a strategy for Jersey pp.5-6
Natural Environment

2.27 In addition to the protected Ramsar sites, ESAs and SSIs, there may also be other small semi-natural areas or sites that are important to wildlife and which have a biodiversity value. Some of these may be protected by the introduction of a new form of protected site - Sites of Importance for Nature Conservation (SINC) - others may not, but may still have biodiversity value. A good example of small sites of biodiversity value in Jersey is the remaining network of lichen-covered ancient roadside and field walls and banques that are home to rich wildlife communities providing a valuable cultural and natural historical reservoir of biodiversity.

Conservation and enhancement of biological diversity

2.28 Where development proposals affect protected sites or sites of wildlife value, the impact of the proposed development upon biological diversity will be a material consideration.

2.29 It is important that changes to protected sites or sites of biodiversity value respect their integrity and, where protected, do not detract from the essence of why they were designated in the first place. The general principles and best practice that should be adopted and applied to the conservation of biodiversity is set out in the Biodiversity Strategy. The issues that are generally relevant to the consideration of all sites of biodiversity value are;

- the importance of the site; its intrinsic biological diversity or other interest and rarity;
- the particular attributes of the site which justify its protection;
- the extent to which the proposed works would bring substantial benefits for the community, in particular by contributing to the economic regeneration of the area or the enhancement of its environment.

2.30 An appropriate level of information will be required to be provided and funded by the developer, as an integral part of a planning application, for development proposals affecting protected sites or sites of biodiversity value in order to properly assess and weigh the likely impact of the proposed development. Where appropriate this will need to be accompanied by a mitigation strategy, for protecting any affected parts of the site. This information will allow the Minister for Planning and Environment to make a fully informed decision on the proposal.

2.31 In accord with the strategic policies of the Plan and the objectives of the Biodiversity Strategy, the Minister for Planning and Environment places a high level of importance on the protection of biodiversity. There may, however, be exceptional circumstances where the need for a proposed development clearly outweighs the nature conservation value of the site. In these situations, where planning permission is granted for such developments, the Minister will use planning conditions or obligations; to ensure mitigation of the adverse implications of the proposed developments.

15 Biodiversity: a strategy for Jersey pp.9-10
development or; as a last resort, to ensure appropriate compensation for losses. In all such cases there will need to be a demonstrable net gain to the overall nature conservation interest.

2.32 Within new developments the Minister for Planning and Environment will encourage the establishment of new habitats, where appropriate.

Policy NE 1

Conservation and enhancement of biological diversity

There will be a presumption in favour of the conservation and enhancement of biological diversity in accord with Policy SP 4 ‘Protecting the natural and historic environment’.

Permission will not be granted for:

- the total or partial loss of a protected site;
- development which would seriously adversely affect biological diversity.

In exceptional circumstances, where the need for a proposed development clearly outweighs the biodiversity value of a site and development which would have an adverse effect on biodiversity is allowed, the Minister for Planning and Environment will use planning conditions and planning obligations to provide appropriate mitigation and compensatory measures to secure a demonstrable net gain in biodiversity.

The Minister for Planning and Environment will encourage and promote opportunities to conserve wildlife and to create and manage new natural or semi-natural habitats in the context of development schemes through appropriate building design and site layouts, landscaping and choice of plant species.

Applications for proposals affecting protected sites which do not provide sufficient information to enable the likely impact of proposals to be considered, understood and evaluated will be refused.

Species protection

2.33 The Conservation of Wildlife (Jersey) Law 2000 provides protection for scheduled plants, birds and animals as well as their nests or dens. The presence of a protected species, therefore, will be a material consideration when considering proposals for development which, if implemented, could cause significant harm to
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that species or its habitat. Consultation with the Environmental Management and Rural Economy Team of the Department of the Environment will take place in all instances where development proposals may affect protected species.

2.34 A wide variety of urban and rural buildings in Jersey provide roosting and nesting places for protected birds or bats. In instances where development proposals may pose a threat to the known roosting or nesting places of these species, the advice of the Environmental Management and Rural Economy Team of the Department of the Environment will be sought and appropriate conditions imposed to ensure that appropriate protection can be provided.

2.35 Where a proposal may have an adverse effect on a protected species or its habitat, applicants will be expected to undertake an appropriate assessment demonstrating their proposed mitigation measures. The translocation of species or habitats will be an approach of last resort.

Policy NE 2

Species protection

Planning permission will only be granted for development that would not cause significant harm to animal or plant species protected by law, or their habitats.

Where a proposal may have an adverse effect on protected species or habitats, applicants will be expected to undertake an appropriate assessment demonstrating proposed mitigation measures.

Wildlife corridors

2.36 Linear features in the Island's landscape, both natural and man-made, can be important for creating a network of routes or corridors for wildlife which form part of, or link, key habitats and main areas of habitat types in the Island. Pockets of vegetation and open space that, although not necessarily physically linked, are relatively closely spaced can function in a similar way to a continuous corridor. These corridors enable species to move about freely and interchange with other populations, as well as extending their distribution, and are important for maintaining and enhancing the Island's biodiversity.

2.37 Natural features, including valleys, streams, woodlands and cliff tops are important as are man-made linear elements, such as boundary features - walls, banques, fosses and hedgerows, shelterbelts, cyclepaths and footpaths and roads.
2.38 It is important to protect these features from development, which may adversely affect their value as wildlife corridors. Work is underway to identify those parts of the Island which presently serve as wildlife corridors. This will be issued as supplementary planning guidance and will be used to inform the determination of planning applications where the impact of development proposals upon the integrity of a wildlife corridor will be a material consideration. This work will also be used to inform landscape management and the potential for the enhancement and extension of existing corridors to connect key habitat areas in the Island.

Proposal 4

Wildlife corridor designation

The Minister for Planning and Environment will consider the identification and designation of wildlife corridors throughout the Island during the Plan period, and will adopt these through the publication of supplementary planning guidance, following consultation with stakeholders.

Policy NE 3

Wildlife corridors

Planning permission will not be granted for development which would destroy or prejudice the integrity of wildlife corridors.

Conversely, development that ensures the continuation and enhancement of corridors for wildlife will be encouraged and supported.

Trees, woodland and boundary features

2.39 Trees and woodlands are important elements in the landscape and townscape of Jersey providing essential wildlife habitats which support the Island’s biodiversity, helping to reduce air pollution and softening and enhancing built development. Similarly, many of the Island’s boundary features - walls, fosses, banques and hedgerows - are also of great biodiversity value, as well as being of historic and cultural significance, and an essential element of the Island’s character in both the countryside and the built environment. The historic field boundaries of the Island and the small fields they enclose are of early origin and represent a unique aspect of the Jersey landscape.
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2.40 It is, therefore, important, in accord with the Strategic Policies of the Plan (Policy SP 4 ‘Protecting the natural and historic environment’) that, where trees, woods, walls, fosses, banques and hedgerows are of landscape, townscape, amenity, biodiversity or historical value, they are protected and retained.

2.41 In appropriate circumstances, and in all cases where the removal of trees or hedgerows is proposed, the Department of the Environment will require planning applications to include a tree survey detailing the location, ground levels, species, canopy size and root system spread, together with an assessment of their condition, of existing trees in order to properly assess and consider the implications of development for these important features.

2.42 The removal of a hedgerow or banque or other physical feature defining a boundary of land is considered to be development under Article 5 of the Planning and Building (Jersey) Law 2002 and requires the permission of the Minister. The contribution of these features to the townscape, landscape character of an area; the Island’s historic capital, and its biodiversity value will be material considerations in the determination of any applications.

2.43 When planning permission is granted, conditions will be attached to require; protection of existing trees during construction; replacement planting to compensate for any trees lost as a result of development activity on the site, where appropriate; and a replacement scheme for any protected or new trees or landscaping on the site, which die within a specified time period following development.

2.44 The Minister for Planning and Environment will encourage the provision of new landscaping on development sites as an integral element of good design and to enhance the Island’s biodiversity. Careful consideration to the selection of species should be demonstrated to ensure that landscaping is appropriate to the site and its context and is beneficial to the enhancement of wildlife and biodiversity value. Where new landscaping is not or cannot be provided as an integral element of a development scheme, or where existing trees or hedgerows are to be lost as a result of development and not adequately replaced, the Minister may require landscaping schemes to be carried out in connection with unrelated land or require financial contributions to the Ecology Trust Fund or Countryside Renewal Scheme, through the use of planning obligations.

2.45 The Minister for Planning and Environment will use the powers available to him under the Planning and Building (Jersey) Law to ensure that important trees are provided with comprehensive protection by adding them to the List of Protected Trees. This ensures that any works to Protected Trees, including any subsequent management of them, requires the permission of the Minister. Addition of a tree to the List of Protected Trees also ensures that the protection afforded to the tree extends beyond the duration and completion of the development.
Policy NE 4

Trees, woodland and boundary features

Trees, woodlands and boundary features - walls, fosses, banques and hedgerows - which are of landscape, townscape, amenity, biodiversity or historical value, will be protected by:

1. refusing development proposals which will result in their loss or damage; and
2. requiring trees or hedgerows which are being retained on development sites to be adequately protected during any site works; and
3. adding individual trees and groups of trees which make an important contribution to the landscape, townscape or local amenity value of a site or area to the List of Protected Trees.

Development proposals which do not adequately make provision for the appropriate landscaping of a site - including the retention of existing trees and hedgerows, as appropriate, and the provision of new planting with species which will be of benefit to the Island's biodiversity - will not be approved.

Where new landscaping is not or cannot be provided as an integral element of a development scheme, or where existing trees or hedgerows are to be lost as a result of development and not adequately replaced, the Minister may require landscaping schemes to be carried out in connection with unrelated land or require financial contributions to the Ecology Trust Fund or Countryside Renewal Scheme, through the use of planning obligations.

Applications for proposals affecting trees, hedgerows and woodlands which do not provide sufficient information to enable the likely impact of proposals to be considered, understood and evaluated will not be permitted.

Coast and countryside character

2.46 The Countryside Character Appraisal\(^{(16)}\) is a key study which identifies and highlights the importance of the coast and countryside as being the Island's environmental 'capital'. It provides a comprehensive assessment of the essential elements that make up the Island's character and establishes a clear and comprehensive approach for protection.

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\(^{(16)}\) Countryside Character Appraisal (1999) Land Use Consultants
The countryside and coast of Jersey can be divided into eight broad character types based on common, uniform, physical and natural features and attributes. These are further broken down into constituent, discrete character areas, each with distinctive local identity as set out in the following table.

<table>
<thead>
<tr>
<th>Character Type</th>
<th>Character Area</th>
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<tbody>
<tr>
<td>A</td>
<td>Cliffs and Headlands</td>
</tr>
<tr>
<td>A1</td>
<td>North Coast Headland</td>
</tr>
<tr>
<td>A2</td>
<td>South-west Headlands</td>
</tr>
<tr>
<td>A3</td>
<td>North-east Low Wooded Edge</td>
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<tr>
<td>B</td>
<td>Coastal Plain</td>
</tr>
<tr>
<td>B1</td>
<td>Grouville</td>
</tr>
<tr>
<td>B2</td>
<td>St Clement – St Saviour</td>
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<tr>
<td>B3</td>
<td>South Coast – urban</td>
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<tr>
<td>B4</td>
<td>Quennevais Dunes</td>
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<tr>
<td>B5</td>
<td>St Ouen’s Bay</td>
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<tr>
<td>C</td>
<td>Escarpment</td>
</tr>
<tr>
<td>C1</td>
<td>Grouville – St Saviour</td>
</tr>
<tr>
<td>C2</td>
<td>South Coast</td>
</tr>
<tr>
<td>C3</td>
<td>St Ouen’s Bay Escarpment and Valleys</td>
</tr>
<tr>
<td>D</td>
<td>Enclosed Valleys</td>
</tr>
<tr>
<td>D1</td>
<td>Main Interior Valleys</td>
</tr>
<tr>
<td>D2</td>
<td>Eastern Plateau Valleys</td>
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<tr>
<td>D3</td>
<td>St Brelade’s Valleys</td>
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<tr>
<td>D4</td>
<td>North Coast Valleys</td>
</tr>
<tr>
<td>D5</td>
<td>St Martin’s Valleys</td>
</tr>
<tr>
<td>E</td>
<td>Interior Agricultural Land</td>
</tr>
<tr>
<td>E1</td>
<td>North-west Headland (St Ouen)</td>
</tr>
<tr>
<td>E2</td>
<td>South-west Headland (St Brelade)</td>
</tr>
<tr>
<td>E3</td>
<td>North-east (St Martin)</td>
</tr>
</tbody>
</table>
### Natural Environment

#### Table 2.1: Countryside Character Types and Areas

<table>
<thead>
<tr>
<th>Character Type</th>
<th>Character Area</th>
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<tbody>
<tr>
<td>E4</td>
<td>North Coast</td>
</tr>
<tr>
<td>E5</td>
<td>Central Plateau Ridges</td>
</tr>
<tr>
<td>E6</td>
<td>Central Plateau Valley Heads</td>
</tr>
<tr>
<td>E7</td>
<td>Eastern Plateau</td>
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<tr>
<td>E8</td>
<td>Western Plateau</td>
</tr>
<tr>
<td>F</td>
<td>Cliff Edge with Deep Sea (not shown on Map)</td>
</tr>
<tr>
<td></td>
<td>F1 North and South-west Cliffs</td>
</tr>
<tr>
<td>G</td>
<td>Bays with Inter-tidal Flats and Reefs (not shown on Map)</td>
</tr>
<tr>
<td></td>
<td>G1 St Ouen’s Bay</td>
</tr>
<tr>
<td></td>
<td>G2 St Brelade’s Bay</td>
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<tr>
<td></td>
<td>G3 St Aubin’s Bay</td>
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<tr>
<td></td>
<td>G4 South-east Coast</td>
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<tr>
<td></td>
<td>G5 St Catherine’s and Anne Port</td>
</tr>
<tr>
<td>H</td>
<td>Offshore Reefs and Islands (Not shown on Map)</td>
</tr>
<tr>
<td></td>
<td>H1 Les Écréhous</td>
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<tr>
<td></td>
<td>H2 Le Plateau des Minquiers</td>
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</tbody>
</table>
The Countryside Character Appraisal is a comprehensive and authoritative assessment of the characteristics of the Island's landscape quality. It has been used to inform the definition of the countryside planning zones - including the Coastal National Park; the Green Zone and the Marine Zone - and it will inform decisions about the impact of development proposals upon the character of the Island's landscape. It will also be used, wherever possible, to link planning permission with measures to protect or enhance the local landscape character. This is important because widespread, incremental enhancements and restorations of landscape character will add to the Island's environmental capital.

Proposal 5

Coast and countryside character

The Minister for Planning and Environment will have regard to the Countryside Character Appraisal when determining proposals for development which affects the Island's coast and countryside.

The primary consideration will be to protect and enhance the character of the Island's coast and countryside and the landscape impact of development proposals on the coast and countryside will be assessed and determined against the Countryside Character Appraisal, which will be issued by the Minister as supplementary planning guidance.
Marine Zone

2.49 The long-term, wise use of marine resources is essential in the management of Jersey’s unique, fragile and economically important shores and coastal waters. This was foreseen in the designation of a Marine Protection Zone in the 2002 Island Plan. This is an overarching designation and forms the basis for the safeguarding and sustainable use of the Island’s marine resources.

2.50 The Countryside Character Appraisal included in its scope the inter-tidal character areas - the bays, beaches, inter-tidal flats and reefs - around the Island. The appraisal concluded that these are so important that they must be given the highest level of protection against development and that they should be managed for conservation. The marine environment of the open seas and sea bed of Jersey’s local waters also requires protection. Accordingly, the Marine Zone is to be defined as including all of the coastal features and the marine environment between Mean High Water (MHW) and the Island’s 12 mile territorial limits of local waters.

2.51 For the avoidance of doubt, where offshore reefs and islets lie above MHW (i.e. they are not inter-tidal areas) they are designated as part of the ‘Coastal National Park’.

Map 2.3 Marine Zone

2.52 To ensure its sustainable management and use, development in the Marine Zone including, for example marinas, land reclamation, tipping or dredging for aggregates, will not be permitted. Where appropriate, the Minister for Planning and
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Environment will require an Environmental Impact Assessment (EIA) to be carried out for significant development in the Marine Zone\(^\text{17}\) in order to fully determine the potential impacts of development proposals.

2.53 The further development of aquaculture and the Island's fish farming industry will need to be considered within the context of 'Fishing and fish farming'.

2.54 There may emerge, during the Plan period, development proposals related to the generation of renewable energy, with implications for the Marine Zone. These will need to be considered within the context of a full and thorough Environmental Impact Assessment, as set out in the policy regime within the Plan (Exploratory, appraisal or prototype off-shore utility scale renewable energy proposals and off-shore utility scale renewable energy development).

### Policy NE 5

**Marine Zone**

The sustainable use of the Island's marine environment will be ensured by the Marine Zone extending from Mean High Water to the territorial limits, as designated on the Proposals Map.

Within this zone there is a presumption against all developments except those which are essential for navigation; access to water; fishing and fish farming (in accord with Policy ERE 8 'Fishing and fish farming'); and coastal defence.

Development will only be permitted where it does not seriously harm the amenities, character or biodiversity of the area because of its construction disturbance, siting, scale, form, appearance, materials, noise or emissions.

Development proposals related to renewable energy production within the Marine Zone will be considered in accord with Policy NR 4 'Exploratory, appraisal or prototype off-shore utility scale renewable energy proposals' and Policy NR 5 'Off-shore utility scale renewable energy development'.

### Coastal National Park

**A National Park for Jersey**

2.55 Parts of the Jersey coast and countryside are of national and international importance. St Ouen's Bay has long been so recognised and subject to safeguarding policies since 1968. These were superseded by the more extensive designation of a

\(^{17}\) the requirement for an Environmental Impact Assessment will be determined in accord with the Planning and Building (Environmental Impact)(Jersey) Order 2006
Coastal National Park in 2011. Its boundary embraces all those parts of the Island of highly sensitive and valuable landscape quality, vulnerable to change and damage, which warrant the highest level of protection against development. Its extent was informed by the Countryside Character Appraisal (1999) and includes:

- **The Coastal Plain of St Ouen's Bay:** The coastal plain of Les Quennevais dune system and St Ouen's Bay Coastal Plain with its fresh and saltwater wetland and sand dune habitats supporting exceptional birdlife and wildlife, distinguished landscapes and high recreational value, comprising:
  - B4: Quennevais Dunes
  - B5: St Ouen's Bay Coastal Plain

- **La Commune de Gouray:** The dunes at La Commune de Gouray, which form part of the Grouville Coastal Plain character area (B1), are a remnant of the historic landscape of this area and provide an important open break in the coastline. They are also valuable in terms of biodiversity, particularly for birds.
  - La Commune de Gouray (part of B1: Grouville Coastal Plain)

- **Escarpment:** The steep topography of the escarpment, forming a backdrop to the flat coastal plain, is a distinctive feature of the Island’s landscape. On the exposed scarp slopes of St Ouen’s Bay, stone walls are the characteristic field boundary.
  - C3: St Ouen’s Bay Escarpment and Valleys

- **Cliffs and Headlands:** The cliffs and heathland of the north coast and the south-western headlands with their spectacular coastal scenery and sense of wilderness, geological and geomorphological features, birdlife and exceptional habitats, archaeological sites, common land, modern fortifications and high recreational value. Also, the north-east wooded edge with its lower, gentler coastline, cut by wooded valleys and with numerous sheltered creeks and coves along the north.
  - A1: North Coast Headland
  - A2: South-west Headlands
  - A3: North-east Low Wooded Edge
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- **Enclosed Valleys:** The majority of the Island’s broad-leaved woodland occurs on the steep valleys sides. The narrow winding lanes are a distinctive feature. Lichen-clad pink granite walls are characteristic features of the interior valleys. The freshwater streams and associated wet grassland provide important habitats.
  - D4: North Coast Valleys (including Mourier Valley)
  - D5: St Martin’s Valleys
  - Wolf’s Caves car park and former cafe/bar

- **Cliff Edge with Deep Sea:**
  - F1: North and South-west Cliffs

- **Offshore Reefs and Islands:** The whole area of offshore reefs and islets forms one main character type:
  - H1: Les Écréhous (including the Paternosters and Dirouilles)
  - H2: Le Plateau des Minquiers

Map 2.4 Coastal National Park Areas
The Coastal National Park’s primary purposes are:

1. the conservation and enhancement of the natural beauty, wildlife and cultural heritage of the National Park;
2. to promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.

The purpose of planning policy in the Coastal National Park is to provide the highest level of protection against development to support these primary purposes.

It is acknowledged that the National Park is a living landscape, containing buildings and land uses. Whilst there is the strongest presumption against new uses or buildings that would detract from its landscape character, there may be opportunity to secure the repair and restoration of natural beauty, wildlife and cultural heritage through exceptions where the development of existing buildings or land uses provide opportunities to repair or reduce their existing harm to landscape character. Development may also provide opportunities for public understanding and enjoyment of the Park.

There is also a need to provide for the reasonable expectation of residents to improve their homes and businesses to undertake economic activity and provide employment, having regard to the capacity of the landscape to accommodate development without harm.

Accordingly, Policy NE6 sets a strong presumption but not an absolute moratorium against development within the Park: the key test is the capacity of the site and its context to accommodate development without harm to landscape character. This is the starting point for the consideration of development proposals. The following categories may, exceptionally, be considered though not all cases will be acceptable.

Residential

It would be unreasonable to resist all forms of development to improve people’s homes. The following forms of development related to residential land use and buildings may be permitted as exceptions to the strong presumption against development here, but only where it does not cause harm to landscape character.

Extension of a dwelling

The acceptability of an extension to a dwelling will be determined by its scale, design and impact on landscape character.

Each case should be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area to accept change.
Natural Environment

2.64 The design and scale of any extension must remain subservient to the existing dwelling and not disproportionately increase its size in terms of gross floorspace, building footprint or visual impact.

2.65 The purpose will be a material consideration and should not facilitate a significant increase in occupancy. Intensification of domestic use would place more pressure upon a fragile environment, limited infrastructure and services and be likely to increase trip generation. The cumulative enlargement of existing dwellings, and associated increases in resident population and activity, can undermine an area’s character as much as new homes: a site’s planning history will, therefore, be a material consideration.

Redevelopment of existing dwellings and ancillary residential buildings or structures

2.66 The principle of demolition and replacement of existing dwellings is supported only where demonstrable environmental gains can be delivered.

2.67 Comprehensive proposals of this type can offer the possibility of repairing and restoring landscape character which might be achieved by environmental gains including some or all of: reduced visual scale, mass and volume of a building; more sensitive and sympathetic siting and design; materials, colours and finishes more sensitive to the character area.

2.68 In all cases, replacement buildings should not be larger than that being replaced in terms of any of gross floorspace\(^{18}\), building footprint or visual impact, and should not facilitate a significant increase in occupancy. Intensification of domestic use would place more pressure upon a fragile environment, limited infrastructure and services and be likely to increase trip generation.

Creation of new households

2.69 The creation of new households by the development of new dwellings or the extension of existing residential properties to provide independent accommodation will be strongly resisted.

2.70 Similarly, extensions which, due to their layout are tantamount to the creation of a separate dwelling by, for example, including sleeping, bathroom and living space will be regarded as having the potential to accommodate a separate household and will be similarly resisted, as counter to the strategic objectives of the Plan (in relation to sustainable patterns of development; reducing the need to travel; and reducing dependence on the private car), as well as challenging the strong presumption against development in the Coastal National Park with potentially serious implications for harm to its landscape character.

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\(^{18}\) Where gross floorspace and building footprint is measured to the external walls of the building to be replaced including any porches and conservatories, but excludes any detached outbuildings.
Extension of domestic curtilage

2.71 There is the strongest presumption against extensions of domestic curtilages, which can have an impact on the sense of wilderness, isolation and remoteness that are important in parts of the National Park. Incremental loss and erosion of landscape character to domestication would seriously undermine the quality and cohesion of landscape character.

Employment land and buildings

2.72 The Coastal National Park arises from the interaction of human and natural influences: the economic history of the Island, together with political and social influences, has been instrumental in shaping the landscape that we find today. The Park remains a working environment in many places with uses and buildings performing employment and economic functions. Economic growth and diversification are Plan objectives and Policies SP5, E1 and ERE1 seek to safeguard existing employment land and premises. The following forms of development related to employment land use and buildings may be permitted as exceptions to the strong presumption against development, but only where it does not cause harm to landscape character:

Extension and intensification of use

2.73 The sensitivity of landscape character will be the primary consideration in the assessment of development proposals to extend or intensify existing employment land uses or buildings in the Coastal National Park, including tourism and agricultural uses. A case will need to be made as to why a coastal or countryside location is required for the proposal, which may require the applicant to set out what alternative locations have been considered.

2.74 The acceptability of an extension to an employment building will be determined by its scale, design and its impact on landscape character.

2.75 Each case will be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area to accept change.

2.76 In all cases, the design and scale of any extension must remain subservient to the existing building. There is a strong presumption against new ancillary buildings in the Coastal National Park.

2.77 Any proposal that would intensify an existing employment use will need to be assessed having regard to additional travel and traffic, at a strategic level, and noise and disturbance locally, particularly where the outcome could adversely affect the Park’s sense of wilderness, isolation and remoteness.
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2.78 The cumulative enlargement of existing buildings, and associated increases in activity, can undermine an area’s character as much as new buildings: a site’s planning history will, therefore, be a material consideration.

**Redevelopment of existing employment buildings for the same employment use**

2.79 The principle of redevelopment, involving demolition and replacement, of existing employment buildings for the same employment use is supported where demonstrable environmental gains can be delivered.

2.80 Comprehensive proposals of this type can offer the possibility of repairing and restoring landscape character, which might be achieved by environmental gains including some or all of: reduced visual scale, mass and volume of a building; more sensitive and sympathetic siting and design; materials, colours and finishes more sensitive to landscape character.

2.81 Replacement buildings should be no larger, in terms of gross floorspace, building footprint or visual impact than that being replaced. Consideration will also be given to the intensity of use and impact of travel, traffic and noise upon the Park’s special character.

**Change of use: conversion to other employment use**

2.82 The change of use of employment land and buildings (involving conversion of a building), to other employment uses, will need to satisfy the requirements of Policy E1: *Protection of employment land* in the first instance. A case will also need to be made as to why a coastal or countryside location is required for the proposal, which may require the applicant to set out what alternative locations have been considered.

2.83 Any proposal that would intensify employment use will need to be assessed having regard to additional travel and traffic, at a strategic level, and noise and disturbance locally, particularly where the outcome could adversely affect the Park’s sense of wilderness, isolation and remoteness. Any visual implications will also be carefully considered having regard to landscape character.

**Change of use: conversion to residential or other non-employment use**

2.84 There is a strong presumption against the loss of employment land and buildings to residential and other non-employment use. The conversion of modern agricultural buildings and glasshouses to residential or other non-employment uses will not be permitted.
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2.85 New homes and other development in the Coastal National Park, where the availability of services, amenities and public infrastructure is generally limited does little to contribute towards the attainment of a more sustainable pattern of development. Conversion of an employment building to residential use is, therefore, most unlikely to be permitted.

2.86 Proposals may, exceptionally, be viewed more favourably where the redundancy of employment use is proven (under the requirements of Policy E1) or where the proposal involves the conversion of offices and tourism accommodation; and where it delivers demonstrable environmental benefits through reduced intensity of use and visual improvement to the building and its setting.

2.87 Former hotels proposed for residential conversion will be expected to secure significantly reduced intensity of use, since permission is likely to have been granted for hotel use, and/or an expansion of either an original residential or hotel use, on a site where permission for a large extent of residential development would not normally have been countenanced. Sustainability at a strategic level will be a material consideration and require evidence of how this has been assessed, such as a comparison of reliance on public infrastructure and trip generation.

2.88 Such development would also need to deliver other environmental gains such as: enhanced appearance of the building; materials, colours and finishes more sensitive to the character area; and landscaping to enhance and repair the setting of existing buildings.

2.89 Careful regard will be given to the visual impacts of any required external space, in particular car parking and amenity areas, on landscape character.

Redevelopment of existing employment buildings for other employment or non-employment use

2.90 The principle of allowing the redevelopment, involving demolition and replacement for alternative uses, including other employment uses, of existing employment buildings is supported where significant environmental gains can be delivered.

2.91 Such proposals will need to satisfy the requirements of Policy E1: *Protection of employment land* in the first instance, and a case made as to why a coastal or countryside location is required, which may require the applicant to set out what alternative locations have been considered.

2.92 The Minister acknowledges that managing an exception to the strong presumption against any development in the Coastal National Park is challenging, and that it is important to be clear about the benefits that any such development proposal might bring.
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2.93  Comprehensive development of this type offers the possibility of repairing and restoring landscape character of the area, which might be achieved by environmental gains including some or all of;

1. **a significant reduction in visual mass, scale and volume** - this might be achieved by a reduction in the mass and scale of buildings in the landscape.
2. opportunities may arise to remove uncharacteristically large buildings - such as hotels or other tourism related buildings - from the landscape, through their redevelopment and replacement by smaller buildings, more sympathetic to their locality and its landscape.
3. **a significant reduction in intensity of use** - redevelopment for residential use will be permitted only where the residential yield is extremely limited and secures significant reductions in floorspace and/or occupancy;
4. **sustainability** at a strategic level will be a material consideration and require evidence of how this has been assessed, such as a comparison of reliance on public infrastructure and trip generation.
5. **more sensitive and sympathetic siting and design**: there is ample evidence of poorly sited and designed buildings, and additions to buildings, around the Island’s coastline; redevelopment offers scope to remedy the existing harm; proposals will be required to reflect principles in the Jersey Design Guide, and must, in particular, demonstrate a mindful understanding of context, and be respectful of it, especially within sensitive landscape;
6. **a more sensitive use of materials**: this may be achieved by reflecting the distinctiveness of the character area in the proposal’s form, materials and finishes, including colour.

2.94  Replacement buildings should be no larger, in terms of gross floorspace, building footprint or visual impact than that being replaced. Consideration will also be given to the intensity of use and impact of travel, traffic and noise upon the Park’s special character. Regard will also be had to opportunities to support the purposes of the Park including enhanced public access and addressing management threats and priorities identified in the Countryside Character Appraisal.

2.95  The redevelopment of modern agricultural buildings by demolition and replacement for another use will not be supported, since these would have been permitted to meet agricultural need. If no longer so required they should be removed or re-used for agriculture or employment-related uses. Similarly, the redevelopment of glasshouses will not be permitted.

**Cultural and tourism uses**

2.96  One of the Park’s purposes, to promote opportunities for understanding and enjoyment of its special qualities, is likely to create tensions with its other purpose: the conservation and enhancement of natural beauty, wildlife and cultural heritage. Managing this requires that new or extended cultural and tourism development is sensitive and proportionate to the fragility and vulnerability of its landscape setting.
Natural Environment

2.97 The Countryside Character Appraisal is a valuable tool, identifying development and management threats to each of the Park’s character areas and their capacity for change. It can be used to inform decisions on development proposals and implications for subsequent use of different parts of the Park.

2.98 Given the strong presumption against development in the Coastal National Park any exceptions related to new or extended cultural and tourism attractions must have very limited impact on its relevant landscape character area.

2.99 Examples might include proposals based on the use and enjoyment of environmental and heritage assets, and likely to relate to informal recreation, leisure and tourism.

2.100 Interpretative facilities and access infrastructure proposals will be considered favourably where designed to minimise visual impact and having no undue effects on sensitive environmental or heritage assets.

2.101 Similarly, proposals involving a change of use of land to enable activity-based tourism and leisure pursuits will be considered relative to their impacts upon the sensitivity of environmental and heritage assets, as well as the implications of greater levels of more active use of land within the National Park, where the qualities of remoteness and peacefulness may be particularly significant.

2.102 Leisure and tourism activities can generate a requirement for ancillary services and buildings and a number of facilities – such as cafés, bars, kiosks and toilets – exist in parts of the Park.

2.103 Proposals to extend, intensify or redevelop existing leisure and tourism facilities will be considered as with any other employment use.

2.104 New leisure and tourism buildings are unlikely to be favourably considered other than possibly small-scale buildings or structures such as beach kiosks. The visual implications, infrastructure requirements and effect on the locality’s intensity of the use will require careful consideration relative to the sensitivity of the landscape character. It is unlikely that they will be favourably considered where highly visible and/or unscreened by landscaping or where there are no nearby existing formal car parking and/or toilet facilities.

Minor development

2.105 Development of any scale can adversely affect the qualities of the Coastal National Park because of its sensitive, fragile landscape. Buildings in the Park presently have the same permitted development rights as those elsewhere; the Minister intends to limit these rights here to enable the impact of minor changes to be regulated. This will require amendment to the Planning and Building (General Development) Order and the Minister will consult further upon the nature of changes proposed.
Natural Environment

2.106 These will not be intended to prohibit all forms of minor development, which would be unreasonable and unrealistic, but to make a greater range of them subject to individual assessment. Small scale proposals, incidental to the primary use of land and buildings - such as minor alterations to existing buildings, swimming pools, driveways and other forms of hard landscaping, accesses, means of enclosure, signs, flags and other advertisements, satellite dishes and other antennae - will be permissible but only if well designed and sited and their impact does not harm the character of the area.

2.107 For the avoidance of doubt, there will remain a strong presumption against the development of new ancillary buildings in the Coastal National Park with the exception of small incidental domestic outbuildings of a temporary nature – such as garden sheds and greenhouses – which may be permissible if well sited, and designed and where their impact does not harm landscape character.

Proposal 6

Restrict permitted development rights in the Coastal National Park

The Minister for Planning and Environment will further explore the restriction of permitted development rights in the Coastal National Park in order to better protect its fragile and sensitive landscape character. This will include consultation with stakeholders on any proposed changes to the Planning and Building (General Development) Order.

Strategic development

2.108 There may emerge, during the remainder of the Plan period, strategic development proposals of Island-wide significance related to the generation of utility-scale renewable energy; the provision of public water supplies and the extraction of minerals in the Coastal National Park. Specifically, this might include utility-scale off-shore wind and/or tidal energy development; the expansion of Val de la Mare reservoir; the extension, replacement or renewal of La Rosière desalination plant and the expansion of sand quarrying in St Ouen’s Bay.

2.109 Any such development will likely need to be considered within the context of a full and thorough Environmental Impact Assessment to ensure that: the need is proven; alternatives have been properly identified and considered; and that environmental implications for the Park are properly identified, avoided and/or mitigated as far as possible.

2.110 In accord with the Plan’s sequential approach to development, consideration of alternative less environmentally sensitive locations will need to have been properly considered as part of any justification for strategic forms of development in the Coastal National Park.
2.111 Any such proposals will need to be considered against Policies NR4-6: Renewable energy; MR3: New or extended mineral workings, and NR9: Utilities infrastructure facilities respectively.

Policy NE 6

Coastal National Park

(19)

The primary purposes of the Coastal National Park are:

- the conservation and enhancement of the natural beauty, wildlife and cultural heritage of the National Park;
- to promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.

In support of these purposes, the Coastal National Park, as designated on the Proposals Map, will be given the highest level of protection from development and this will normally be given priority over all other planning considerations.

In this area there will be the strongest presumption against all forms of development, including but not limited to:

- the development of a new dwelling (other than as a replacement under 2 and 7; or conversion under 6, below);
- facilitating a separate household by means of an extension, conversion or new build;
- the change of use of land to extend a domestic curtilage;
- development of staff and key agricultural workers’ accommodation;
- redevelopment of modern agricultural building(s) involving demolition and replacement with a building(s) for another use, or their conversion to a non-employment use;

19 This policy and its pre-amble - paragraphs 2.55-2.112 - was amended following the adoption of the 2011 Island Plan: Interim Review (P.37/2014) in July 2014.
### Natural Environment

- redevelopment of glasshouse(s) involving demolition and replacement with a building(s) or conversion for another use, or their conversion to a non-employment use;

- development of ancillary buildings (other than temporary domestic buildings under 9b below)

Only the following exceptions may be permissible, and only where they do not cause harm to landscape character

**Residential**

1. the extension of a dwelling, but only where:
   - a. it remains subservient to the existing building in terms of design and scale;
   - b. it is designed appropriately relative to existing buildings and its context;
   - c. having regard to its planning history, it does not disproportionately increase the size of the dwelling in terms of any of its gross floorspace, building footprint or visual impact;
   - d. it does not facilitate significant increased occupancy; and
   - e. it does not harm landscape character.

2. the redevelopment of an existing dwelling and/or an existing ancillary residential building and/or structure, involving demolition and replacement, but only where the proposal would:
   - a. not be larger in terms of any gross floorspace, building footprint or visual impact than the building being replaced;
   - b. not facilitate a significant increase in occupancy; and
   - c. give rise to demonstrable environmental gains, contributing to the repair and restoration of landscape character.

**Employment**

3. the extension and/or intensification of use of existing employment buildings and land, but only where:
   - a. the requirement for a coastal or countryside location is adequately justified;
b. an extension remains subservient, well related to the existing building in design and scale;

c. an intensification does not create undue noise, disturbance or a significant increase in travel and trip generation; and

d. it does not cause harm to landscape character.

4. the redevelopment of an employment building(s), involving demolition and replacement for the same use, but only where:

a. it would be no larger in terms of any gross floorspace, building footprint or visual impact than that being replaced;

b. an intensification does not create undue noise, disturbance or a significant increase in travel and trip generation; and

c. it gives rise to demonstrable environmental gains, contributing to the repair and restoration of landscape character.

5. the change of use of employment land and buildings (involving conversion of a building), to other employment uses, but only where:

a. it would accord with Policy E1: Protection of employment land;

b. the requirement for a coastal or countryside location can be adequately justified;

c. in the case of an intensification of use, it does not create undue noise, disturbance or a significant increase in travel and trip generation; and

d. it does not harm landscape character.

6. the change of use of employment land and buildings (involving conversion of a building) to non-employment uses but only where:

a. the redundancy of employment use is proven in accord with Policy E1: Protection of employment land or where the development involves office or tourism accommodation; and

b. it gives rise to: demonstrable environmental gains, contributing to the repair and restoration of landscape character; reduced intensity of occupation and use; and improved design and appearance of the land and building(s); or;

c. it secures a viable alternative use for a traditional farm building in accord with Policy ERE4 Change of use and/or conversion of traditional farm buildings.
Natural Environment

7. the redevelopment of an employment building(s), involving demolition and replacement for another use, but only where:

   a. the redundancy of employment use is proven in accord with Policy E1: Protection of employment land or where the development involves office or tourism accommodation; and

   b. the proposal is no larger in terms of any gross floorspace, building footprint or visual impact than the building being replaced; and

   c. it gives rise to: demonstrable environmental gains, contributing to the repair and restoration of landscape character; reduced intensity of occupation and use; and improved design and appearance of the land and building(s).

8. New cultural and tourism development, but only where it:

   a. supports the purposes of the Coastal National Park;

   b. is appropriate relative to existing buildings and its landscape context; and

   c. does not harm landscape character.

Minor development

9. Development small in scale and incidental to the primary use of land and buildings, but only where:

   a. it is well sited and designed, having regard to the relationship with existing buildings, landscape context, size, material, colour and form; and

   b. for an ancillary residential building, it is also of a temporary nature; and

   c. it does not cause harm to landscape character.

Strategic development

10. Where it is demonstrated to satisfy a proven Island need, relative to the proper assessment of alternative options, strategic development related to renewable energy production; new or extended utilities infrastructure; or extraction of minerals, but only where:

   a. its environmental implications are properly identified, avoided and/or mitigated as far as possible; and it accords with,

   b. Policy NR 4: Exploratory, appraisal or prototype off-shore utility scale renewable energy proposals; or
c. Policy NR 5: Off-shore utility scale renewable energy development; or

d. Policy NR6: On-shore renewal energy production; or

e. Policy NR9: Utilities infrastructure facilities; or


2.112 In defining the extent of the National Park, it is inevitable that the boundary embraces both living and working landscapes, where many of the characteristic qualities that provide its special appeal are as much the result of human activities, particularly farming, as of natural forces. It will be essential to cultivate the economic and social well-being of local communities found within the Park by working closely with individuals, community, amenity, business and special interest groups. The Minister for Planning and Environment will develop and adopt a Management Plan for the Coastal National Park, in discussion and engagement with stake-holders, during the Plan period.

Proposal 7

Coastal National Park Management Plan

The Minister for Planning and Environment will develop and adopt a Coastal National Park Management Plan to deliver the objectives of the Coastal National Park, which include:

1. the conservation and enhancement of the natural beauty, wildlife and cultural heritage of the National Park;
2. to promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.

This will be undertaken in co-operation with other public and private agencies, interest groups, landowners and farmers during the Plan period.

Green Zone

Green Zone

2.113 The concept of the Green Zone is already well established and familiar to Island residents. The vigorous public response, in the Green Paper and Imagine Jersey 2035, to further protect the countryside from development has demonstrated a clear need to review and strengthen the existing countryside policies in order to further protect this important asset. Accordingly, in addition to the introduction of the
Natural Environment

Coastal National Park, the boundaries of the Green Zone have been extended to include those areas in what was formerly the Countryside Zone, as defined in the 2002 Island Plan.

2.114 The areas of the countryside which are outside the Coastal National Park are now defined as Green Zone and includes those areas of the countryside which have an intact character and comprise an important range of environmental features needing a high level of protection. Those areas of the Island’s countryside which are largely distinctive, historic, farmed landscapes and coastal plains are also now included within the Green Zone. This interior agricultural landscape covers the greater part of the plateau and part of the coastal plains. It presents a rich background including an attractive and intricate pattern of small fields, enclosures and lanes, an ecologically rich network of hedgerows, verges and banques, many cultural sites and a wealth of typical Jersey granite vernacular buildings. The ridges and skylin es of the plateau are particularly sensitive to the visual impact of development.

2.115 The Green Zone includes a number of distinct character areas and the Minister for Planning and Environment will have regard to the supplementary guidance contained in the Countryside Character Appraisal in determining any development proposals in this area.

2.116 These areas include:

- **The main escarpments** of St Clement, Grouville, Ouaisné, and St Brelade’s Bay
  - C1: Grouville – St Saviour
  - C2: South Coast

- **The wooded valleys** of St Peter’s, Waterworks, Bellozanne, Grands Vaux, Vallée des Vaux, Fern and Queen’s Valleys, amongst others;
  - D1: Main Interior Valleys
  - D2: Eastern Plateau Valleys
  - D3: St Brelade’s Valley

- **The interior agricultural land**: to the north, including
  - E1: North-west Headland (St Ouen)
  - E3: North-east (St Martin)
  - E4: North Coast

2.117 These areas are designated as Green Zone on the [Proposals Map](#).
2.118 Whilst not as remote and wild in character as the Coastal National Park there will still be a general presumption against any development in the Green Zone in order to retain the quality and distinctiveness of the Island’s countryside here and to ensure that the distinct character of the zone remains intact. The quality and distinctiveness of the landscape character areas of the Green Zone still makes them sensitive to the effects of intrusive development whilst having a greater capacity to accept some change.

2.119 As in the Coastal National Park, however, the Green Zone is even more of a living landscape, containing a greater number and variety of buildings and land uses. Whilst there is a presumption against new uses or buildings that would detract from its landscape character, there may be opportunity to secure the repair and restoration of it through exceptions where the development of existing buildings or land uses provide opportunities to repair or reduce their existing harm to landscape character. Development may also provide opportunities for public access and enjoyment of the countryside.

2.120 There is also a need to provide for the reasonable expectation of residents to improve their homes and businesses to undertake economic activity and provide employment, having regard to the capacity of the landscape to accommodate development without serious harm.
Natural Environment

2.121 Accordingly, Policy NE7 sets a presumption but not an absolute moratorium against development within the Green Zone: the key test is the capacity of the site and its context to accommodate development without serious harm to landscape character. This is the starting point for the consideration of development proposals. The following categories may, exceptionally, be considered though not all cases will be acceptable.

Residential

2.122 It would be unreasonable to resist all forms of development to improve people’s homes. The following forms of development related to residential land use and buildings may be permitted as exceptions to the presumption against development here, but only where it does not cause serious harm to landscape character:

Extension of a dwelling

2.123 The acceptability of an extension to a dwelling will be determined by its scale, design and impact on landscape character.

2.124 Each case should be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area to accept change.

2.125 The purpose will be a material consideration and should not facilitate a significant increase in occupancy. Intensification of domestic use would place more pressure upon a fragile environment, limited infrastructure and services and be likely to increase trip generation. The cumulative enlargement of existing dwellings, and associated increases in resident population and activity, can undermine an area’s character as much as new homes: a site’s planning history will, therefore, be a material consideration.

Ancillary buildings

2.126 Proposals to develop buildings and structures ancillary to a residential use of land, such as garages and other outbuildings (which are not in the form of extensions to the principal dwelling house) should be considered in the same manner as extensions, where the key test will be the impact upon landscape character. Proposals for the creation of habitable accommodation in detached ancillary buildings will not be supported.

Redevelopment of existing dwellings and ancillary buildings or structures

2.127 The principle of demolition and replacement of existing dwellings is supported only where demonstrable environmental gains can be delivered.
Natural Environment

2.128 Comprehensive proposals of this type can offer the possibility of repairing and restoring landscape character which might be achieved by environmental gains including some or all of: reduced visual scale, mass and volume of a building; more sensitive and sympathetic siting and design; materials, colours and finishes more sensitive to the character area.

2.129 Replacement buildings should not facilitate a significant increase in occupancy. Intensification of domestic use would place more pressure upon a fragile environment, limited infrastructure and services and be likely to increase trip generation.

Creation of new households

2.130 The creation of new households by the development of new dwellings or the extension of existing residential properties to provide independent accommodation will generally be resisted in the Green Zone: it is counter to the strategic objectives of the Plan (in relation to sustainable patterns of development; reducing the need to travel; and reducing dependence on the private car), as well as challenging the general presumption against development.

2.131 In some instances it may, however, be possible to make an exception to permit the extension or conversion of part of a dwelling (such as an integral garage) to provide independent accommodation in the Green Zone for an elderly relative or a relative who requires some degree of care and/or support for their personal well-being and health. This will, however, only be permissible where the accommodation is capable of re-integration into the main dwelling and where any extension or conversion would not seriously harm landscape character. Any exception made in response to such family circumstances will need to be carefully regulated and may be subject to a planning obligation agreement to ensure the ultimate re-integration of the accommodation into the main dwelling.

2.132 The Green Zone contains most of the Island’s working countryside and the only other possible exception to the presumption against the creation of new households here may relate to the provision of staff and key agricultural workers’ accommodation, in accordance with Policy H9.

Extension of domestic curtilage

2.133 There is the strongest presumption against extensions of domestic curtilages, which can result in incremental loss and erosion of landscape character to domestication in the countryside.
Employment land use and buildings

2.134 The Green Zone arises from the interaction of human and natural influences: the economic history of the Island, together with political and social influences, has been instrumental in shaping the landscape that we find today. The countryside remains a working environment in many places with uses and buildings performing employment and economic functions.

2.135 Economic growth and diversification are Plan objectives and Policies SP5, E1 and ERE1 seek to safeguard existing employment land and premises. The following forms of development related to employment land use and buildings may be permitted as exceptions to the presumption against development, but only where it does not cause serious harm to landscape character.

Extension and intensification of use

2.136 The sensitivity of landscape character will be the primary consideration in the assessment of development proposals to extend or intensify existing employment land uses or buildings in the Green Zone, including tourism and agricultural uses. A case will need to be made as to why a coastal or countryside location is required for the proposal, which may require the applicant to set out what alternative locations have been considered.

2.137 The acceptability of an extension to an employment building will be determined by its scale, design and its impact on landscape character.

2.138 Each case will be assessed on its merits and, in particular, regard had to the sensitivity of the site, relative to the capacity of the landscape character area to accept change.

2.139 Any proposal that would intensify an existing employment use will need to be assessed having regard to additional travel and traffic, at a strategic level, and noise and disturbance locally.

2.140 The cumulative enlargement of existing buildings, and associated increases in activity, can undermine an area’s character as much as new buildings: a site’s planning history will, therefore, be a material consideration.

Ancillary employment buildings

2.141 Proposals to develop buildings and structures ancillary to an employment use of land, (which are not in the form of extensions to the principal building) should be considered in the same manner as extensions, where the key test will be the impact upon landscape character.
Redevelopment of existing employment buildings for the same employment use

2.142 The principle of redevelopment, involving demolition and replacement, of existing employment buildings for the same employment use is supported where demonstrable environmental gains can be delivered.

2.143 Comprehensive proposals of this type can offer the possibility of repairing and restoring landscape character, which might be achieved by environmental gains including some or all of: reduced visual scale, mass and volume of a building; more sensitive and sympathetic siting and design; materials, colours and finishes more sensitive to landscape character.

2.144 Consideration will also need to be given to the intensity of use and impact of travel, traffic and noise upon the character of the area.

Change of use: conversion to other employment use

2.145 The change of use of employment land and buildings (involving conversion of a building), to other employment uses, will need to satisfy the requirements of Policy E1: Protection of employment land in the first instance. A case will also need to be made as to why a coastal or countryside location is required for the proposal, which may require the applicant to set out what alternative locations have been considered.

2.146 Any proposal that would intensify employment use will need to be assessed having regard to additional travel and traffic, at a strategic level, and noise and disturbance locally. Any visual implications will also be carefully considered having regard to landscape character.

Change of use: conversion to residential or other non-employment use

2.147 There is a general presumption against the loss of employment land and buildings to residential and other non-employment use. The conversion of modern agricultural buildings and glasshouses to residential or other non-employment uses will not be permitted.

2.148 New homes and other development in the Green Zone, where the availability of services, amenities and public infrastructure is generally limited does little to contribute towards the attainment of a more sustainable pattern of development. Conversion of an employment building to residential use is, therefore, most unlikely to be permitted.

2.149 Proposals may, exceptionally, be viewed more favourably where the redundancy of employment use is proven (under the requirements of Policy E1) or where the proposal involves the conversion of offices and tourism accommodation; and where it delivers demonstrable environmental benefits through reduced intensity of use and visual improvement to the building and its setting.
2.150 Former hotels proposed for residential conversion will be expected to secure significantly reduced intensity of use, since permission is likely to have been granted for hotel use, and/or an expansion of either an original residential or hotel use, on a site where permission for a large extent of residential development would not normally have been countenanced. Sustainability at a strategic level will be a material consideration and require evidence of how this has been assessed, such as a comparison of reliance on public infrastructure and trip generation.

2.151 Such development would also need to deliver other environmental gains such as: enhanced appearance of the building; materials, colours and finishes more sensitive to the character area; and landscaping to enhance and repair the setting of existing buildings.

2.152 Careful regard will be given to the visual impacts of any required external space, in particular car parking and amenity areas, on landscape character.

Redevelopment of existing employment buildings for other employment or non-employment use

2.153 The principle of allowing the redevelopment, involving demolition and replacement for alternative uses, including other employment uses, of existing employment buildings is supported where significant environmental gains can be delivered.

2.154 Such proposals will need to satisfy the requirements of Policy E1: Protection of employment land in the first instance, and a case made as to why a coastal or countryside location is required, which may require the applicant to set out what alternative locations have been considered.

2.155 The Minister acknowledges that managing an exception to a general presumption against any development in the Green Zone is challenging, and that it is important to be clear about the benefits that any such development proposal might bring.

2.156 Comprehensive development of this type offers the possibility of repairing and restoring landscape character of the area, which might be achieved by environmental gains including some or all of:

1. **a significant reduction in visual mass, scale and volume** - this might be achieved by a reduction in the mass and scale of buildings in the landscape.
2. opportunities may arise **to remove uncharacteristically large buildings** - such as hotels or other tourism related buildings - from the landscape, through their redevelopment and replacement by smaller buildings, more sympathetic to their locality and its landscape.
3. **a significant reduction in intensity of use** - redevelopment for residential use will be permitted only where the residential yield is extremely limited and secures significant reductions in floorspace and/or occupancy;
4. **sustainability** at a strategic level will be a material consideration and require evidence of how this has been assessed, such as a comparison of reliance on public infrastructure and trip generation.

5. **more sensitive and sympathetic siting and design**: there is ample evidence of poorly sited and designed buildings, and additions to buildings, around the Island’s coastline; redevelopment offers scope to remedy the existing harm; proposals will be required to reflect principles in the Jersey Design Guide\(^\text{(20)}\), and must, in particular, demonstrate a mindful understanding of context, and be respectful of it, especially within sensitive landscape;

6. **a more sensitive use of materials**: this may be achieved by reflecting the distinctiveness of the character area in the proposal’s form, materials and finishes, including colour.

2.157 Consideration will also be given to the intensity of use and impact of travel, traffic and noise upon the character of the area. Regard will also be had to enhance public access and to address management threats and priorities for that character area.

2.158 The redevelopment of modern agricultural buildings by demolition and replacement for another use will not be supported, since these would have been permitted to meet agricultural need. If no longer so required they should be removed or re-used for agriculture or employment-related uses. Similarly, the redevelopment of glasshouses will not be permitted.

**Cultural and tourism uses**

2.159 New or extended cultural and tourism development in the Green Zone needs to be sensitive and proportionate to the fragility and vulnerability of its landscape setting. The Countryside Character Appraisal is a valuable tool, identifying development and management threats to character areas and their capacity for change: it can be used to inform decisions on development proposals. Given the presumption against development in the Green Zone any exceptions related to new or extended cultural and tourism attractions must have limited impact on its relevant landscape character area.

2.160 Examples might include proposals based on the use and enjoyment of environmental and heritage assets, and likely to relate to informal recreation, leisure and tourism. Interpretative facilities and access infrastructure proposals will be considered favourably where designed to minimise visual impact and having no undue effects on sensitive environmental or heritage assets. Similarly, proposals involving a change of use of land to enable activity-based tourism and leisure pursuits will be considered relative to their impacts upon the sensitivity of environmental and heritage assets, as well as the implications of greater levels of more active use of land for the character of an area.

Natural Environment

2.161 Proposals to extend, intensify or redevelop existing leisure and tourism facilities will be considered as with any other employment use.

2.162 Leisure and tourism activities can also generate a requirement for ancillary services and buildings. New leisure and tourism buildings are unlikely to be favourably considered other than possibly small scale buildings or structures such as kiosks. The visual implications, infrastructure requirements and effect on the locality’s intensity of the use will require careful consideration relative to the sensitivity of the landscape character. It is unlikely that they will be favourably considered where highly visible and/or unscreened by landscaping or where there are no nearby existing formal car parking and/or toilet facilities.

Minor development

2.163 Development of a minor scale that is ancillary to a primary use of land could adversely affect the qualities of the Green Zone depending on the sensitivity of the landscape. Small scale proposals, that are incidental to the primary use of land and buildings and outside the scope of existing permitted development rights will only be permissible in the Green Zone where they are well designed and sited and their impact does not seriously harm landscape character.

Managed open spaces

2.164 Managed open spaces, such as playing fields, other amenity spaces, cemeteries and allotments, can have a limited impact upon the character of the countryside. Their provision will be considered in terms of impact upon landscape character and other polices of the Plan, such as SCO5 and SCO6.

Strategic development

2.165 There may emerge, during the remainder of the Plan period, strategic development proposals of Island-wide significance related to the generation of utility-scale renewable energy; the extraction of minerals; or the provision of elements of significant public infrastructure, such as a new secondary school in the Green Zone.

2.166 Any such development will likely need to be considered within the context of a full and thorough Environmental Impact Assessment to ensure that: the need is proven; alternatives have been properly identified and considered; and that environmental implications for the Green Zone are properly identified, avoided and/or mitigated as far as possible.

2.167 In accord with the Plan’s sequential approach to development, consideration of alternative less environmentally sensitive locations will need to have been properly considered.
Policy NE 7

Green Zone

(21)

The Green Zone, as designated on the Proposals Map, will be given a high level of protection from development and there will be a general presumption against all forms of development, including but not limited to:

- the development of a new dwelling (other than as a replacement under 3 and 10; the provision of new, under 4; or conversion under 9, below);
- facilitating a separate household by means of an extension, conversion or new build (other than to meet changing family circumstances under 1c below);
- the change of use of land to extend a domestic curtilage;
- redevelopment of modern agricultural building(s) involving demolition and replacement with a building(s) for another use, or their conversion to a non-employment use;
- redevelopment of glasshouse(s) involving demolition and replacement with a building(s) or conversion for another use, or their conversion to a non-employment use.

Only the following exceptions may be permissible, and only where they do not cause serious harm to landscape character:

Residential

1. the extension of a dwelling, but only where;
   a. its design is appropriate relative to existing buildings and its context;
   b. it does not facilitate significant increased occupancy; and
   c. in the case of an extension or the conversion of part of an existing dwelling that would lead to the creation of a separate household:

21 This policy and its preamble, paragraph's 2.113-2.167, was amended following the adoption of the 2011 Island Plan: Interim Review (P.37/2014 - amendment 11 (amd) (amd)) in July 2014
i. the accommodation is for an elderly relative or a relative who requires a degree of care and/or support for their health and well-being;

ii. the new accommodation is capable of re-integration into the principal dwelling; and

iii. it is designed to lifetime home standards, and

d. it does not seriously harm landscape character.

2. the development of an ancillary building and/or structure, but only where;

a. it is modest and is proportionate to other buildings on the site;

b. it is well sited and designed, relative to other buildings, the context, size, material, colour and form; and

c. it does not seriously harm landscape character.

3. the redevelopment of an existing dwelling and/or an existing ancillary residential building and/or structure, involving demolition and replacement, but only where the proposal would;

a. not facilitate a significant increase in occupancy; and

b. give rise to demonstrable environmental gains, contributing to the repair and restoration of landscape character.

4. the development of staff and key agricultural worker accommodation, but only where the proposal would;

a. accord with Policy H9: staff and key agricultural worker accommodation; and

b. not cause serious harm to the landscape character of the area.

Employment

5. the extension and/or intensification of use of existing employment buildings and land, but only where, having regard to the planning history of the site;

a. the requirement for a coastal or countryside location can be adequately justified;

b. an extension, well related to the existing building in design and scale;

c. an intensification does not create undue noise, disturbance or a significant increase in travel and trip generation; and
d. it does not cause serious harm to landscape character.

6. the development of an ancillary building and/or structure, but only where;
   a. it is modest and is proportionate to other buildings on the site;
   b. it is well sited and designed, relative to other buildings, the context, size, material, colour and form; and
   c. it does not cause serious harm to landscape character.

7. the redevelopment of an employment building(s), involving demolition and replacement for the same use, but only where;
   a. an intensification does not create undue noise, disturbance or a significant increase in travel and trip generation; and
   b. it gives rise to demonstrable environmental gains, contributing to the repair and restoration of landscape character.

8. the change of use of employment land and buildings (involving conversion of a building), to other employment uses, but only where:
   a. it would accord with Policy E1: Protection of employment land;
   b. the requirement for a coastal or countryside location can be adequately justified;
   c. in the case of an intensification of use, it does not create undue noise, disturbance or a significant increase in travel and trip generation; and
   d. it does not cause serious harm to landscape character.

9. the change of use of employment land and buildings (involving conversion of a building) to non-employment uses but only where:
   a. the redundancy of employment use is proven in accord with Policy E1: Protection of employment land or where the development involves office or tourism accommodation; and
   b. it gives rise to: demonstrable environmental gains, contributing to the repair and restoration of landscape character; reduced intensity of occupation and use; and improved design and appearance of the land and building(s); or
   c. it secures a viable alternative use for a traditional farm building in accord with Policy ERE4.
Natural Environment

10. the redevelopment of an employment building(s), involving demolition and replacement for another use, but only where:
   a. the redundancy of employment use is proven in accord with Policy E1: Protection of employment land or where the development involves office or tourism accommodation;
   b. and it gives rise to: demonstrable environmental gains, contributing to the repair and restoration of landscape character; reduced intensity of occupation and use; and improved design and appearance of the land and building(s).

11. new cultural and tourism development, but only where it:
   a. is appropriate relative to existing buildings and its landscape context; and
   b. does not seriously harm landscape character.

Minor development

12. Development small in scale and incidental to the primary use of land and buildings, but only where it:
   a. is well sited and designed, having regard to the relationship with existing buildings, landscape context, size, material, colour and form; and
   b. does not cause serious harm to landscape character.

Managed open space

13. Development of managed open space, such as allotments, playing fields, other amenity green spaces and cemeteries where it does not cause serious harm to the landscape character of the area.

Strategic development

14. Where it is demonstrated to satisfy a proven Island need, relative to the proper assessment of alternative options, strategic development related to renewable energy production; extraction of minerals or other elements of significant public infrastructure, such as a new secondary school, but only where:
   a. its environmental implications are properly identified, avoided and/or mitigated as far as possible; and it accords with
   b. Policy NR 6: On-shore renewable energy proposals; or
Landscape Management Strategy

2.168 The maintenance of landscape character requires more than simply protection from development by the designation of zones in the countryside. It needs active management: for the conservation of exceptional landscapes; the management and enhancement of countryside that remains largely intact; and the restoration of landscape character where it has become degraded.

2.169 The Countryside Character Appraisal, referred to earlier in this section, sets out the management requirements and priorities for each landscape character type and area. The character areas have become the basis for the two zones designated for the protection of the countryside and it is proposed to use these to guide the stewardship of the landscape. In summary, the two zones comprise:

- **Coastal National Park**, which includes cliffs, headlands, heaths and dunes, which require a conservation-based approach needing sensitive management and the monitoring of resources;
- **Green Zone**, such as valleys, escarpments, the northern farmland and parts of the undeveloped coast and coastal plains, whose character remain largely intact as humanised landscapes and require careful management to retain their distinctiveness; the farmed landscapes of the plateau and coastal plains that have begun to lose their distinctive character due to built developments and changes in agricultural practice and may require landscape enhancement and, on occasion, restoration to their earlier character.

2.170 The Minister will prepare a landscape management strategy for these areas. Clearly, this is an ambitious programme and will require considerable resources. Implementation of such a strategy will involve all stakeholders.

2.171 The concept of comprehensive landscape management is an aspect of ‘stewardship’ and the impetus will come from the Department of the Environment, particularly with regard to financial support for agri-environment schemes.

2.172 The Biodiversity Strategy will be an integral part of a landscape management strategy with its aims of conserving, managing, enhancing and restoring habitats for wildlife.

2.173 The range of management topics that a landscape strategy might comprise include:

- management and recreation of heath-land;
- broadleaf woodland restoration, planting and management, scrub management, amenity tree planting;
- woodland screening to intrusive development;
- hedgerow management and planting, restoration of hedgerow networks;
- management for key species, e.g. the red squirrel;
- planting of orchards and energy crops;
Natural Environment

- protection of historic field systems and landscapes;
- maintenance of agricultural landscapes including some arable cotils;
- lower intensity, mixed farming schemes and management of field margins;
- habitat creation for farmland birds;
- management of field boundaries including walls, fosses and banques;
- restoration of wetland habitats, wet grassland, creation of ponds, management of waterside habitats;
- management of dunes and cliff faces;
- improved recreational access; and
- removal of eyesores and redundant structures.

2.174 All these topics could form a part of stewardship agreements with landowners and farmers.

2.175 Following the production of the Landscape Management Strategy, the Minister for Planning and Environment will establish an Island-wide strategy and programme of action for landscape conservation, management, enhancement and restoration. The Minister will consult with other States departments, NGO’s, agencies, interest groups, landowners and farmers in the preparation of the Strategy, which will seek to allocate appropriate resources and target priority issues, areas and tasks for action.

Proposal 8

Landscape Management Strategy

The Minister for Planning and Environment will prepare an Island Landscape Management Strategy as a key element in the stewardship of the countryside, and will set out a programme of conservation, management, enhancement and restoration of landscape and wildlife resources. This will be undertaken in co-operation with other public and private agencies, interest groups, landowners and farmers.

Access and awareness

2.176 The Jersey coast and countryside offer exceptional opportunities for both residents and visitors to enjoy outdoor recreation. For the most part this takes place along the coast and footpaths, on open land, on the coastal footpath or on the Island’s network of lanes. These activities, by foot, cycle or by horse, are likely to intensify with the increasing interest in, and promotion of, green tourism.
2.177 There are opportunities to enhance and expand the recreational base through increased access by agreement, better integration of networks, new bridleways, cycle paths, small well-located car parks, facilities for the disabled and discrete interpretation. However, new countryside paths must not be urban in character, nor have an adverse impact on the biodiversity and character of the countryside.

2.178 Much of this could be integrated with the wider concepts of stewardship and agricultural diversification and the Minister for Planning and Environment will work with others in this field to achieve a comprehensive access, recreation and education strategy. Some of this may be achieved on publicly-owned land but much will depend on establishing agreements with landowners and farmers. Where opportunities arise, the Minister will seek to encourage and promote access to the coast and countryside through the development process.

Policy NE 8
Access and awareness

Proposals for facilities that encourage and enhance access to and awareness of the coast and countryside will be permitted where they do not have a significant adverse impact on the biodiversity and character of the coast and countryside, and which assist in the provision of the Island’s provision of off-road walking and cycling routes, and particularly in order to contribute to the development of a comprehensive network of off-road footpaths, bridle paths and cycle paths across the Island, in accord with Proposal 27 'Island path network'.
Natural Environment
3 Historic Environment

HE: Introduction

3.1 The historic environment of the Island is a finite resource and an irreplaceable asset. Once lost, the areas, buildings and sites of which it is made cannot be replaced; and they can be robbed of their particular interest as surely by unsuitable alteration as by outright demolition or excavation.

3.2 The physical survivals of our past are to be valued and protected for their own sake, as a central part of our cultural heritage and our sense of Island identity. They are an irreplaceable record which contributes, through formal education and in many other ways, to our understanding of both the present and the past. Their presence adds to the quality of our lives, by enhancing the familiar and cherished local scene and sustaining the sense of local distinctiveness which is so important an aspect of the character and appearance of our Island. The historic environment is also of immense importance for leisure, tourism and the economy.

3.3 The Minister is committed to the concept of sustainable development - of not sacrificing what future generations will value for the sake of short-term and often illusory gains. This commitment has particular relevance to the preservation of the historic environment which, by its nature, is irreplaceable. Yet the historic environment of Jersey is all-pervasive and it cannot in practice be preserved unchanged. We must ensure that the means are available to identify what is of value in the historic environment; to define its capacity for change; and, when proposals for change come forward, to assess its impact on the historic environment and give it full weight, alongside other considerations.

3.4 Though choices sometimes have to be made, conservation and sustainable economic growth are complementary objectives and should not generally be seen as in opposition to one another. The key to maintaining the historic environment is to ensure most historic buildings are in good economic and sustainable use in, for example, commercial or residential occupation. Our heritage is a valuable material resource and can contribute to the prosperity of the economy provided that it is properly maintained: the avoidable loss of fabric through neglect is a waste of economic as well as environmental resources. In return, economic prosperity can secure the continued vitality and the continued use and maintenance of the historic environment, provided that there is a sufficiently realistic and imaginative approach to alteration and change of use to reflect the needs of a rapidly changing world. Conservation can itself play a key part in promoting economic prosperity by ensuring that an area offers attractive living and working conditions which will encourage inward investment - environmental quality is increasingly a key factor in many commercial decisions.
3.5 There should be a general presumption in favour of the preservation of the character and integrity of protected areas, buildings and places, except where a convincing case can be made for alteration or, in exceptional cases, demolition. While the protection of a building or place should not be seen as a bar to all future change, the starting point for the exercise of control is the requirement to have regard to the desirability of preserving the building, place or its setting or any features of particular architectural, archaeological or historic interest which it possesses. The key to this is to ensure the heritage asset is properly assessed and understood before proposals for change are drawn up. Conservation of the historic environment reflects the great importance to society of protecting the historic environment from unnecessary demolition and from unsuitable and insensitive alteration, and should be the prime consideration for all those considering works to protected buildings and places.

3.6 The responsibility of stewardship is shared by everyone - not only by government, but also by business, developers, voluntary bodies, churches, and by individual people as owners, users and visitors to the historic environment.

Identifying the historic environment

3.7 The Minister for Planning and Environment has obligations under the Planning and Building (Jersey) Law 2002; the Convention for the Protection of the Architectural Heritage of Europe (Granada, October 1985); and the European Convention on the Protection of the Archaeological Heritage (revised) (Valletta, January 1992) to:

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

3.8 These obligations are, to a large extent, met by the designation of the Island’s heritage assets. Buildings and places of special interest are identified, designated and protected as Listed buildings and places on the basis of the special interest of their architectural, archaeological or historical value. Area-based protection of the historic environment is also applied through the identification, designation and protection of Conservation Areas and Areas of Archaeological Potential (AAP).

3.9 Identification and designation of a heritage asset, as a Listed building or place (or its identification as a potential Listed building or place), or the designation of an area as a Conservation Area or an Area of Archaeological Potential is intended to identify its contribution to the heritage and amenity of Jersey. The law and the Island Plan policy framework ensure that the impact of development on these heritage assets is a material consideration in the planning process.
Protecting the historic environment

3.10 Once protection is conferred upon an historic building or site, consent is normally required for demolition, in whole or in part, and for any works of alteration, extension or excavation which would affect its character as a building or site of architectural, archaeological, historic or other interest. It is a criminal offence to carry out such works without consent where it is required.

3.11 Controls apply to all external works to Listed buildings, and also to internal works that would affect their special interest. Consent is not normally required for minor repairs using the same material but, where repairs are extensive or involve different materials or include alterations which would affect the character of the building, consent is required. Whether repairs actually constitute alterations which require consent is a matter of fact and degree which must be determined in each case. Where repainting of a Listed building would affect the building’s character or painting areas not previously painted, consent is also required.

3.12 The character of those parts of the Island to be considered for designation as Conservation Areas will be vulnerable to change through minor permitted development, such as the replacement of doors and windows and of roof coverings. For this reason, normal permitted development rights are likely to be reduced or removed in Conservation Areas in order to control any permitted development which would otherwise be detrimental to their special character and qualities.\(^{(1)}\)

3.13 It is important that proposals for change which affect protected buildings, places and areas contain sufficient levels of information and detail to ensure that the likely impact of the proposals can be properly considered, understood and evaluated. The Minister for Planning and Environment may direct the applicant to supply further information, as empowered to do so under the Planning and Building (Jersey) Law 2002, and, if necessary, will refuse permission for proposals which are inadequately documented.

HE: Objectives and indicators

Objective HE 1

Historic environment objectives

1. To protect, maintain, enhance and promote the historic environment;
2. To safeguard the Island’s archaeological heritage

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\(^{(1)}\) It is proposed to amend the General Development Order to remove or reduce permitted development rights in Conservation Areas.
Historic Environment

Indicators HE 1

Historic environment indicators

1. Number of Listed buildings and places
2. Number of Conservation Areas or Areas of Archaeological Potential
3. Number of Listed buildings demolished
4. Number of planning/Listed building or place applications affecting heritage assets
5. Number of planning/Listed building or place applications affecting heritage assets determined against Historic Environment Team advice

HE: Policies and proposals

Listed buildings and places

3.14 It is important that changes to protected buildings and places of architectural and historic interest respect their integrity and character and do not detract from the essence of why they were Listed in the first place, in accord with Policy SP 4 'Protecting the natural and historic environment'. The general principles and best practice that should be adopted and applied to the management of change in historic buildings are set out in the supplementary planning guidance Managing Change in Historic Buildings (June 2008). The issues that are generally relevant to the consideration of all applications affecting Listed buildings and places are;

- the importance of the building or place; its intrinsic architectural, archaeological, historic or other interest and rarity;
- the particular physical features of the building or place (which may include its design, plan, materials or location) which justify its protection;
- the building or place’s setting and its contribution to the local scene, which may be very important, e.g. where it forms an element in a group, park, garden or other townscape or landscape, or where it shares particular architectural forms or details with other buildings nearby;
- the extent to which the proposed works would bring substantial benefits for the community, in particular by contributing to the economic regeneration of the area or the enhancement of its environment (including other protected buildings or sites).

3.15 Alterations to Listed buildings and places will be expected to be of an appropriate design, using traditional materials and skilled work and craft. Any replacement of the fabric of protected buildings should be kept to a minimum in order to maintain the integrity and character of the structure. Proposals for change should also be in scale with the building or place and respect its character.
3.16 Extensions to Listed buildings should be subservient to the existing building and not conflict with the form, profile or detail of the original building or detract from its character. There is also a need to preserve or enhance the spaces about buildings and extensions should be sympathetic to their potential impact upon the setting and space around protected buildings. When considering planning applications in the vicinity of Listed buildings, places or areas, the need to conserve the character and setting will be a material consideration.

3.17 In cases where there is any approved alteration or loss of historic built fabric to Listed buildings, there will be a requirement for recording to be undertaken, as appropriate.

Policy HE 1

Protecting Listed buildings and places

There will be a presumption in favour of the preservation of the architectural and historic character and integrity of Listed buildings and places, and their settings. Proposals which do not preserve or enhance the special or particular interest of a Listed building or place and their settings will not be approved.

Permission will not be granted for:

1. the total or partial demolition of a Listed building;
2. the removal of historic fabric, which might include roofing materials, elevational treatments (such as render or stucco) and their replacement with modern alternatives;
3. the addition of external items, such as satellite dishes, antennae, signs, solar panels and roof lights, which would adversely affect the special interest or character of a Listed building or place, and its setting;
4. extensions, alterations and changes which would adversely affect the architectural or historic interest or character of a Listed building or place, and its setting.

In those exceptional cases where there is a loss of the historic fabric of a Listed building or place, the Minister will ensure that the recording of that fabric to be lost is undertaken, as appropriate.

Applications for proposals affecting Listed buildings and places which do not provide sufficient information and detail to enable the likely impact of proposals to be considered, understood and evaluated, will be refused.

3.18 It should be noted that controls apply to the whole of a protected site, not just the front elevation or the main building. Listed buildings and places do not enjoy the same permitted development rights of other properties, as a consequence of the
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need for the greater regulation of change to historic fabric. To ensure that the owners of these properties are not treated unfairly and required to pay fees for works which would otherwise be deemed to be exempt from planning control, the Minister for Planning and Environment will amend the planning fee schedule, which is regulated by Order. Also in Jersey, churches and other places of worship are not exempt from control as they are in England.

Proposal 9

Listed buildings and permitted development

The Minister for Planning and Environment will amend the Planning and Building (Fees) (Jersey) Order 2008 to ensure that planning applications in respect of Listed buildings or places will be exempt from planning fees to the extent that such fees would not have been payable were the building or place not listed.

3.19 It is also relevant to note that approval under the Building Byelaws is distinct from planning permission and building owners should ensure that they have all necessary permissions to undertake work to a Listed building or place.

Protection of historic windows and doors

3.20 Historic windows, doors and other external features are important because they form an integral part of the fabric of old buildings and add to their special character. A change to the style or appearance of one of these features can disrupt the overall appearance and harmony of a building. The impact of change can be dramatic and of detriment not only to the individual historic building but also to the character of a street or lane which can, cumulatively, serve to undermine the character, identity and distinctiveness of the Island.

3.21 The characteristics of historic windows and doors derive from a whole range of inter-related shapes, details, colours and materials and, therefore, it is often the fine detail that is important, and not just a broadly similar effect. It is important that the historic character and integrity of historic buildings are maintained throughout, and the approach to the repair and replacement of windows and external doors should extend to the whole of the property and not just the main or public façade. The protection of historic buildings extends at the very least to the whole of the building’s exterior and not, as has been suggested in the past, only to those parts visible from public vantage points or to the front elevation.

3.22 It is only in relatively recent times that the regulation of the installation of modern, unsympathetic windows and doors to historic buildings has been introduced in response to the damage being done to the character and appearance of many of the Island’s older buildings, streets and rural lanes. Unfortunately, many properties have already lost their historic windows and doors. Owners and occupiers of adjacent
properties wishing to replace their own historic windows and doors often consider the need to have regard to issues of materials and detailed design as inconsistent and unfair. To ensure that the character of historic buildings and the character of a street or lane is not further eroded it is, however, important that each case is considered on its individual merits.

3.23 In recognition of the importance of windows and doors in historic buildings, there is a requirement for planning permission to be sought for their replacement in all Listed buildings. It is proposed that, in Conservation Areas, permission will be required for the replacement of pre-1920 windows and doors\(^{(2)}\).

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**Policy HE 2**

**Protection of historic windows and doors**

All existing historic windows and doors in historic buildings should be repaired, wherever possible, using materials and details to match the existing.

The replacement of historic windows and doors in Listed buildings and in those historic buildings in Conservation Areas, where consent is required for such work, will not be approved, unless there is clear justification to show that repair is not possible.

Where repair is impracticable or where previous replacements are being replaced again, replacements that do not carefully replicate or restore the historic windows or doors in terms of materials, method of opening, proportions, dimensions, visual weight, decorative details and finish, will not be approved.

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**Historic character**

**Identification of historic character**

3.24 The introduction of some form of area-based protection for parts of the Island’s historic built environment is a long-standing proposal: the potential introduction of Conservation Areas featured in both the 1987 and 2002 Island Plans. The law now enables some form of area-based protection regime to be implemented to afford an opportunity to protect the character of defined and special areas.

3.25 Area protection arises from the need to manage change which could undermine the special character and contribution that many humble and unsophisticated historic buildings and structures, as a group or a collective entity, make to the Island’s built-up areas and particularly to the character of different parts

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\(^{(2)}\) It is proposed to amend the General Development Order to remove or reduce permitted development rights in Conservation Areas
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of St Helier. Conservation Area designation will provide a way for the greater townscape and character of the historic environment to be considered and taken into account in the development process.

3.26 The designation of Conservation Areas will be based on areas of special architectural or historic interest, the character or appearance of which it is desirable to conserve or enhance. The criteria used to identify and determine the boundaries of Conservation Areas will be set out in supplementary planning guidance.

3.27 Work has already been undertaken to identify potential Conservation Areas in St Helier (Proposal 11 'St Helier Conservation Areas'). The Minister for Planning and Environment will seek to develop proposals for Conservation Area designation in St Helier, in consultation with relevant stakeholders. An appraisal of the character of each Conservation Area will be undertaken to ensure that its special interest is clearly identified for the community, land owners and developers. This will assist and inform decisions made in the planning process, and will form part of supplementary planning guidance.

3.28 Elsewhere in the Island, the contribution of the historic environment to the determination of a place’s character is important in settlements around parish churches; at the Island’s harbours and in some scattered agricultural hamlets, where there is potential for the further designation of Conservation Areas. Future designations may include, for example, Gorey Harbour, St Aubin’s Village and Grouville Church: each area will, however, be considered on its own merits and be brought forward for designation following consultation with stakeholders.

Proposal 10

Conservation Area designation

The Minister will complete the identification and designation of a minimum of three (3) Conservation Areas throughout the Island during the Plan period, relative to their assessment against published criteria, and will adopt these through the publication of supplementary planning guidance, following consultation with stakeholders.

Protection of historic character

3.29 The designation of part of the Island as a Conservation Area will not prevent development, redevelopment or improvement. There is, however, a clear requirement for such activity to conserve or enhance the character of the area and, consequently,

3 This proposal was amended following the adoption of the 2011 Island Plan: Interim Review (P.37/2014 - amendment 10 (c) (amd)), July 2014.
there will be a need to pay special attention to the impact of new development proposals upon the character and appearance of buildings and places in Conservation Areas.

3.30  In considering any applications in or affecting a Conservation Area, the primary consideration will be the need to conserve or enhance the area's character and appearance. Very careful consideration will need to be given to the quality of design of each development proposal to ensure that it conserves or enhances the site's or building's setting. New development, including building alterations, will be considered for the appropriateness of its scale, form, materials and detailed design to the character of the particular area and in this respect, the elevational treatment of all facets of any development, and its roofscape, is as important as the main façade and street frontage of a building.

3.31  Development proposed in a Conservation Area should retain all features which contribute to its character. This includes buildings which, although not Listed, are of townscape interest; boundary walls and railings; trees and other landscape features; traditional and natural paving materials and street furniture; and the historic pattern of streets and spaces.

3.32  The land uses and activities which occupy the buildings and spaces in a Conservation Area may be integral to its designation and they could be adversely affected by an unsuitable change of use of land or buildings. In particular, development proposals will be assessed to avoid the introduction of traffic whose volume or type would harm the character of a Conservation Area by reason of noise, disruption, congestion, severance of pedestrian movement or other adverse effects.

3.33  Proposals for development adjacent to Conservation Areas should be designed to be in harmony with the size, form and materials found within the Conservation Area and care should be taken that the view into and out of the area remains unspoiled.

3.34  The character of Conservation Areas will be vulnerable to change through minor permitted development activity, such as the replacement of doors and windows and of roof coverings. For this reason, normal permitted development rights are likely to be reduced or removed in Conservation Areas in order to control any permitted development which would otherwise be detrimental to their special character and qualities. Consideration is also being given to bringing the felling and management of trees under planning control in Conservation Areas to ensure that the specific contribution made to the character of an area by landscaping is not undermined(4).

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4  it is proposed to amend the General Development Order to reduce or remove permitted development rights in Conservation Areas.
Policy HE 3

Preservation or enhancement of Conservation Areas

Development within or affecting the setting of a Conservation Area should seek to preserve or enhance all features which contribute positively to the area’s character or appearance. Special regard will be paid to the impact of proposed development on the character or appearance of Conservation Areas, and development proposals that will have an adverse impact on that character or appearance will not be permitted.

Development proposals in Conservation Areas will only be permitted if the following criteria are met:

1. development should be of a standard of design which respects the appearance and character of the Conservation Area in terms of its scale, height, mass, vertical and horizontal emphasis, proportions, layout, siting, landscaping and other matters of design such as roofscape, architectural style and detailing; and
2. development should take account of and satisfactorily relate to context and adjoining buildings; preserve or enhance the street scene; and should not detract from important existing spaces and views; and
3. building materials and means of enclosure should be appropriate to the locality and context and sympathetic to those of existing and nearby buildings in terms of type, texture, colour and size; and
4. development should have a satisfactory means of access which does not detract from the character of the area, does not generate excessive traffic and, where appropriate, should provide for adequate parking in a way which is sympathetic to the Conservation Area; and
5. development should retain important landscape and biodiversity features and, where possible, include measures to enhance these features; and
6. development should retain important architectural and historical features, such as traditional street furniture and paving, and should include measures to enhance them, where possible and appropriate to do so; and
7. development should avoid the loss of open areas and natural and built features (such as trees, hedges, fences, walls and paving materials) if they are important to the character of the Conservation Area; and
8. the development should not spoil or destroy views and vistas into, within and out of the Conservation Area if they are important to the character of the area.
Demolition in Conservation Areas

3.35 The partial or wholesale loss of buildings and structures can seriously undermine and damage the character of a place. In Conservation Areas, therefore, detailed consideration will be given to an assessment of proposals to demolish buildings and structures.

3.36 If approval is given for the demolition of a building or structure in a Conservation Area, there will be a need to ensure that unsightly gaps and dereliction are not created by requiring that either development of a high quality will replace it or the site is improved to create an attractive open space of amenity value.

3.37 The potential impact of demolition in a Conservation Area for protected species and their habitats should be considered in accord with Policy NE 2 'Species protection'.

Policy HE 4

Demolition in Conservation Areas

The demolition of a building or structure in a Conservation Area will not be permitted unless it can be demonstrated that;

1. it is not of intrinsic architectural, historic or townscape importance and its removal or replacement would enhance the appearance or character of the area; or
2. its removal would allow the redevelopment or rehabilitation of an adjacent larger site which is under-used, neglected or derelict, providing this redevelopment would enhance the character and appearance of the Conservation Area;
3. it is incapable of reasonable beneficial use; or
4. it is proved to be wholly beyond viable repair.

Any consent for demolition of a building in a Conservation Area will be conditional on it not being demolished until either:

5. detailed planning permission for the redevelopment of the site has been obtained and an agreed contract for the carrying out of works of redevelopment is in place, or
6. a landscaping and improvement scheme is submitted and an agreement is entered into to maintain the scheme, if the site is to be kept in open space use.
Whenever appropriate, proposals which would entail the loss of historic fabric from a Listed building will be conditional upon a programme of recording being agreed and implemented in accord with Policy HE 1 ‘Protecting Listed buildings and places’.

**Archaeology**

3.38 Archaeological remains are irreplaceable. They are evidence of the past development of our Island’s civilisation and, for prehistoric periods, the only evidence.

3.39 Archaeological remains should be seen as a finite and non-renewable resource, in many cases highly fragile and vulnerable to damage and destruction. Appropriate protection and management is, therefore, essential to ensure that they survive in good condition. In particular, care must be taken to ensure that archaeological remains are not needlessly or thoughtlessly destroyed. They can contain irreplaceable information about our past and the potential for an increase in future knowledge. They are part of our sense of identity and are valuable both for their own sake and for their role in education, leisure and tourism.

3.40 The European Convention on the Protection of the Archaeological Heritage (the Valetta Convention 1992 (revised)) was extended to Jersey in September 2000. Its principal purpose is to protect the archaeological heritage as a source of European collective memory and as an instrument for historical and scientific study. The basis of its operation is the maintenance of an inventory of archaeological heritage and the designation of protected monuments and areas. Other articles of the Convention place obligations upon the Island relating to the need to ensure that planning policies provide for the protection, conservation and enhancement of archaeological sites (Article 5).

**Archaeology and the planning process**

3.41 Identifying and defining archaeological remains, sites and areas through the planning system can ensure that the case for the preservation of archaeology is fully considered when proposals for development or other work might damage the asset. The key to informed and reasonable planning decisions is for consideration to be given to the question of whether archaeological remains exist on a site before formal planning applications are made. This is applicable to archaeology above and below the ground and water of the Island’s landmass, offshore reefs and territorial waters, and within the fabric of its buildings.

3.42 Where important archaeological remains and their settings, whether formally protected or not, are affected by proposed development there should be a presumption in favour of their physical preservation. Cases involving archaeological remains of lesser importance will not always be so clear-cut and the Minister for Planning and Environment will need to weigh the relative importance of archaeology against other
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factors including the need for and the wider community benefits of the proposed development. Positive planning and management can help to bring about sensible solutions to the treatment of sites with archaeological remains and reduce the areas of potential conflict between development and preservation.

3.43 If physical preservation *in situ* is not feasible, a carefully specified archaeological excavation for the purposes of 'preservation by record', may be an acceptable alternative: this should be regarded as a second best option. The science of archaeology is developing rapidly. Excavation means the total destruction of evidence (apart from removable artefacts) from which future techniques could almost certainly extract more information than is currently possible. Excavation is also expensive and time-consuming, and discoveries may have to be evaluated in a hurry against an inadequate research framework. The preservation *in situ* of important archaeological remains is, therefore, nearly always to be preferred.

**Protecting archaeology**

3.44 The desirability of preserving archaeological remains, based on the presumption in favour of their preservation *in situ*, and their setting, where appropriate, is a material consideration in the determination of planning applications. But the conservation of our historic environment is not about preventing change, but managing change through decisions that are informed by understanding the cultural values that would be affected. The Minister for Planning and Environment recognises that the extent to which remains can or should be preserved will depend upon a number of factors, including the intrinsic importance of the remains.

3.45 The case for the preservation of archaeological remains will be assessed on the individual merits of each case, taking into account planning policies for the preservation of archaeological resources, together with all other relevant material considerations, including the intrinsic importance of the remains and weighing these against the need for and community benefit of the proposed development.

3.46 The Minister for Planning and Environment will require an archaeological evaluation to be carried out, to be paid for and provided by the developer, for development proposals which may affect archaeological remains: this information will be required as an integral part of the planning application in order to understand the archaeology and the potential impact of the development proposals upon it. The nature of archaeological evaluation may vary depending upon the archaeological sensitivity and importance of the site and the extent of existing information. Any archaeological evaluation must provide sufficient information to enable the Minister for Planning and Environment to make an informed planning decision having regard to the value of the archaeological remains and the likely impact of the proposed development.

3.47 Where the physical preservation of archaeological remains *in situ* is not justified, appropriate and satisfactory provision for the excavation and recording of the remains will be required.
3.48 Conditions to protect archaeological remains during construction, to ensure that reasonable access is given to hold a "watching brief" during the construction period, or to carry out archaeological investigation and recording in the course of the permitted operations on site may also be required in respect of development proposals affecting sites of archaeological interest.

3.49 The full cost of engaging appropriate professional archaeological resources to undertake any evaluation, excavation, investigation and recording, where development proposals affect archaeological resources, will be borne by the developer. Similarly, the publication of findings and the treatment and deposition of finds will be matters to be funded by the developer, and the Minister will seek to employ planning conditions and/or planning obligation agreements to ensure that appropriate provision is made for such.

Policy HE 5

Preservation of archaeological resources

The Minister for Planning and Environment will require an archaeological evaluation to be carried out, to be provided and paid for by the developer, for works which may affect archaeological resources: this information will be required as an integral part of an application. The form of the evaluation will be dependent upon the nature of the archaeological resource and the development proposal and may involve more than one phase of evaluation and investigation depending upon the outcome of initial investigations and the significance and nature of the archaeology.

Planning applications for development proposals which do not provide sufficient information to enable the value of archaeological remains and the likely impact of the proposed development to be determined, will be refused.

There will be a presumption in favour of the physical preservation in situ of archaeological resources and their settings.

Development which would involve significant alteration or cause damage, or which would have a significant impact on archaeological resources and the setting of visible archaeological resources, will only be permitted where the Minister for Planning and Environment is satisfied that the intrinsic importance of the resource is outweighed by other material considerations, including the need for and community benefit of the development.

Where it is determined that the physical preservation of archaeological resources in situ is not justified, the Minister will ensure, through the use of planning obligation agreements and/or planning conditions, that appropriate provision for;
the excavation and recording of the resources; the publication of the findings; and in some cases, the treatment and deposition of finds, is made and funded by the developer.
Historic Environment
4 Built Environment

BE: Introduction

4.1 This section of the Island Plan deals with the built environment – those parts of Jersey that are essentially urban or suburban in character – which has delivered by far the most development in the past, and is likely to provide the greatest opportunities for future development during the lifetime of this Island Plan, through the processes of regeneration and renewal.

4.2 Like its predecessors, the Island Plan defines the Island's Built-up Areas as three main entities;

- the town of St Helier (including the contiguous urban areas of St Saviour and St Clement as defined in SP1 Spatial Strategy (1));
- the coastal strip; and
- rural and other urban settlements

4.3 It delineates the boundaries of these areas - by defining them on the Proposals Map - and sets out a series of objectives of particular relevance to the built environment.

4.4 The Minister for Planning and Environment recognises the significance of the designation of the built environment for Jersey. It is acknowledged that there is a requirement to focus greater attention on the comprehensive and detailed planning of the Island's Built-up Area in order to ensure that it can meet the needs of the Island whilst retaining its character and identity, and providing the amenities and facilities necessary to support its residents and users. The Spatial Strategy of the new Island Plan, places a far greater emphasis on the focusing of development activity on the Island's Built-up Area, particularly St Helier, during the Plan period. This supports the delivery of a more sustainable form and pattern of development and meets the Island's development needs, for housing and economic activity, in accordance with key strategic policies including SP1 'Spatial Strategy', SP2 'Policy SP 2 'Efficient use of resources'', SP3 'Sequential Approach to Development', Policy SP 5 'Economic growth and diversification' and SP6 'Reducing Dependence on the Car'.

4.5 This section of the Plan seeks to set out, in greater detail, the specific objectives for the future development of the Town of St Helier, in particular. It also acknowledges, however, that more detailed and specific proposals will emerge for some parts of the Town, and for places such as La Collette and St Helier's harbours and Jersey Airport, that provide an opportunity to meet some of Jersey’s specific development needs

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1 The Town of St Helier comprises the continuous built-up area of development that is associated with the town, extending westwards to include First Tower, eastwards to Plat Douet, and northwards to the top of the escarpment which creates the bowl in which the town ‘sits’. The southern boundary is formed by the sea. For planning purposes, the definition of the “Town of St. Helier” includes parts of the urban environment of the parishes of St. Saviour and St. Clement.
and at the same time, regenerate the fabric of the built environment. These are identified as Regeneration Zones in the Plan, and will be the subject of further area or site specific plans and proposals, in the form of master-plans or development briefs, to be issued as supplementary planning guidance, during the Plan period.

Urban focus

4.6 The new Island Plan continues to apply broadly the same spatial strategy to that adopted in earlier Island Plans, which essentially sought to restrict most development to within or adjacent to the existing Built-up Area. This approach ensured the least impact on the continued protection of the countryside and also the redevelopment and re-use of land within the Built-up Area. The key difference in this Plan is that there is virtually no planned development of greenfield land to meet the Island's need: the focus is on the Island's existing urban areas, and in particular St Helier, to meet the Island's development needs over the Plan period.

4.7 The 2002 Island Plan redefined the Built-up Area boundary, and included small areas of land which were previously subject to a planning policy which presumed against new development. The extent of the 'relaxation' of these boundaries, however, did not dilute the focus of development activity on the redevelopment and regeneration of the Island's Built-up Area. For example, the designation of Category A Housing sites on the edge of the Built-up Area, generally served to consolidate existing urban areas.

4.8 The relatively high level of development activity in the years immediately following the adoption of the 2002 Island Plan - largely reflecting the buoyancy of the economy - and the public sensitivity to the development of some urban edge sites, combined with some public concern at the redevelopment of existing urban sites at higher densities, resulted in the States reviewing parts of the Built-up Area boundary in 2005 (2) and protecting additional important open spaces within the Built-up Area. Notwithstanding these interim Island Plan amendments, it is evident that the 2002 Plan was successful in delivering regeneration and enhancement of the Island's built environment through the new policy regime. For example, between 2002 and 2007 there were approximately 2700 Category B dwellings provided on 'windfall sites', the great majority of which were in designated Built-up Areas.

4.9 There is no deliberate 'relaxation' of the Built-up Area boundary in this Plan to meet development need, or, with one exception, the planned release of greenfield land on the edge of the Built-up Area. The Spatial Strategy is very much focused on the development and re-use of existing urban areas and previously developed land to meet the Island's needs, except where there is a clear and demonstrable justification for development in the coast and countryside.

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2 P77/2005: Island Plan 2002 - changes to Built-up Area boundary, Environment and Public Services (Date of debate: 05 July 2005)
4.10 It needs to be clearly recognised, however, that unless land in the Built-up Area is developed at higher and more land-efficient densities than have previously been achieved, in accordance with the strategic policies of the Plan (SP2 Policy SP 2 'Efficient use of resources'), it will not be possible to meet all the Island's identified needs, particularly for housing, without reviewing the need to release greenfield sites for development during the Plan period.

**BE: Objectives and indicators**

**Urban regeneration**

4.11 St. Helier is the administrative and commercial capital of Jersey, and by far the Island's most significant urban settlement: the strategic objectives for the new Island Plan, and specifically the Spatial Strategy supported by policies SP3 'Sequential Approach to Development' and SP6 'Reducing Dependence on the Car', will serve to focus attention and development activity on the Town of St Helier over the Plan period. For this reason, the objectives for the built environment are very much St Helier focused, in addition to which a specific set of objectives has been developed which related solely to the Town. The concentration of development activity in the Island's Built-up Areas will also present opportunity for other parts of the Island's urban environment to contribute to the Island's needs and to renew and improve its fabric.

4.12 Despite its dominance as the Island's major centre and unprecedented levels of new development in recent years there remain major concerns about the future of large parts of the town. There appears, perhaps unfairly, to be a consensus that St Helier is a disappointing and under-performing place which has failed to keep up with changing expectations of residents, visitors and businesses. There is, however, a clear acknowledgement and recognition that the Town of St Helier has a critical role to play in meeting the Island's needs and that there are significant opportunities to provide solutions in relation to the perceived tensions between economic growth and quality of life as well as to regenerate the fabric, character and perception of the Town, as a place to live, work and visit.

4.13 The Minister for Planning and Environment is fundamentally committed to reversing these somewhat negative perceptions of the town and realising its full potential to contribute to Jersey's quality of life. The Minister is determined that St Helier becomes a place of choice for living and leisure and the focus for new development in the Island; not least because there is significant opposition in the Island to the principle of building homes on undeveloped land.

4.14 It is considered that there will be significant opportunity during the Plan period for the regeneration of Jersey's urban environment and to realise the aspirations for St Helier. This will be driven by;

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3 St Helier Urban Character Appraisal (2005) WMUD pp20
Built Environment

- the **Spatial Strategy** of the Plan, which focuses development on the Island's Built-up Areas, particularly St Helier, but at the same time as respecting its character, as set out in policy SP4 Policy SP 4 'Protecting the natural and historic environment', and enhancing the quality of the built environment, in accord with SP7 'Better by Design';
- the **delivery of the St Helier Waterfront**, at Esplanade Quarter in particular, and further development potential of La Collette and the St Helier harbours;
- and the **regeneration opportunities available in the Town of St Helier**, created by the relocation of business to the Waterfront but also from key development sites which already exist - such as the Town Park site - that have the potential to become catalysts for regeneration.

**Objective BE 1**

**Built environment objectives**

1. To promote the regeneration and enhancement of the built environment and the re-use of land for new development by providing land and development opportunities to meet and accommodate the requirement for new development during the Plan period within the designated Built-up Area;
2. To maintain the role and support the development and regeneration of the Town of St Helier as the Island's principal centre providing land and development opportunities to provide for homes, economic activity and cultural needs, whilst protecting and enhancing the character of the town and the quality of its environment as a place to live, work and visit.
3. To develop a vision and overarching strategy for St. Helier

**Indicators BE 1**

**Built environment indicators**

1. Proportion of new development - housing, office, retail and other commercial use - approved within Built-up Area;
2. Proportion of new development - housing, office, retail and other commercial use - approved within Town of St Helier;
3. Extent and quality of public open space in St Helier
4. Progress of development of overarching strategy for St Helier.
Development and regeneration of St Helier

4.15 With a renewed emphasis and focus on the need and opportunity for development in the Island's built environment and, in particular, the regeneration of St Helier, there has been a need to give much greater attention to the town.

4.16 The States Strategic Plan 2006 - 2011 gave high priority to the need to regenerate St Helier, to develop its Waterfront and to deliver the Town Park at the former Gas Works site. The Economic Growth Plan agreed by the States in 2005 also recognised the role that St Helier needs to play in enabling and supporting economic growth.

4.17 This has resulted in a number of discrete but related areas of work including the St Helier Development and Regeneration Strategy (EDAW March 2007); The Jersey Waterfront supplementary planning guidance (Shepley April 2006); the Masterplan for the Esplanade Quarter, St Helier (Hopkins Architects April 2008); and a Masterplan for the northern part of Town which is currently in preparation. These have lead to the development of an overarching vision for the development and regeneration of the Town which is to create a vibrant, compact and characterful town that is worthy of its role as Jersey's capital and principal settlement, with an economically sustainable future and which offers the highest quality of life for its communities.

4.18 To bring about the realisation of this vision, it has been necessary to develop a specific set of objectives and associated set of proposals, for the development and regeneration of St Helier, including the St Helier Waterfront.

4.19 These objectives set out a clear framework for delivering significant and positive change to the Town over the coming decades, ensuring that St Helier will mature into a town that provides a high quality living and working environment with a character that reflects its unique history. Through this, St Helier will enhance its role as Jersey’s main town and the focus for Island life and, it is hoped, will become one of Europe’s most desirable and vibrant harbour towns, with a world-class financial district and tourist accommodation, improved architecture, shopping, public spaces, leisure and arts facilities, and a place and destination of choice to visit.

Objective BE 2

Regeneration of St. Helier objectives

Character, quality and vitality

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4 St Helier Urban Character Appraisal (WMUD 2005); The Jersey Waterfront: supplementary planning guidance (April 2006) Chris Shepley; Masterplan for the Esplanade Quarter, St Helier (April 2008) Hopkins Architects
1. Establish a design-led high quality built environment, which showcases its heritage;
2. Consolidate the town centre to create a legible and vibrant shopping heart;

Meeting needs

3. Ensure provision of suitable floorspace to cater for the demands of economic growth and diversification;
4. Create attractive residential areas to support healthy and sustainable communities;
5. Establish the Town Park as part of a network of high quality open space;
6. Promote and enable access to the countryside for the residents of St Helier through the creation of a St Helier Country Park; and
7. Revive Fort Regent, ensuring that it is physically and publicly accessible.

Access and movement

8. Rationalise vehicle movements and edge-of-centre car park provision to minimise unnecessary vehicle movements, while supporting economic viability;
9. Create a ‘walkable’ and ‘cyclable’ town - with a permanent and continuous network of safe and continuous routes for pedestrians and cyclists to help promote modal change in transport choices;
10. Define a new western gateway for the Town;

St Helier Waterfront

11. A lively, modern maritime quarter which extends the best qualities of St Helier into the 21st Century;
12. A new sea frontage which integrates with and complements the heart of the old town;
13. A place for everyone, all year round, in all weather;
14. A mixture of uses to bring interest, variety and quality to the Waterfront;
15. A mixture of landscaped open spaces with different character and scale for meeting, strolling, sitting and playing.
16. Priority access for all non-car users - a safe, relaxed environment
17. A variety of urban spaces with durable high quality contemporary buildings and a mix of large and small developments;
18. A space for a special building which celebrates 21st Century Jersey;
19. A sustainable manageable and robust development

4.20 Over the Plan period, the progress towards meeting these objectives can be assessed relative to the following indicators;
Indicators BE 2

Regeneration of St Helier indicators

1. Progress of Conservation Area designation in St Helier against milestones;
2. Provision of new residential development;
3. Provision of employment-related floorspace against projected need;
4. Progress of Town Park delivery against milestones;
5. Extent of public realm/open space created or enhanced; and
6. Extent of new development and public space created at St Helier Waterfront

BE: Policies and proposals

Regenerating St Helier

4.21 The development and regeneration of St Helier will be the principal focus of land-use planning and development activity over the Plan period of the new Island Plan. This is a major task which will require a high level of integration and management to secure effective development outcomes that serve to meet the Island's needs whilst protecting and enhancing the character and quality of the Town, of benefit to its existing and new residents, workers and visitors.

4.22 Whilst inter-related, the management of development and regeneration activity in St Helier over the Plan period can be viewed from three different perspectives and this section of the Plan is ordered to reflect this, as follows:

- **Protecting and enhancing the Town environment**: it is important to identify, recognise and protect the qualities and value that the Town of St Helier already possesses. The existing historic and architectural character of the Town, reflecting its historical and cultural development, is the essence of the place and is a critical resource if St Helier is to be regenerated in a manner which is relevant to Jersey and which reflects, protects and promotes our unique Island identity. This does not just relate to the Town's buildings, but also includes the streets, spaces, squares and parks which make up the public realm network of the Town and are also essential to its character. The activity that takes place in the town - its vitality and vibrancy - is also something to be protected and nurtured, to enhance the attractiveness of the place to be in and to visit.

- **Delivering the St Helier Waterfront**: there has been considerable deliberation about the future of the St Helier Waterfront. Some development has already been realised and other work is ongoing, but the Plan period should represent the time frame in which much of the reclaimed land of the St Helier Waterfront,
at Esplanade Square in particular, will be realised, leading to the development of a new maritime quarter for St Helier and reconnecting the town with its seafront.

- **Managing change**: economic change, the urban focus of development activity - particularly the development of new homes, and the development of the Waterfront, will have implications for the land use and built-fabric of the existing Town of St Helier. Managing this change will provide some challenges and also some opportunities, and this will need to be guided by a planning policy framework - in the form of Island Plan policy, Masterplans and development briefs - to ensure successfully integrated development outcomes.

### Protecting and enhancing the town environment

#### Protection of historic character

4.23 The [St Helier Urban Character Appraisal](#) identified that the integrity of St Helier’s historic built environment has been slowly eroded since the end of the Occupation, though over the past fifty years the pace and magnitude of the changes has not been consistent. For example, in the 1960s and ’70s, the programmes of urban renewal swept away many old streets and traditional neighbourhoods, whereas in recent years the losses have been much more incremental. Still, the cumulative effect of minor alterations, let alone the outright demolition and replacement of historic buildings, has greatly diluted the original character of many parts of St Helier. Most worrying, however, is the fact that the Town’s historic character is still under threat despite over four decades having passed since conservation was first enshrined in Jersey’s planning legislation. The actual and potential threat to the historic character of the Town is only likely to increase as the focus of development and redevelopment falls upon the fabric of the Town.

4.24 In the UK and elsewhere, it has been accepted that the conservation of historic buildings makes good cultural and economic sense - and is an essential element in successful regeneration.

4.25 Conservation provides benefits ranging from civic pride and social cohesiveness to job creation and environmental sustainability. It has taken several decades for these truisms to work their way to the forefront of government thinking, but many in the field have been arguing the case for many years. More than thirty years ago, the eminent architect and town planner, Lord Esher, testified at a public inquiry into Glasgow’s road expansion plans that the importance of conservation must be recognised. If a solution to the proposed devastation of the historic environment could be found, Esher argued, “you do not merely protect old buildings and give them a new lease of life, but you conserve more than buildings; you conserve the gross capital value. You conserve the investment that previous owners have put into a city in which they believed and on which they thought it was worthwhile to spend their money. You conserve their investment and you conserve that city’s
attraction to the outside world. It becomes a place worth visiting, worth seeing, worth staying in. These are inevitable but vital economic factors. They are not sentimental factors.” Summing up his testimony, the late Lord Esher concluded that “conservation is often thought of as just a fad of a few.... the truth is that it is hard economics.”

4.26 Likewise, in its evidence to the Commons Committee, the Royal Institution of Chartered Surveyors commented: “There is often a win/win situation where keeping the best of the old and introducing high quality, sensitive new development, can achieve the best result for regeneration (and sustainability) and the historic environment. Regenerators need to appreciate the value that historic buildings can represent, and that sympathetic development of such buildings can be of benefit to both the building and the area.”

4.27 The existing historic character of the Town of St Helier is, therefore, considered to be an important factor - and a critical and valuable asset - in the regeneration of the Town, as set out in the objectives for the Built Environment (Built Environment Objectives). Although the historic townscape of St Helier may appear robust, many valuable buildings and their surroundings are fragile and are prone to long-term decline due to neglect and incremental change (eg loss of original architectural features or despoiling of settings). As part of the effort to protect them and to ensure their role and contribution in the regeneration of the Town, it is proposed to introduce Conservation Area designation into the Island, and specifically in St Helier. This is already being progressed as part of the review of the historic environment protection regime, and has been referred to in the Historic Environment chapter (Conservation Area Designation). The planning policy framework for the assessment of planning applications in Conservation Areas is set out at Preservation or Enhancement of Conservation Areas and HE Demolition in Conservation Areas.

4.28 Work has already been undertaken to identify areas of historic character in St Helier and includes the following areas, each of which have their own distinct identity:

- Havre des Pas: seaside exuberance
- The Terraces, including Royal Crescent, Don and Grosvenor Terraces, St Saviour’s and Waverley Terraces, Almorah and Victoria Crescents and Gloucester Terrace: formal set pieces;
- West Park: seaside exuberance
- Old Town: the historic core
- The Parade: northern town expansion
- Great Union Road: town expansion
- Northern Town, including St Mark’s and Stopford Roads, Victoria St and St Thomas’ Church: town expansion
- Old harbours: old seaport and trade buildings

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5 cited in St Helier Urban Character Appraisal (2005) WMUD, pp 179-204
6 As cited above
Built Environment

4.29  St Helier’s finest buildings are distributed widely throughout the town, set within a matrix of more modest buildings. The more “ordinary” architecture is often, however, of a consistency and quality that means it still contributes in a significant way to the overall character of the town. As it defines the context or setting for St Helier’s most important buildings and townscape features, it is important in its own right and therefore worthy of protection. Any dilution of the character of these lesser historic buildings would diminish the amenity of the town as a whole. It is, however, likely that the Minister will propose the designation of more than one Conservation Area for St Helier, rather than one for the whole town, whilst seeking to ensure that the proposed extent of the areas being considered for designation seeks to reflect and capture the historic integrity of St Helier.

Proposal 11

St Helier Conservation Areas

The Minister for Planning and Environment will develop proposals for Conservation Area designations in St Helier, in consultation with relevant stakeholders, over the Plan period.

An appraisal of the character of each Conservation Area will be undertaken to ensure that its special interest is clearly identified for the community, land owners and developers. This will assist and inform decisions made in the planning process, and will form part of supplementary planning guidance.

Improving the public realm

4.30  The public realm and public spaces - parks, streets and squares, and play spaces – are vital parts of the built environment. In the UK, ninety-one per cent of people say that parks and public spaces improve their quality of life and over 40 per cent of us visit our local green space each week (7). A successful park or public space can be the making of a place and an unsuccessful one can help to ruin it. As streets make up about 80 per cent of our urban public spaces their quality and ease of use are going to be critical determinants in our experience and perception of a particular place.

4.31  Given the focus of development pressure on the Island's Built-up Area and the demands that will be made, upon St Helier in particular, to meet the needs of existing and new residents, and on visitors and users of the urban environment, it is critical that the Town's public realm is maintained and improved.

4.32  St Helier’s public realm is made up of four main types of public space:

7  cited by CABE Space
Built Environment

- soft or green spaces;
- the seafront;
- hard spaces and squares;
- the street network and connections.

4.33 The extent and quality of St Helier's public space has been improved under the auspices of the 2002 Island Plan, principally through the St Helier Street Life Programme, which has delivered pedestrian and environmental enhancements through the reclamation of road space and the implementation of environmental improvements, to the benefit of the pedestrian. This has reduced road accident injuries and improved the street network and connections of the public realm of benefit to walking, as a more sustainable mode of travel. New hard spaces and squares have also been created or improved at Charing Cross, Weighbridge, West's Centre and the Royal Square.

4.34 There are plans and proposals to enhance the public realm of the Town during the Plan period of the new Island Plan, most notably through the delivery of new green space at the Town Park site (SCO5 'Provision and Enhancement of Open Space'); the creation of a new hard and soft spaces at the Esplanade Quarter and some planned improvements to the street network and connections in the town centre and elsewhere (Proposal 18 'Pedestrian Priority'). The Plan also contains a policy to ensure that the existing important public open spaces in the Town, and elsewhere, are afforded appropriate protection from development and loss (Policy SCO4 'Protection of Open Space'). Developer contributions may also be sought to provide new or to improve existing open space, where it is appropriate to do so (Proposal 25 'Open Space Strategy').

4.35 It is, however, acknowledged that whilst St Helier's public realm provides a reasonable range of spaces of different scales and types, there are some notable weaknesses, with some parts of the network being not well-connected and certain types of open space under-represented. The provision and management of new public spaces, and the existing public realm, needs to be co-ordinated through the development and adoption of a public realm strategy for St Helier. This strategy will need to clarify of the role of St Helier's public spaces; reinforce parts of the network of links, through a range of physical interventions and improvements; and resolve issues of quality, related to management and maintenance. This will require the involvement of all key stakeholders and engagement with the local community. This work also has the potential to complement the proposals to develop an Proposal 25 'Open Space Strategy' for Jersey.

8 St Helier Urban Character Appraisal (2005) WMUD, pp 251-257
Proposal 12

Public Realm Strategy

To ensure that the public spaces of the Town of St Helier are maintained and improved, the Minister for Planning and Environment will, in consultation with relevant stakeholders and through engagement with the local community, develop and adopt a public realm strategy for St Helier which will;

- define an integrated public realm network;
- set out proposals to enhance the quality, extent, access and links to and between existing and proposed new public space in St Helier;
- set out proposals to improve the quality of the public realm along the main pedestrian and cycle routes into and around St Helier;
- ensure effective management and maintenance of St Helier’s public realm;
- consult upon and develop the proposal to designate a St Helier Country Park in the countryside immediately to the north of the Town.

Town centre vitality

4.36 The vitality of the town centre, in a planning context, is a direct product of the mix, function and form of the buildings, and importantly the design and use of the spaces between those buildings. Vitality is dependent upon a diverse and appropriate juxtaposition of uses that allows for a concentration of activity in a vibrant environment, which importantly should extend beyond the daylight hours. The extent and nature of activity on the ground floor of buildings; the design, form and visibility of building frontages; and the introduction or extension of uses onto the street are all factors which influence the vitality of an area. Critically, vitality is dependent upon the accessibility and ease of use of a space or place, and particularly pedestrian access.

4.37 It is important for the future vitality of St Helier that the Town Centre retains its primacy as the Island’s retail centre, and where people should increasingly wish to shop, eat, drink and relax. To achieve this, there is a need to create an environment where residents and visitors will want to spend more time and where retail spend is correspondingly increased.

4.38 The extent of the Town Centre, as defined in the 2002 Island Plan, is considered to be large and amorphous, with no clear distinctions between the differing roles and functions of particular parts. For this reason, there is considered to be a need to redefine the primary retail core of the town centre, to meet the needs of retailers and demand for additional retail floorspace but also refocus on where there is a need to retain retail vitality and viability, whilst allowing other parts of the town centre to respond to other development needs. There is also a need to redefine the
area of prime retail activity to reflect and best manage the potential shift and increase of pedestrian footfall between the Esplanade Quarter and the primary retail frontage of King Street/Queen Street.

**4.39** On this basis, the new Island Plan provides a new definition of the Core Retail Area, focused of the Town's primary and secondary retail frontages, within a reduced Town Centre boundary, which embraces parts of the St Helier Waterfront and excludes the peripheral parts of Colomberie (9). The planning policy regime for retail development is set out here and at Policy ER 1 'Retail expansion in the Town Centre' and Policy ER 2 'Protection and promotion of St Helier for shopping'.

**4.40** To achieve this, the Minister will have specific regard to the need to maintain retail uses, particularly at ground floor, in the Core Retail Area. It is recognised that other uses, such as food and drink outlets (Class B (10)), along with some office uses (Class C (11)), can play a role in the mix and vitality of an area and the potential contribution of these uses will be considered in terms of their impact upon the vitality of the Core Retail Area.

**4.41** The quality of the public realm of the Core Retail Area environment is essential and the Minister will seek to support and encourage uses and development which make a positive contribution to the vitality of this public space and which promotes appropriate use and activity within it. The Minister will also seek to ensure that the vitality and viability of the Town's covered markets are safeguarded on the basis of their social, cultural and retail value to the Core Retail Area.

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### Policy BE 1

**Town centre vitality**

The Minister for Planning and Environment will seek to protect and promote the vitality of the Core Retail Area of the Town Centre as defined on the Town Proposals Map.

Development proposals involving the change of use of ground floor premises within the Core Retail Area will only be permitted provided that the proposed use does not detract from the primary shopping function and contributes to the vitality and viability of Core Retail Area of the Town Centre.

The assessment of proposals for the change of use from a shop to other uses will be assessed against the following factors:

1. the location and prominence of the premises within the shopping frontage;
2. the floorspace and frontage of the premises;

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9 St Helier Development and Regeneration Strategy (2007) EDAW pp18 -21
10 see Planning and Building (General Development)(Jersey) Order
11 already cited above
Built Environment

3. the number, distribution and proximity of other ground floor premises in use as, or with planning permission for, food and drink (Class B) and office (Class C) uses;

4. the particular nature and character of the proposed use, including the level of activity associated with it; and,

5. the proportion of vacant ground floor property in the immediate area.

To promote the vitality of the Core Retail Area of the Town Centre as defined on the Proposals Map the Minister for Planning and Environment will;

6. support the preservation and viability of the covered markets;

7. support the provision of improved cycling and public transport links serving the Core Retail Area;

8. support the provision of adequate off-street parking for shoppers and visitors to the Core Retail Area;

9. support proposals for al fresco activities associated with restaurants, bars and cafés and outdoor performances subject to there being no unacceptable;

   a. loss of amenity to neighbouring users;
   b. impact on the character and amenity of the area;
   c. loss of public space of detriment to the public use and enjoyment of the area;
   d. impact on the safe use of the public realm, with particular regard to pedestrians and cyclists.

10. support the extension of pedestrian priority areas and streetscape enhancements which raise the quality of the public realm, and other improvements for pedestrians;

11. support appropriate proposals that enhance the 'green' infrastructure and urban environment;

12. support the conversion of under-utilised upper floors to residential use. In such cases, normal residential standards will be applied flexibly to enable the best use to be made of such accommodation;

13. support schemes that take into account the need to design out crime and facilitate personal safety and security, particularly in relation to car parks and pedestrian links to them; and

14. support traffic management schemes which reduce the adverse effects of traffic on the Core Retail Area.

Delivering St Helier Waterfront

4.42 The development of the St Helier Waterfront is hugely significant for Jersey, both in providing capacity for greater economic activity in the Island which is critical to a healthy and sustainable future, but also in contributing to the development,
growth and enhancement of the Town of St Helier. The Minister for Planning and Environment is acutely aware that many islanders feel disappointed with the early phases of development at the waterfront and whilst the physical outcome of development thus far may not contribute positively to the character of the Town, the new spaces and uses that have been created are well-used and have begun to reconnect the Town with its seafront. In addition, the old abattoir is being sensitively restored and converted to provide a transportation centre, serviced apartments, offices, and a range of specialty shops and restaurants all linked by a network of indoor and outdoor streets, bringing this important old building back to life.

4.43 There has, rightly, been much deliberation on the future of the St Helier Waterfront. A clear vision and objectives for the area have now been established, through a process of engagement with the community, and a planning framework for the future development of this significant piece of urban development and place-making established: this is represented by:

- The Jersey Waterfront: supplementary planning guidance (April 2006) Chris Shepley; and
- Masterplan for the Esplanade Quarter, St Helier (April 2008) Hopkins Architects.

4.44 It is to these documents which, together, provide the planning policy framework for the development of the St Helier Waterfront, that the Minister will have regard as the principal material consideration in the determination of planning applications for the development of the St Helier Waterfront.

4.45 Subject to the successful conclusion of the development agreement for the Esplanade Quarter, the Island Plan period should provide the timeframe for the delivery of much of the new development and realisation of the St Helier Waterfront.

Esplanade Quarter

4.46 The Esplanade Quarter is the key location on Jersey’s waterfront, because it straddles the area between the old town and the new area of waterfront. Until now, proposals have failed to provide the quality, ease of access and seamless connection between town and waterfront that people have been expecting.

4.47 The Masterplan for the Esplanade Quarter (12) proposes the sinking of Route de la Liberation to provide seamless links between the old town and the waterfront. The current surface level car park will be replaced underground. The sinking of the road allows for a large volume of development without the need for tall buildings. A grid of streets and boulevards will integrate with the old town and create a number of public squares and public open and enclosed spaces. It is envisaged that the development of this land will provide around 630,000 square feet of office space, around 350-400 apartments, a 30 bedroom hotel, 65 self-catering tourist apartments and a range of shops, restaurants and bars.

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12 Masterplan for the Esplanade Quarter, St Helier (April 2008) Hopkins Architects
Built Environment

4.48 The proposals provide an extended financial quarter designed to meet the needs of those existing businesses in Jersey wishing to upgrade and improve operating efficiency through large footplate, raised floor buildings, easily accessible to transport and the town centre, and to accommodate new businesses.

Policy BE 2

Delivery of the St Helier Waterfront

The planning framework for the development of the St Helier Waterfront is provided by:

- The Jersey Waterfront: supplementary planning guidance (April 2006) Chris Shepley; and
- Masterplan for the Esplanade Quarter, St Helier (April 2008) Hopkins Architects.

This will be the principal material consideration in the determination of planning applications for the development of the St Helier Waterfront. Development proposals which accord with the planning framework for the St Helier Waterfront, represented by supplementary planning guidance, will be permitted.

Managing change

4.49 The St Helier Urban Character Appraisal (13) identified some of the challenges facing St Helier in 2005 by stating that "St Helier is in many ways a remarkable place, with many of the assets and attributes of a much larger city, but – at the same time the urban experience is disappointing, and in some respects the town is dull and old-fashioned." It also went on to identify some of the drivers of change and opportunity that will shape the future of St Helier including:

- the opening up of the Island Site and the rest of the waterfront will provide a new focus for commercial development: as a result, the town's centre of gravity will shift south, and some traditional town centre activities will be displaced;
- residents and visitors will demand a more sophisticated product, based on quality, distinctiveness and authenticity;
- there will be increasing competition as other places raise their game, and market themselves more effectively;
- 5-10,000 people will earn the right to buy homes in the next 10 years; this will create demand pressure in the residential market.
4.50 The report also identified and described a worst-case scenario for St Helier, in which the town fails to respond to these challenges and drifts into anonymity and provincialism: sub-standard waterfront development would suck the life out of the traditional town centre, without creating an attractive new place, and the flight to the countryside – by residents and visitors – would continue.

4.51 In response to this, and in relation to the need for a more focused and action-oriented approach upon which to develop policies and proposals, the Minister for Planning and Environment appointed, in March 2006, a team of consultants, led by urban master-planners EDAW, to produce a development and regeneration strategy for the Town of St Helier – defined broadly as the area within the town escarpment. That report was published in 2007 (14) for consultation purposes and some specific proposals emerging from its strategic outlook, with appropriate amendments, have been incorporated into this Plan.

Drivers of change

4.52 The EDAW report concluded that **residential development** was likely to be the principal ‘driver’ of regeneration in the older, established parts of town. Not only would this provide additional homes in the Island, reducing the extent of development in open countryside, but it would also ensure that a significantly increased residential population in the central area would continue to provide customers for the retail trade and other businesses, and reduce the need to travel to work by private car: these objectives accord with the strategic principles and policies set out in the Island Plan.

4.53 It was observed also that there are a significant number of potential development opportunities in the central area, for the most part privately owned, and that these opportunities should be exploited in accordance with an overall strategy.

4.54 The St Helier Development and Regeneration Strategy generated the strategic objectives for the Town of St Helier (Objective BE 2 ‘Regeneration of St. Helier objectives’). In seeking to apply and deliver these objectives, specific change will need to occur in particular areas and key interventions will be needed to lead this process of change with a planning framework of policy and guidance.

4.55 The key areas of change are identified as **Regeneration Zones** in the Island Plan. Regeneration Zones are characterised as areas of land where public intervention - probably through the provision of essential infrastructure or the release and/or development of key sites - will be required to provide the catalyst for change.

4.56 To promote and guide the desired regeneration and development activity in this area, in accord with the objectives of the Plan, the Minister for Planning and Environment will develop, in consultation with stakeholders and the local community, Masterplans and development briefs for these areas and key sites within them.

14 St Helier Development and Regeneration Strategy (2007) EDAW
Built Environment

Area-based Masterplans will include or be supplemented by a design framework or design code. These will be adopted by the Minister as supplementary planning guidance.

Residential regeneration

Town capacity

4.57 As part of the initial preparation for the review of the Island Plan, work has been undertaken to assess the capacity of St Helier to accommodate new residential development and its ability to meet the Island’s housing needs. This work (15) is based on assumptions about the likelihood of individual, mostly privately-owned, sites being released for residential development during the Plan period. It is based on a desk-based assessment of an indicative yield of residential development related to gross site areas and at a range of densities and accommodation types, as set out in the table below. The study looked not only at central St Helier (excluding the Waterfront area) but also the Town’s outer suburbs (but still within the Built-up Area) such as First Tower, Five Oaks (St Saviour) and Georgetown (St Saviour).

4.58 This work suggested that the Town has the capacity to accommodate a maximum potential yield of between 2000-3600 homes, were all the identified sites to be released for residential development in the next 10 years. As most of the sites are in private ownership, it is highly unlikely that they will all be developed but, for the purposes of planning to meet the Island’s housing needs over the Plan period, an assumption has been made that a development yield of 1,500 homes (based on a development yield of 40% of the sites identified at an appropriate density of development for each site) might occur. This has been incorporated in the work that has been undertaken to plan for the supply and demand for homes and will clearly need to be monitored during the Plan period (‘Provision of homes’).

4.59 This work is entirely indicative and does not represent any form of zoning for residential development and does not have the status of a development plan proposal in so far as it relates to individual sites.

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<th>Higher density range</th>
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<td>Totals</td>
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15 Town Capacity Study (October 2007) Planning and Environment Department
Table 4.1

<table>
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<tr>
<th>Timescale (years)</th>
<th>Lower density range</th>
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Table 4.1

4.60 Delivering residential development on urban sites may prove challenging and the Minister for Planning and Environment will seek to work with applicants, developers and the local community to assess and weigh the value of development proposals, in terms of their contributions to promoting and enhancing urban living and/or maintaining and enhancing the primary retail function of St Helier relative to other material considerations, such as re-using resources (Efficient Use of Resources) and protecting and enhancing the historic character of the Town (Protecting the Natural and Historic Environment; Proposal 11 ‘St Helier Conservation Areas; Preservation or enhancement of Conservation Areas and Policy HE 4 ‘Demolition in Conservation Areas’).

Higher density development and conversions in St Helier

4.61 The Minister for Planning and Environment has made it clear that he wishes to raise significantly the design quality of new buildings, and is prepared to ‘reward’ excellent design with higher densities of development: he is keen to encourage property owners and developers to consider how they can produce high-quality development at higher densities, while at the same time, benefiting the St Helier community. This needs to be considered within the context of seeking to secure the optimum use of developable land, having regard to issues such as design, character and impact on amenity of neighbouring uses and users (‘Density of development’).

4.62 There is a strong likelihood that a significant number of commercial occupants of the new financial and business centre to be created in the Esplanade Quarter will have relocated from other premises in central St Helier. Potentially this creates the spectre of long-term property voids, as secondary office accommodation becomes difficult to re-let or sell. This could have a damaging effect on the appearance and vitality of the town, as has been seen, to some extent, in Hill Street. Inevitably property owners will hold out for a certain time in an attempt to secure new office tenants, and eventually the market will adjust but this may take some time. Many of the properties vacated may never find new commercial tenants.
Built Environment

4.63 Accordingly, it is necessary to consider appropriate alternative uses, and in many cases they might be suitable for conversion or redevelopment for residential purposes. As such, there is a case that standards should be applied flexibility, on matters such as amenity space and on-site car parking, if they are unable to be met fully on site. For buildings which are less important in the contribution they make to the character of the town, and having regard to matters of building sustainability and energy efficiency, the Minister for Planning and Environment may actively encourage their redevelopment for residential purposes.

4.64 Densities of development and land prices in central St Helier largely preclude the use of private gardens in many housing developments. The application of ‘one-size-fits-all’ amenity space standards in such circumstances is not entirely appropriate. It is, therefore, proposed that in central St Helier, and perhaps other highly accessible urban locations, rather than requiring individual or communal gardens of a specific size to be provided, the developer should be required instead to demonstrate that every effort has been made to incorporate design features to ensure a high standard of amenity, for example, by the use of balconies and roofs as amenity areas, or some other amenity to be enjoyed by the residents.

4.65 A particular concern with increasing densities has been lack of opportunities for children to play and for ‘kick-about’ areas. The Open Space study (16) has examined standards for such facilities and on smaller sites there is a case for using planning obligations to ensure shared contributions towards the provision of communal facilities on larger sites (Provision and Enhancement of Open Space).

4.66 The Minister has already published draft development guidelines for the Town for consultation, which set out how regeneration of the Town might be encouraged and how better quality design and higher density development might be achieved. On the basis of the response to consultation, and having regard to the objectives in the Plan, the Minister will issue supplementary planning guidance to comprehensively address, in particular, standards applicable to amenity space and parking requirements, throughout the Island.

4.67 Any increase in density does not imply a reduction in space standards within dwellings. The Minister for Planning and Environment is particularly concerned to ensure that new development is more spacious than in the past and to that end has raised internal space standards by around 10%.

16 Outdoor Open Space, Sport and Recreation Study (July 2008) JPC Strategic Planning & Leisure Consultants
Proposal 13

Guidelines for residential development and regeneration

The Minister for Planning and Environment will develop and issue new supplementary planning guidance to assist with the regeneration of St Helier.

This will establish and inform the application of minimum density standards and will address and establish guidelines for the provision of amenity space and parking, in particular, for the Town, other parts of the Built-up Area, and other parts of the Island.

In addition it will consider whether there should be any further increase in internal space standards and whether there should be any improvements in internal noise and sound insulation of, and between, units of accommodation.

Regeneration Zones

4.68 The development and regeneration of St Helier will involve the integration of the three key elements of protecting and enhancing the Town environment; delivering the St Helier Waterfront; and managing change. The last of these elements - managing change - will specifically involve planning for and shaping the outcomes provided by the regeneration opportunities available in the Town of St Helier. These regeneration opportunities will be created by the relocation of business to the Waterfront but also from key development sites that already exist and which have the potential to become catalysts for area-wide regeneration.

4.69 These areas have been identified as Regeneration Zones in the Island Plan, based upon work undertaken in the St Helier Development and Regeneration Strategy (17). Specific change will need to occur in particular areas and key interventions will be needed to lead this process of change with a planning framework of policy and guidance.

4.70 To promote and guide the desired regeneration and development activity in this area, in accordance with the objectives of the Plan, the Minister for Planning and Environment will develop, in consultation with stakeholders and the local community, masterplans and development briefs for these areas and key sites within them. Area-based masterplans will include or be supplemented by a design framework or design code. Area-based masterplans, development briefs, design frameworks or design codes will be adopted as supplementary planning guidance by the Minister for Planning and Environment.

17 St Helier Development and Regeneration Strategy (2007) EDAW
Built Environment

4.71 Intervention - probably through the public provision of essential infrastructure or the release and/or development of key sites - will be required to provide the catalyst for change in the Regeneration Zones. The States of Jersey Development Company Limited (18) may provide the delivery mechanism to stimulate or generate change in these areas, where there are States-owned assets. Where these are key determinants to the delivery of the masterplan the Minister may refer masterplans to the States for consideration.

Regeneration Zones

4.72 In St. Helier, six key areas of change have been identified and are defined as Regeneration Zones, as set out on the Proposals Map.
Map 4.1 Town Regeneration zones
4.73 These areas will be the subject of further study during the Plan period in order to develop plans, policies and proposals to guide their future development and use, and to inform intervention and catalysts for regeneration.

- **North Town**: This area embraces that part of the town which represents St. Helier's nineteenth century expansion, and includes key sites for the regeneration of the area including the Town Park site; the former Jersey College for Girls site; the former Ann Street Brewery site and Ann Court, as well as vacant land to the south of the Odeon Cinema and the Minden Place MSCP site. The Minister for Planning and Environment has already commissioned and published work on the North Town Masterplan;

- **Mont de la Ville**: Fort Regent dominates the town's skyline, and for a considerable part of the town's history it played a key role in its defence and dominated its identity. Today, its buildings and the surrounding open space represent a significantly under-used historic asset within the town. The Fort, together with its associated space and buildings, development sites at South Hill and the green space provided by Rue de L'Est and Mount Bingham, present the town with considerable opportunity and an asset capable of a use and value of greater benefit to the local community;

- **Western Gateway**: the western end of this area marks the entrance to the Town of St Helier from the west, where the road network converges on West Park, dissecting a number of important public open spaces. The area itself, which extends to the north and east towards the heart of the town, is already undergoing change, driven by some of the changes from tourist accommodation to residential development and this may continue to offer regeneration potential. The area also contains some major public institutions, represented by sites occupied by the Hospital, emergency services and States and court buildings.

- **La Collette and the Port**: The future development of La Collette and the commercial port - defined by the Elizabeth Harbour, Terminal and associated facilities on and around the New North Quay and Victoria and Albert Piers, is currently the subject of a feasibility study. The present port facilities are ageing and inefficient - both for freight and passenger traffic. The port cannot support either 24hr operations or berthing for larger vessels, and, taking a long-term view, it is possible that there will be a need for a new port in due course. Crucially, revenues from the current port operation cannot support a major capital improvement. Feasibility work has shown that a new port could be sited, in various configurations, at La Collette where there is significantly deeper water. A new port will need to have sufficient land and buildings available to accommodate commercial port operations and potential expansion over the port’s lifetime. It will also need to be able to accommodate berthing for larger ships and tankers up to 180m.
The scale of investment means that it is unlikely that this infrastructure can be funded by the States of Jersey out of its normal capital programme. A new port is therefore only achievable if it can be funded by the realised value of development in the Elizabeth Harbour area, as part of the next phase of the waterfront redevelopment. Relocating the facilities of Elizabeth Harbour, New North Quay and Victoria Pier to La Collette, and reclaiming some of the area between the breakwater arms at Elizabeth Harbour, immediately adjoining the terminal, could potentially create an area of around 13.8ha (34 acres) which through residential and other development could pay for the costs of a new port. It is estimated that this area could provide between 600-800 new homes.

Studies have also been undertaken into the impact of development constraints on surrounding land imposed by stricter controls in the interests of public safety, following the petroleum vapour explosion at Buncefield in December 2005, and the feasibility and financial viability of moving the fuel farm to a more remote location, possibly offshore, is being considered.

- **Old Harbours:** this includes the old French and English Harbours, where there is a strong sense of the maritime functions of historic St Helier and strong sense of identity and character generated by the architecture and mix of uses, which still includes maritime activity and provides an active, colourful and living water’s edge. The potential for the greater integration of this area into the new St Helier Waterfront and the introduction of greater residential, marine leisure and cultural activities will be the subject of further consideration. The area also includes La Folie, New North Quay and Commercial Buildings which are considered to offer development potential but care will need to be given to the retention of the area's distinct character, conferred by its architecture, detailing and craftsmanship and mix of genuine uses, for a successful outcome.

### Proposal 14

**St Helier Regeneration Zones**

The following areas are identified as Regeneration Zones for St Helier:

1. North Town
2. Mont de la Ville
3. Western Gateway
4. La Collette and the Commercial Port;
5. Old Harbours
6. Eastern Gateway

To promote and guide the desired regeneration and development activity in the Regeneration Zones, in accord with the objectives of the Plan, the Minister for Planning and Environment will develop, in consultation with stakeholders and
the local community, masterplans and development briefs for these areas and key sites within them. Area-based masterplans will include or be supplemented by a design framework or design code.

Area-based masterplans, development briefs, design frameworks or design codes will be approved and adopted as supplementary planning guidance by the Minister for Planning and Environment. (19)

Where there are significant States-owned assets that are key determinants to the delivery of the masterplan the Minister may refer masterplans to the States for consideration.

Planning for other urban areas

4.74 Outside of St Helier, there is the potential for significant new development during the Plan period at Jersey Airport. It is a stated objective of Jersey Airport to reduce its reliance on aeronautical revenue by increasing the yield from non-aeronautical sources and increasing commercial development activity at the airport, which may meet some of the Island’s needs and contribute towards the objectives of the Island Plan. To promote and guide desired regeneration and development activity at Jersey Airport, in accord with the objectives of the Plan, it has been identified as a Regeneration Zone and will be the subject of a land use masterplan to guide its future development.

4.75 In other parts of the Built-up Area - in some of the St Helier suburbs or ‘urban villages’, and in the Island's rural centres - the emphasis is not so much upon urban regeneration but about ensuring that local communities are served by appropriate and adequate infrastructure and facilities, and that new development, where it is necessary to support the social fabric of a local community, can be appropriately integrated into the existing rural context.

4.76 Other parts of the Island Plan support, protect and encourage the maintenance, enhancement and development of local facilities to support local communities including Policy ER 3 ‘Protection and promotion of local shopping centres’; Policy ER 4 ‘Development of local shops’; Policy SCO 3 ‘Community facilities’; Policy SCO 4 ‘Protection of open space’ and Policy SCO 5 ‘ Provision and enhancement of open space’. Where significant change is envisaged or where there is a recognised need to address deficiencies in local community infrastructure, it may be appropriate to undertake to develop a more detailed planning framework for parts of the Built-up

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19 Article 6 of the Planning and Building (Jersey) Law enables the Minister to publish guidelines and policies in respect of development generally; any class of development; the development of any area of land or the development of a specified site.
Area providing plans, polices and guidance to guide development and to shape key interventions, where necessary: these may take the form of Local Development Plans or Village Plans.

**Jersey Airport Regeneration Zone**

**4.77** Jersey Airport is the Island’s principal gateway, and approximately 1.5 million people travel through the Airport each year. Whilst Jersey Airport is seeking to continue to increase passenger numbers by increasing the network of destinations between Jersey, the UK and mainland Europe, while sustaining existing air services, it is also seeking to reduce its reliance on aeronautical revenue by increasing the yield from non-aeronautical sources and increasing commercial development activity. A commercial masterplan is being drawn up to provide the basis for development of the Airport and is giving consideration to non-aviation related uses, which could benefit from proximity to the airport, and other forms of commercial development. The commercial masterplan is also considering all land holdings managed by Jersey Airport, which includes landout with the operational boundary of the site.

**4.78** The commercial masterplan for Jersey Airport will emerge during the Plan preparation period and the Minister for Planning and Environment will need to give consideration to this within the context of the objectives for the Island Plan, whilst also considering the strategic significance and role of the Airport to the Island.

Map 4.2 Airport Regeneration Zone
Built Environment

4.79 To promote and guide the desired regeneration and development activity in this area, in accord with the objectives of the Plan, the Minister for Planning and Environment will develop, in consultation with stakeholders and the local community, a land-use masterplan for Jersey Airport during the Plan period. The spatial extent of this will relate to the existing operational boundary of the airport.

4.80 Any land-use masterplan or development brief for Jersey Airport will be adopted and published as supplementary planning guidance by the Minister for Planning and Environment following consultation and engagement with key stakeholders, including local residents.

Proposal 15

Jersey Airport Regeneration Zone

A Regeneration Zone is identified for Jersey Airport, and relates to the land that sits within the defined operational boundary for Jersey Airport.

To promote and guide the desired regeneration and development activity in the Jersey Airport Regeneration Zone, in accord with the objectives of the Plan, the Minister for Planning and Environment will develop a land-use masterplan for Jersey Airport which may include or be supplemented by a design framework or design code.

This will be adopted as supplementary planning guidance to be approved by the Minister for Planning and Environment. (20)

Where there are significant States-owned assets that are key determinants to the delivery of the masterplan the Minister may refer masterplans to the States for consideration.

Small urban centres

4.81 It is recognised that outside of the commercial core of St Helier there are a number of smaller urban centres or 'urban villages' which have developed, or are developing, their own character and identity. These include areas such as Cheapside; Miladi Farm; Georgetown; Grand Vaux; Havre des Pas; Colomberie (eastern end); David Place/Stopford Road; Five Oaks; Millbrook; Great Union Road area; Mont a L’Abbé and First Tower. As stated above, the Island Plan seeks to encourage the provision of local facilities and to protect existing facilities and amenities, to ensure that these local communities can thrive and provide a good living environment.

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20 Article 6 of the Planning and Building (Jersey) Law enables the Minister to publish guidelines and policies in respect of development generally; any class of development; the development of any area of land or the development of a specified site.
Local Development Plans

4.82 Where significant change is envisaged or where there is a recognised need to address deficiencies in local community infrastructure, it may be appropriate to undertake to develop a more detailed planning framework in the form of a Local Development Plan for small urban centres.

4.83 Five Oaks has evolved into a significant suburban centre providing a range of accommodation but with a particular concentration of family housing. It sits at a major confluence of traffic routes into and out of the town and has a number of commercial sites within its midst which have the potential to be developed for alternative uses during the Plan period. There is considered to be a legitimate need to undertake a specific piece of work to assess and review the planning issues in this area with the local community and other stakeholders to develop and adopt plans, policies and proposals to guide its future development and to identify, influence and secure any interventions necessary to improve or enhance local community infrastructure. This should, in particular, include a review of the need for, and provision of, youth facilities and highway improvements or other solutions to the traffic problems of the area.

4.84 For many generations St. Aubin has been a year-round highly attractive, photogenic and bustling harbour area providing for both Islanders and tourists alike. Successive Island development plans have sought to retain and protect its natural beauty and character.

4.85 Whilst the shore and skyline settings and important open spaces which characterise the area are identified and protected through Island Plan policies, there is a need to develop a more detailed planning framework for the defined Built-up Area from Le Mont du Boulevard to the south to Le Mont au Roux to the North, to ensure that current and future pressure for the development and redevelopment of existing buildings in particular is sympathetic to its context and does not detract from the visual amenity of the area and the public enjoyment of it.

4.86 St. Brelade’s Bay is generally regarded as one of the most beautiful natural bays in the Island. Successive development plans (21) have sought to retain and protect its natural beauty and character whilst recognising its role as an attractive place for tourists and islanders to visit and as a place to stay and live. However, it is important that the spirit of the 1968 proposition ‘Development in St. Brelade’s Bay area (P.15/1968)’ and the 1989 St. Brelade’s Bay Environmental Improvement Plan, continue to be addressed in this and subsequent Island Plans where they remain relevant today.

Built Environment

4.87 Whilst the landscape setting and important open spaces which characterise the bay are identified and protected through Island Plan policies, there is considered to be a need to review and develop a more detailed planning framework for the area, and specifically the defined Built-up Area, including those parts of the Built-up Area within the Green Backdrop and Shoreline Zones, to ensure that current and future pressure for the development and redevelopment of existing buildings in particular is sympathetic to its context and does not detract from the visual amenity of the bay and the public enjoyment of it.

4.88 The need for additional Local Development Plans and the ability for this work to be resourced, will be reviewed by the Minister for Planning and Environment on an annual basis during the Plan period.

Proposal 16
Local Development Plans
The Minister for Planning and Environment will develop a planning framework in the form of a Local Development Plan for; Five Oaks to guide its future development and enhancement and; the St. Aubin area to ensure that development is sympathetic to its context and does not detract from the visual amenity of the area and the public enjoyment of it; and for St. Brelade’s Bay to ensure that development is sympathetic to its context and does not detract from the visual amenity of the bay and the public enjoyment of it.

This will be adopted as supplementary planning guidance to be approved by the Minister for Planning and Environment. (22)

The Minister will review the requirement for and ability to undertake other Local Development Plans during the Plan period.

Rural centres

4.89 The Island Plan addresses many of the planning issues that would be dealt with by local development plans for the Island's small main rural centres - i.e. Village Plans - most notably the protection and enhancement of the character of these areas through the potential designation of Conservation Areas; the potential requirement for new housing to meet an Island-wide need; the protection and provision of public open space; the extent of the Built-up Area boundary and retail policy for settlements outside St Helier. On this basis, the Minister for Planning and Environment does not propose to undertake new, or to review existing, Village Plans. Nevertheless, the

22 Article 6 of the Planning and Building (Jersey) Law enables the Minister to publish guidelines and policies in respect of development generally; any class of development; the development of any area of land or the development of a specified site.
Minister for Planning and Environment considers that there should be provision for Village Plans to be produced and adopted for the rural parish centres, particularly where there are specific local housing needs that need to be addressed to support the vitality and viability of the parish community, or where a parish wishes to produce one.

4.90 The Island Plan acknowledges and supports the principle of the provision of new development in some of the Island's smaller main rural centres to maintain and support parish life, which is a valuable and unique aspect of Jersey's character and identity (see Policy SP 1 'Spatial strategy' and Policy H5 'Affordable housing in rural centres'). Where there is a clear and demonstrable need to protect the vitality and viability of Jersey's smaller rural settlements, in the northern and central parishes of St Ouen, St Mary, St John, St Lawrence, Trinity and St Martin, and new development is proposed to sustain parish communities, the Minister for Planning and Environment will require the parochial authorities to undertake and develop their own village study or plan. This will need to clearly demonstrate a justifiable need for any new development proposals and clearly set out and justify its potential impact on the countryside and the character of the village relative to the objectives and strategic policies of the Island Plan. Proposals for the development of new homes would need to satisfy the requirements of Policy H5 'Affordable housing in rural centres'. Any such village plans would be required to be developed by the parochial authority but be subject to a full and comprehensive assessment and engagement with the local community and relevant stakeholders, including the relevant regulatory departments of the States of Jersey.

4.91 Where Village Plans are to attain formal status as part of the planning framework for the protection and development of one of the Island's rural centres they will require the formal review, approval and adoption by the Minister for Planning and Environment as supplementary planning guidance. In such circumstances, any development proposals in the Village Plan must be consistent with the Island Plan and must relate to and be within the defined Built-Area boundary for the settlement, as defined on the Island Plan Proposals Map.

4.92 Where, however, Village Plans contain a specific proposal for the rezoning of land outside the existing defined Built-up Area boundary, any such proposal would require the approval of the States as a draft revision of the Island Plan.\(^{(23)}\)

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23 Article 4 of the law states that the designation of land for any particular development or use should be set out in the Island Plan and article 3 of the law sets out exacting procedures for public engagement for an Island Plan or a revision of it.
Proposal 17

Village Plans

Where new development is proposed to protect the vitality and viability of Jersey's smaller rural settlements the Minister for Planning and Environment will require the parochial authorities to undertake and develop their own village study or plan.

This will need to clearly demonstrate a justifiable need for any new development proposals and clearly set out and justify its potential impact on the countryside and the character of the village relative to the objectives and strategic policies of the Island Plan. It must be subject to a full and comprehensive assessment and engagement with the local community and relevant stakeholders, including the relevant regulatory departments of the States of Jersey.

Where Village Plans are to attain formal status as part of the planning framework they will require the formal review, approval and adoption by the Minister for Planning and Environment as supplementary planning guidance. In such circumstances, any development proposals in the Village Plan must be consistent with the Island Plan and must relate to and be within the defined Built-up Area boundary for the settlement, as defined on the Island Plan Proposals Map.

Where, however, Village Plans contain a specific proposal for the rezoning of land outside the existing defined Built-up Area boundary, any such proposal would require the approval of the States as a draft revision of the Island Plan.

Development in the built environment

Built environment policies

Green Backdrop Zone

4.93 Much of the setting of St Helier, St Aubin, Gorey and St Brelade's Bay consists of hill slopes with low density residential development set amongst private gardens or natural landscaping providing a green backdrop to these urban environments. These settings are important for the character of these areas and for the enjoyment

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24 Article 6 of the Planning and Building (Jersey) Law enables the Minister to publish guidelines and policies in respect of development generally; any class of development; the development of any area of land or the development of a specified site.

25 Article 4 of the law states that the designation of land for particular development or use should be set out in the Island Plan and Article 3 of the law sets out exacting procedures for public engagement for an Island Plan or a revision of it.
of views along the coast and from within the built environment. There are also important views from the higher ground down to the town rooftops in particular, as well as to the coast and sea beyond.

4.94 Green Backdrop Zones were identified in the 1987 and 2002 Island Plans with the aim of ensuring that proposed development within the zones, which sit within the defined Built-up Area, would protect and enhance the landscape backdrop to these urban areas through careful siting and design of buildings, the retention of existing trees and the use of appropriate new planting to strengthen the landscape setting of these slopes.

Map 4.3 Green Backdrop Zone

4.95 The Green Backdrop Zone policy is still considered to be a useful and legitimate tool in achieving an appropriate lower intensity of building and a higher degree of open space and planting. It is, however, acknowledged that greater resolve in its application is needed than has been applied in the past and that greater attention to the requirements for new and enhanced landscaping in this zone, as an integral element of new development proposals, in accord with Policy NE 4 ‘Trees, woodland and boundary features’, is required. New development in the Green Backdrop Zone will also likely need to be considered within the context of its potential impact upon views, in accord with Policy GD 5 ‘Skyline, views and vistas’.
Built Environment

4.96 New planting and landscaping should be appropriate to the landscape character of the area and should also seek to contribute towards the Island's biodiversity through habitat creation and the use of appropriate species. Further guidance on the character of these areas is given in the Countryside and Urban Character Appraisals\(^{(26)}\).

**Policy BE 3**

**Green Backdrop Zone**

The Green Backdrop Zone is defined on the Proposals Map.

Within the Green Backdrop Zone, development will only be permitted where:

1. the landscape remains the dominant element in the scene and where the proposed development is not visually prominent or obtrusive in the landscape setting;
2. it retains existing trees and landscape features;
3. it presents satisfactory proposals for new planting which serve to maintain and strengthen the landscape setting and character of the area.

**Shoreline Zone**

4.97 Parts of the Island’s south and south-east coast form a significant element of the Built-up Area representing the area where the built environment meets the sea. This is defined as the Shoreline Zone and is designated within the Built-up Area in St Brelade’s Bay; St Aubin’s Bay; the south-east coast from La Collette to Gorey Pier; as well as the harbourside in Rozel Bay, on the Proposals Map.

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The Shoreline Zone represents a significant resource and asset to the Built-up Area. It has a vital and important rôle in publicly linking, physically and visually, the built environment and the sea, and requires special consideration to ensure that the public accessibility and quality of this connection is maintained and enhanced. Of particular importance in a land-use context are:

- the protection, maintenance and enhancement of physical access to and along the coastline, beaches and the sea;
- the protection, enhancement and creation of ‘visual access’ to the shoreline involving views to the foreshore and sea, often through the maintenance of open space and gaps between buildings along the coastline of the Built-up Area;
- the quality of the public realm; and
- the design of development within the Shoreline Zone.

St. Brelade’s Bay is generally regarded as one of the most beautiful natural bays in the Island. Successive development plans have sought to retain and protect its natural beauty and character whilst recognising its role as an attractive place for tourists and Islanders to visit and as a place to stay and live. Development affecting the coastal strip of this bay, as defined by the Shoreline Zone, has the potential to affect the special character of the whole bay.

Particular care is, therefore, required to ensure that the redevelopment of existing buildings, involving their demolition and replacement; does not seriously harm the character of St. Brelade’s Bay. Accordingly, replacement buildings here
Built Environment

should generally not be larger than that being replaced: in the case of tourism accommodation coming out of this use there is the possibility of reducing the visual impact of these often large buildings by some or all of: a reduced visual scale, mass and volume of a building, particularly where existing buildings are large; more sensitive and sympathetic siting and design; materials, colours and finishes more sensitive to the character area.

4.101 Following the development and adoption of supplementary planning guidance for St. Brelade’s Bay, proposed under Proposal 16 ‘Local Development Plans’ of the Plan, this particular policy provision will be reviewed when the Plan is next revised. (27)

4.102 Some of the Shoreline Zone is in private ownership and public access to the coast, both visually and physically, is prohibited. Where opportunities arise, through the planning process, for public access to the coastline to be created or enhanced through planning gain, the Minister for Planning and Environment may seek to deliver this objective through the use of planning obligation agreements.

4.103 Parts of the Shoreline Zone represent significant elements of the Island's public realm, including formal promenades, such as those in St Brelade's Bay, St Aubin's Bay and Gorey; formal gardens; car parks; commons and slipways. These are significant assets to the quality of life for town residents in particular and, in accordance with the objective of seeking to improve and enhance the quality of the public realm (‘Improving the public realm’), sympathetic environmental improvements in these areas will be supported and encouraged where they do not have any adverse impact on places or structures of historic or architectural importance (in accord with Policy HE 1 ‘Protecting Listed buildings and places’). The provision of facilities which encourage and enhance access to and awareness of the coast will also be supported (‘Access and awareness’).

Policy BE 4

Shoreline Zone

The Shoreline Zone is defined on the Proposals Map

Within the Shoreline Zone the following types of development proposals will not be approved;

1. new buildings, new structures or extensions to existing buildings, where such development will obstruct significant public views to the foreshore and sea;

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27 Paragraphs 4.99 - 4.101 were added following the States of Jersey adoption of the 2011 Island Plan: Interim Review (P:37/2014 - amendment 6 (amd)) in July 2014)
2. development involving the loss of open spaces that are considered important for the preservation of public views to the foreshore and sea;
3. development which adversely affects public access to and along the coastline and seafront.

Within the Shoreline Zone for St. Brelade’s Bay, the following forms of development will not normally be approved:

4. the redevelopment of a building, involving demolition and replacement, where the proposal would be larger in terms of any gross floorspace, building footprint or visual impact than the building being replaced. *(28)*

Public access to and along the shoreline will be protected and enhanced, where possible.

Proposals which seek to raise the quality and standard of design of the public realm within the Shoreline Zone, particularly with regard to promenades, quaysides, car parks and other waterfront areas will be approved where they do not have a significant adverse impact on places or structures of historic or architectural importance.

Proposals for facilities that encourage and enhance access to and awareness of the coast will be permitted where they do not have a significant adverse impact on the biodiversity and character of the coast.

## Tall buildings

### 4.104
The 2002 Island Plan policy for tall buildings applied to those above five storeys in height, or rising more than two storeys above their neighbours. This policy, which is carried forward into the new Island Plan in an amended form, does not prohibit the development of tall buildings but sets a series of criteria against which development proposals for tall buildings will be assessed in the determination of planning applications. Clearly, the urban focus of development over the Plan period and the stated objective of encouraging a more efficient use of land and higher density of development may increase the potential for the development of taller buildings over the Plan period.

### 4.105
The predominant building heights in St. Helier are two to five storeys, but there are also tall buildings ranging in height up to 16 storeys. St. Helier's historic buildings are generally small in scale with a predominance of 2.5-3.5 storeys. The Town's existing tallest buildings generally lack quality, however, and do little to

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*(28) This policy was amended following the States of Jersey adoption of the 2011 Island Plan: Interim Review (P.37/2014 - amendment 6 (amd)) in July 2014.*
Built Environment

contribute to the overall character and distinctiveness of the place. More recent developments on the Waterfront and Esplanade have raised the average height of development in this part of the town to five-seven storeys. The planning framework for the future development of the St Helier Waterfront (29) sets a height limit of six floors of development above ground.

4.106 Of critical importance in St Helier is the silhouette of buildings against the sky with the existing powerful and distinctive skyline profile set by the landmarks of Elizabeth Castle, Fort Regent, Victoria College, St Thomas’ Church, Almorah Terrace and Victoria Crescent. Generally speaking, tall buildings should not break the skyline of the escarpment around St Helier when viewed from a distance of more than 300 metres and should not adversely affect the views and settings of important landmark buildings, in accord with Policy GD 5 ‘Skyline, views and vistas’.

4.107 The Environment Scrutiny Panel, in its review of regeneration proposals for St Helier (Urban Regeneration S.R. 15/2008 04/12/2008), suggests that the Minister should produce prescriptive guidance on the heights of buildings. It is, however, considered better to review high building proposals on their merits, with reference to their specific context and their impact on the surrounding areas and views across town. To assist with this, the Minister for Planning and Environment will adopt and publish supplementary planning guidance based on the St Helier Urban Character Appraisal. This will provide advice on the heights of buildings relative to the character of different parts of the town and will be used to inform the application of policy in considering development proposals for tall buildings in the town.

Proposal 18

Urban Character

The Minister for Planning and Environment will have regard to the St Helier Urban Character Appraisal when determining proposals for development which affects the town, and particularly for the development of tall buildings.

The primary consideration will be to protect and enhance the character of the town and the impact of development proposals on the distinct character of the different parts of the town will be assessed and determined against the St Helier Urban Character Appraisal, which will be issued by the Minister as supplementary planning guidance.

Development schemes will need to be fully justified in a Design Statement in accord with supplementary planning guidance issued by the Minister.

represented by The Jersey Waterfront: supplementary planning guidance (April 2006) Chris Shepley; and Masterplan for the Esplanade Quarter, St Helier (April 2008) Hopkins Architects
4.108 The more successful new developments are those which respect the scale of the historic streetscape. It is acknowledged, however, that there may be instances where a relatively tall building or a group of tall buildings could add visual interest to the skyline. At certain gateways to the Town; on the Waterfront; the Esplanade; or fronting large open spaces, it is considered that taller buildings could provide new focal buildings or landmarks for the Town. Owing to the smaller scale of development and the landscape context of the remainder of the Island's Built-up Area, coast and countryside, it is not considered appropriate for buildings over approximately 18 metres in height to be developed outside the Town of St Helier.

4.109 All buildings of a commanding height (over approximately 18 metres) will need to be of the highest design quality. A design statement will be required to justify the height and massing of the development if it is to be higher than approximately 18 metres (see supplementary planning guidance Design Statements).

Policy BE 5

Tall buildings

Tall buildings, defined as those either above approximately 18 metres in height, or rising more than 7 metres above their neighbours, will only be permitted where their exceptional height can be fully justified, in a Design Statement, in urban design terms. Development which exceeds the height of buildings in the immediate vicinity will not be approved.

Development proposals for tall buildings in the Town of St Helier which fail to justify their exceptional height relative to the following criteria will not be permitted:

1. appropriateness to location and context;
2. visual impact;
3. impact on views;
4. design quality; and
5. contribution to the character of St Helier.

Buildings above approximately 18 metres will not be appropriate outside of the Town of St Helier and will not be approved.

For the avoidance of doubt, for the purposes of the definition of a tall building as laid out in the first paragraph of this policy, where rooftop plant is incorporated into the design of the building, there will be a further 2 metres allowed in the calculation of the height of the building before it is defined as a tall building.
Building alterations and extensions

4.110 The alteration and/or extension of an existing building can provide additional extra space either in support of economic activity or for living space, and other uses, and can represent an environmentally efficient use of land, space and buildings, in accord with the strategic principles of the Plan (Policy SP 2 ‘Efficient use of resources’).

4.111 Some minor alterations and extensions to properties, particularly dwellings, are exempt from planning control and will not fall to be considered within the context of this policy, although the general principles contained within it should apply, if satisfactory design outcomes are to be achieved. There are some issues that are generally applicable to the consideration of planning applications to extend properties, as set out in Policy GD 1 ‘General development considerations’. The Minister for Planning and Environment, whilst recognising that there needs to be some freedom for architectural expression, nevertheless considers that there are simple guidelines that should be followed to ensure that alterations and extensions to existing buildings make a positive contribution to the quality and character of an area. This policy establishes those criteria against which development proposals for alterations and extensions to existing properties will be assessed.

4.112 The potential impact of proposed alterations and/or extension of an existing building needs also to be considered in relation to their potential impact for the natural and historic environments in accord with Policy SP 4 ‘Protecting the natural and historic environment’, and specifically Policy NE 2 ‘Species protection’; Policy NE 4 ‘Trees, woodland and boundary features’; ‘Coast and countryside character’; ‘Listed buildings and places’ and Policy HE 3 ‘Preservation or enhancement of Conservation Areas’, as appropriate.

4.113 To better inform applicants, it is also proposed that the Minister for Planning and Environment publish supplementary planning guidance on the design of alterations and extensions to existing buildings.

Policy BE 6

Building alterations and extensions

Development proposals to alter or extend existing buildings will be approved where they:

1. respect or complement the design, detailing and materials of the existing building;
2. are sympathetic to the form, scale, mass and proportions of the existing building;
3. complement the design of adjoining buildings and the quality of the surrounding area; and
4. respect the space between buildings where it contributes to the character of the building group or surrounding area.

Shopfronts

4.114 Shopfront alterations are often undertaken with insufficient consideration for the character of the individual building or the area in which it is located and the Minister for Planning and Environment wishes to improve standards.

4.115 Particular regard should be paid to advertisements on fascias or shop windows, internally illuminated box and projecting signs, and the provision of security shutters, particularly on Listed buildings or in Conservation Areas.

Policy BE 7

Shopfronts

Development proposals for the alteration, removal or replacement of shopfronts will only be approved where:

1. it can be demonstrated that the retention and restoration of the original shopfronts and original features is not viable or appropriate in design terms; and
2. it improves the design and appearance of the building and makes a positive contribution to the character of the area.

Shopfront development proposals will not be approved where it is proposed to:

3. retain or install solid security shutters; or
4. remove separate access to upstairs accommodation.

The design of new shopfronts should be well related in scale, proportion and character to the building of which they are part and enrich the street scene. They should be designed to be fully accessible to those with special mobility needs.
Built Environment

Frontage parking

4.116 There are a number of areas throughout the Built-up Area where the distinctive character and appearance of the street scene is enhanced by small front gardens and their boundary treatments, notably walls and railings. The loss of these private amenity areas to frontage parking will be resisted where the loss would have a detrimental impact on the character and appearance of the street scene, particularly in Conservation Areas in accordance with Policy HE 3 'Preservation or enhancement of Conservation Areas'.

Policy BE 8

Frontage parking

Development proposals involving the loss of front gardens, and their boundary features, to provide for frontage parking with direct access off the public highway will not be approved where this would have a detrimental impact on the character and appearance of the street scene or on highway safety.

Street furniture and materials

4.117 Whilst there has been a significant improvement in the quality of materials and street furniture used in recent years, there has been an inconsistency and lack of coherence to the design and specification of street furniture and materials. This has the effect of presenting a disparate, confused and cluttered appearance to the public realm, particularly to the streets of St Helier. Part of the reason for this is the plethora of agencies with some responsibility for the public realm, and part down to the lack of care and awareness of the importance of good design and quality in the public realm.

4.118 Greater coherence has begun to be achieved by a greater co-ordination and working of the relevant agencies and a recognition of the significance of the elements that go to make up our public spaces and streets. Good examples of this are provided by some of the pedestrian and environmental enhancement schemes undertaken through the St Helier Street Life Programme at Broad Street, Sand Street, Charing Cross, New Street, York Street, West's Centre, Colomberie and Grenville Street, as well as some of the public realm creation in the St Helier Waterfront.

4.119 The General Development Order, while exempting public agencies from making planning applications for public realm works, nevertheless requires that the specification of street furniture and equipment should be selected from a product range previously agreed by the Minister for Planning and Environment. The Minister will work with the relevant agencies to ensure that the future specification of street furniture presents a more coherent impression and will address this issue through
the development of a Public Realm Strategy (Proposal 12 ‘Public Realm Strategy’). The Minister will also seek to ensure that street furniture reflects local relevance and identity and, where possible, employs recycled material.

4.120 Most streets in town are intensively used by pedestrians. There is a need to improve the public realm to provide people with the facilities that make town streets safe, easy and pleasant to use - including benches, bins, lights, signage and trees - without creating visual and physical clutter and obstruction.

Policy BE 9

Street furniture and materials

The Minister for Planning and Environment will ensure that any street enhancements are designed to a high standard appropriate to the area.

Well-designed street furniture should be sited to ensure it is sited to avoid visual clutter and to allow clear and safe passage for people, particularly those with sensory and mobility difficulties.

The Minister will ensure that:

1. traditional surfacing materials and street furniture should be retained and re-used to enhance local relevance;
2. new materials and street furniture, where used, should contribute to and complement the local character, and should be agreed with the Minister in advance;
3. redundant street furniture will be removed as part of any enhancement schemes;
4. the number of street trees and benches is increased, where appropriate; and
5. street trees are planted in the ground rather than in planters wherever possible.

Roofscape

4.121 The treatment of the roof shape and finish of the top of a building is an important factor in determining how it will contribute to the character and townscape of an area.

4.122 Architectural details, such as the treatment of the eaves line, roof planes and the roofline silhouette, are all important aspects of a building’s design. In St Helier - where there are a large number of important public vantage points providing views across the topographical ‘bowl’ in which the town sits as well as long public
views into the town along main transport corridors and from around St Aubin’s Bay - the contribution of these elements to the town’s rooftscape and skyline is highly significant.

4.123 The scale of buildings affects the scale of streets and spaces and is also a strong determinant of urban character. Even in St. Helier, the scale of building is of a markedly human scale, generally ranging from 2.5 to 3.5 storeys in height, interspersed with discrete clusters of buildings up to 6 storeys, with the occasional highrise building. The treatment and finish of a building’s roofline, therefore, affects its scale and massing and its relationship to the public realm, and can alter the scale and character of the Island’s urban areas.

4.124 Given the significance of the treatment of the roofs of buildings for the urban character and rooftspace of the Island’s built-up areas, and particularly the town of St. Helier, the Minister for Planning and Environment is becoming increasingly concerned by the apparent desire to accommodate building plant and associated equipment on the top of new and existing buildings.

4.125 The siting of what can be a significant amount of wholly functional and visually unsightly plant and equipment in a manner suggestive of an after-thought, rather than an integral element of the original design of the building, not only has the potential to be visually damaging to the appearance and design of the development and the character of the area, but can also add a significant amount of height and mass to a structure. In addition, the rooftop installation of plant and equipment may also lead to problems related to nuisance for neighbouring uses and occupants, as a result of emissions of various forms.

4.126 The Minister wishes to avoid the proliferation of rooftop accretions, in the form of building plant, equipment and other structures, and would encourage building owners, occupiers, developers and architects to explore more environmentally passive solutions to the management and operation of buildings, or to incorporate plant or equipment essential to the operation of a building and/or its intended use or occupants within the original design concept and fabric of any new or refurbished building.

4.127 Proposals for new rooftop plant, equipment or other structures will only be approved in exceptional circumstances where it can be demonstrated that there is overriding justification for its provision and where it can be provided in a position and form that does not cause unreasonable harm, relative to a number of key tests.

**Policy BE 10**

**Roofscape**

The siting of roof plant, equipment or other structures on the roofs of new or existing buildings, where it projects above the roofline will not normally be permitted.
Where roof plant enclosures already exist, there will be a presumption against the placing of new roof plant, equipment or other structures which extend outside or which would serve to enlarge the existing roof plant enclosure.

In exceptional circumstances, where it can be demonstrated that plant, equipment or other structures essential to the use of the building cannot be located within the existing building envelope, such development may only be permissible where it is located in a position that:

1. will not unreasonably affect the character and amenity of the area;
2. will not have an unreasonable impact on neighbouring uses and the local environment by reason of visual intrusion or other amenity considerations;
3. will not have an unreasonable impact on public health, safety and the environment, by virtue of noise, dust, light, odour, fumes, electro-magnetic fields or any other form of emission; and
4. will not have an impact on the safe operations of the airport.
Built Environment
5 Economy

E: Introduction

5.1 Jersey has a vibrant economy that has seen significant growth in recent decades. Its Gross National Income per capita 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.

5.2 Jersey saw significant changes to its economy in the last few decades of the 20th century. Its success is based to a large extent on the financial services sector (banking, trust and company administration, fund management, accountancy and related legal activities). Over the past 20 to 30 years it has grown to the extent that it now accounts for over half (53%) of the total economic activity in Jersey and employs a quarter (25%) of the workforce. Other business activities (7%), public administration (7%) and wholesale and retail (6%) are the next biggest contributors to economic activity. The public sector comprises 12% of total employment.

5.3 Jersey’s more traditional industries, such as agriculture and tourism, make up about 1% and 3% of total economic activity and employ 3% and 10% of the workforce respectively, with a relatively large proportion of these being seasonal workers. They are no longer the dominant industries they used to be, but are still important for their contributions to the environmental and social fabric of the Island.

5.4 Unemployment has drifted up to 3% (February 2011) although the strength of the Jersey economy means that this is still a relatively low unemployment figure by international standards. Participation rates of the working age population – particularly amongst women – are also relatively high in Jersey (men 89%, women 81%).

5.5 The main economic indicators which measure the value or size of the whole Jersey economy are GVA (Gross Value Added) and GNI (Gross National Income). Jersey (RPI) inflation has been similar to, or below, the UK in recent years and currently (December 2010) is 2.3%. Living standards in Jersey (as indicated by a GNI per capita) are among the highest in the world.
Economy

5.6 Analysis by the Economics Unit and Fiscal Policy Panel, suggests that the economic outlook is for weak to moderate growth real GVA for 2011 and beyond. This comes after a difficult period in which the economy slowed significantly in 2008 with a moderate contraction in real GVA in 2009 and 2010.

5.7 The Island will face a number of economic challenges in future years whether it is from the ageing population or a new economic and financial world post ‘credit crunch’. This will require that economic policy remains focused on delivering economic growth based on productivity improvements with low inflation. This will be necessary if the standard of living of Islanders is to continue to improve and we are to deliver high quality public services with low corporate and personal taxes.

States of Jersey Strategic Aims

5.8 A key aspect of States economic policy is to encourage competition to support economic growth through improved productivity and lower inflation. Competition encourages firms to innovate by improving efficiency, puts downward pressure on costs and results in a better deal for consumers.

5.9 The key economic objectives of the States of Jersey are economic growth with low inflation and employment opportunities for local people. The ability to achieve these targets is constrained because Jersey, like many island economies, only has a limited amount of land and labour at its disposal. It is therefore vital that we make better use of the resources we have. This means improving productivity (producing more with the same resources) across the economy if the Island’s economic objectives are to be met. The Island Plan can play an important part in facilitating productivity improvements as well as meeting other environmental and social objectives.

5.10 One of the key actions from the Council of Minister’s new Anti-inflation Strategy is that the Economic Development (ED) Minister is to advise the Planning and Environment Minister on how the new Island Plan can better facilitate productivity improvements, in particular, how the planning process can take account of market signals to ensure that land and buildings are put to their best economic use.

5.11 In order to meet these objectives, it is essential that planning policies provide a positive and supportive framework for employment-related development. Listed below are key economic aims and objectives from the States Strategic Plan (2009-14) that are most directly relevant to the Island Plan policies.

- identify policy options to stimulate the economy and consider making the States more responsive in areas such as planning and the Regulation of Undertakings and Development Law;
- continue work to diversify the economy, support new and existing businesses, attract low footprint/high value business from elsewhere, and foster innovation;
recognise the contribution made by the Tourism and Agriculture industries to a diverse society;

- test economic growth plans for sustainability to ensure they do not diminish our natural capital.

5.12 By means of the careful application of its land use planning and development control policies, the Department of the Environment can contribute significantly to the achievement of these aims.

**E: Objectives and indicators**

5.13 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:

**Objective E 1**

**Economy objectives**

1. Encourage a balanced and more diverse economy and assist all sectors of the economy to adapt to change in the market place.
2. Provide sufficient land to meet the requirements of the office and industrial sectors;
3. Enable the growth and expansion of existing businesses through extensions, relocation and infrastructure improvements;
4. Provide for the land-use needs of emerging industries;
5. Protect and enhance the centre of St Helier as the focus of commercial, retail and evening activities;
6. Support local employment in urban settlements and key rural settlements;
7. Support the provision of shopping and services within local centres; and
8. 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.

5.14 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 Minister for Planning and Environment. 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.
Economy

5.15 The 2002 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.

5.16 There are five main sectors of the economy to be addressed in terms of land-use policies: offices; light industry and warehousing; retailing and the evening economy; rural economy; and tourism.

Indicators

5.17 It is difficult to predict with any certainty what will happen to the economy over the life of the new Island Plan. It will therefore be critical to carefully monitor the policies related to the economy with advice from the Economic Development Department as to what market signals are telling us about the demand for land from different uses and how productivity growth can be better facilitated across the economy.

5.18 Both the Environment and Economic Development Departments will make a regular assessment of the land-uses that Jersey should prioritise and use a number of key indicators to assist with this assessment to include;

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<td>9. Amount of land developed for employment/land supply by type</td>
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E: Policy

Protection of employment land

5.19 This policy seeks to support the States’ published policies relating to economic regeneration by encouraging the recycling of existing employment sites for use by new employment activities. There is particular pressure for residential development
on employment land, whilst at the same time there is a shortage of sites available for new business development. The loss of any site can be significant but especially for some of the smaller companies, since 77% of the 5,700 businesses in Jersey employ 5 or fewer people \(^{(1)}\).

5.20 There is a benefit to the Island in seeking to maximise the economic contribution of those employment sites which cumulatively provide significant levels of employment. The development of a wide range of business activities on these sites, taking account of their character and potential, including uses such as warehousing, storage and light industry, can provide employment without compromising the quality of the surrounding environment.

5.21 In some cases the existence of an employment use within a residential area can cause deterioration of the local residential environment, and exceptions to the objective of retaining existing employment uses will be considered. Where an existing employment use within a predominantly residential area is causing detriment to the amenity of that area for reasons of traffic generation, noise, vibration, smell, fumes, smoke, soot, ash, dust or grit, the Minister will seek to encourage the improvement, modernisation, diminution, relocation or cessation of that operation in order to overcome the nuisance caused to residential neighbours (Policy EIW 3 ‘Relocation of bad neighbour uses’). The Department for Health and Social Services has powers to secure improved environmental performance from businesses. However, even where the Minister may support the cessation of a particular business operation for environmental reasons, there may be many alternative employment uses which are capable of operating on that land, either in the existing buildings or in new buildings on the site, without causing detriment to the amenity of residential neighbours. The Minister wishes to safeguard such sites for modern, clean, high technology businesses.

5.22 Proposals to redevelop or convert employment sites for housing will normally be unacceptable because they are likely to raise the price of such sites beyond the means of businesses and also because the Plan makes adequate provision of land for residential development elsewhere (Proposal 7 ‘Provision of Homes’ proposal).

5.23 All proposals to re-develop or convert employment sites will need to demonstrate that they are no longer viable for the existing use before they are considered for alternative uses by the Minister for Planning and Environment. Supplementary planning guidance will be written to provide guidance on what is required to demonstrate; that a site is no longer viable and; that it has been subject to full and proper marketing of the site.

5.24 There will be careful monitoring of this policy to ensure that it contributes positively to economic growth and that the employment implications of developments have been properly taken into account in the planning process. The Minister will continue to review it as appropriate to ensure that it meets these objectives.

\(^{(1)}\) (Jersey in Figures, 2008)
Policy E 1

Protection of employment land

There will be a presumption against development which results in the loss of land for employment use as supported by the Strategic Policy SP 5 'Economic growth and diversification', unless;

1. it is demonstrated that the site is inappropriate for any employment use to continue, having regard to market demand. Applications will need to be accompanied by documentary evidence that the size, configuration, access arrangements or other characteristics of the site make it unsuitable and financially unviable for any employment use and confirmation by full and proper marketing of the site on terms that reflect the lawful use and condition of the premises, or;

2. the existing development is predominantly office or tourist accommodation, or;

3. the overall benefit to the community of the proposal outweighs any adverse effect on employment opportunities and the range of available employment land and premises; or,

4. the existing use is generating environmental problems such as noise, pollution, or unacceptable levels of traffic and any alternative employment use would continue to generate similar environmental problems.

Offices

EO: Objectives

5.25 The Department of the Environment seeks to assist the Economic Development Department in retaining the position 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:
Objective EO 1

Office policy objectives

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

5.26 Growth in the financial services sector, together with a 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.

EO: Current position

Provision of office accommodation

5.27 Ensuring there will be sufficient space to meet the needs of a worldclass offshore financial services industry is a key aim of the plan. The Waterfront development will release modern premises for financial and related services. The Esplanade Quarter development is anticipated to deliver a significant increase in modern office development of which a large proportion is expected to come from relocation, with the rest arising from growth/new entrants into the Jersey financial sector.

5.28 The Island’s population includes some 12,000 professionally trained staff working in the finance and support industries and Jersey is established as an international finance centre for both institutional and private clients. There are now nearly 50 banks located in Jersey and they include nearly half of the top 25 banks in the world and the finance industry represents 53% of the Island’s GVA (2008 Jersey in Figures).

5.29 The St Helier office market is estimated to contain around 2,805,000 sq.ft of office stock measured on a net internal basis. Of this, some 165,000 sq.ft (approximately 5.8% of the total stock) is currently vacant and available for immediate occupation. The market is fragmented and spread in pockets throughout St Helier, albeit the core is now regarded as being around the Esplanade.
Economy

5.30 In addition, there are currently three significant sites with planning permission in the Esplanade area that could yield some 185,000 sq.ft of prime office accommodation. If no accommodation is lost to alternative uses and the schemes with planning consent and the Esplanade Quarter come to fruition, the total office stock will be approximately 3,610,000 sq.ft.

5.31 Over the past three years, take-up of new office accommodation in St Helier has run at circa 200,000 to 225,000 sq.ft per annum. It is clear that the current “credit squeeze” and global economic situation has caused many of the larger institutions to review their operational property requirements. The vitality of the local office market is intrinsically linked to the fortunes of the local finance industry and the global economic slowdown has undoubtedly caused concerns in this area. Much of the demand for new office accommodation was being driven by the Island’s larger banks and trust companies. The focus for many of these organisations is currently on cost saving and redundancies (particularly for the banks that now have large UK government shareholdings) and many possible requirements for new premises are currently on hold.

5.32 Much of the secondary stock within St Helier, particularly accommodation located in converted buildings, no longer provides the quality and functionality that the Island’s principal finance and legal firms require. A number of companies are seeking to amalgamate their operations, which have traditionally been based in a series of buildings around the centre, in order to increase the size of floorplate and create more efficient working practices through open-plan offices.

5.33 It is likely that a proportion of the secondary and tertiary office accommodation will become functionally obsolete and alternative uses, such as residential, may be appropriate.

5.34 A market will remain for the better quality accommodation as there will undoubtedly be a raft of businesses who do not wish to pay the rentals for new accommodation in the prime areas. A two-tier market is likely to evolve with secondary areas playing a supporting role to the new premises in or close to the Esplanade Quarter. The focus of the secondary market is likely to be in areas away from the Esplanade where there is already a concentration of good quality office stock such as New Street, Bath Street, Bond Street, Hill Street and Grenville Street.

Impact of Esplanade Quarter

5.35 It is inevitable that the level of office development in the Esplanade area and the planned Esplanade Quarter, which could represent up to 24% of the total office stock, will have an impact on the local office market. As stated above, it is clear that most now regard the core of the local office market as being in the Esplanade area and the majority of requirements from larger institutions are likely to be met in or around this area.
Over the life span of the Island Plan much office accommodation will become obsolete in location and functionality. It is estimated that, of the current office stock, over the first five years of the Island Plan, some 100,000 sq.ft of office accommodation, representing approximately 4% of the current total stock will become obsolete. It is estimated that in the second half of the life span of the new Island Plan (years five to 10), some 250,000 sq.ft of office accommodation, representing approximately 10% of the total current stock, will become obsolete.

There is, therefore, no need to provide newly zoned land for offices outside of the Esplanade Quarter area. 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 Regeneration Areas, as identified on the Proposals Map.

Given Jersey’s small and highly specialised economy it is unlikely that predictions for more than 6-12 years will remain valid. Therefore, market indicators will be used to monitor and provide information on the balance of supply and demand and develop policy options to deal with any imbalances that arise.

**EO: Policies**

**New office development**

Office developments continue to be located in St Helier – there is little provision elsewhere in the Island. The Island Plan seeks to contain office uses within the town centre, as defined on the Proposals Map, and to avoid the spread of uses into residential areas. Although new offices have tended to be built to customer requirements, rather than speculatively, if sustainable development is to be achieved, re-use of existing buildings should be considered where possible and appropriate.

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 areas of St Helier that currently comprise a mix of uses. The masterplans proposed for Regeneration Zones will determine the appropriate level of office development in other areas.

**Policy EO 1**

**New office development**

The development of new offices, and extensions to existing office accommodation, will be permitted within the St Helier Town Centre, as defined on the Proposals Map, and Esplanade Quarter, provided that the proposal accords with Policy GD1 General Development Considerations.
Some new office development may be permitted in the following areas:

- Pier Road/Commercial Buildings;
- North of Town Masterplan area; and
- Gloucester Street.

The appropriate level of new office development in these areas will be determined through the outcome of the North of Town Masterplan and other 'Regeneration Zones' masterplans.

Outside St. Helier Town Centre, the Waterfront and the defined St. Helier regeneration zones, new office developments will not be permitted except where they accord with Policies EO2 Policy EO 2 ‘Conversion of upper floors of existing commercial buildings for office accommodation’ and EO3 Policy EO 3 ‘Other small scale office development’.

Conversion of upper floors of existing commercial buildings for office accommodation

5.41 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 EO 2

Conversion of upper floors of existing 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, provided the proposal accords with Policy GD 1 ‘General development considerations’.

Proposals which do not satisfy the criteria in that policy will not be permitted.
Other small scale office developments

5.42 While major office development has taken place predominately in St Helier, there is likely to be a requirement in the future for small scale office developments (below 250 sq.m) within the town of St Helier, and 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.

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

Policy EO 3

Other small scale office development

Small-scale office development will be permitted within the town of St Helier, and the urban and key rural settlements where the proposal accords with Policy GD 1 ‘General development considerations’.

Outside the town of St Helier and the urban and key rural settlements, office use will normally only be allowed where it would be a conversion of an existing non-residential building.

Businesses run from home

5.44 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.

5.45 The Minister for Planning and Environment is anxious to avoid intrusive business development in residential areas. This can give rise to problems such as over-demand for car parking facilities, conversion of garden space to parking, more traffic on quiet roads and general disturbance. This policy applies to homes within and outside the built-up area boundary. However, outside the Built-up Areas, the impact of the development on the character and amenity of the area, through visual intrusion on the landscape, will be a particular consideration.
Economy

Policy EO 4

Businesses run from home

Where permission is required for the operation of a business from a home, proposals will be permitted provided that they accord with Policy GD 1 ‘General development considerations’.

Proposals which do not satisfy the criteria in that policy will not be permitted.

Retail

ER: Current position

5.46 The wholesale and retail sector is one of the largest economic sectors in Jersey after financial services. Greater efficiency in retailing and improved productivity will mean that consumer demand in the Island can be met with less use of valuable land resources. This will allow resources to be focused on higher-value added activity which will support economic growth and create better job opportunities locally. In addition, improved productivity will help contain inflation which will be of further benefit to all Islanders and businesses.

5.47 The retail policies in this chapter aim to enhance the vitality and viability of the shopping centres and maintain their attractiveness. The approach is to ensure that any out-of-centre retail development does not have a harmful impact on existing shopping centres. In the prime frontages of the town centre, retail uses will be retained, although complementary uses such as banks and cafes will also be allowed in order to attract people to the Town Centre.

5.48 The policies aim to make the centres more attractive by promoting environmental improvements and additional facilities for shoppers where they are part of major retail proposals. The objective is to make it easier for people to shop in the town centre, to offset any possible harmful impact that development may have, to support the regeneration of the town, to boost the amount of retailing in the two main centres and to encourage new residential uses in St Helier, and to encourage more people to live close to, and shop, in the centre.

5.49 The retail sector of the economy is important for local residents and visitors alike. It interacts closely with the wider economy and competition can bring benefits for consumers in terms of price, choice and quality. In addition, efficiency improvements in the sector can bring wider benefits for Islanders in terms of economic growth and low inflation. Both the 1987 and 2002 Island Plans sought to uphold and
support the role of St Helier as the primary focus for shopping in Jersey, whilst recognising the role of other local centres, and that policy has for the most part been successful.

**5.50** Outside town, there are a number of other centres where there is a range of shops. The largest is Red Houses, but Gorey, St Peter’s Village, St Aubin, St Ouen’s Village and St John’s Village also have a significant local rôle.

**5.51** The move to out-of-town supermarkets, as experienced in the UK and continental Europe, 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 Island Plan. There has been growth in out-of-town shopping at garden centres such as Ransoms and St Peter’s Garden Centre and there has also been a trend towards the expansion of retailing from garage forecourts and the expansion of farm shops.

**ER: Objectives**

**5.52** Jersey has a vibrant evening economy, with restaurants, bars, cafés and nightclubs concentrated in the commercial centre of St Helier, as well as in 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 economy. However, they are often located in close proximity to residential accommodation and it is, therefore, important that potential problems such as noise are taken into account and, where possible, mitigated.

**5.53** The aims of the Plan, in terms of retailing and the evening economy, are to:

**Objective ER 1**

**Retail policy objectives**

1. Protect and enhance the vitality and viability of the core retail centre of St Helier and the centres of the other urban and rural settlements;
2. Prevent a dispersal of new retailing outside the main centres;
3. Retain and enhance the provision of local shopping areas and convenience stores to serve local needs;
4. Concentrate new developments of retail and evening uses in locations that are accessible by pedestrians, cyclists or public transport;
5. Promote mixed use areas; and
6. Maintain an adequate provision of shopping facilities throughout the Island.
Economy

ER: Policies

Town centre retail development

5.54 Over many years, and for different reasons, the physical extent of the town’s retail centre has contracted, reflecting changes in the pattern of shopping. The character of areas such as The Parade, Bath Street (beyond Minden Place), La Motte Street and Colomberie has changed and they have, for the most part, become secondary shopping areas. In some areas, such as Cheapside, David Place, New Street (north of Burrard Street) and the eastern end of Colomberie, they have become primarily local shopping areas, serving the residential areas surrounding them.

5.55 Thus, there has been a long-term shift in retail activity away from the northern and outlying parts of the Town Centre. This shift in the centre of gravity is further emphasised by the prospect of further retailing on the Waterfront with a specialist retail focus, including the developments at Liberty Wharf, the Esplanade Quarter and Castle Quays. Currently, however, they are poorly linked to the town centre.

5.56 The strategy is to redefine the retail centre. Within its boundary, primary retail frontages are identified, where uses will be restricted to retail and a limited number of catering outlets. Secondary retail frontages are also identified, where greater flexibility of use will be allowed with retail, catering, banking, and professional services permitted, providing they provide an active frontage and a service to members of the public.

5.57 Such a strategy depends for its successful outcome on providing for the growth needs of the retail sector, arising from population and economic growth. The latest retail capacity study, carried out by DTZ\(^2\), found that there was sufficient retail capacity in the Island to meet current Island needs. However, should those needs increase, it will be necessary to enable an increase in the amount of the shopping floorspace.

5.58 New sites for retail development within and on the edge of the primary retail area are limited. Although there are areas potentially available at Hue Street and Dumaresq Street, and at Bath Street, they do not represent logical extensions of the shopping centre as they extend the retail floorspace into peripheral areas away from the primary shopping frontages. There are also conservation concerns and a desire to see a return of the lost historic grain in these areas. The preferred area for retail expansion in the comparison goods sector is to the south of Broad Street where there is a large block of potentially developable land between Broad Street, Commercial Street and the Esplanade. The expansion of the primary retail area into this area, with a focus on increased comparison goods retailing, provides the opportunity to better link King Street to Liberty Wharf and the Waterfront by the creation of new pedestrian retail streets.

\(^2\) Jersey Retail Study (2008) DTZ
5.59 It is not expected that the whole of the designated ‘Retail Expansion Area’ would be redeveloped for new comparison goods retailing, because of the many existing buildings and uses on the site which should be retained. However, the whole area is so designated in order to give developers the opportunity to propose innovative solutions, which respond to the grain of the area and provide an attractive and commercially viable retail route to Liberty Wharf and the proposed retail facilities on the Waterfront.

5.60 If there is a need for additional convenience floorspace (i.e. food and consumable goods), then a location in or near the primary retail area provides some advantages. It would enable ‘linked trips’ to be made - with comparison shopping or shopping before or after work. In addition, the heavy vehicles servicing such uses would suggest a location accessed off the ring road but not at one of its most congested points. This may preclude such uses at the northern end of Bath Street, or at Dumaresq Street where vehicle access is constrained by narrow streets.

Policy ER 1

Retail expansion in the Town Centre

Land between Broad Street and Commercial Street, as identified on the Proposals Map, is designated for new comparison goods retailing should the need for it emerge during the Plan Period. Development which creates large retail units
fronting onto Broad Street, together with a new retail route between Broad Street and the Esplanade will be supported, subject to criteria in Policy ER2 ‘Protection and promotion of St Helier for shopping’.

Protection and promotion of St Helier for shopping

5.61 St Helier has a strong commercial core with both multiple and independent retailers operating. 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 the Built Environment section, which seeks to protect and promote a centre of great vitality by day and night.

5.62 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.

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

Policy ER 2

Protection and promotion of St Helier for shopping

The role of St Helier as the main retailing centre of the Island will be protected and promoted where this is compatible with the goal of enhancing retail efficiency. Environmental enhancement, improvements to pedestrian safety and facilities for shoppers, including provision of off-street parking for shoppers, and permeable access for cyclists, where possible, within the centre will be supported.

Proposals for new or extensions to existing retail development will be permitted within the Map 5.2 ‘Core Retail Area’, provided that the development accords with Policy GD1 General Development Considerations. Proposals which do not satisfy these criteria will not be permitted.

Proposals for the refurbishment or extension of pre-existing retail premises outside the Core Retail Area will be permitted provided that the development accords with other retail policies of the Plan.
Proposals for new retail development outside St Helier core retail centre will not be permitted except where they accord with; Policy ER 3 ‘Protection and promotion of local shopping centres’, Policy ER 4 ‘Development of local shops’ and Policy ER 7 ‘Large-scale food retailing’.

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

Map 5.2 Core Retail Area

Protection and promotion of Local Shopping Centres

5.64 The retention of essential local shops within easy walking distance of most homes is important in order 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 parades of shops in the urban areas, such as Five Oaks, Gorey Village and Miladi Farm. There are many other small shopping centres, comprising a number of essential local shops and services. Where possible, the Environment Department will use its powers to protect such essential facilities and to promote these centres.
Economy

5.65 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. Such changes of use will not generally be favoured to replace food outlets, but in other cases the provision of service outlets, such as dry-cleaners and cafés for example, can enhance the facilities serving the local community.

Policy ER 3

Protection and promotion of local shopping centres

The Minister for Planning and Environment will seek to protect 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 be permitted provided that the proposal accords with Policy GD 1 ‘General development considerations’.

Changes of use within local shopping centres from retail to non-retail use will only be permitted where the proposed non-retail use will meet an identified local need and contribute to the vitality and viability of the centre.

Development of local shops

5.66 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 Environment Department may seek appropriate provision of shop units as part of the scheme, depending on the existing availability of local facilities.

5.67 In assessing any proposal for a new unit or a change of use to retail, the Minister for Planning and Environment 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 ER 4

Development of local shops

Proposals for new small local shops of 100m² will be permitted within the boundary of the Built-up Area provided they will not unreasonably affect the character and amenity of the area and where the proposal accords with Policy GD 1 ‘General development considerations’.

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

Development of evening economy uses

Within the town centre of St Helier and local shopping centres, as well as Tourist Destination Areas such as Gorey and St Aubin, there is a range of non-retail activities such as arts and cultural venues, restaurants, cafés, food take-aways, public houses, bars and night-clubs. These areas, and their evening uses, are particularly important to the Island’s tourism function as well as serving the local population. St Helier town centre and the local shopping centres, as well as Tourist Destination Areas are appropriate locations for the development of new evening economy uses. With regard to proposals for new night-clubs and other uses with the potential to cause noise or other disturbance, the Minister will pay particular attention to the impact on nearby homes and other residential accommodation, including tourist accommodation, and the character and amenity of the area.

Policy ER 5

Development of evening economy uses

Proposals for arts and cultural venues, restaurants, cafés, public houses and other non-retail uses will be permitted within the town centre of St Helier, local shopping centres and Tourist Destination Areas, provided that the development accords with Policy GD 1 ‘General development considerations’.

In the remaining parts of the Island, applications to establish such uses will be considered on their merits having regard to their impact on neighbouring uses.

3 defined as having a gross floor area of 100 sqm or less
Economy

Take-away food outlets

5.69 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 ER 6

Take-away food outlets

New take-away food outlets will only be permitted where the proposal is within St Helier town centre, a local shopping centre or a Tourist Destination Area, and it accords with Policy GD 1 'General development considerations', and having regard to their impact on neighbouring uses, especially residential accommodation.

In the remaining parts of the Island, applications to establish such uses will be considered on their merits having regard to their impact on neighbouring uses.

Large scale food retailing

5.70 The purpose of the policy is to ensure that new large-scale food retail development (over 500m²) supports and enhances the existing hierarchy and distribution of food retail provision across the Island. In particular, St Helier town centre provides a range of services and facilities as well as shops: this enables different needs to be met in a single trip and offers greater accessibility by different means of transport. Shopping activity often underpins the wider service role of existing centres and helps provide a focal point for the local community. For this reason a sequential approach to new food retail development whereby sites in town are preferred, followed by edge of centre sites and, only if there are no suitable town centre or edge-of-centre sites available, other sites which are well served by a choice of means of transport.

5.71 Proposed shopping developments also need to conform to the principles of sustainability and it is important to ensure that they do not lead to serious transport and accessibility problems. All proposals for new retail developments outside existing centres, which do not conform to the policy, will have to demonstrate both that there is a need for the development and that a sequential approach has been applied in selecting the location for development.
5.72 The retail capacity modelling carried out by DTZ\(^4\), based on the results of a Household Interview Survey of shopping patterns in Jersey, shows that the existing foodstores and other convenience goods shops in St Helier Town Centre are currently trading at somewhat above realistic ‘benchmark’ levels, based on UK food retailers’ company averages. This means that if forecast growth of population and per capita expenditure occurs, there will be sufficient expenditure to support a modest amount of additional food retail floorspace in or on the edge of the town centre.

5.73 Conversely, the modelling shows that outside of St. Helier the main foodstores elsewhere on the island, as a group, are trading somewhat below the same ‘benchmark’ levels. This means that as a group they are modestly under-trading, and therefore any additional capacity for food shopping floorspace outside of St Helier is unlikely to be approved.

5.74 Taking Jersey as a whole, there is no forecast quantitative capacity for additional foodstore floorspace up to 2015. Thereafter, capacity will grow modestly to 2025, if forecast trends occur.

Prices and competition

5.75 The Jersey Retail Study (2008) was concerned with retail capacity and therefore does not address the issues around the benefits that competition can bring for consumers in terms of price, choice and quality and for the wider economy in terms of increased productivity, growth and lower inflation.

5.76 Work undertaken by the Economic Development Department has indicated that competition can be limited when markets are concentrated i.e. there are a small number of players in the market. Evidence from around the world suggests that competition in convenience retail is limited when there are less than three players in the market. In Jersey there have been, in effect, only two large players in the convenience market which means that competition has been limited, a position that could work against the Island’s economic objectives. The recent arrival and opening of stores (in 2011) by a new operator in the form of Waitrose, may alter the nature of the local food retail market by providing more competition for the existing and established operators.

5.77 A study by the Jersey Competition Regulatory Authority (Economic Impact of New Entry in the Retail Sector by a Large Supermarket Competitor) concluded that the entry of a large supermarket operator into the food retail sector would be economically beneficial in terms of increasing consumer welfare, the productive efficiency of existing retailers and the Jersey economy overall.
Economy

5.78 Consistent with the JCRA’s role and expertise, it is acknowledged that this report is limited to determining the economic impact of a new entrant into the food retail sector. Other considerations, such as planning, population growth, and environmental impact, also are undoubtedly important, but were beyond the scope of JCRA’s inquiry.

5.79 While issues of economics and competition are important, the policy aims to ensure that a rigorous sequential approach to the location of new food retail developments is followed, whilst at the same time not preventing the entry of a new supermarket operator or acting as an unnecessary or unintended barrier to competition.

5.80 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 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 Minister 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 then other locations within the town of St Helier (in accordance with Policy SP 3 ‘Sequential approach to development’). In any case, sites must be accessible by a choice of means of transport.

5.81 Developers will need to demonstrate that the proposal meets the criteria of this policy and any application will require a retail impact assessment to be submitted with it.

5.82 Modern expectations of shoppers will mean that supermarket operators will want to invest to improve the quality of their existing stores. In general, the extension, refurbishment or redevelopment of existing stores is preferred over new stores in new locations, given that most supermarkets are already accessible by alternative modes to the car and are adjacent to the primary road network.

Policy ER 7

Large-scale food retailing

1. Proposals for the provision of new food retailing floor space over 500sqm/5,000 sqft (gross) will only be permitted where the proposed development:
Economy

Large scale non-food retailing

5.83 Outside the town centre of St Helier, large-scale retail developments selling durable goods are not generally acceptable. 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.

5.84 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 ER 8

Large-scale non-food retailing

Proposals for large-scale non-food retailing (including retail warehouses) will
only be permitted where the proposed development:

1. is located in St Helier Town Centre;
2. itself, or cumulatively with other or proposed retail developments, will not
   cause detriment to the vitality or viability of St. Helier Town Centre;
3. is genuinely accessible by a choice of means of transport including
   pedestrians, cyclists, public transport users including those with mobility
   impairments;
4. provides adequate space and facilities for servicing and deliveries;
5. provides facilities for the recycling of waste packaging generated by the
   proposal and complies with relevant waste policies.
6. accords with General Development Considerations

In the case of applications for large-scale non-food retailing (including retail
warehousing) outside the St Helier Town Centre, evidence of retail impact will
be required to show that the proposal would not undermine the vitality and viability
of the town centre.

Any retail impact assessment should address the following issues:

1. the quantitative and qualitative need for the development, including increases
   in sales areas;
2. the sequential approach, as outlined by the Policy SP 3 ‘Sequential approach
to development’.

Retailing within industrial sites

5.85 The existing industrial sites, defined at Policy EIW 1 'Protection of existing
industrial sites', such as Rue des Pres, already include an element of trade retailing
and this serves an important commercial function. Only retailing that is, however,
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, as this may achieve higher rentals. This would detract from
their industrial purpose and reduce the stock of premises available to industry.
Policy ER 9
Retailing within industrial sites

Proposals for retail development within existing and proposed industrial sites will only be permitted where the development 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, and will not lead to an unreasonable loss of industrial floorspace.

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

Retail development outside the Built-up Area

5.86 During the life of the 2002 Island Plan, retail development in the countryside has been largely resisted and the Planning and Environment Minister will continue to resist proposals for retail uses outside the Built-up Area.

5.87 Retail uses in the countryside will only be considered where they are ancillary to other uses. Shops ancillary to other uses, such as 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 Minister will support this type of development provided that it is related and ancillary to the main use and is limited in scale: normally the maximum size should be under 100 sq.m of retail floorspace.

5.88 The impact of such facilities on the existing hierarchy and distribution of shopping facilities in the Island will need to be taken into account, as will the impact on the countryside.

Policy ER 10
Retail development outside the Built-up Area

There is a presumption against the establishment of new retail uses outside the Built-up Area, in accordance with Policy SP 3 'Sequential approach to development'.

In exceptional circumstances, the Planning and Environment Minister may permit the sale of goods which are related and ancillary to the main activity on the site and where the proposal makes use of existing buildings, and will have no unreasonable effect on the vitality or viability of St Helier Town Centre, the central markets or a local shopping centre.
Economy

There will be a presumption against extensions to existing retail buildings outside of the Built-up Area.

Farm shops

5.89 Retail outlets should normally be located within the defined shopping centres but there may be instances where it is appropriate and beneficial to allow retailing where it is ancillary to an existing related economic activity outside the Built-up Area. Farm shops can provide a valuable service for both visitors and local residents in rural areas, providing fresh local produce, jobs and other services, which play a vital role in the diversification of the rural economy.

5.90 The sale of fresh local produce should be the major justification for the shop’s existence and should be the predominant basis of retail sales, grounded on the fresh produce of the agricultural operation on which the farm shop is based. This is to ensure that the enterprise does not directly compete and undermine the viability of local shopping centres.

5.91 The Minister recognises that in order to provide a service throughout the year, farm shops will need to bring in produce that is not produced on the agricultural holding to overcome the problems of seasonality, to provide continuity of employment and to ensure a sufficiently wide selection of produce can be offered. However, the emphasis should remain on fresh local produce and conditions may be imposed in respect of the quantity of non-farm produce and non-local goods to be sold to ensure that it remains a farm shop and where it is felt that the enterprise could impact adversely on the vitality of local shopping centres or the town centre.

5.92 The retail outlet should have regard to its rural location and not detract from the visual amenity of the area. Normally the maximum size of a farm shop should be under 100 sq.m. To lessen its impact, the outlet should normally be developed within existing buildings or within the curtilage of an existing group of buildings.

5.93 Work is to be undertaken to assess the nature and extent of farm shop provision and the nature of retail sales from them in Jersey and the Minister may issue further supplementary planning guidance in response to its findings.

Policy ER 11

Farm shops

Proposals for farm shops and other small-scale ancillary retail outlets will be permitted where the enterprise is ancillary to an existing related economic activity, and where it does not undermine the vitality and viability of existing shopping centres defined in Policy ER 2 'Protection and promotion of St Helier for shopping'.
and Policy ER 3 'Protection and promotion of local shopping centres' or put at risk a near-by village shop; and where the development is not more than 100sq.m.(gross) in floor area.

The proposal must meet the requirements of Policy GD 1 'General development considerations' and conditions will be imposed in respect of the type and range of goods to be sold.

Light industry and warehousing

EIW: Current position

5.94 The light industrial and warehousing sector includes a diverse range of activities including manufacturing, construction, storage, garages and workshops, warehousing, distribution and transportation businesses. Most industrial activity that takes place in the Island can be described as light industry, storage or distribution.

5.95 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, the growth and development of the light industrial sectors of the economy will be stifled. Emerging industries may not develop because of a lack of premises. This will also restrict opportunities to relocate businesses from sites where they have an adverse impact on residential areas, or can release land for homes.

5.96 The requirements for industrial land over the Plan period will arise primarily 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;
- new enterprises
- the emergence of certain industries with particular land-use requirements, such as e-commerce, marine traders and the media.

5.97 Information on future requirements has come from consultation with the main commercial agents about outstanding requirements for sites and floorspace of various sizes and the estimated floorspace associated with businesses seeking to relocate or included within the assessment of urban capacity as bad neighbours or sites with potential for other, principally housing, uses.

5.98 It is the policy of the Economic Development Department 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 may lead to various requirements for floor space in addition to those identified above.

5.99 The site requirements for the different types of users will vary. Purpose-built starter units or redundant agricultural buildings could suit many small enterprises. Larger users are likely to require specific sites developed for particular needs. 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.

EIW: Objectives

5.100 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 aim to:

Objective EIW 1

Light industry and warehouse policy objectives

1. Protect existing industrial estates and sites from development for non-industrial uses;
2. Ensure that sufficient land is available to provide for the relocation of inappropriately located industry;
3. Allow for the expansion of existing industries and the formation of emerging industries;
4. Support the provision of small-scale workshops and industrial premises within key settlements, where they can provide local employment;
5. Ensure that light industrial development is concentrated in locations where the impact on the landscape, agriculture, adjacent land-uses and transport and utilities infrastructure is minimised.

EIW: Policies

Provision of light industrial and warehouse land

Summary of demand findings
5.101 At present it is estimated that the current stock of industrial accommodation is in the region of 1.5 million sq.ft (139,354 sq.m). This is situated on a diverse array of sites throughout the Island with the main locations being La Collette, Elizabeth Harbour, Rue des Pres Trading Estate, St Peter’s Technical Park, Rue du Bechet, Springside and Five Oaks. In addition, there are a number of smaller secondary locations such as Thistlegrove, Landes du Marche and the Barrette’s site in St John.

5.102 The quality of the existing stock ranges considerably from new purpose-built accommodation with high eaves and good access, to former farm buildings. Much of the existing stock has evolved over the years and is now constrained by planning or geographical restrictions. Many of the sites therefore suffer from very poor circulation and parking provision. Access to many sites is also poor, particularly for larger vehicles where premises are situated in rural locations.

5.103 At the time the Island Plan was published in July 2002 it was noted that there were requirements for some 25,000 sq.m or (270,000 sq.ft) of “industrial floor space”. Therefore, since the adoption of the Island Plan, the level of demand remained fairly constant and had not been reduced by a significant proportion up to 2007.

5.104 It was also highlighted in the 2002 Island Plan that to assist with the relocation of businesses from the town centre in order to release land for housing and other more appropriate uses, there may be a requirement for a further 17.4 acres or hectares of industrial land. Based on an approximate ratio of floor space to site area of 1:2 this would equate to a further 379,000 sq.ft (35,210 sq.m) of industrial accommodation.

5.105 In response to a Chamber of Commerce survey in December 2006, 22% of respondents stated that they had been seeking premises for over 1 year and in May 2008 this had increased to 43%. 62% agreed that the provisions of the existing Island Plan, which allocated land at La Collette for further industrial development, which has been used instead for waste management and latterly the new Energy from Waste plant, were restricting access to appropriate facilities to meet their requirements.

5.106 In December 2006 46% had stated that the lack of available facilities was having a negative impact on the development of their business and in 2008 this increased to 79%.

5.107 At present there are unsatisfied requirements for up to 50-75,000 sq.ft of warehousing and light industrial accommodation, which represents approximately 3-5% of the existing light industrial/warehousing stock. Based on an approximate ratio of floor space to site area of 1:2, the current level of demand equates to approximately 2.3-3.4 acres of land.

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5 Source: BNP Paribas Real Estate (February 2011)
The latest findings from the BNP Paribas report also finds that the nature of the requirements has also changed and believe that there is now less demand for larger premises in excess of 20,000 sq.ft. In terms of current requirements there are only 2 or 3 in excess of 10,000 sq.ft with the majority being for smaller premises in the 2,000 to 5,000 sq.ft range.

BNP go on to state that they believe that there is a significant “hidden demand” in the market. In other words businesses who are currently occupying sub-standard premises who would consider relocating if suitable alternative premises were available but are not actively searching because of the lack of accommodation on the market. The limitations of the existing stock are well demonstrated in Rue des Pres where access and car parking provision is extremely poor.

There is anecdotal evidence that demand is particularly strong for premises suitable for “start-up” businesses in the 1,000 to 4,999 sq.ft category and there is strong demand for accommodation for archiving and disaster recovery. The local fulfilment sector is also continuing to generate some demand for suitable accommodation.

The majority of the current demand is being driven by businesses wishing to expand or obtain improved operational capabilities through the use of more efficient premises. Almost without exception the occupiers seeking accommodation require:

- internal eaves height of 8 metres or more to achieve the best possible cubic capacity.
- premises should be of a clear span portal frame construction with, insulated external cladding and a floor slab capable of supporting a loading of 50 kn/sq.m or 1,000lb/sq.ft
- loading doors of approximately 4.8m x 4m.
- good parking, circulation and access for larger vehicles.

In summary the total (taking both the re-location and unsatisfied demand) for new light industrial land is of the order of 20 acres. It is, however, important to keep these requirements under review, particularly given the potential for change to the low value consignment arrangements that have enabled the fulfilment industry to grow and develop in Jersey. Any change to these arrangements may significantly alter demand for warehouse floorspace.

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6 A reduction from £18 (reduced to £15 VAT relief threshold in November 2011, at March 2011) applies to all goods imported into the UK from outside the European Union, with the exception of alcohol and tobacco, for which other rules apply. The relief falls under European Community VAT legislation that requires member states to exempt from VAT all eligible goods with a value of less than €10. Member states may increase the threshold to €22 if they so wish and, like the majority of the other member states, the UK has always applied the maximum relief allowable since the introduction of the directive in 1983. This is done to reduce the administrative and operating costs of calculating, collecting and paying small amounts of tax on very large numbers—millions—of low-value goods.
Summary of supply findings

5.113 The provision of potential additional industrial floorspace to meet this excess demand has been identified at the following locations:

La Collette and surrounding harbour areas

5.114 Potential future provision at La Collette and the surrounding harbour areas is currently being considered as part of detailed masterplanning exercise. La Collette could yield up 43,400 sq.m/467,158 sq.ft of land for mixed business use, light industrial and warehousing. However it is recognised (7) that Buncefield Restrictions have potentially sterilised much of the La Collette Site and have restricted the use of the premises to their existing use or a very limited range of alternative uses which will limit their useful contribution to the stock of premises in this sector in the future.

5.115 The area has been identified on the proposals map as a Regeneration Zone, and until the masterplanning is complete it is unknown what the realistic potential for industrial development may be and so other sources of supply will need to be relied upon.

Non-operational land at the airport

5.116 Potential future provision on non-operational land surrounding the airport is also currently being considered as part of a detailed masterplanning exercise. This site has been identified as a Regeneration Zone and offers the potential to contribute towards the need for new light industrial, business or warehouse space, subject to traffic impact assessments.

Other States-owned land

5.117 The use of States-owned land, outside of the airport and La Collette, also has the potential to meet some of the demand. Clearly, any such land would need to be appropriate in planning terms and accord with the criteria used to assess light industrial sites. Those sites with potential to contribute to this need that are presently part of the States property portfolio, or with the potential for disposal, will need to be assessed as they become surplus to requirements and available.

Existing light industrial sites

5.118 Seven existing industrial sites zoned in the 2002 Island Plan are protected from alternative development by Policy EIW 1 ‘Protection of existing industrial sites’. They are;

- Rue des Pres Trading Estate, St Saviour;
- Jersey Steel, Beaumont, St Lawrence;
- St Peter’s Technical Park, St Peter;

7 BNP Paribas Real Estate (February 2011)
Economy

- Springside, Trinity;
- L.C. Pallot Properties, Trinity;
- Barrette Commercial Centre, Mont Mado, St John,
- Thistle Grove, St Lawrence.

5.119 A review of these has revealed that most of the sites are operating at near capacity and are unsuitable for any form of expansion.

Development of existing agricultural premises/windfall development opportunities

5.120 Other requirements for industry may be met by using redundant agricultural buildings for light industry and storage. Disused agricultural buildings are particularly important in providing small workshops, although not all redundant agricultural buildings will be suitable: they will have to comply with the policies in the Rural Economy section (Policy ERE 5 ‘New Agricultural Buildings, Extensions, And Horticultural Structures’). This source is not expected to be significant in meeting the future requirements of light industrial development and also cannot be predicted with accuracy.

5.121 The other potential category is that of private windfall development, which cannot be individually predicted at this stage. This windfall source could include sites within the Built-up Areas, in addition to conversions and small developments in the countryside, where appropriate. Some of these sites may arise though Policy E 1 ‘Protection of employment land’, which will promote and allow for the re-use of existing commercial sites, some of which may move to light industrial use.

5.122 The Minister also considers that his proposed changes to permitted development rights for light industrial / warehouse premises – allowing a five per cent increase in floorspace without the need for express consent – may also enable the enhancement and improvement of the supply of warehouse / light industrial premises. This change could, theoretically, see the creation of an additional 75,000 square feet (7,000 sq.m), which would meet the current estimated demand levels.

Proposal 19

Provision of light industrial and warehouse land

In order to meet the demand requirements for light industrial land, additional land will be considered for potential light industrial development over the Plan period.

8 Proposed amendment to General Development Order
It is anticipated that this land could come from the following potential sources, which will, in some cases, need further examination and may require consultation before any development can take place;

- La Collette and surrounding harbour areas
- non-operational land at the airport
- other States-owned land
- existing light industrial sites
- development of existing agricultural premises/windfall development opportunities

The demand for light industrial and warehouse land will be monitored and kept under review over the Plan period.

Protection of existing industrial sites

5.123 The States Strategic Plan 2009-2014 promotes the need to sustain and enhance the Island's economic performance. That Plan recognises that it is important to the Island's economy to encourage and facilitate sustainable economic growth with low levels of inflation coupled with economic diversification and the creation of job opportunities.

5.124 This objective is dependent, in part, on protecting and enhancing existing employment/commercial land and sites. It is considered appropriate to enhance and protect the Island's most sustainable and valued 'industrial' estates through the application of appropriate policies, particularly by a sequential approach towards any redevelopment proposals.

5.125 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 floorspace, refurbishing units, providing off-street car parking, improving access, security and infrastructure and landscaping.

5.126 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 significant employment.
Economy

Policy EIW 1

Protection of existing industrial sites

Industrial development and redevelopment, including manufacturing, warehousing and distribution uses, will be permitted within the following existing industrial sites, subject to being in accordance with criteria for new industrial development, as set out in Policies Policy EIW 2 'New industrial buildings' and 'Extensions or alterations to existing industrial buildings'. The following sites are designated on the Proposals Map as industrial sites:

- Rue des Pres Trading Estate, St Saviour;
- Jersey Steel, Beaumont, St Lawrence;
- St Peter’s Technical Park, St Peter;
- Springside, Trinity;
- La Collette, St Helier;
- L.C. Pallot Properties, Trinity;
- Barrette Commercial Centre, Mont Mado, St John; and
- Thistlegrove, St Lawrence.

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

Proposals for new industrial buildings

5.127 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 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 EIW 2

New industrial buildings

Proposals for new industrial buildings within designated sites and the boundary of the Built-up Area, will be permitted provided that the development accords with Policy GD 1 'General development considerations'.
Proposals which do not satisfy these criteria will not be permitted.

Relocation of bad neighbour uses

There are existing industrial users which, 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 or occupy more efficient premises.

Policy EIW 3

Relocation of bad neighbour uses

The Minister for Planning and Environment will encourage the relocation of industrial, storage and distribution activities which are considered to be unneighbourly in their present location where it would lead to overall environmental benefits and accords with Policy EIW 2 'New industrial buildings'.

The relocation of industrial, storage and distribution activities 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 existing industrial buildings

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 meet the majority of requirements. Enabling existing industries to expand and develop on existing sites rather than relocate makes economic sense because it uses existing land resources and buildings more efficiently. However, where there are potential problems associated with an industrial operation, it is important that any extensions or alterations mitigate, rather than exacerbate, its impact.

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 the Built-up Area and outside designated industrial sites.
Policy EIW 4

Extensions or alterations to existing industrial buildings

The extension or alteration of existing industrial buildings will be encouraged, provided that the proposal accords with Policy GD 1 'General development considerations'.

Proposals which do not satisfy this policy will not be permitted.

There will be a presumption against extensions, alterations and/or the intensification of use of existing industrial buildings outside of the Built-up Area and designated industrial sites.

New industrial development in the countryside

5.131 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 need to be demonstrated that the buildings are essential to the operations at the particular site, and cannot be located within the Built-up Areas or on a designated industrial site.

Policy EIW 5

Industrial development in the countryside

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

1. directly related to the winning, processing, treatment and transportation of minerals; waste management including recycling; or the processing of agricultural products;
2. essential for the processing to take place close to the source of raw materials;
3. related to the expected life of the raw material source or landfill site; and
4. in accordance with Policy GD 1 'General development considerations'.

Proposals which do not satisfy these criteria will not be permitted
Rural and marine economy

ERE: Current position

5.132 The appearance of Jersey’s countryside is largely the product of human intervention, mainly through farming. Agriculture has been going through changes for several decades due to changing technologies and economic forces. Tourism is targeting a ‘greener’, more discerning visitor and leisure and recreation are making new demands on rural areas. Furthermore, changing lifestyles place greater pressure on rural settlements and the countryside for housing and employment.

5.133 The Rural Economy Strategy – P.112/2005, approved by the States in July 2005, commits to maintaining and enhancing a strong, successful and environmentally sustainable economy and made recommendations on ways to achieve this. It has recently been updated (9) but retains support for these key principles.

5.134 The strategy introduced ‘inter alia’ the concept of enabling development in support of the Island’s agricultural industry, specifically aimed at aiding the recovery of the rural economy.

5.135 "Enabling development" includes development that can be contrary to established planning policy in the Island Plan, but because it brings public benefits that have been demonstrated to clearly outweigh any harm that would be caused by the development, a case can be made for granting permission. The benefits are paid for by the value added to land as a result of the granting of planning permission for its development.

5.136 The defining characteristic of enabling development is that, whilst it may be contrary to established planning policy, the gain from contravening policy subsidises a public benefit that could not otherwise be achieved. Thus, unlike most planning applications, financial issues are central to determining proposals for enabling development and the Minister will have regard to this when considering such applications.

5.137 The Jersey countryside is one of its most prized assets but the limited supply of land in the Island has resulted in it being subject to considerable pressure for development. To some extent this pressure is related to the pressure for development that cannot be met in the urban areas but it is also to meet the needs and aspirations of those living and working in the countryside. Development includes housing and industry, rural development associated with farm units, the requirements for diversification of the agricultural industry and demand for tourism and leisure activities. All of these, to a greater or lesser extent, can threaten landscape character and biodiversity and require careful control, while meeting the needs of the Island’s residents.

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(9) Rural Economy Strategy 2011-2015: Sustaining and Growing the Rural Economy
ERE: Objectives

5.138 The policy objectives for this section of the plan are the same as the Countryside Renewal Scheme. The Scheme provides funding to farmers, landowners and managers for projects that provide environmental benefit to the people and wildlife of Jersey

**Objective ERE 1**

*Rural economy objectives*

The aims of the Countryside Renewal Scheme are:

1. To improve the care of the Island's countryside, enhancing biodiversity, protecting wildlife and the landscape;
2. To bring additional environmental benefits to the population of the Island and improve their quality of life;
3. To minimise the risks of pollution from agricultural sources – primarily from slurry and nitrates;
4. To enhance the image of farming as adopting progressive practices that benefit the environment;
5. To support the marketing of Jersey produce – based on environmentally friendly agriculture;
6. To protect and enhance the visual attractiveness of Jersey for both residents and visitors – with benefits for other industries, such as tourism.

ERE: Policies and proposals

**Stewardship in agriculture**

5.139 A major theme of the countryside policies is the need for a sense of the stewardship of land. This is a broad term for the wise use of rural resources and is illustrated in Figure 5.1 ‘Interdependence in the Countryside’. 
5.140 Farmers are regarded as the ‘guardians of the countryside’ and therefore provide a key role in land stewardship, with over half the area of the Island in the management of farmers or rural landowners. In the Island and elsewhere, stewardship has developed through a range of ‘agri-environment’ initiatives. These include:

- ‘environmentally sensitive areas’ where farmers are encouraged to help protect landscape and biodiversity in an extensive area of special interest;
- ‘countryside stewardship’ schemes where farmers are encouraged to enhance and restore specific landscape features and habitat and create public access;
- ‘whole farm plans’ where farmers are encouraged to enhance the countryside on an individual farm basis; and
- other schemes include: the promotion of woodland through conversion from agriculture; the encouragement of organic farming; and the opening up of access to the countryside through management agreements.

5.141 In Jersey the environment is of such importance and in need of appropriate management that, combined with the opportunities for farmers to diversify, the potential for stewardship is particularly strong. Clearly, such an approach is largely the joint remit of the Economic Development and Environment Departments, who
have direct contacts with farmers and the appropriate mechanisms to encourage and assist them. Stewardship of the countryside is, by definition, an holistic approach and will involve the Minister for Planning and Environment.

**Proposal 20**

**Stewardship in agriculture**

The Minister for Planning and Environment will be supportive of schemes for the better stewardship of the Jersey countryside including agri-environment schemes, identification of environmentally sensitive areas, agri-forestry projects, countryside stewardship schemes, and whole farm plans.

**Safeguarding farmland**

5.142 It is important to Island life that agriculture is supported and remains viable to sustain the livelihoods of those engaged in farming and in other sectors that contribute to the improved management of Jersey’s natural environment. It is also important to protect the meadows and cotills from domestication and an important aspect of this policy is to ensure that land that is of value to agriculture is safeguarded against inappropriate changes in use.

5.143 There are constant demands on agricultural land both from within and outside the industry, particularly as farmers look to diversify. However, it is wise to employ the ‘precautionary principle’ and continue to safeguard agricultural land.

**Policy ERE 1**

**Safeguarding agricultural land**

There is a presumption against the permanent loss of good agricultural land for development or other purposes. Where exceptions are proposed, the Minister for Planning and Environment will take into account:

- the impact on the viability of an agricultural holding;
- the nature of the proposed use;
- in the case of a dwelling, the requirement for reasonable private amenity space;
- the visual impact; and
- the recommendations contained in the Countryside Character Appraisal.
Diversification of agriculture and the rural economy

5.144 Changes in the structure of agriculture and economic challenges will drive diversification in the industry. The States Rural Economy Strategy promotes diversification in the industry and looks to the Minister for Planning and Environment to support the objectives of the strategy. Diversification might include organic production, energy crops or low intensity farming, or alternatively might include appropriate countryside activities outside farming such as recreation, crafts, product processing or environmental management. The Minister for Planning and Environment will generally support these activities where they do not introduce unwanted impacts and help support the farming community.

Policy ERE 2
Diversification of agriculture and the rural economy

The Minister for Planning and Environment will support proposals for diversification in the agricultural industry, provided that the development accords with Policy GD 1 ‘General development considerations’ and does not conflict with policies for the safeguarding of countryside character and nature conservation.

The Economic Development Department will be consulted in respect of applications which seek diversification in the agricultural industry and their potential viability to the rural economy. Proposals which do not satisfy the above criteria will not be permitted.

Enabling development

5.145 “Enabling or linked development” is the term given to development of a site for purposes outside the landowner’s principal business, with the capital so raised being used to fund the construction of facilities which will enhance business performance and/or have a positive environmental benefit.

5.146 The agricultural industry has a major strategic asset in its considerable land bank. It is self-evident that almost any business modernisation scheme could, in theory, be funded through the mechanism of obtaining development permission for non-agricultural development on part of that land. It should be equally self-evident that it would not be in the best long-term interests of the community to allow all and any such development to take place.

5.147 It is nevertheless possible for some business modernisation, with new facilities, to have a positive impact on the countryside, particularly when it is conditioned on the removal of unsightly, disused buildings, or on general amenity
improvements. Such an arrangement might be used to achieve the clearance of derelict and eyesore sites, such as no-longer viable glasshouses, and the return of the site to a natural condition, as part of a larger package. There could be an element of ‘cross-subsidy’, in planning gain terms, with construction on one site being offset against amenity improvements on the same or a different site.

5.148 An underlying principle of the enabling policy is that the financial gain to the landowner from the development permitted should not exceed the investment necessary for new facilities to be constructed. The other key principle is that unrelated construction should not be the automatic ‘first resort’ of rural businesses seeking to fund the modernisation of their core operations.

5.149 The Rural Economy Strategy is a material consideration to which the Minister will have regard in determining applications which propose enabling or linked development and will also consult with the Economic Development Department on all enabling development proposals at an early stage to secure an independent and robust assessment of the business case for the proposals. The Minister is also concerned to ensure that applications for enabling development are advertised in a way that ensures that the nature of the proposal is brought to the attention of the public of the Island and will review the Planning and Building (Application Publication) (Jersey) Order 2006 to give effect to this.

Policy ERE 3

Enabling or linked development

Applications that put forward enabling or linked development proposals will be required to clearly demonstrate to the satisfaction of the Minister for Planning and Environment that:

1. the enabling development will not significantly harm the archaeological, historic, biodiversity or landscape interest of the countryside asset or its constituent features, including the setting of important buildings;
2. the proposal avoids detrimental fragmentation of management of the countryside asset;
3. the enabling development will secure the long-term future of the countryside asset, and where applicable, its continued use for a sympathetic purpose;
4. adequate financial assistance is not available from any other source;
5. it is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the countryside asset, and that its form minimises disbenefits;
6. the value or benefit of the survival or enhancement of the countryside asset outweighs the long-term cost to the community (i.e. the disbenefits) of providing the enabling development.
Applications for enabling development which do not meet all of the above criteria will not be permitted.

Proposal 21

Advertising enabling development proposals

The Minister for Planning and Environment will review the Planning and Building (Application Public) (Jersey) Order 2006 to ensure that applications for enabling development are advertised in a way that ensures that the nature of the proposal is brought to the attention of the public of the Island.

Change of use and conversion of traditional farm buildings

5.150 Traditional farm buildings include granite barns and other buildings of traditional construction. Such buildings may become redundant because they are inefficient for modern farming, have fallen out of use due to changes of ownership or tenancy, are not part of a group any longer used for farming, or are not used because of farm consolidation elsewhere.

5.151 Many traditional farm buildings are Listed buildings and an important feature of the Island's farming heritage. Others may not be buildings of particular architectural merit but still contribute to the character of the Jersey countryside.

5.152 It is important that traditional buildings are used appropriately in order to ensure their survival. Ideally such buildings should not be lost to agriculture if there is still a requirement for them, but traditional farm buildings may also be suitable for uses such as housing, commercial use or tourist accommodation. Proposals for the change of use and conversion of buildings to non-agricultural uses, will require the applicant to prove that the buildings are redundant both to the farm operation or to agriculture as a whole.

5.153 Supplementary guidance on these issues is contained in Planning Policy Note No.2: The Future Use of Jersey’s Traditional Farm Buildings and Planning Design Guide No.2: The Conversion of Jersey’s Traditional Farm Buildings. The Minister for Planning and Environment takes the view that traditional farm buildings should retain their general appearance and distinctive agricultural identity after conversion.
Economy

Policy ERE 4

Change of use and/or conversion of traditional farm buildings

Applications for the change of use and/or conversion of traditional farm buildings to other appropriate commercial and community uses, residential or holiday accommodation, or the sale of fresh local farm produce, will be permitted, provided the building is redundant for agricultural use, and accords with Policy GD 1 ‘General development considerations’.

The redundancy of the building to both the farm unit and to agriculture as a whole, must be proved by the applicant.

Change of use and conversion of modern farm buildings

5.154 Modern agricultural buildings, including large, multi-span metal-clad sheds and earlier concrete block structures, may become redundant due to restructuring of holdings and changes in the industry. Many of these buildings are located in isolated areas and are visually intrusive in the countryside. They were only granted permission, often in sensitive rural locations, because of the particular needs of agriculture and it could be argued that, if they are now redundant, they should be removed.

5.155 The change of use of agricultural buildings will only be considered where the redundancy of the building to the owner and to the agricultural industry is proven by the applicant to the satisfaction of the Minister for Planning and Environment, in consultation with the Economic Development Department. Some of the more recent, larger-scale agricultural buildings may be judged to be of strategic importance to the industry as a whole and their loss to agriculture will generally be resisted.

5.156 If alternative uses such as storage or light industry are to be considered, then the Minister for Planning and Environment will take into account the building’s proximity to main roads and the nature of the particular use that is proposed. Moreover, it is important that the building has been used for agricultural purposes for at least five years. This will help to deter proposals for the construction of new agricultural buildings with a view to conversion later to non-agricultural use.
Policy ERE 5

Change of use and/or conversion of modern farm buildings

There will be a general presumption against the change of use and/or conversion to other use of modern farm buildings unless the redundancy of the building to the farm unit and to the agriculture industry as a whole is proven by the applicant, to the satisfaction of the Minister for Planning and Environment, that the building is not of strategic importance to the agricultural industry.

If the Minister is satisfied that the building is redundant to the needs of the agricultural industry, then consideration may be given to an alternative use provided that the proposed use is appropriate to the Island’s economic needs, such as light industry, warehousing or distribution uses.

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

Where permission is granted the Minister will, as appropriate, impose conditions relating to external storage of materials, parking, landscaping and visual improvements to the building.

New agricultural buildings, extensions and horticultural structures.

5.157 Changing trends in farming and horticulture can result in demands for new development to serve the industry. The guidance set out in the current Planning Policy Note for modern agricultural buildings provides guidance which attempts to balance the need to protect and enhance the Jersey countryside whilst recognising the need for modern, large buildings and extensions, which can be difficult to assimilate into the landscape. The Policy Note sets out criteria for the siting and design of agricultural buildings and the recommended procedure for those wishing to construct them. This policy should be read in conjunction with that guidance.

5.158 To prevent further damage to the character of the countryside that the impact of new agricultural buildings and structures can have, the Minister will require that all new development is subject to a clear requirement to remove the structure upon its redundancy to agriculture.
Policy ERE 6

Agricultural buildings, extensions and horticultural structures

There will be a strong presumption against proposals for agricultural buildings, extensions to existing agricultural buildings and horticultural structures unless it is demonstrated to the satisfaction of the Minister for Planning and Environment that the proposed development is essential to the proper function of the farm holding, will contribute to the viability of the Island’s agricultural industry, and cannot be met from the use of existing agricultural buildings or horticultural structures elsewhere, which might be available for purchase or lease.

Where the Minister accepts the justification, the new development shall comply with planning policy note for modern agricultural buildings, be located within or adjacent to an existing group of buildings unless it can be demonstrated that a more isolated location is essential to meet the needs of the holding and accords Policy GD 1 'General development considerations'

The Minister will impose conditions and/or use planning obligation agreements to ensure the removal of agricultural buildings, extensions to existing agricultural buildings and horticultural structures should they become redundant to the agricultural industry.

Derelict and redundant glasshouses

5.159 Changes in the horticultural industry have led to many glasshouses becoming redundant and falling into disuse and eventual dereliction. Many owners and growers have an expectation that development for other purposes will be permitted on the site. However, glasshouses are regarded as temporary structures related to the agricultural/horticultural use of the land and are subject to the normal policies for the countryside.

5.160 The dereliction of glasshouses blights the landscape in many parts of Jersey and sterilises the land for other agricultural uses. Only in exceptional circumstances will such derelict sites be appropriate for non-agricultural development and it is the intention of the Department of the Environment that appropriate means are introduced to encourage or require landowners and horticulturists to remove these eyesores in order to enhance the countryside.

5.161 Any development of glasshouse sites will be considered on the planning merits of each individual site. However, if development is allowed, it will be limited to development with a value commensurate with the costs of removing the glasshouses and restoring most of the land to agricultural use.
Policy ERE 7

Derelict and redundant glasshouses

There is a presumption against the redevelopment of redundant and derelict glasshouses for other uses, unless the alternative use is directly related to agriculture or diversification of agricultural activity.

Glasshouses which have become surplus to the requirements of the existing user, but which are considered to be of value to the horticultural industry, should be retained in the industry and advertised for sale or rent.

Where glasshouses are no longer viable to the horticultural industry and a ‘disuse and disrepair’ condition is attached to the planning permission, then the landowner will be required to comply with that condition.

In exceptional circumstances, the development of redundant and derelict glasshouse sites may be considered for non-agricultural purposes, provided that the amount of development permitted will be the minimum required to ensure a demonstrable environmental improvement of the site by the removal of the glasshouses and any contaminated material, the reduction in the area of buildings, and the repair to the landscape, and accords with Policy GD 1 ‘General development considerations’.

Where disused or derelict glasshouse sites without a ‘disuse and disrepair’ condition are in a sensitive and isolated location, the Minister may consider the entire land-holding in order to determine the most appropriate area for development, which may not necessarily be on the site of the existing derelict glasshouses.

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

Fishing and fish farming

Fishing for shellfish, wet fish and fish farming are important economic activities which need safeguarding and supporting. The policies aimed at sustaining marine biodiversity\(^{11}\), will assist in ensuring the health of fish stocks and the conservation of their nursery grounds and feeding areas. It is also important that the industry is assisted in terms of its land based needs such as access, servicing, packaging and cold storage.

\(^{11}\) see Policy Ne5: Marine Zone
Policy ERE 8

Fishing and fish farming

The Minister for Planning and Environment will endeavour to safeguard the marine and land resources forming the basis of the fishing and fish farming industries through policies for marine conservation and control of development. Proposals to provide facilities and infrastructure which are essential for the fishing and fish farming industries will be supported, provided that the development accords with Policy GD 1 ‘General development considerations’ and Policy NE 5 ‘Marine Zone’.

Visitor economy

5.162 Most people in Jersey are affected in some way by tourism and the wider visitor economy. It is important to distinguish between tourism and the wider visitor economy as a number of visitor attractions are increasingly reliant on attracting Island residents.

5.163 Without the income from visitors to the Island there would likely be:

- fewer air services and probably no fast ferries
- fewer shops and a more restricted choice
- a limited number of hotels and restaurants
- a poorer bus and taxi service
- less business for farmers, hairdressers, decorators, accountants and other small enterprises
- less income for Jersey Post and Telecoms and possibly higher charges

5.164 As a small, independent Island, Jersey has limited economic choices. The finance industry, the mainstay of the economy, faces its own long-term risks and threats, but there is little else to replace tourism. Decline in tourism would have significant wider repercussions. There is a synergy between tourism and other parts of the economy. The finance industry relies on much of the infrastructure which is supported by tourism such as hotels, transport and restaurants. Tourism helps project a positive image of Jersey to the outside world.

5.165 The great strength of tourism is that it is a sustainable activity based on the sensitive exploitation of Jersey’s natural resources. Properly managed and developed, it has a long-term future and prospects for growth. Tourism cannot flourish in Jersey without the wholehearted support of the States and the wider community. There is a concern that tourism is taken for granted and not given the recognition it deserves.
5.166  Jersey’s tourism started to decline during the 1990s. Whilst the number of visitors remained broadly constant until 1997, it fell by 10% from 1997-99. In 2005 the decline reversed, for the first time in many years, with a small increase in numbers. However, from 2005-2006 there was a 3% decrease in visitors. In 2007 there was a dramatic turnaround with nearly a 5% increase on 2006 figures and the Island may be starting to benefit from the significant capital investment that has taken place in the hospitality industry over the past five years. A total of 947,943 people arrived in Jersey in 2008, 41,775 more than in 2006. Staying holiday visitors account for just over half of these and one in five are leisure day trips. Business and conference visitors are also a significant element, with the UK being by far the most important market, accounting for 80% of holiday visitors.

5.167  Tourism has also changed in other ways, with a decreasing length of stay, shorter booking times and a fall in the numbers of visitors in the main season. Visitors have also become older and more upmarket. The industry also faces a critical situation in recruiting and retaining staff due to the stringent employment and housing regulations. This is intensified by competition from the finance sector, making it difficult to operate efficiently, with high turnover and seasonal employment.

5.168  The countryside and marine areas form the basis of the Island’s attraction to visitors and residents alike. The changes in the tourism industry towards catering for a more environmental or ‘green’ tourism are already being felt in the Island and will influence land-use planning and the countryside in the future. This is already evident in the development of coastal footpaths, cycle-ways and Green Lanes, and demand for car parking, signage and interpretation. Access in the countryside often raises conflicts with landowners and a balanced, agreed approach is essential if all are to benefit.

**EVE: Objectives**

**Objective EVE 1**

**Tourism objectives**

1. To maximise economic and other benefits brought by visitors, whilst minimising any adverse impact on residents, businesses and the environment;
2. To sustain ongoing improvements in the range, quality and sustainability of visitor and leisure attractions for the benefit of local residents and visitors.
EVE: Policies

Visitor accommodation, tourism and cultural attractions

5.169 A strong and high quality visitor product is a key ingredient of a successful tourist destination. In order for Jersey to compete in the future, it will have to ensure that its product grows and changes to meet different expectations. The Island Plan has a role to play by supporting and enabling the tourism industry to compete sustainably to the benefit of the Island.

5.170 For tourism to be able to compete successfully, the industry will need to respond to ever-increasing consumer expectations and the needs of its target markets. Jersey will find it hard to compete effectively in the market place with its existing accommodation stock if it is not sufficiently diverse or modern in the facilities it provides.

5.171 In certain cases, refurbishment or extensions to existing properties will not be able to provide the required standards or configurations. It is likely that there will be a need to consider new hotels, guest houses, self-catering and camping sites during the Plan period.

5.172 The tourism industry has suffered the loss of almost a third of its hotel stock since the mid-1980s from competing land-uses. There is concern in the industry that this loss cannot be sustained indefinitely and that, if the industry is to address the decline in existing markets and compete for a share of new markets, the quantity, range and quality of accommodation needs to be addressed.

5.173 The Minister for Planning and Environment recognises that over the last few years many tourism-related properties have been converted to residential use. Accordingly, the Minister will not necessarily regard the loss of residential units as an obstacle when considering applications for new or extended tourism accommodation.

5.174 The Minister also recognises the dilemma between policies to protect and enhance the coasts and countryside and policies which seek to facilitate developments in the tourism industry to enable visitors to enjoy our unique environment. That dilemma can be resolved within the policies set out if proposals for new tourist related accommodation recognise the sensitivity of the areas covered by policies for the countryside.

5.175 The Minister has set out the criteria for development in the countryside and the presumptions against development, including those related to tourism, exist to protect and maintain those areas.

5.176 Provision of new attractions helps a destination to retain or grow its market share and remain competitive in the face of changing consumer expectations and innovations. Similarly, the ability of an existing attraction to upgrade, re-invent itself
or extend its operation is important to the continued viability of that attraction and the overall success of the visitor destination. The Minister will consider proposals for new or extended tourism and cultural attractions in accordance with the advice appropriate to the zoning of the site. Where there is a presumption against development, the Planning and Environment Minister will require clear evidence of the benefits of the proposals and how the development will enhance, or mitigate, the impact on the location.

Policy EVE 1

Visitor accommodation, tourism and cultural attractions

The development for new tourism accommodation, and extensions to existing hotel, guest house, other tourism (including self-catering) accommodation and visitor attractions, will be permitted within the identified built up area boundary provided it accords with Policy GD 1 ‘General development considerations’.

Within the Green Zone, proposals for visitor accommodation, tourism and cultural attractions will be determined in accordance with Policy NE7 ‘Green Zone’.

Within the Coastal National Park, proposals for visitor accommodation, tourism and cultural attractions will be determined in accordance with Policy NE 6 'Coastal National Park'.

Proposals for visitor accommodation, tourism and cultural attractions with implications for the Marine Zone will be determined in accord with Policy NE 5 'Marine Zone'.

Tourist Destination Areas

5.177 There are a number of components that make a successful visitor destination within the Island. These include a wide range of accommodation and attractions, good transport links, a high quality built or natural environment, a range of events and activities and strong visitor support facilities.

5.178 The support facilities are very often visitor attractors in their own right – a quality restaurant, cultural and recreational facilities, a good public house or a scenic coastal promenade, for example, are an important part of the overall ambience of a visitor destination. They bring an extra vibrancy to an area, help retain visitors and support the accommodation and attractions. Very often their cumulative loss can have a detrimental effect on an area’s tourism identity, as witnessed at Havre des Pas, which has lost some of its appeal to visitors by the loss of hotels and their replacement with housing.
Economy

5.179 There still remain a number of destinations in the Island which have a concentration of visitor support facilities and attract a high percentage of Island visitors and residents. Within these destinations, it is advantageous to protect the existing, and facilitate new, visitor support infrastructure. In order to limit the effect of a further erosion of tourist support facilities from existing locations which are considered to be of a strategic importance to the Island’s tourism industry, the Island Plan designates the following locations as Tourist Destination Areas. These locations are illustrated on the Proposals Map:

- St Aubin;
- St Brelade’s Bay;
- Havre des Pas; and
- Gorey.

### Policy EVE 2

**Tourist Destination Areas**

Within the Tourist Destination Areas designated on the Proposals Map, the Minister will support:

- environmental enhancements to the public realm;
- proposals for al fresco activities associated with restaurants, bars, cafés and outdoor performances; and
- improvements in accessibility for pedestrians, cyclists and public transport users and associated signage.

Proposals for new tourist accommodation and support facilities will be permitted in the Tourist Destination Areas provided that the development accords with Policy GD 1 ‘General development considerations’.

Proposals with implications for the Marine Zone will be determined in accord with Policy NE 5 ‘Marine Zone’.

### Tourism support facilities in the countryside

5.180 The quality of the countryside is a key asset to the Island’s tourism industry. Primary consideration will be given to the protection of the countryside, both in terms of the impact from supporting facilities and from associated visitor use. The provision of support facilities, however, such as car parks, toilets, cafés and kiosks, can assist access to the countryside for visitors and local residents and improve the experience for visitors.
Policy EVE 3

Tourism support facilities in the countryside

Proposals for tourism or support facilities including public conveniences, cafés and kiosks will be permitted where the proposal promotes informal recreational activities appropriate to the sensitivity of the countryside and accords with Policy GD 1 ‘General development considerations’.

Within the Coastal National Park, proposals for tourism support facilities will be determined in accordance with Policy NE 6 ‘Coastal National Park’.

Beach kiosks

5.181 Beach kiosks are typically small outlets selling snacks and drinks, and are an intrinsic part of life at the seaside. It is important that the service they provide is retained. Developments that require substantial extensions and involve a change in the character and function of an existing kiosk will not normally be allowed.

5.182 Some new kiosks may be approved in beach-front locations, particularly where there is limited provision at present. Such proposals should be considered under the auspices of Policy EVE: ‘Tourism support facilities in the countryside’.

Policy EVE 4

Beach kiosks

The Minister for Planning and Environment accepts that existing beach kiosks and cafés 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/café 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 be permitted.
Economy
6 Housing

H: Introduction

6.1 The home is central to life, providing the fundamental human need of shelter, in addition to meeting human desires for comfort, security, privacy, independence and personal identity. It is a fundamental role of the planning system and the Island Plan to provide an adequate supply of land to meet the housing requirements of the community over the Plan period.

6.2 Housing, and in particular the location of new housing development, is perhaps the most highly contentious subject area to be tackled in any new Island Plan. Residential development also represents a valuable tool and a significant opportunity to regenerate the physical and social fabric of Island communities and can play a positive role in improving the urban environment.

Policy context

6.3 The States Strategic Plan 2012 establishes a clear objective that all Island residents be adequately housed and identifies a number of actions to meet this objective;

- put in place schemes to generate affordable housing for social rental and purchase.
- bring forward schemes to support first time buyers.
- continue work on existing homes to meet the ‘Decent Homes Standard’.
- establish a Strategic Housing Unit to co-ordinate a long term housing strategy.
- address the funding of the maintenance and reinvestment of the States owned social housing stock.
- complete the Housing Transformation Programme to allow more flexibility in tackling housing issues.

6.4 In accord with strategic land-use planning policies Policy SP 1 ‘Spatial strategy’; Policy SP 2 ‘Efficient use of resources’; Policy SP 3 ‘Sequential approach to development’; Policy SP 4 ‘Protecting the natural and historic environment’ and Policy SP 6 ‘Reducing dependence on the car’, the Plan also needs to ensure that homes are provided in the right location to help achieve a more sustainable form and pattern of development in Jersey. It is also envisaged that the provision of new homes during the Plan period will provide the mechanism to lead urban regeneration, particularly in St Helier. For this to be achieved, new housing must be of high quality and must be complemented by investment in the public realm and local infrastructure - either through planning gain or public intervention - to revive and create an attractive and desirable urban living environment.
6.5 The provision of housing in Jersey is linked to residential qualifications. Those without residential qualifications have restricted options, being primarily, to live in unqualified property, such as a lodging house or staff accommodation, or to live in qualified property with a qualified person as their lodger or partner. Residential qualifications can be gained currently following ten years continuous residence or on grounds of hardship, wealth, or essential employment \(^1\). In accord with the Strategic Plan objective of providing adequate housing for all Island residents, the Plan seeks to address qualified and unqualified housing requirements.

### H: Objectives and indicators

#### Objective H 1

**Housing objectives**

1. To ensure the provision of land and development opportunities to meet the Island’s housing needs over the Plan period;
2. To lead the regeneration of the Island’s urban areas, particularly St Helier, through new residential development;
3. To sustain the viability of rural parish communities, where there is a justifiable need to do so, through the provision of land and development opportunities for new residential development.

#### Indicators H 1

**Housing indicators**

1. Number of homes built relative to estimated demand by category, tenure, type, size and affordability;
2. Number of homes built in St Helier and the remainder of the Built-up Area relative to estimated yields;
3. Amount of new residential development in rural parish communities considered necessary to support viability and vitality;
4. Population/migration levels and household structure changes.

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\(^1\) see Housing Law
H: Policies and proposals

Planning for homes

6.6 Planning for homes in Jersey requires an understanding of the requirements for homes and how homes will be supplied up to 2020. The Island Plan needs to address the anticipated overall demand for new homes during the Plan period, as well as ensuring that needs and demands for different categories of housing, housing tenures, and housing types are met. This is not straightforward and is based on a series of estimations and assumptions. Providing adequate homes to meet all aspirations is a significant challenge but is one we must strive to continually meet if our population is to be adequately housed in the medium to long-term.

6.7 Over the remaining period of the Plan, it is anticipated that the majority of new homes will continue to be provided by the private sector. This will be through conversions, redevelopment and infill development within the Built-up Area and the provision of new homes on brownfield land, in accord with Policy SP 1 ‘Spatial strategy’. Housing trusts and the parishes may also provide some housing over the Plan period and States-owned land will have an enhanced role in meeting the need for affordable homes.

6.8 The following sections set out the categories of housing on which the supply estimates and policies are based; summarises the housing requirements over the remainder of the Plan period and the manner in which they have been derived; and then addresses the anticipated supply of homes from existing sources. The Plan considers housing requirements, both in terms of need and demand, and sets out how these requirements will be met, having regard to the existing supply of homes.

Categories of housing

6.9 Housing in Jersey is an expensive commodity. The Strategic Plan seeks to ensure that homes in the Island are made more affordable and that affordable housing should be targeted at only those who need the support, whilst also seeking to ensure that the demand for other types of housing is met. The Island Plan distinguishes between the different types of ‘affordable’ and ‘market’ housing which are termed ‘Category A’ and ‘Category B’ housing respectively.

6.10 The categories of homes used in the estimates of supply and matched to requirements in the Island Plan are:

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2 This part of the Island Plan was amended - in July 2014 following adoption of the 2011 Island plan Review (P.37/2014) and includes reference to the 2012 Strategic Plan; 2011 Census; 2012 Residential land Availability Report; and 2012 Housing Needs Survey.

3 The definitions of Category A and Category B Housing were amended following the adoption of the 2011 Island Plan: Interim Review (P.37/2014) in July 2014.
Housing

Category A – Affordable housing

6.11 Jersey has a number of particular challenges around the delivery of affordable housing: in a small island, land will generally have a higher value placed upon it; construction costs can be comparatively high; and on-average higher income levels have led to an expensive housing market. As a result many households cannot afford the cost of housing in Jersey and need some assistance to meet their housing needs.

6.12 The Minister for Planning and Environment has sought to specifically zone land for the provision of affordable homes to help meet this need. To ensure that the homes provided on them are truly affordable, the Minister for Planning and Environment wishes to encourage innovation in construction methods and to explore alternative methods of ownership and housing delivery.

6.13 Category A affordable housing is defined as follows;

Affordable (Category A) housing includes homes for social rent and purchase, provided to specified eligible households whose needs are not met by the commercial housing market.

Affordable housing should meet the needs of persons on median incomes or below, who would otherwise have financial difficulties renting or purchasing residential accommodation in the general residential market, determined with regard to income levels and house prices prevailing in Jersey; and

Affordable housing may be owned and managed by a housing trust or association which provides homes to eligible families or individuals by means of sale or lease or by any other means on conditions that will ensure that the home will remain available for eligible families in the future. In order to ensure that the benefit of and access to affordable housing provided under this policy is not lost to future eligible households, conditions or restrictions may be imposed to ensure that the benefit may be recycled or retained in order to ensure the provision of affordable housing meets the needs of this and future generations.

The eligibility of households to access affordable housing shall be determined by their assessment through the Affordable Housing Gateway.

The Minister is committed to good quality design in housing and, in particular, will require that affordable homes be built to meet or exceed the standards for homes set out in supplementary planning guidance. To ensure that homes are truly affordable the Minister will encourage innovation in construction methods and alternative methods of home ownership and housing delivery.
The clear relationship between affordable housing and the Affordable Housing Gateway means that housing that is developed for sale on the open market (Category B) is excluded from the definition of affordable housing whatever price it is sold at.

**Category B – Market housing**

6.14 Market housing includes all other forms of private sector housing where its price is set in the open market (this includes owner-occupation, private rental and private lodgings); together with staff accommodation and registered lodging houses and accommodation for people with special requirements (sheltered housing).

**Demand for homes**

**Housing requirements**

6.15 Requirements over the remainder of the Plan period will arise from:

- existing households moving home within Jersey;
- new households forming who are currently sharing homes with other households;
- new households forming through demographic changes; and
- the net effect of people moving into or leaving Jersey.

6.16 Within each of these categories there will be those who cannot gain access to homes in the open market and thus need ‘affordable’ homes. There will also be special requirements for housing, such as for those with disabilities and sheltered housing for elderly people.

6.17 Planning to meet the number and type of homes required by anticipated changes in the Island’s population and by the latent demand for homes within the population has, of necessity, to involve assumptions and estimations about change in a range of factors over the Plan period. The two key factors which have most influence over the requirements for homes over the Plan period are:

- the size and make-up of the Island’s population,
- people's housing aspirations (and their ability to realise them).

**Population**

6.18 The size of the Island's population will crudely influence the number of homes that will need to be provided during the Plan period. Against a demographic background of falling birth rates and falling death rates - an ageing population - the challenge for Jersey is to maintain a working age population that allows the economy to function and for services to be sustained, without threatening the Island's environment, infrastructure and quality of life.
Housing

6.19 The States Strategic Plan 2009-2014 established a maximum inward migration at a rolling five year average of no more than 150 heads of household per annum (which equates to an overall increase of approximately 325 people each year), to be reviewed every three years.\(^4\)

6.20 The 2011 Census showed population levels up from 87,186, in 2001, to 97,857 in 2011. The 2012 Strategic Plan acknowledged that ‘many Islanders are concerned that immigration places undue pressure on our environment’ and outlined in response that permissions for non locally qualified migrants would be limited to support local employment, but that permissions for essential employees would continue where high economic and social value could be demonstrated. The Council of Ministers recognises that further analysis of this issue is required and proposes to review immigration and population objectives for Jersey as part of the development of a Long Term Plan following a period of public engagement. Until such time as this process is complete, the Island Plan will continue to be based on the framework (total of +150 household per annum/325 people per annum) set by the 2009-14 Strategic Plan. By way of comparison, in 2012, net immigration of persons with access to qualified housing (permanent J category Households) was +400, which equates to +155 such households.

6.21 On the basis of this maximum target for the Island's population, and using Jersey-relevant data for fertility and mortality, the States of Jersey Statistics Unit has developed a Jersey Population Model which has been used to generate annual estimates of the Island's resident population at every year end for the period 2005-2065, which has informed the assumptions in the Island Plan.

6.22 For the purposes of estimating demand for homes, the key statistic is not the number of individuals that make up the Island’s population, but the number of households - defined as the number of people living together to form a household unit. The average size of a household has been falling in Jersey, as elsewhere, over time, which means that even a stable or declining population can experience household growth generating a demand for more housing units. The factors which, it is believed, have contributed to this phenomenon include a decline in the rate of marriage and an increase in levels of divorce, separation and co-habitation, improved living standards and higher housing aspirations, (which have manifested in an increase in people who can afford to set up their own home rather than remain with family or share with friends), and an increase in life expectancy. It is expected that people will continue to live longer and that more people will live on their own.

6.23 On the basis of these factors of population change, and allowing for a modest decline in the rate of falling household size, estimates of the increasing number of households can be made and related to population projections. Assumptions have been based on the premise that each additional household represents an increase in demand for one home.

\(^4\) States Strategic Plan 2009-2014, Priority 5: limit population growth (pp16)
6.24  A combination of population modelling, using the 2011 Census figures and average household size modelling, has been used to estimate housing requirements for Jersey for the remainder of the Plan period. This base data generates estimations of housing requirements of 1,000 homes between 2013 - 2015 and 1,450 homes for the period 2016 - 2020. This gives a total requirement, generated by population change of 2,450 homes during the remainder of the Plan period to 2020.

6.25  Table 6.1 shows the sources of this increase in the number of households, broken down into two remaining periods of the Plan.

<table>
<thead>
<tr>
<th></th>
<th>Period 1 2013-2015</th>
<th>Period 2 2016-2020</th>
<th>Total change over 10 years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduced household size(^6)</td>
<td>600</td>
<td>600</td>
<td>1,200</td>
</tr>
<tr>
<td>Net inward migration</td>
<td>450</td>
<td>900</td>
<td>1,350</td>
</tr>
<tr>
<td>Households to communals</td>
<td>-50</td>
<td>-50</td>
<td>-100</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,000</strong></td>
<td><strong>1,450</strong></td>
<td><strong>2,450</strong></td>
</tr>
</tbody>
</table>

Table 6.1  Housing requirements estimated from population modelling (Source: States Statistics Unit)

6.26  In addition to the 'bare' statistical analysis and assumptions about population change and changes in household size, there is a need to consider other factors, such as people's housing aspirations and their ability to realise them, when considering housing requirements.

6.27  The **2012 Housing Needs Survey**\(^7\) is the latest in a series of surveys aimed at establishing potential housing requirements based upon people's expressed aspirations.\(^8\).

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5 Future Requirement for Homes 2005-2035 (November 2007), Future Requirement for Homes 2005-2035: addendum 2 (March 2009) and Interim Review Residential Land Availability (February 2010);

6 The component of the increase shown as “reduced household size” in Table 6.1 primarily arises from the disaggregation of existing households, i.e. it constitutes a concealed or “latent” component of future demand.

7 Jersey’s Housing Assessment 2013-2015 (Nov 2012) Statistics Unit

8 This data will be updated through an update of the Housing Needs Survey to be undertaken in 2014 and information derived from the Housing Gateway, managed by the Housing Department.
Housing

Affordability

6.28 Since the approval of the 2011 Island Plan a further round of housing needs assessment has been undertaken: the results of the 2012 Housing Needs Survey showed that there was a potential net shortfall of more than 400 dwelling units of social rented housing for the upcoming three-year period 2013-2015. This net shortfall was driven by a need for 2-bedroom dwelling units.

6.29 The magnitude of this potential shortfall was in close agreement with that implied by the latest (early 2013) Housing Department waiting list for social housing derived from the department's Affordable Housing Gateway.

6.30 Previous rounds of the Housing Needs Survey (2000-2008) had recorded potential net surpluses of social housing, suggesting that the demand for social rented housing has increased in recent years. This latest demand includes that from key workers, defined as 'licensed' employees working in the public sector and in private sector education and health services.

6.31 The 2012 Housing Needs Survey also indicated a potential net shortfall of approximately 100 owner-occupier 1-bedroom dwelling units after application of affordability criteria based on household income and property prices.

6.32 Combining the shortfalls in social housing and owner-occupier accommodation generates an estimated net shortfall of some 500 units of affordable 1- and 2-bedroom accommodation across these tenure categories for the period 2013-2015.

6.33 Whilst there is no definitive estimation of demand beyond 2015, it is considered reasonable to assume a similar level of demand of at least 500 affordable homes for the second half of the Plan period at this time, as originally identified in the 2011 Island Plan. The States Statistics Office has further suggested that the change in housing qualification period will potentially increase demand for affordable homes between 2016-2020 yet further, placing more pressure on the demand for affordable housing. More definitive data will be provided by further rounds of the Housing Needs Survey from 2014 onwards.

Impact of economic climate

6.34 The overall demand for dwelling units, driven by reduced average household size and net inward migration, is expected to be largely unaffected by the prevailing economic climate. This premise is supported by the results of the four rounds of the Housing Needs Survey which have been undertaken (in 2000, 2005, 2007 and 2012) at substantially different points in the Island’s economic cycle with little observable impact on overall demand. The tenure of demand is, however, more susceptible to the economic climate.
6.35 The Jersey economy continues to be affected by global economic downturn. As a consequence, higher unemployment, a reduction in finance employment, reduced job security, weak earnings growth, reduced availability of credit and lower inward migration have an effect on the demand for different types of homes: as stated above, the demand for social rented homes has increased in recent years.

Total demand

6.36 On the basis of population modelling and housing aspiration, moderated by considerations of realistic affordability, it is estimated that 3,450 homes are required over the remaining Plan period 2013 to 2020 (an average requirement of 430 dwellings per year), of which 1,000 should be affordable housing (an average requirement of 125 dwellings per year).

<table>
<thead>
<tr>
<th>Demand Element</th>
<th>Dwellings Required</th>
<th>Total (2013-2020)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2013-2015</td>
<td>2016-2020</td>
</tr>
<tr>
<td>Estimated additional dwelling requirements (from population modelling based upon net immigration of +150 heads of household per year)</td>
<td>1,000</td>
<td>1,450</td>
</tr>
<tr>
<td>Affordable Housing Requirement (based upon 2012 Housing Needs Survey)</td>
<td>500</td>
<td>500</td>
</tr>
<tr>
<td>Total</td>
<td>1,500</td>
<td>1,950</td>
</tr>
</tbody>
</table>

Table 6.2 Total demand for housing over the period 2013-2020

Future updates

6.37 The planned 2014 Housing Needs Survey will enable further refinement and updating of the estimate of overall demand and its distribution by dwelling size and tenure. The development of the States of Jersey Affordable Housing Gateway will monitor and assess applicants for social and affordable housing requirements and will also be crucial to understanding the latest housing needs. All these information sources will be used in the monitoring and potential updating of the key housing policies so that this Plan remains flexible and responsive to demand and supply changes over the remainder of the Plan period.
Housing

Supply of homes

6.38 In terms of the supply of homes, the current housing stock comprises approximately 45,000 dwellings, the majority of which are owner occupied. Andium Homes Limited, a wholly owned States company is a major provider and manager of housing, owning some 4,500 dwellings for social rental.

6.39 Over the last decade, an average of around 500 dwellings have been added to the housing stock each year, varying from 865 in 2002 to only 200 in 2010.

6.40 The 2011 Island Plan set out a requirement of 4,000 homes during the 10 year Plan period, of which 1,000 were required to be for Category A homes.

6.41 The 2011 Plan envisaged that during the first five years of the Plan (2011-2015) it would deliver 400 Cat A homes and just over 2,000 Category B homes.

6.42 The performance of the Plan in meeting these targets, over the short time since its approval, has been monitored in the Residential Land Availability Report at January 2012 together with preliminary work undertaken to prepare the same report at the start of 2013. This reveals:

- **148 Cat A homes (net) were completed during 2011-12**
  - In addition, 256 units had planning and/or building permission and 146 were recorded as being under construction at the start of 2013.

- **800 Category B homes (net) were completed in 2011-12**
  - In addition, 1,915 units had planning and/or building permission and 484 were recorded as being under construction at the start of 2013.

Anticipated supply of homes 2013-20

6.43 Over the remaining period of the Island Plan, it is anticipated that homes will be provided from a range of sources including Andium Homes Limited, parishes, registered affordable housing providers as well as the private sector. The principal source of supply is envisaged as being through private sector 'windfall' residential

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9 estimate prepared by Statistics Unit on basis of 2011 Census @ 44,698 dwellings. Private dwellings, as measured by the census, are not necessarily separate physical dwellings; in the Census separate dwellings were identified where the occupants shared a living space and a cooking area and may not necessarily correspond to a dwelling with a separate entrance. For example, a lodger in a private household was counted as living in a separate dwelling if there was a separate living space and cooking facilities for their own use.

10 Andium Homes Limited - the former States of Jersey Housing Department and now a wholly owned States company stock as at January 2013

development which will include conversions, redevelopment and infill development within the Built-up Area boundary throughout the Island in accord with Spatial Strategy and other developments outside of the Built-up Area where policy allows.

6.44 In addition to this, the Plan sets out a policy framework that seeks to enable the supply of homes - in particular Category A affordable housing - over the Plan period.

1. **Policy H1: Category A affordable housing sites**

6.45 It is envisaged that over 1,100 Category A affordable homes will be delivered over the Plan period on both land directly owned by the States or through other agencies wholly owned by the States that is proposed to be redeveloped to provide homes, and also on private land that is specifically zoned for this purpose.

**States owned sites**

6.46 This Plan recognises that States owned land that is deemed to be surplus to requirements can make an enhanced contribution to meeting identified requirements for affordable housing, particularly in the short-term. The control which the States of Jersey has over these sites is an advantage in that they can be brought forward for development in response to an immediate need.

6.47 Two States-owned sites are identified for redevelopment to provide affordable homes in whole or in part. Their redevelopment could also serve as a potential catalyst for the residential regeneration of St Helier (as set out at Objectives BE1 and BE2) and contribute to economic recovery;

- **Former Jersey College for Girls, Rouge Bouillon, St. Helier**
- **Summerland and Ambulance Station, Rouge Bouillon, St. Helier**

6.48 The following States-owned site may also become available during the Plan period and its redevelopment for affordable homes (in whole or in part) could contribute additional supply. Potential yield from this site has not been included in estimations of supply at this stage as its status is not definitive.

6.49 The site may be transferred to other agencies wholly owned by the States (such as Andium Homes Limited) or to a registered affordable housing provider over the Plan period.
Housing

- La Motte Street Youth Centre, St. Helier;

Private rezoned land

6.50 The rezoning of private land to deliver affordable homes was explicitly excluded from the original 2011 Island Plan with reliance placed instead on a delivery mechanism which sought the delivery of affordable homes as a proportion of private residential development (Policy H3). For a variety of reasons (as set out in the Affordable Housing section) this policy mechanism is now set aside and there is a need for those affordable homes, which would have been delivered by Policy H3, to be sourced differently. It is on this basis that it is proposed to zone a number of sites in private ownership to deliver affordable homes.

6.51 The sites defined for this purpose have been previously considered as part of the 2011 Island Plan Review and featured in either the draft Island Plan (Sept 2009) and/or at the draft Island Plan Examination in Public, where they were all reviewed by independent planning inspectors.

6.52 There are two sites proposed for the delivery of Category A affordable housing, and it is envisaged that these will deliver over 220 homes on a total of approximately 12.5 acres (28 vergées) of land:

- De La Mare Nurseries, La Rue a Don, Grouville (3 acres/7 vergées)
- Samares Nursery, La Grande Route de St Clement, St Clement, (10 acres/22 vergées);

6.53 Draft site assessments are set out at appendix B.

2. Re-develop existing Category A affordable housing

6.54 In the 2011 Island Plan it was envisaged that the regeneration of outworn Category A affordable housing estates might result in a net loss of homes (c.-300). It is now estimated that during the Plan period there is likely to be an increase in the total number of housing units delivered by the planned re-development and upgrading of these housing estates. This could result in the development of a net increase of 400 homes over the Plan period. No planning policy intervention is required to rezone these sites as they are already in use for the provision of affordable homes.

12 These sites were added to the Category A housing supply following the States of Jersey adoption of the 2011 Island Plan: Interim Review (P.37/2014)
In accord with the principles of making best use of scarce resources, however, the potential to increase the stock of affordable homes by redeveloping them at optimum densities will be required in accord with Policy GD 3 ‘Density of development’.

The sites identified as likely to come forward by 2015 include:

- Le Squez, St Clement - Phase 2c, 3 & 4 - (56 units)
- 2-4 Journeaux Street, St. Helier - (9 units)
- Le Coin, St Helier - (23 units)
- Belle Vue, St Brelade - Phase 1 (35 Units)

The sites identified as likely to come forward by 2020 are:

- Belle Vue, St Brelade - Phase 2 (47 units)
- Ann Court, St Helier - (circa. 140 units)
- La Collette Low Rise, St Helier - Phase 1 & 2 - (circa. 100 units)

Only one site from the 11 Category A housing sites designated under Policy H2 of the 2002 Island Plan, does not presently have planning permission. This site is expected to be developed for Category A homes before 2015 (see other category a housing sites).

- Field 873, Bel Royal St Lawrence (12 units)

In July 2008 the States approved an amendment to the 2002 Island Plan to enable the provision of land for housing on eight new sites, involving an area of land of approximately 58.5 vergées. Three of these sites rezoned for housing in 2008 are either under construction or near completion and they will contribute to the supply of Category A affordable homes during the remainder of the Plan period;

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13 **P75/2008** Island Plan (2002) Amendment: provision of land for lifelong dwellings (for people over 55) and first-time buyers, 16 July 2008
Housing

4. **Policy H5 - Rural centre housing**

6.60 The spatial strategy in this Plan identifies the potential need to protect and support the viability and vitality of Jersey’s parishes. To this end, the Plan acknowledges that there may be a justifiable need for some limited, small-scale residential development on greenfield land in or well-related to existing rural centres.

6.61 Two sites have been identified for rezoning under Policy H5: Housing in Rural Centres to support this objective and it is estimated that the development of these sites, over the remainder of the Plan period, could provide a total of circa. 50 units;

- Field 785, La Rue des Cosnets, St. Ouen
- Field 402, La Grande Route de St Martin, St. Martin

6.62 Further sites may also come forward over the life time of the Plan, which are not estimated in this source of supply, and Policy H5 provides the mechanism to achieve such development. Any proposal for the rezoning of land outside the existing defined Built-up Area boundary, contained within a Village Plan, would require the approval of the States as a draft revision of the Island Plan\(^{14}\)

6.63 Any proposals to provide affordable housing outside the defined settlement boundary of a rural settlement that are submitted as a planning application would represent a departure from the Plan and be treated accordingly.

5. **Windfall developments in town of St Helier**

6.64 St. Helier has traditionally been the principal source of supply for new homes accounting for around half of all developments between 2002-2010.

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\(^{14}\) Article 4 of the law states that the designation of land for particular development or use should be set out in the Island Plan and Article 3 of the law sets out exacting procedures for public engagement for an Island Plan or a revision of it.
A study of the capacity of the town demonstrates that it has the maximum potential capacity to deliver between 2,000-3,600 additional housing units. The potential maximum yield of 3,600 homes has been discounted to what are believed to be realistic levels of yield providing a total capacity and potential supply of 1,500 homes.

Since the approval of the 2011 Island Plan, approximately 400 units have been delivered (2011-12) from windfall developments in the town of St. Helier, however the remaining supply is still based upon the average of 150 units per year, leaving an expected supply of 1200 units up to the end of the Plan period.

Windfall developments outside of town

It is estimated that approximately 1,500 'category B' dwellings will come forward on other 'windfall sites' outside of the town, which cannot be individually predicted at this stage. This windfall source includes dwellings on sites within the Built-up Areas, in addition to conversions and small developments in the countryside. The projections are based on past trends, discounted to account for a decline in the availability of infill plots within settlement boundaries. Between 2002 and 2012 such developments accounted for an average of 250 homes/annum. A reduced figure of 150 per annum is used to estimate future windfalls because it is considered the opportunities for re-development within the Built up Area will diminish over time.

Since the approval of the 2011 Island Plan, approximately 400 units have been delivered (2011-12) from windfall developments outside of town, however the remaining supply is still based upon the average of 150 units per year, leaving an expected supply of 1200 units up to the end of the Plan period.

It is considered that provision for non-qualified dwellings (lodgings, staff accommodation or registered lodging homes) will be provided by development or redevelopment, predominantly within the Built-up Area (in accord with housing development within the built up area; registered lodging accommodation; and staff and key agricultural worker accommodation).

On the basis of the above, the provision made in the Island Plan for the supply of new homes is set out in the following table.

15 Town Capacity Study (October 2007) Planning and Building Services, Planning and Environment Department

16 A development yield of 40% of sites has been assumed at an appropriate density relative to each site, providing a total capacity and potential supply of 1,500 'category B' homes.
Housing

<table>
<thead>
<tr>
<th>Supply</th>
<th>Delivery Period</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2013-2015</td>
</tr>
<tr>
<td></td>
<td>Category A</td>
</tr>
<tr>
<td>Policy H1 - Category A Housing sites States owned (17)</td>
<td>40</td>
</tr>
<tr>
<td>Re-zoned</td>
<td>0</td>
</tr>
<tr>
<td>Re-develop existing Category A affordable housing sites</td>
<td>125</td>
</tr>
<tr>
<td>Policy H2 - Other Category A housing sites</td>
<td>170</td>
</tr>
<tr>
<td>Policy H5 Rural Centres (Housing in Rural Centres) (18)</td>
<td>0</td>
</tr>
<tr>
<td>Windfall developments from town of St Helier</td>
<td>0</td>
</tr>
<tr>
<td>Windfall developments outside of town of St Helier</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>335</td>
</tr>
</tbody>
</table>

Table 6.3 Supply of homes 2013-20

Provision of homes

6.71 The aim of the Island Plan is to make provision for sufficient land and opportunities to meet, as far as possible, the anticipated requirements for homes over the Plan period.

17 These sites may be transferred to other agencies wholly owned by the States (such as Andium Homes Limited) or to a registered affordable housing provider over the Plan period.

18 The estimated 20 units to be delivered on field 402, St. Martin, are outwith the definition of affordable Category A housing as set out in section 6.13 of this document.
6.72 On the basis of an assessment of estimated demand against anticipated and planned supply, it is considered possible to balance identified requirements for new homes over the Plan period with sufficient supply from existing sources (e.g. existing planning permissions, opportunities for development at the Waterfront and windfall developments in the Built-up Area) and from planned sources of supply, including new Category A affordable housing sites, within the Island Plan’s overarching strategic policy framework and specifically its Spatial Strategy, which seeks to focus development largely on already-developed land.

6.73 The net housing supply over the Plan period is summarised in table Net Housing Supply 2013-20.

<table>
<thead>
<tr>
<th>Housing Category</th>
<th>Period</th>
<th>Total 2013-2020</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2013-15</td>
<td>2016-2020</td>
</tr>
<tr>
<td>Category A</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Demand</td>
<td>500</td>
<td>500</td>
</tr>
<tr>
<td>Total Supply</td>
<td>335</td>
<td>725</td>
</tr>
<tr>
<td>Net</td>
<td>-165</td>
<td>+220</td>
</tr>
<tr>
<td>Category B</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Demand</td>
<td>1,000</td>
<td>1,300</td>
</tr>
<tr>
<td>Total Supply</td>
<td>1,070</td>
<td>1,500</td>
</tr>
<tr>
<td>Net</td>
<td>+70</td>
<td>+200</td>
</tr>
<tr>
<td>Totals</td>
<td>1,500</td>
<td>1,405</td>
</tr>
</tbody>
</table>

Table 6.4 Net Housing Supply 2013-20

6.74 Provision has been made for as many as 3,630 homes over the remainder of the Plan period. In overall terms, this would suggest that the strategy of the Plan, relative to housing land availability, is reasonably healthy, with a small predicted surplus of 330 units over the Plan period.

6.75 The average build rates required to meet the demand for housing over the remainder of the Plan period is about 430 dwellings per annum which is less than the average rate of residential development delivered since 2002 (2002-2012) of over 500 dwellings per annum.

6.76 It is considered that the level of anticipated provision over and above the level of estimated demand is prudent, reasonable and justifiable given the estimates and assumptions upon which the forecasts are made in addition to the challenges that remain to ensure delivery of the homes required, some of which are set out below. Moreover, the potential limited surplus (of + 330 units) of Category A affordable homes is considered to be the minimum necessary having regard to the potential for increasing demand for affordable housing as currently non-qualified households moving into the qualified sector in the next 3-5 years, indicated in the 2012 Housing Needs Survey and to offset an anticipated shortfall in the period 2013-15.
Release of land for development

6.77 It needs to be acknowledged that the Island Plan’s Spatial Strategy, which seeks to concentrate new development over the Plan period in the Island’s Built-up Area, and particularly St Helier, is dependent upon the release of land and the realisation of development opportunities in the Island’s urban areas. A number of assumptions, based on evidence and trends, have been made about the potential for land to be developed for housing, but the Plan can only encourage the release of these sites through a policy framework which supports their use for the provision of new homes: the Plan cannot require sites to be released and the current economic circumstances may militate against the release of land for development.

6.78 To ensure that Category A affordable homes are delivered, the Plan makes provision, at policies H1, H2 and H5, for those sites specifically zoned for this purpose to be compulsorily acquired by the States of Jersey to enable the delivery of homes, should they fail to be brought forward for development during the Plan period.

6.79 To give effect to a policy of compulsory purchase, separate decisions of the States of Jersey would be required in accord with the procedure established by law (19).

Density of development

6.80 There is also a need to ensure that land is developed at more efficient and higher densities of development than have previously been achieved, in accord with Policy SP 2 ‘Efficient use of resources’ and Policy GD 3 ‘Density of development’.

6.81 Whilst the principle of providing a higher density of development is easily accepted, the reality of delivering higher densities of development ‘on the ground’ can be more challenging, where there is a need to ensure that new development respects the existing character of the area. Perhaps more significantly, local residents and neighbours are often resistant to higher density development on the basis that this will lead to a greater quantum of development, with associated perceptions of a more significant impact of new development on local and private amenity; more and bigger buildings; and increased traffic generation, to the fore of issues raised against the approval of more efficient development schemes.

6.82 Whilst these are all issues that can be addressed through planning and design, the reality of realising higher densities of development needs to be acknowledged relative to estimations of housing yield. It is important to recognise, however, that unless higher more land-efficient densities are generally realised on all development sites, in accord with Efficient Use of Resources, it will not be possible to meet all the identified needs for housing without zoning additional housing sites: this would inevitably result in the further loss of greenfield land.

19 Compulsory Purchase of Land (Procedure)(Jersey) Law 1961
Delivery of affordable homes

6.83 The delivery of affordable homes is always the most challenging aspect of meeting housing demand. On the basis of the current and anticipated future needs for affordable housing, as evidenced by the HNS 2012 and the Affordable Housing Gateway, the Island Plan will seek to deliver Category A affordable homes specifically for the purposes of social rent or affordable homes for purchase on land within its ownership and on privately-owned land specifically zoned for this purpose. The tenure of the homes to be provided on these sites will be regulated through the award of planning permission and planning obligation agreements.

6.84 Access to Category A affordable homes, whether they are managed by a States of Jersey approved affordable housing provider or the parishes, will be managed by the States of Jersey Affordable Housing Gateway. This will ensure that they are occupied by households whose needs cannot be met by the open housing market.

6.85 Clearly, ultimate control over access to homes can be best achieved through ownership of the land and will not be an issue on States-owned land. There remains the option for Andium Homes Limited or another States of Jersey approved affordable housing provider, or for other social home providers, to seek to enter into discussions with landowners to secure options on any other land zoned for the provision of affordable homes.

6.86 On the basis of these considerations, the Minister for Planning and Environment considers it prudent to ensure that the level of anticipated housing supply is sufficient, even to the extent where a small surplus of supply might be secured in the latter half of the Plan period.

Proposal 22

Provision of homes

The Minister for Planning and Environment will make provision for sufficient land and opportunities to meet the requirements for homes over the Plan period.

The Plan makes provision for 3,630 homes to be built over the Plan period, comprising:

1,060 Category A homes;
2,570 Category B homes.
Housing

 Longer term perspective

6.87 The requirements beyond the current Plan period, as identified in the Imagine Jersey 2035 reports, and further research and remodelling of the population model carried out by the statistics office, indicates that additional dwellings will be required up to 2035. This will need to be carefully monitored in order to properly plan for the longer-term should the current sources of supply be insufficient, which might involve the further release of greenfield land or relocating St Helier’s commercial port which would create further urban development opportunities.

6.88 It is also critically important to recognise that the underlying basis for medium and long term housing forecasts, and hence the role of the planning system in housing delivery over these time-scales, will not have been radically changed by the current economic circumstances as a result of the ‘credit crunch’. It is considered that a fall in short-term housing demand does not justify a consequent reduction in the forward land supply for housing – delivered through zoning of land and windfall opportunities. The supply of land to meet underlying need suggests that the medium to long-term targets should not change.

Monitoring

6.89 It is vital that annual monitoring of the housing situation is developed and undertaken to assess the performance of the Plan relative to estimates, assumptions and stated objectives in order that the Plan might be able to respond flexibly in response to changing circumstances and new evidence, particularly with regard to the provision of housing.

6.90 The Minister for Planning and Environment will prepare and publish a Residential Land Availability Report which will assess whether the targets for housing completions from all sources are being met. Each Residential Land Availability Report will include an update of housing performance, setting out the number of homes actually completed and providing an estimate of the rate at which anticipated housing completions will come forward in the future.

6.91 The Residential Land Availability Report will inform future reviews of planning policy or strategy related to the demand for and supply of housing, based on the need to maintain a five-year supply of housing land.

Category A affordable housing

6.92 Jersey has a number of particular challenges around the delivery of affordable housing: in a small island, land will generally have a higher value placed upon it; construction costs can be comparatively high; and on-average higher income levels have led to an expensive housing market. As a result many households cannot afford the cost of housing in Jersey and need some assistance to meet their housing needs.
6.93 The Minister for Planning and Environment has sought to specifically zone land for the provision of Category A affordable homes to help meet this need. To ensure that the homes provided on them are truly affordable, the Minister for Planning and Environment wishes to encourage innovation in construction methods and to explore alternative methods of ownership and housing delivery.

**Category A affordable housing sites**

6.94 The requirement to specifically zone land for Category A affordable homes is addressed, within the context of overall housing land supply, in the preceding section Proposal 22 'Provision of homes': it is essential for helping to ensure the provision of Category A affordable homes to meet identified requirements in the Plan period.

6.95 The identification and assessment of sites which could help meet this requirement has been carried out in accordance with the strategic policies of the Plan, particularly Policy SP 1 'Spatial strategy' and Policy SP 2 'Efficient use of resources', which support the delivery of a more sustainable pattern of development in Jersey. It has also involved an assessment of other factors, such as site constraints, site context and character, and existing land uses, to inform a planning assessment of each site.

6.96 The actual number and size of homes on each site will be determined through the planning process, involving the preparation of a housing development brief for each site, to be approved by the Minister for Planning and Environment and issued as supplementary planning guidance. The development briefs will guide the delivery of homes on these sites and will address the following issues:

- appropriate mix of types and sizes of homes
- the provision, as appropriate, of specially designed homes to suit specific requirements of the elderly
- design matters including density, form, landscape works, and materials
- relationship between the proposed development and neighbouring uses and the local character of the surrounding area
- access by car, cycle and pedestrians and links to bus routes within and in the vicinity of the site
- provision of car parking
- provision of service infrastructure
- requirements for amenity space and public open space; and
- the need for social, community, education and health facilities within the site and implications for off-site facilities.
Housing

States-owned sites

6.97 The use of States-owned land to help meet the need for affordable homes is identified as a clear policy objective of the States of Jersey Development Company (20). A number of States-owned sites, within the Built-up Area, have been identified as having the potential to contribute, in whole or in part, towards the clear and immediate need for affordable homes over the Plan period and are already the subject of development briefs and planning applications: others may emerge as States departments and Jersey Property Holdings review property portfolios.

6.98 The extent to which all or some of these States-owned sites contribute to this need will be determined, through agreement, between the respective Ministers, having regard to the public benefit to be derived from other forms of development on these sites.

6.99 Some of these States-owned sites presently remain in active use and the timing of their release, and their potential to contribute towards the need for affordable homes, cannot be definitively known at this time. These sites may be transferred to other agencies wholly owned by the States (such as Andium Homes Limited) or to a registered affordable housing provider over the Plan period.

Private rezoned land

6.100 There are TWO sites proposed for the delivery of Category A affordable homes. The sites have been previously considered as part of the 2011 Island Plan Review and featured in the draft Island Plan (Sept 2009) and/or at the draft Island Plan Examination in Public, where they were all reviewed by independent planning inspectors.

6.101 They are zoned for the purpose of delivering 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase on each site. This tenure split reflects housing need based on evidence provided by the 2012 Housing Needs Survey. The proposed tenure split will only change following further evidence from a future housing needs survey and any change may be required to have the approval of the States of Jersey.

6.102 To optimise the use and development of land, in accord with Efficient Use of Resources and Density of Development, these sites should be developed at their optimum densities, having regard to matters of design, context, character and potential social and environmental impact of the scale of development envisaged.

6.103 Site assessments have been undertaken, which are found in appendix B of this document, and these provide details of the potential range of densities that could be achieved on each of these sites, together with other planning issues.

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20 See statements of the Minister for Treasury and Resources during debate on P.32/2011 (07 June 2011).
Policy H 1

Category A affordable housing sites

States-owned land

To assist with and contribute to the provision of affordable homes the following States-owned sites, which are already identified for disposal, will be developed, in whole or in part, to provide affordable homes:

1. former Jersey College for Girls, Rouge Bouillon, St. Helier;
2. Summerland and Ambulance HQ, Rouge Bouillon, St. Helier

Other States-owned sites, should they be deemed to be surplus to requirements during the Plan period, may also be developed, in whole or in part, for the purposes of providing affordable homes, including:

3. La Motte Street Youth Centre, St. Helier

Private land

Other sites, currently in private ownership, listed below and shown on the Island Proposals Map, comprising a total of approximately 12.5 acres (28 vergées) of land, are zoned for the purpose of delivering 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase on each site. Planning permission for other forms of development will not be approved.

Where necessary, the sites will be acquired by the States on behalf of the public, if needs be by compulsory purchase, and transferred to a States of Jersey approved affordable housing provider such as Andium Homes Limited, in order to ensure that they are brought forward for the development of affordable homes.

4. De La Mare Nurseries, La Rue a Don, Grouville (2.5 acres/6 vergées)
5. Samares Nursery, La Grande Route de St. Clement, St. Clement, (10 acres/22 vergées);

The development of Category A social rent affordable housing and Category A affordable housing for purchase on each site will be regulated through the award of planning permission and planning obligation agreements.

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21 Private land rezoned for category A Housing was added to policy H1 following the adoption of the 2011 Island Plan: Interim Review (P.37/2014), as amended in July 2014
The potential number and type of homes that could be provided on these sites will be considered in development briefs to be issued, as supplementary planning guidance, by the Minister for Planning and Environment.

Access to all Category A affordable homes shall be controlled and managed through the States of Jersey Affordable Housing Gateway and all social rent affordable homes are to be managed by a States of Jersey approved affordable housing provider.

Previously zoned Category A housing sites

6.104 The adopted 2002 Island Plan designated 11 sites for the purposes of meeting the need for Category A housing (under policy H2, Sites to be Zoned for Category A Housing) and all but one of these sites has been developed. Planning permission is being sought for the development of the remaining site (Field 873, St. Lawrence) on the basis of the original zoning proposition, requiring a proportionate tenure split of 45% social rent and 55% first-time buyer homes or lifelong homes for purchase.

6.105 In the event that anticipated or extant planning permission for development on this site fails to be implemented before the expiry of extant or anticipated consents, it is however, considered reasonable that it's zoning delivers homes based on the current assessment of need, which would require 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase to be provided.

Policy H 2

Other Category A affordable housing sites

The following previously rezoned site, listed below and shown on the Island Proposals Map, is zoned for the purpose of delivering 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase on each site. Planning permission for other forms of development will not be approved.

Where necessary, the site will be acquired by the States on behalf of the public, if needs be by compulsory purchase, in order to ensure that they are brought forward for the development of affordable homes.

1. Field 873, Bel Royal, St Lawrence (0.9 acres/ 2.0 vergées);
The development of Category A social rent affordable housing and Category A affordable housing for purchase on this site will be regulated through the award of planning permission and planning obligation agreements.

The potential number and type of homes that could be provided on this site will be considered in a development brief to be issued, as supplementary planning guidance, by the Minister for Planning and Environment.

Access to all Category A affordable homes shall be controlled and managed though the States of Jersey Affordable Housing Gateway and all social rent affordable homes are to be managed by a States of Jersey approved affordable housing provider.

### Affordable housing

6.106 In 2008, the Minister for Planning and Environment commissioned Kelvin MacDonald Associates to research the potential for the procurement of affordable homes by requiring their provision as a proportion of private housing developments, or through commuted payments in lieu, and to propose a policy framework to bring this about. One of the conclusions of the Macdonald report (23) was that the nature of the problem of affordability in Jersey was such that every method of providing affordable housing must be employed and that the provisions of planning legislation and guidance must be implemented. Following the Macdonald report recommendation a new policy mechanism requiring affordable housing to be provided as a proportion of private housing development was approved by the States in the 2011 Island Plan: Policy H3 (Affordable Housing).

6.107 Whilst the States approved the policy its implementation was held pending further consultation, specifically with the development industry, around the mechanism to be used to operate the policy and particularly to assess viability. The Department of the Environment developed draft supplementary planning guidance, with advice from affordable housing specialists Levvel, and has undertaken extensive consultation with the development industry.

6.108 It is clear, from the engagement undertaken during the Island Plan Review and following the approval of the Island Plan, that the development industry and landowning interests remain fundamentally opposed to the principle of Policy H3 and that serious concerns exist that land may not be brought forward for development, especially given prevailing economic circumstances.

23 Achieving Affordable Housing as a Proportion of Private Housing Development (June 2009)
Kelvin Macdonald MCIH, FRTPS, FRSA
Housing

Viability

6.109 The Council of Ministers is extremely concerned to support the delivery of housing across all tenures in Jersey at all times, but particularly in the current economic downturn. Ministers agree that a policy requiring the provision of affordable homes as a proportion of private housing developments could prevent land from being brought forward for residential development, which would then undermine the delivery of affordable homes and adversely affect the construction industry. Because of these concerns over viability and the risk that land owners may not bring sites forward for development the Council of Ministers, therefore, no longer supports the implementation of Policy H3 of the 2011 Island Plan and it is to be set aside.

6.110 Work will continue to be undertaken to research and develop alternative policy mechanisms to capture value from the development of land to support the provision of affordable homes which does not have the same risks associated with it. A Working Group comprising the Ministers of Treasury and Resources, Planning and Environment, Housing and Economic Development has been set up to progress this and it will be undertaken as part of the review of property tax in the States Treasury. This is expected to be completed in the second half of the Plan period and so no supply considerations have been made from this policy proposal.

Proposal 23

Affordable housing proposal

(24)

The policy requiring the provision of affordable homes as a proportion of private housing developments is set aside.

Work will be undertaken to research and develop alternative policy mechanisms to capture value from the development of land to support the provision of affordable homes. A Working Group comprising the Ministers of Treasury and Resources, Planning and Environment, Housing and Economic Development has been set up to progress this.

Housing mix

6.111 If the Island's housing needs are to be met, it is vital that new housing development provides the type and size of homes that are needed.

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24 Policy H3 was replaced with a proposal following the adoption of the 2011 Island Plan: Interim Review (P.37/2014) in July 2014
6.112 It is therefore considered legitimate for intervention in the type and size of property to be developed through the introduction of a planning policy related to the mix of housing to be secured in all residential developments. Accordingly, the housing mix policy seeks to promote a balanced mix of dwelling types and sizes to meet the identified requirements, based on the latest available evidence, on all residential development sites.

6.113 The current (2011) Housing Needs Survey provides estimates of anticipated surpluses and shortfalls in houses and flats by size and tenure over a fixed period and the Minister for Planning and Environment, will assess the prevailing housing needs of the Island based upon this evidence of housing needs or an equivalent States approved publication.

### Policy H4

**Housing mix**

Proposals for all new residential development are required to contribute towards the need for specific types and sizes of home, relative to the latest published evidence of need. The extent to which a planning application meets the published evidence of need with respect to housing mix will be an important material consideration in the grant or otherwise of planning permission.

In assessing the contribution of residential development proposals to meeting the Island's need for homes of a specific size and type, the Minister will have regard to the nature and location of the site, its context and the character of the area.

The provision of housing to meet special requirements and staff accommodation shall be exempt from the requirements of this policy.

### Affordable housing in rural centres

6.114 There is recognition that there is a need to protect the viability and vitality of Jersey’s rural settlements, as defined in the spatial strategy (Settlement Types). Here, it is acknowledged that limited, small-scale affordable housing development may be important not just to provide homes but in supporting and enhancing the critical mass of, and diversity in, the local parish population, to sustain schools, shops, pubs, public transport and other facets of parish life that are unique and important to Jersey.

6.115 It is not envisaged that the scale of development or provision of affordable homes in or around rural settlements would be large and any development should be appropriate in scale and character to the settlement context and setting of the
Housing

site, whilst seeking to ensure the optimum density of development. It is currently envisaged that the total number of affordable homes to be delivered through this policy would amount to no more than 50 units over the remainder of the Plan period\(^{(25)}\), although it is accepted that other proposals may emerge.

6.116 Proposed sites for new affordable housing development in rural settlements should be well-related to the settlement boundaries, within close proximity to public transport routes, and have easy access to other facilities. Any proposed development for affordable housing in rural locations located where there is no access to facilities or a choice of modes of transport, is unlikely to be favourably considered.

6.117 Homes provided by this policy will be required to contribute to the provision of affordable homes to meet the Island's housing needs with access controlled and managed through the States of Jersey Affordable Housing Gateway, with the exception of F.402, St. Martin \(^{(26)}\): Links to the parish may also be a relevant consideration as part of this assessment.

6.118 The following site has already been identified to support this policy objective and is specifically zoned for the purposes of providing affordable homes:

1. **Glasshouse site, Field 785, St Ouen** (1.5 Acres/3.5 vergées).

6.119 The following site has also been identified to support this policy and is specifically zoned for the purposes of providing affordable homes subject to the preparation of a village plan, which must consider alternative sites and opportunities, and be adopted by the Minister for Planning and Environment. In the event of other alternative(s) sites coming forward in St. Martin, this site (field 402) would be no longer zoned for the provision of homes:

1. Field 402 St Martin (1.5 Acres/3.5 vergées);

6.120 Other proposals for new affordable housing in or around rural centres may form part of a Village Plan. Any such Village Plans would be required to be developed by the parochial authority but be subject to a full and comprehensive assessment, including consideration of alternative sites and opportunities, and engagement with the local community and relevant stakeholders, including the relevant regulatory departments of the States of Jersey. Field 622, St Ouen, is one such site that has been put forward by the Parish of St Ouen, and it, or an alternative site may come forward in the future.

6.121 Where Village Plans are to attain formal status as part of the planning framework for the protection and development of one of the Island's rural centres they will require the formal review, approval and adoption by the Minister for Planning

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\(^{(25)}\) this is in addition to the development of sites already designated for Category A housing (first-time Buyer and homes for the over-55s) in 2008

\(^{(26)}\) the exception of field 402, St. Martin was made following the adoption of the 2011 Island Plan: Interim Review (P.37/2014 - amendment 3) in July 2014
and Environment as supplementary planning guidance. In such circumstances, any development proposals in the Village Plan must be consistent with the Island Plan and must relate to and be within the defined Built-up Area boundary for the settlement, as defined on the Island Plan Proposals Map.

6.122 The Minister for Planning and Environment will seek to provide help to Parishes in the preparation of Village Plans to ensure that they are robust and that, where housing sites are proposed, that alternatives are assessed. The Minister will seek to work with the Parish of St. Martin in relation to its proposal for Field 402, and the Parish of St. Ouen, in the assessment of sites, including Field 622, Rue de la Croute.

6.123 Where Village Plans contain a specific proposal for the rezoning of land outside the existing defined Built-up Area boundary, any such proposal would require the approval of the States as a draft revision of the Island Plan (27).

6.124 Any proposals to provide affordable housing outside the defined settlement boundary of a rural settlement that are submitted as a planning application would represent a departure from the Plan and be treated accordingly.

### Policy H5

#### Affordable housing in rural centres

The Minister will support the provision of affordable housing to support the viability and vitality of Jersey’s rural settlements.

The site listed below and shown on the Island Proposals Map, is zoned for the purpose of providing 80% Category A social rent affordable housing and 20% Category A affordable housing for purchase. This will be regulated through the award of planning permission and planning obligation agreements. Planning permission for other forms of development will not be approved.

1. Glasshouse site, Field 785, St. Ouen (1.5 acres/3.5 vergées); (28)

Access to Category A affordable homes provided on this site shall be controlled and managed though the States of Jersey Affordable Housing Gateway and all social rent affordable homes shall be managed by a States of Jersey approved affordable housing provider.

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27 Article 4 of the law states that the designation of land for particular development or use should be set out in the Island Plan and Article 3 of the law sets out exacting procedures for public engagement for an Island Plan or a revision of it.

28 The inclusion of field 785, St. Ouen in policy H5 was made following the States of Jersey adoption of the 2011 Island Plan: Interim Review (P.37/2014)
Where necessary, the site will be acquired by the States on behalf of the public, if needs be by compulsory purchase, and transferred to a States of Jersey approved affordable housing provider such as Andium Homes Limited, in order to ensure that it is brought forward for the development of Category A affordable homes.

The site listed below and shown on the Island Proposals Map, is zoned for the purposes of providing affordable housing for purchase, subject to the preparation and adoption of a village plan (including a full consideration of alternative sites) by the Minister for Planning and Environment:

2. Field 402, St. Martin (1.5 acres/3.5 vergées)\(^{(29)}\)

Access to affordable homes provided on this site shall be controlled and managed through the St. Martin’s Housing Association\(^{(30)}\).

The potential number and type of homes that could be provided on these sites will be considered in development briefs to be issued, as supplementary planning guidance, by the Minister for Planning and Environment.

Other housing development proposals to support the viability and vitality of Jersey’s rural settlements will be permitted, provided that the development:

1. is appropriate relative to the existing character of the village; and

2. is well-related to the existing Built-up Area and local facilities, services and infrastructure and where provision for education, leisure, recreation, local shopping, and other community facilities is adequate or can be provided, where required, to meet the needs arising from the proposals.

Meeting other housing demand

6.125 Policies H1 to H5 address need housing and the requirements for Category A affordable homes during the Plan period. The majority of the housing supply over the Plan period will, however, come forward as ‘windfall’ development, on sites which are not specifically identified in the Plan for the purpose of providing residential accommodation. The following suite of policies seek to set out the policy framework within which applications for demand housing will be considered.

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29 The inclusion of field 402, St. Martin in policy H5 was made following the States of Jersey adoption of the 2011 Island Plan: Interim Review (P.37/2014)

30 The estimated 20 units delivered from field 402, St. Martin, will be controlled through the St Martin Housing association who are not required to meet the definition of affordable housing as set out in section 6.13 of this document.
Housing development within the Built-up Area

6.126 The Island Plan Spatial Strategy designates a hierarchy of settlements which together form the Built-up Area, as defined on the Island Proposals Map. This includes the town of St Helier; eight urban settlements; eleven key rural settlements; and twenty-one small Built-up Areas and small rural settlements.

6.127 The intention of designating a Built-up Area boundary is to contain future development within existing limits and thus prevent encroachment into the countryside. It is often said, however, that there are many small corners of land in the countryside, which could take ‘infill’ developments. On its own, an individual development might not appear intrusive but the cumulative impact would be severe for the Island’s countryside and also have implications for travel patterns and the cost of providing community and utility services.

6.128 It is, therefore, proposed that the majority of the Island’s housing supply over the Plan period will come from development within the Built-up Area on sites which are not specifically identified for housing in the Island Plan. It is important that this new residential development is supported, where it accords with the Spatial Strategy, as it will contribute towards meeting a demand for homes; it will provide greater housing choice; and will also help to sustain and regenerate our urban centres, particularly St Helier.

6.129 Whilst the principle of new residential development in the Built-up Area, in accord with the Spatial Strategy, is supported, proposals for new residential development will need to be assessed relative to their impact on the local environment and neighbouring uses (against Policy GD 1 ‘General development considerations’) and in terms of their quality of design and architecture (against Policy GD 7 ‘Design quality’).

6.130 For clarity, all residential development - including new buildings; conversions; refurbishment; extensions and alterations; and redevelopment - regardless of its location, whether that be within the Built-up Area or in the countryside, will also be required to provide an adequate standard of accommodation in particular, in relation to dwelling size, internal layout and room sizes in accord with supplementary planning guidance to be published by the Minister for Planning and Environment. This will be assessed, along with other considerations relating to site density; privacy, daylight and noise; energy efficiency; car parking space; private and public open space; children’s play areas; designing out crime; and landscaping, as appropriate, relative to the Minister’s guidance.

6.131 Such supplementary planning guidance will also include consideration as to whether there should be any further increase in internal space standards and any further improvements in standards for internal noise and sound insulation of and between units of accommodation.
Policy H6

Housing development within the Built-up Area

Proposals for new dwellings, extensions or alterations to existing dwellings, or changes of use to residential, will be permitted within the boundary of the Built-up Area, as defined on the Island Proposals Map, provided that the proposal is in accordance with the required standards for housing as established and adopted by the Minister for Planning and Environment through supplementary planning guidance.

Such guidance is applicable to all dwellings, extensions or alterations to existing dwellings, or changes of use to residential. (31)

Such supplementary planning guidance will also include consideration as to whether there should be any further increase in internal space standards and any further improvements in standards for internal noise and sound insulation of and between units of accommodation.

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31 Policy H6 was amended following the adoption of the 2011 Island Plan: Interim Review (P.37/2014) as amended - in July 2014
Provision of sheltered housing, lifelong dwellings for over-55s and housing to meet special requirements

6.132 The Minister for Planning and Environment wishes to ensure that new housing will, as far as possible, contribute to the needs of people with disabilities and of those who require care - including the elderly, people with disabilities and other vulnerable people.

6.133 The forecast change in population by broad age groups for the period 2009-2018 (under the +150 heads of households per annum migration scenario) predicts that almost all of the estimated growth will be in the over 60 age group. The proportion of people aged 75+ years will rise by 32% and those aged 85+ years will grow by 36%: this is a dramatic increase in potentially vulnerable elderly couple and elderly single person households. The Housing Requirements Study in 2000 identified that some 16% of households in Jersey contained somebody with a disability and of these, 6% contained someone who was a wheelchair user (approximately 1% of all households)\(^{(32)}\).

6.134 These statistics have the potential to pose a considerable challenge in terms of an increased demand and requirement for sheltered housing, lifelong dwellings for over-55s and housing to meet special needs: special needs housing is defined to include nursing and residential care homes, and sheltered housing, where the residential accommodation meets the needs of various groups of people through the provision of varying degrees of support, for rehabilitation and out-of-hospital care.

6.135 Where new facilities are proposed, these should normally be located within the Built-up Areas of the Town or Key Urban or Rural Settlements as defined in the Spatial Strategy\(^{(33)}\). This should enable non-car access to basic facilities, and help raise the quality of life for residents. It will also be important to consider the adequacy of and access to local health care facilities such as doctors’ surgeries.

6.136 It is essential that the importance of maintaining the network of familial and community support enjoyed by people living in their particular community, wherever it is in the Island, not just in the rural centres, is recognised in making provision for new homes to meet the needs of an ageing society. With an emphasis on supporting people to live in their own homes, support networks will become increasingly important for people’s quality of life and their care. The Minister for Planning and Environment will, in partnership with the Strategic Housing Unit over the lifetime of the Plan, review the need for sheltered housing, lifelong dwellings for over-55s and housing to meet special requirements. The Minister will work with relevant stakeholders, including

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\(^{(32)}\) Although 4% of dwellings have been adapted for a disabled person, there is a large mismatch between adapted dwellings and those with disabilities, with only 4% of people with disabilities living in an adapted home. States and parish rental housing and owner-occupied dwellings have the greatest percentage of adapted dwellings, at 8-9%, reflecting the higher proportion of elderly persons within these sectors.

\(^{(33)}\) see Policy SP 1 ‘Spatial strategy’
Housing

the parochial authorities throughout the Island, to ensure that lifelong dwellings for over-55s, sheltered housing and special needs are provided to meet the community’s needs. This can be provided for in the Built-up Areas under the existing provisions of the Plan, and elsewhere in partnership with the parishes, either through Local Development Plans or Village Plans (at Proposal 16 ‘Local Development Plans’ and Proposal 17 ‘Village Plans’ respectively), where a specific emphasis and scope can be given to the need for, and provision of, specific sites to provide homes close to the local supporting infrastructure, that meet the needs of an ageing society within an existing community.

6.137 Where, in response to local need, Local Development Plans or Village Plans includes specific proposals by the parochial authorities for the development of sheltered housing, lifelong homes for over-55s and housing to meet special requirements outside the existing Built-up Area boundary, this will require the approval of the States to the rezoning of the land as part of a further revision of the Island Plan during the Plan period. (34)

Policy H7

Sheltered housing, lifelong dwellings for over-55s and housing to meet special requirements

Proposals for sheltered housing, lifelong dwellings for over-55s and housing to meet special requirements, including the specific needs of those with disabilities, and including residential care and nursing homes, will be permitted provided that the development –

1. meets a local area, parish or Island-wide need;
2. is sited within the Built-up Area boundary;
3. complies with other policies of the Island Plan.

34 Paragraph’s 6.138 & 6.139 were added following the adoption of the 2011 Island Plan: Interim Review (P.37/2014 - amendment 8 (amd)) in July 2014
35 This policy was amended following the States of Jersey adoption of the 2011 Island Plan: Interim Review (P.37/2014 - amendment 8 (amd))- in July 2014
Proposal 24

Sheltered housing, lifelong dwellings for over-55s and housing to meet special requirements

The Minister for Planning and Environment will, in partnership with the Strategic Housing Unit over the lifetime of the Plan, review the need for sheltered housing, lifelong dwellings for over-55s and housing to meet special requirements. The Minister will work with relevant stakeholders, including the parochial authorities throughout the Island, to ensure that sheltered housing, lifelong dwellings for over-55s and housing to meet special requirements are provided during the Plan period to meet the community’s needs.\(^{36}\)

Registered lodging accommodation

6.138 Lodging houses are privately owned properties offering accommodation for occupation by persons who do not possess residential qualifications and who occupy the accommodation as lodgers, not as tenants.\(^{37}\) The Lodging Houses (Registration) (Jersey) Law, 1962, as amended, administered by the Minister for Housing, regulates the amenities of this type of accommodation and licences it for maximum occupation.

6.139 In order to be registered, a lodging house must meet certain minimum standards laid down by the Minister for Housing\(^{38}\). Generally, the lodging house standards adopted by the Minister for Housing are below those that would be required for other residential accommodation established by the Minister for Planning and Environment, under the auspices of supplementary planning guidance. This is clearly inequitable, a fact recognised by the States Strategic Plan 2009-2014, which sets out\(^{39}\) to ‘improve the equity, tenure rights and living standards for accommodation accessible to migrants’. This has also begun to pose a particular challenge for the planning system as the nature of lodgings has changed from ‘serviced’ bedrooms to self-contained units of accommodation.

6.140 Accordingly, the Minister for Planning and Environment will seek to secure an enhancement in the quality of lodging accommodation wherever possible in the conversion of buildings into lodging house accommodation. For new lodging accommodation, applying the same standards as general housing will help to improve

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\(^{36}\) This proposal was amended following the States of Jersey adoption of the 2011 Island Plan: Interim Review (P37/2014 - amendment 8 (amd)) in July 2014

\(^{37}\) Lodgers do not have the same legal status as tenants in a number of respects, particularly in relation to security of tenure. Properties offering accommodation for more than a number of lodgers specified by the Minister for Housing (currently five), inclusive of children of any age, are required to be registered with the Minister and are subject to annual re-registration.

\(^{38}\) see Lodging Houses (Registration) (Jersey) Law, 1962 for details of current standards

\(^{39}\) see States Strategic Plan 2009-2014 pp.29-30, section 14. Adequately house the population
Housing

the quality of the housing stock in the lodging house sector. It also provides greater flexibility to respond to changes in the aspirations of the immigrant workforce, allowing accommodation to be readily adapted to general-demand housing. The policy regime for new housing development will be applicable to development for the provision of registered lodging accommodation.

Policy H8

Registered lodging accommodation

Proposals for new and conversion of buildings for registered lodging accommodation will be permitted within the boundary of the Built-up Area, as defined on the Island Proposals Map, provided that the proposal:

1. meets a proven need for lodging accommodation;
2. meets, or in the case of conversions of existing buildings, meets as closely as possible, the required standards for housing as established and adopted by the Minister for Planning and Environment through supplementary planning guidance.

Staff and key agricultural worker accommodation

6.141 The provision of accommodation to house staff and key workers is particularly important to the Island's agriculture and tourism industries, where they are more reliant on migrant seasonal workers, but is also an issue for other parts of the Island's economy.

6.142 As a general principle, which accords with the strategic policies of the Plan and which reflects the objectives of the States Strategic Plan 2009-2014 to improve the equity, tenure rights and living standards for accommodation accessible to migrants, staff and key agricultural worker accommodation should be of an appropriate standard and be within the Built-up Area.

6.143 The labour intensive, often seasonal nature of agriculture and tourism, the locations for which are often in sensitive coastal and/or countryside environments, however, pose particular challenges. Average earnings for workers in these industries are consistently in the lowest of all economic sectors and access to the local housing market is, therefore, difficult, in addition to which, both industries tend to operate on the basis of long and unsociable hours. In such circumstances, employers in these industries have traditionally sought to provide some of their own staff accommodation in association with existing hotel sites and on farms.
The general principle must, however, remain that staff and key worker accommodation should be of an appropriate standard and located within the Built-up Area: it is, however, recognised that because of the reasons set out above and because of the desire to support and sustain the Island's agriculture and tourism industries in particular, exceptions may be made to permit staff accommodation outside the Built-up Area on the basis of a proven economic need and evidenced business case.

Where exceptions are made, every effort should be made to ensure that the impact of the provision of staff accommodation on the character of the coast or the countryside is minimised. Accordingly, use should be made, where possible, of any existing buildings on or off the site to provide staff accommodation. Where this cannot be secured, provision should be made through the change of use, rearrangement, subdivision or extension of an existing building on the site or lastly through the provision of temporary accommodation. To reduce and minimise their environmental impact, proposals for new temporary buildings should be within or adjacent to the existing farmstead or hotel, or other related buildings on the site, and should be of a size and scale proportionate to the functional need.

The provision of temporary buildings will also be time-limited to ensure their removal when they are no longer required.

Staff accommodation should be of an appropriate standard and, where permanent, should meet, as far as possible, that required for new residential development, as set out in the supplementary planning guidance issued by the Minister for Planning and Environment. It is, however, acknowledged that this is unlikely to be viable for temporary buildings which should, as a minimum, meet the standards set for lodging houses.

In accordance with the strategic policies of the Plan, there is a presumption against the provision of new dwellings outside of the Built-up Area as this would contribute towards an unsustainable pattern of development in the Island and erode the character of the countryside. There may, however, be exceptional circumstances where it can be demonstrated that a new dwelling in the countryside is justified, in particular, for the essential functioning of a farm holding. Such circumstances may arise in respect of accommodation that is required for a key agricultural worker, such as a bona fide agriculturalist who may be a new entrant to the industry, or for a member of farm staff who, for the proper functioning of the farm, needs to be on site.

Owing to the exceptional basis upon which permission may be granted for staff accommodation or key agricultural worker housing outwith the Built-up Area in support of specific sectors of the economy, the Minister for Planning and Environment...

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40 see Lodging Houses (Registration) (Jersey) Law, 1962 for details of current standards
41 A bona fide agriculturalist is someone employed in land dependent primary production, obtaining income from agriculture or horticulture which meets a target level of economic activity as defined by the Rural Economic Strategy (see section 3.2)
will seek to ensure that the occupancy of any such accommodation is strictly limited to those employed in the relevant industry and will not be released whilst there remains a need for such accommodation within that industry.

Policy H9

Staff and key agricultural worker accommodation

Staff and key agricultural worker accommodation should be provided in the Built-up Area and be of a standard that is in accordance with the Minister for Planning and Environment's published guidance for housing.

Planning permission for staff accommodation outside the Built-up Area will not be permitted unless it is demonstrated, to the satisfaction of the Minister for Planning and Environment, that the proposal:

1. is essential to the proper function of the business,
2. cannot be provided on a site within the boundary of the Built-up Area and still meet the functional need,
3. cannot be provided by an existing building, either on or off the site, and still meet the functional need,
4. cannot be provided by rearranging, subdividing or extending an existing building on the site,
5. where possible is located within or adjacent to the existing business premises, or other buildings on the site; and
6. is of a size appropriate to its functional need.

Proposals for staff accommodation through the conversion, rearrangement, subdivision or extension of an existing building, or through the provision of temporary buildings should meet, as closely as possible, the required standards for housing as set out in the supplementary planning guidance issued by the Minister for Planning and Environment. The provision of such accommodation which does not meet those standards established for lodging houses will not be permitted.

Permission for new housing in the countryside to house key agricultural workers will not be permitted unless, in exceptional cases, it is demonstrated, to the satisfaction of the Minister for Planning and Environment, that the proposal meets all of the criteria identified above and is solely for occupation by a bona fide agriculturalist.

New permanent housing for key agricultural workers will not be permitted unless it meets the required standards for housing as set out in the supplementary planning guidance issued by the Minister for Planning and Environment.
Where permission is granted for staff accommodation and/or new dwellings to house key agricultural workers in the countryside, their occupation will be restricted, by condition, to those employed in the relevant industry. In the case of new dwellings for key agricultural workers, this will be related to persons employed or last employed in agriculture as bone fide agriculturalists. For as long as there is a need within the relevant industry, the Minister will not relinquish such occupancy conditions.

Other residential development

6.150 The previous sections have dealt with needs and demand housing requirements and supply. The following section contains policies relating to other aspects of housing development.

Conversion to flats

6.151 The conversion of larger residential properties into smaller units of accommodation can make a valuable contribution to meeting the Island's housing need and can provide a source of affordable accommodation that is often conveniently located. This will require consideration and assessment within the context of the Island's housing needs and Policy H4 'Housing mix'.

6.152 For such development to be acceptable, however, the implications of intensifying the use of such a property and it being used by several households requires particular consideration. Importantly, the quality and size of accommodation to be provided is a material consideration, including an assessment of the provision of internal living space and external amenity space. The extent of parking provision required will be dependent upon the site's location.

6.153 Assessment of all of these matters will need to be undertaken relative to supplementary planning guidance adopted and issued by the Minister for Planning and Environment. Other considerations, related to the impact on neighbouring uses, are set out in Policy GD 1 'General development considerations'.

Policy H10

Conversion to flats

The conversion of larger dwellings into smaller self-contained housing units will be permitted if the development is in accordance with the required standards for housing as set by the Minister for Planning and Environment and meets the Island's housing needs, in accord with Policy H4 'Housing mix'.

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Housing
Loss of housing units

6.154 Housing in Jersey is an expensive commodity and there is evidence of a pent-up demand for housing. Against this backdrop, it is important that the extent of, and access to, the housing stock is maintained and that development proposals which result in the loss of residential accommodation are resisted. There will, however, be exceptions to a general presumption against the loss of housing units.

6.155 The States Strategic Plan 2009-2014 makes clear the objective of ensuring that all Island residents are adequately housed. Where new development is to replace and/or improve existing sub-standard accommodation there may be an overall reduction in the number of residential units which would be acceptable on the basis of ensuring accommodation of an improved and appropriate standard\(^{(42)}\). This may also serve to better meet Jersey’s housing needs and any such proposal will require consideration under Policy H4 ‘Housing mix’.

6.156 The St Helier Urban Character Appraisal\(^{(43)}\) proposed the promotion of increased owner-occupation in the Town as a means of better ensuring the maintenance and upkeep of the historic fabric and townscape of St. Helier: this proposal was based on the premise that owner-occupiers tend to take better care of premises than do absentee landlords. There are significant parts of the town, in particular, where there is a high concentration of houses in multiple occupation for rent and where proposals to convert town houses back into single household dwellings may have positive environmental benefits, of value to the town’s architectural heritage, where these properties are Listed or in a Conservation Area.

Policy H11

Loss of housing units

Proposals that would lead to the loss of housing units will not be permitted except where it can be demonstrated, to the satisfaction of the Minister for Planning and Environment, that such loss is justified on the basis of:

1. the replacement of sub-standard accommodation; or
2. better meeting the Island’s housing needs, in accord with Policy H4 ‘Housing mix’; or
3. the maintenance and enhancement of the historic environment; or where
4. the value of the development to the Island outweighs the loss or reduction in the Island’s housing stock.

\(^{(42)}\) see Policy H8 ‘Registered lodging accommodation’ and Policy H9 ‘Staff and key agricultural worker accommodation’

\(^{(43)}\) see p. 202 St Helier Urban Character Appraisal
7 Social, Community and Open Space

SCO: Introduction

7.1 The quality of our local schools, access to essential health-care services, the identity and vibrancy of the local community, the quality of a neighbourhood’s open spaces and access to sports and recreation facilities contribute to a range of social, environment and health benefits, as well as making areas more attractive to live. Comprehensive planning policies for community facilities, including open spaces are, therefore, fundamental to social inclusion, community cohesion, health and well-being.

7.2 In a mature society, community facilities such as schools, hospitals and community buildings are normally well established, with the main requirement being for the extension or renewal of facilities, as the need arises. Occasionally, as a result of the changes to social policy or the emergence of new community initiatives, new requirements do emerge and the Island Plan must be able to respond to changing community needs over the Plan period.

7.3 Open spaces can encourage biodiversity, promote healthy lifestyles, provide economic benefits and help combat the effects of climate change. The quality and accessibility of Jersey’s open spaces for recreation, sport and amenity value is fundamental to making the Island a distinctive place where people are able to enjoy a high quality of life. The Island Plan seeks to provide a policy framework that protects existing provision whilst also seeking to address deficiencies in the quality and extent of provision.

Policy context

7.4 The States Strategic Plan 2009-2014 sets out some key objectives related to:

- enhancing and improving health-care provision and promoting a healthy lifestyle,
- maintaining high quality education and skills,
- protecting and enhancing our natural and built environment, and
- protecting and enhancing our unique culture and identity

7.5 All of these provide a strong strategic framework for the protection, maintenance and enhancement of the Island's community facilities, be they buildings or open spaces, that support our well-being and quality of life. In essence, the provision and quality of community facilities can have a considerable bearing on the quality of our neighbourhood, which should be somewhere we want to be and are happy to belong to.

7.6 The urban focus of the Island Plan and the concentration of the Island's development needs in the Built-up Area over the Plan period, as set out in Policy SP 1 'Spatial strategy’, provides even greater emphasis to ensure that access to good

1 see CABE Space
quality community facilities and open space, in particular, is a critical planning consideration. This is recognised in the strategic policies and objectives which have been set for the Island Plan and the Built Environment\(^2\), where there is a requirement to ensure that the Plan can contribute to the delivery of a high quality public realm.

**SCO: Objectives and indicators**

**Objective SCO 1**

Social, community and open space objectives

1. To protect, provide and enhance community facilities and open space that meets the community’s needs

**Indicators SCO 1**

Social, community and open space indicators

1. Number of new community facilities provided;
2. Area of new open space;
3. Area of open space lost to development;
4. Extent to which deficiencies identified by the Open Space Strategy (see Proposal 25 ‘Open Space Strategy’) are made good.

**SCO: Policies and proposals**

**Education facilities**

7.7 Jersey’s schools and colleges are an essential element of the Island’s social and economic infrastructure. They provide a service not only to the Island’s young people, but also to the wider community and the local parish. Accordingly, educational facilities need to be close to the communities they serve and the Island Plan needs to ensure that land is available to meet the spatial requirements of both new and existing educational facilities, in relation to both buildings and open spaces. It is therefore important to make provision for the necessary spatial requirements of

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2 see Policy SP 7 ‘Better by design’; Objective BE 1 ‘Built environment objectives’; Objective BE 2 ‘Regeneration of St. Helier objectives’; and Proposal 12 ‘Public Realm Strategy’
Social, Community and Open Space

schools and colleges which, in Jersey, are currently assessed against the UK Department for Education (DfE) standards; and to safeguard these sites and their facilities from other forms of development.

Nurseries

7.8 There is considered to be good evidence that supports the developmental and educational advantages for children of early years education\(^{3}\). Nursery or early years education aims to nurture children's natural drive to explore and engage with the world: it considers their whole range of experience, including emotions, language development, physical development, making friends and learning to look after themselves where the emphasis is on building children's confidence, independence and communication skills.

7.9 On this basis, the Minister for Education, Sport and Culture seeks to provide some free access to early years education for pre-school children. Despite an earlier States initiative, which began in the mid-1980s, comprehensive nursery school provision at each of the Island's States-owned primary schools has not been achieved and the objective of providing early years education is now to be delivered in partnership with private providers through the Jersey Early Years and Childcare Partnership\(^{4}\).

7.10 To help meet this objective, the Minister for Planning and Environment will support the provision and safeguarding of new and existing nursery school provision. The development of new early years establishments will need to meet the standards for such provision administered by the Jersey Child Care Trust, as well as satisfying general planning considerations as set out in Policy GD 1 'General development considerations'.

Primary schools

7.11 Jersey has twenty-three non-fee-paying primary schools with a capacity to accommodate approximately 5,650 pupils. In addition there are two fee-paying States’ primary schools (Victoria College Preparatory School and Jersey College for Girls Preparatory School) and seven private primary schools. In the 2002 Island Plan ‘hotspots’ of over-demand were identified and have now been addressed through the redevelopment and extension of those primary schools affected. Currently, there is a good match between the number of places available in primary schools and levels of future demand.

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4 Jersey Early Years and Childcare Partnership is made up of primary school nursery classes and registered day nurseries and pre-schools from the private and voluntary sector. Members of the partnership will work with the States of Jersey to provide high quality nursery education to pre-school children at an agreed cost.
Social, Community and Open Space

7.12 The demographics of the Island suggest that a reduction in primary school pupil numbers is likely over the Plan period, spread fairly evenly across the primary sector. It is not envisaged, however, that this would result in the requirement for any primary school closure and is likely to be managed, where necessary, by a reduction in the scale of two-form entry schools.

7.13 St Martin’s Primary School, however, is an exception, where the roll is predicted to remain at 175 primary school pupils with 30 nursery places. Unfortunately the existing school and nursery is well below the minimum space standards with no further capacity on the site to extend the facilities. To address this deficiency, provision for a new primary school and nursery unit is currently included in the States capital programme, and the existing football pitch, field 327A, has been identified as being an appropriate location and of sufficient size to provide for both the new school buildings and a junior football pitch.

7.14 Planning guidance will be provided in the form of a planning brief to determine the location of the new building, its design, form, energy efficiency, colour, materials, access and landscaping.

7.15 Any requirement for additional playing field space will be addressed as part of any new Village Plan proposals.

7.16 The day-to-day running of the existing school will be unaffected during the construction period and remain fully operational. This will provide for an easy transition on completion, when the old school building will revert back to the Parish for community use.

Secondary schools

7.17 There are four non-fee-paying 11-16 secondary schools in Jersey (Les Quennevais, Le Rocquier, Haute Vallée and Grainville) with a combined capacity of approximately 3,150 pupils. In addition to the non-fee-paying secondary schools, there are two fee-paying 11-18 States’ secondary schools (Victoria College and Jersey College for Girls); one non-fee-paying 14-18 secondary school (Hautlieu School); and two private 11-18 secondary schools (de la Salle College and Beau lieu Convent).

7.18 As for the primary school sector, Island demographics indicate a falling trend in the secondary school roll over the Plan period: the number of children entering secondary school peaked in 2003 and has now levelled out. Accordingly, it is not anticipated that new secondary school provision will be required during the next ten years.

7.19 There are some local capacity issues related, in particular, to the west of the Island and Les Quennevais School. However, this can be addressed through management of the catchment area.
Social, Community and Open Space

7.20 Within existing secondary school provision in Jersey, there is a known deficiency in the extent of playing field provision available to Haute Vallée School: this is also evidenced by the Outdoor Open Space, Sport and Recreation Study. To address this deficiency, it is proposed that the western half of Field 1219, immediately to the south of the school and the existing playing field, is safeguarded for this purpose.

Tertiary education

7.21 Highlands College is the further, higher and adult education college of the States of Jersey and operates from a main campus in St Saviour with an adult education annexe at the Philip Mourant Centre in Trinity. Classes are also held at 25 other centres in the community, including The Bridge and the Welcome Centre at St Thomas’ Church.

7.22 Highlands is a Partner College of the University of Plymouth and has other university partnerships with Southampton, London South Bank and the Open University. Over 6,000 people study at the College annually, mainly on a part-time basis, and in September 2008 over 800 full-time students were recruited.

7.23 Since D’Hautrée School, which is adjacent to the Highlands campus, was closed in 1998, the vacated buildings have been partially re-allocated to provide: a special school for children with emotional and behavioural difficulties and an expansion of Highlands College. Currently the College’s exam centre is based in the permanent buildings on site and other parts of the site house temporary classroom accommodation, being used to accommodate students, and required to support the new training and educational initiatives introduced as part of the 2009 fiscal stimulus package. Additional space may be required to support the existing higher education facility at Highlands as the Education, Sport and Culture (ESC) Department seeks to improve the vocational training provision in the years ahead. The D’Hautrée site may be well-placed to meet this potential requirement and it is considered appropriate that it continue to be safeguarded for its current temporary educational use pending a review of longer-term ESC property requirements. In the event that it is deemed surplus to educational requirements, the potential for the site to be used, in whole or in part, to provide affordable homes, is identified in Policy H 1 ‘Category A affordable housing sites’.

7.24 Any development of educational facilities will, in particular, need to accord with the strategic polices of the Plan and also Policy GD 1 ‘General development considerations’.

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5 see section 6.8
Policy SCO 1

Educational facilities

The redevelopment of public or private educational sites and facilities for alternative uses will not be permitted except in exceptional circumstances and only where it can be demonstrated that the premises are surplus to public and private educational requirements and the wider community need.

Proposals for the development of additional educational facilities or for the extension and/or alteration of existing educational premises will be permitted provided that the proposal is,

1. within the grounds of existing education facilities, or
2. on a safeguarded site, or
3. within the Built-up Area.

To address deficiencies in the provision of education facilities, the following sites are safeguarded for educational use, the alternative development of which will not be permitted unless it can be demonstrated that they are no longer required for educational purposes:

1. Field 327A, St. Martin,
2. western half of Field 1219, Mont a L’Abbe, St Helier,
3. the former D’Hautrée School site,
4. part of Field 263A, Grouville,
5. part of Field 782, St. Ouen,
6. part of Field 1533, St. Helier, and;
7. western part (up to 2,500 sqm) of Field 525, St John

Healthcare facilities

7.25 People's health is critical to their quality of life. Increased life expectancy and emergent lifestyle-related health threats, such as that of increasing obesity, have highlighted the unsustainability of a health care system based predominantly on cure and increased cost. It is recognised that a major shift in health and social care policy is needed and the States of Jersey is working towards this, as set out in the States Strategic Plan\(^6\) and the Health and Social Service Department's strategy New Directions - A Plan for Health and Wellbeing in the 21st Century\(^7\). Health and social care services are at a “crossroads”. A ‘blueprint’ is needed to identify the best, and most effective, way to deliver the most essential services in a sustainable manner

\(^6\) see objective 11. States Strategic Plan 2009-2014
\(^7\) see Health and Social Services Business Plan 2009
Social, Community and Open Space

into the future. The development of a strategic vision for the provision of health and social care in Jersey in the decade ahead is urgently required and will emerge during the Plan period.

7.26 It is recognised that there is a need to put the emphasis on prevention rather than cure and to make the healthy choice the easy choice, based on three overriding policy aims:

- to promote high levels of health and wellbeing across the Island by ensuring that a healthy environment, healthy lifestyles and a high level of education prevail.
- to manage chronic diseases – diabetes, depression, chronic heart failure, respiratory diseases and others - to ensure that the most efficient (in cost terms) and effective (in clinical terms) range of services is provided to patients. This will include a more effective partnership between general practice-led primary care and the secondary care sector.
- to ensure that older people enjoy long and high quality lives, living in their own homes so that they can enjoy the maximum level of independence.

7.27 A range of supporting and subordinate strategies are required to support these fundamental policy aims and these will be supported by the Minister for Planning and Environment where they have land use planning implications, as and when they emerge during the Plan period.

Primary healthcare facilities

7.28 Primary healthcare facilities are represented by general practitioner surgeries, pharmacists, dentists and other important community practitioners.

7.29 Existing primary healthcare providers have served the community well but, if their contributions are to be optimised in a new structure for health care provision in Jersey, there may need to be greater integration between them and also with secondary care, medical and social care services. This may generate a need for new, more-flexible premises and facilities over the Plan period which should be well-related to the populations that they are designed to serve and be within the Built-up Area, which would accord with Policy SP 1 ‘Spatial strategy’.

Secondary healthcare facilities

7.30 Secondary healthcare facilities are presently represented by the Island’s hospitals, daycare centres and clinics including the General Hospital; St Saviour’s Hospital; Overdale Hospital; day centres at the Hollies, Gorey; the Poplars (Overdale); Sandybrook, St Lawrence; and the Willows, St Helier; residential and residential nursing homes at the Limes and Sandybrook; together with those sites providing clinic and ancillary healthcare services, including Social Services at Maison Le Pape, St Helier; Public Health Department at Le Bas Centre, St Helier; Health Promotion
Social, Community and Open Space

and The Alcohol & Drugs Service, Gloucester Lodge, St. Saviour; Child and Adolescent Mental Health Services (CAMHS), Royde House, St. Helier; and the Ambulance Station at Rouge Bouillon as well as the Crematorium.

7.31 The 2002 Island Plan referred to Health and Social Services’ twenty-year development plan which identified the short, medium and long-term options for health provision in the Island. The short-term (five year) proposals for the General Hospital included the provision of a new community dental service and expansion of the existing day surgery which have now been completed. Over the longer-term the plan proposes further improvements to the General Hospital site with possible expansion to provide space for existing and new services for the long-term delivery of acute care: the feasibility of the General Hospital site being able to satisfy this objective is likely to be the subject of a review during the Plan period.

7.32 Overdale Hospital and the associated services on this site remains a key strategic healthcare facility, with greater potential to meet clinical healthcare needs, and it will continue to be safeguarded for the provision of healthcare services.

7.33 At St Saviour's Hospital, the Health and Social Services Department's 20 year property plan identified proposals for Clinique Pinel and Rosewood House, in the medium-term. Subject to a strategic review of the healthcare property requirements and estate, there is the potential for land and buildings at St Saviour's Hospital to become surplus to healthcare requirements over the Plan period: Queen's House already has planning permission for alternative uses. The site will, however, remain safeguarded for healthcare purposes until it can be demonstrated that it is no longer required.

7.34 Any development of healthcare facilities will, in particular, need to accord with the strategic polices of the Plan and also Policy GD 1 ‘General development considerations’. Proposals affecting protected buildings will need to be considered within the context of Policy HE 1 ‘Protecting Listed buildings and places’.

Policy SCO 2

Healthcare facilities

Proposals for the development of new or additional primary and secondary healthcare facilities or for the extension and/or alteration of existing healthcare premises will be permitted provided that the proposal is:

1. within the grounds of existing healthcare facilities, or
2. within the Built-up Area.
3. in exceptional circumstances, the provision of other specialist healthcare facilities is supported by the Health and Social Services Department, where it can be demonstrated that no other suitable site within the grounds of existing healthcare facilities or the Built-up Area can be identified and where
the rezoning of land for this purpose is approved by the States as a draft revision of the Island Plan.

The alternative development of healthcare facilities will only be permitted where it can be demonstrated that they are no longer required for healthcare purposes.

**Community facilities**

7.35 Community facilities have a very important role in meeting local needs. ‘Community facility’ is an umbrella term relating to those buildings which, in most cases, provide an open and flexible space that can be used for a variety of functions and which might be met by parish halls, schools, churches and church halls, youth centres and sports halls. Such community facilities play a vital part in the day-to-day life of a community and which serve to meet a local need whilst also providing local identity and a place for the local community to meet. There are many examples of thriving community facilities in Jersey, not least, the Island's parish halls.

7.36 Sustaining the essential local facilities is vital to maintaining a vibrant community, as once lost to an alternative development it is very difficult for them to be replaced. Unless existing community facilities have clearly ceased to meet the need of the local community, it makes sense to retain them rather than build new and to maximise their use, in accord with the strategic principles of the Plan (see Policy SP 2 'Efficient use of resources'). Any alternative development of community facilities will, therefore, only be considered where it can be demonstrated that the premises are no longer required for that purpose.

7.37 Community needs can change and the Minister for Planning and Environment will support the provision of new community facilities where it can demonstrated that there is a clear and justifiable need and where there has been local engagement and support. The development of major new community facilities should be considered and developed within the context of Proposal 17 'Village Plans' or Proposal 16 'Local Development Plans'.

7.38 To ensure and enable the development of community facilities which would benefit from a harbour-side location, to include the development of a new headquarters facility for the Jersey Sea Cadets, it is considered appropriate to safeguard some land at St. Helier harbour specifically for this purpose.

7.39 Any development of community facilities will, in particular, need to accord with the strategic polices of the Plan and also Policy GD 1 ‘General development considerations’.
Policy SCO 3

Community facilities

Proposals for the development of new or additional community facilities or for the extension and/or alteration of existing community premises will be permitted provided that the proposal is,

1. within the grounds of existing community facilities, or
2. within the Built-up Area;

To address deficiencies in the provision of community facilities, the following site is safeguarded for the development of community facilities, to include development of a building suitable to accommodate the headquarters facility for the Jersey Sea Cadets –

- Les Galots site, Old South Pier, St. Helier

The alternative development of community facilities will only be permitted where it can be demonstrated that they are no longer required to meet the needs of the local community.

There will be a presumption against the alternative development of community facilities that do not lie in the Built-up Area.

Open space

Planning for open space

7.40 Jersey has an array of open spaces ranging from formal sporting facilities, natural green space, beaches and parks which serve the whole Island; to informal spaces, both hard and soft, that form parts of the Island's built environment and which are more important on a neighbourhood level.

7.41 In reviewing the Island Plan, it was considered important to better understand the availability of open space in Jersey and to attempt to assess whether those facilities available to Islanders meet their needs in terms of accessibility and quality in order to inform the protection and enhancement of existing open spaces and the provision of new open space. JPC Strategic Planning & Leisure Consultants were commissioned to undertake this work as part of the Island Plan preparation and their report, Outdoor Open Space, Sport and Recreation Study (July, 2008) has informed the development of the following sections.
Provision of open space

7.42 To understand what open space there is in Jersey, there is a need to define what is meant by the term ‘open space’ and then to assess the extent of provision. Using best practice from the UK\(^8\), a Jersey ‘open space typology’ has been developed\(^9\) on the basis of the following.

<table>
<thead>
<tr>
<th>Type of open space</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parks</td>
<td>Formal parks with public access</td>
</tr>
<tr>
<td>Outdoor sports facility</td>
<td>Seasonal and fixed sports spaces, both privately and publicly owned (including commercial sports facilities and golf courses)</td>
</tr>
<tr>
<td>Amenity greenspace</td>
<td>Open space that is available for free and spontaneous use, but not managed as a park, playing field or habitat (e.g. informal grassed areas in housing estates)</td>
</tr>
<tr>
<td>Play space</td>
<td>Equipped children's space (pre-teens) and space for teenagers</td>
</tr>
<tr>
<td>Natural greenspace</td>
<td>All natural greenspace that have some form of public access</td>
</tr>
<tr>
<td>Allotments</td>
<td>Land subdivided into rentable plots for the growing of produce</td>
</tr>
<tr>
<td>Cemeteries and churchyards</td>
<td>Open spaces around churches and separate burial grounds</td>
</tr>
<tr>
<td>Civic space</td>
<td>Open public spaces with hard surfaces between buildings or, particularly in the rural context, associated with civic buildings or landmarks.</td>
</tr>
<tr>
<td>Linear open space</td>
<td>Linked paths or routes for recreation and travel (walking, cycling and horse riding)</td>
</tr>
<tr>
<td>Beaches</td>
<td>Accessible coastal spaces between High and Low Water Marks</td>
</tr>
<tr>
<td>Visually important open space</td>
<td>Open spaces that may not be publicly accessible or functional for recreation or leisure, but which play an important role in contributing to the character of an area</td>
</tr>
</tbody>
</table>

Table 7.1 Typologies of open space in Jersey

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8 outlined in Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation and with reference to Open space strategies: best practice guidance

9 section 5.0 Outdoor Open Space, Sport and Recreation Study (July, 2008)
Social, Community and Open Space

7.43 The existing or potential recreation utility of a site is a function of its size, location, shape, topography and internal site features: even very small sites are potentially large enough to accommodate meaningful recreation activity. For the Outdoor Open Space, Sport and Recreation Study (July, 2008), all sites larger than 1 vergée (0.17 ha) have been assessed and included. Whilst many of these sites are small, they are still sufficiently large to accommodate, for example, an equipped play area, tennis court, or ‘pocket park’ and to have some value and utility as open space.

7.44 The location of a space will also have a profound impact on its recreation utility for reasons, for example, of safety, accessibility, security, and nuisance. In short there can be no hard and fast rules for determining the recreation utility of a site for the community. This has meant that judgements have been made on a site by site basis as to what should be included and excluded for these purposes: full details of all of the sites identified and included in the assessment are contained within the study report and associated maps.

<table>
<thead>
<tr>
<th>Type of open space</th>
<th>Provision (vergée/ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parks</td>
<td>196 / 35</td>
</tr>
<tr>
<td>Outdoor sports facility</td>
<td>403 / 72</td>
</tr>
<tr>
<td>Amenity greenspace</td>
<td>129 / 23</td>
</tr>
<tr>
<td>Play space</td>
<td>16 / 3</td>
</tr>
<tr>
<td>Natural greenspace</td>
<td>5,205 / 936</td>
</tr>
<tr>
<td>Cemeteries and churchyards</td>
<td>117 / 21</td>
</tr>
<tr>
<td>Civic space</td>
<td>6 / 1</td>
</tr>
<tr>
<td>Beaches</td>
<td>5,536 / 996</td>
</tr>
<tr>
<td><strong>Total</strong>(12)</td>
<td><strong>11,609 / 2087</strong></td>
</tr>
</tbody>
</table>

Table 7.2 Overall provision of open space in Jersey

7.45 The audit of open space, sport and recreational facilities in the Island has found that there is a wide range of open space that provides varied opportunities for recreation. Provision is dominated by areas of natural greenspace and beaches, as well as the network of green lanes that provide considerable access to ‘the countryside’. The Island also has more formal provision in the form of sports grounds, play areas and parks.

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10 (Outdoor Open Space, Sport and Recreation Study (July, 2008))
11 (Outdoor Open Space, Sport and Recreation Study (July, 2008))
12 Linear open space, allotments and school grounds not included
Social, Community and Open Space

7.46 Provision varies widely across the Island, with differences in provision in the predominantly urban parishes compared to the rural parishes. However, as the Island is relatively small and easily accessible, the provision of facilities needs to be considered on both a local level and at an Island-wide level.

Demand and need for open space

7.47 For the assessment of the extent of provision of open space to be meaningful and useful to planning policy, it needs to be related to an assessment of the demand and need for open space in Jersey. The Outdoor Open Space, Sport and Recreation Study has used open space assessment information, together with findings from a policy and stakeholder review, and information from community consultation, to inform the development of potential standards for open space, sport and recreation provision in Jersey in order to develop an understanding of ‘need’; and to assess how the current level of provision performs in meeting this need and future demand\(^{13}\). It proposes the development of standards for five of the open space typologies - parks, play space, outdoor sports facilities, amenity greenspace, and natural greenspace - based on the components of quantity, quality and accessibility, as follows:

<table>
<thead>
<tr>
<th>Typology</th>
<th>Quantity standard (vergée/1,000 popn)</th>
<th>Access standard (metres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parks</td>
<td>2.80</td>
<td>500</td>
</tr>
<tr>
<td>Play space</td>
<td>0.55</td>
<td>500</td>
</tr>
<tr>
<td>Outdoor sports facility</td>
<td>4.44</td>
<td>3,000</td>
</tr>
<tr>
<td>Amenity greenspace</td>
<td>1.40</td>
<td>500</td>
</tr>
<tr>
<td>Natural greenspace</td>
<td>5.50</td>
<td>500</td>
</tr>
</tbody>
</table>

Table 7.3 Summary of potential quantity and access standards for open space

7.48 Using these potential standards, an assessment of supply and demand has been made, in the Outdoor Open Space, Sport and Recreation Study\(^{14}\). There are some particular characteristics applicable to Jersey that need to be taken into account in any consideration of the outcome of this work, including:

- the Island has large areas of natural greenspace and beaches which provide huge opportunity for informal recreation;

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13 see section 6.0 Outdoor Open Space, Sport and Recreation Study (July, 2008)
14 see section 6 of Outdoor Open Space, Sport and Recreation Study. Assessment is based on earlier population estimate of 89,300.
Social, Community and Open Space

- participation rates in outdoor sport are higher than the UK and people do and will travel throughout the Island to use facilities;
- the provision of more formal facilities such as parks, play areas and amenity space have more significance in urban areas, as many of the rural areas benefit from access to natural greenspace and beaches.

7.49 Having regard to the above, the main observations from the study are:

- there is an abundance of natural greenspace and adequate amenity greenspace provision, however, the quantity of and accessibility to open spaces of these types is more challenging in urban areas;
- the current provision of outdoor sports facilities for the Island as a whole is sufficient, with some issues of local access, particularly in urban areas;
- there is an under-supply of parks in the Island, however, their provision needs to be taken in context with provision of other types of open space, particularly in rural areas. In urban areas under-supply of parks may have more significance, particularly if future development needs are to be predominantly met in the urban areas;
- there is an under-supply of play space across the Island.

7.50 Further work is required to review the findings of the study, in particular to assess the robustness and applicability of the proposed standards to the existing and future population projections for the Plan period. Whilst the study has usefully identified and assessed the extent of provision at an Island-wide and parish level, of greater relevance is the adequacy and accessibility of facilities to local neighbourhoods, and further work is required to review the assessment and to develop, in consultation with other stakeholders, how provision might be made or enhanced where deficiencies in quantity, quality or accessibility are identified.

7.51 As identified in the report, this might also include the use of planning obligation agreements to secure developer contributions, possibly on a tariff basis, for the provision, maintenance and enhancement of open space: the use of such planning obligation agreements is already provided for in Planning Obligations.

7.52 The Minister will seek to undertake this further work through the development of an Open Space Strategy, in the form of supplementary planning guidance, during the Plan period. This work also has the potential to complement the proposals to develop a public realm strategy for St Helier.
Social, Community and Open Space

Proposal 25

Open Space Strategy

To ensure the adequate provision, accessibility and quality of open spaces throughout the Island and in local neighbourhoods, the Minister for Planning and Environment will, in consultation with relevant stakeholders and through engagement with the local community, develop and adopt an Open Space Strategy which will:

- identify open space provision throughout the Island and define its quality and accessibility,
- develop Jersey standards for the provision, quality and accessibility of open space, which include considerations of safety, convenience and ease of access, with particular regard given to the mobility-impaired and the elderly when living communally;
- assess the need for the provision and/or enhancement of open space,
- work with stakeholders to develop proposals and policies to deliver new or enhanced provision, including the potential introduction and use of new planning policies to realise objectives.
- include a review of the ability of States-owned and privately-owned land to contribute towards the need for, and quality of, open space provision, particularly in St. Helier and other parts of the Built-up Area.

Protection of open space

7.53 On the basis of the assessment of the availability and potential need for open space in Jersey, as set out in the Outdoor Open Space, Sport and Recreation Study (July, 2008), it is important that the existing level of provision, across all types of open space identified as set out in Table 7.1 'Typologies of open space in Jersey', is protected from inappropriate development and loss.

7.54 The protection of open space is particularly important in the Built-up Area where competing development pressures are greatest. Indeed, its retention and enhancement is now all the more important in support of the regeneration of the Island's urban environment and the desire to promote urban living. Within the context of the Built-up Area, open space - particularly that identified as visually important open space - may have no public access or recreational utility, but may perform an important visual and environmental function.
Policy SCO 4

Protection of open space

The Minister for Planning and Environment will protect existing open space provision and the loss of open space will not be permitted except where it can be demonstrated that:

1. its loss will have no serious impact on the adequacy, quality and accessibility of provision of the type of open space affected by the proposal; or
2. alternative replacement provision of the same or better extent, quality and accessibility of open space can be provided; or,
3. the proposal will be of greater community or Island benefit than the existing open space resource; or
4. its loss would not seriously harm the character and appearance of the locality.

7.55 The areas of protected open space to which Policy SCO4 applies are designated on the Proposals Map(15) and illustrated at Map 7.1.
Social, Community and Open Space

Provision and enhancement of open space

7.56 In addition to protecting existing open space, the provision of open space that is of a sufficient standard and quality is important. The Outdoor Open Space, Sport and Recreation Study (July, 2008) provided an initial assessment of quality across open space typologies\textsuperscript{(16)}, much of which is related to management and operational issues. These matters will be reviewed with stakeholders as part of the development of the Proposal 25 ‘Open Space Strategy’. Where there are land-use planning implications, the enhancement of existing open space will be supported by the Minister for Planning and Environment, where it is appropriate to do so, having regard to issues of design and impact on character, as set out in policy GD1 ‘General Development Considerations’ and other locational policies relating to those landscape settings of greater sensitivity: these are represented by Policy HE 3 ‘Preservation or enhancement of Conservation Areas’; Green Zone, and Coastal National Park policies and also that consideration is given to any potential impact for the ‘Marine Zone’.

7.57 There are several proposals to provide new urban open spaces, detailed plans for which will emerge within the context of work associated with BE2 Delivery of the St Helier Waterfront and proposal 11 St Helier Regeneration Zones. It is appropriate to safeguard these sites for open space use pending the development of more detailed policies and proposals. The sites are as follows:

- **Town Park**: first proposed in the mid-1990s, implementation of the new Town Park is underway and due for completion in 2012. The park has the potential to transform this area of the town and encourage local regeneration, whilst providing a much needed local open space;

- **Mont de la Ville linear park**: this proposal relates to the enhancement of existing routes and the connection of existing and proposed open spaces at Fort Regent, South Hill and La Collette Gardens. This has the potential to provide a connected network of open space from the town centre to the coastline;

- **La Collette 2 open space**: the planning framework for the use of land at the La Collette 2 reclamation facility envisages the provision of a significant area of open space at the completion of reclamation activity. Whilst originally proposed to be publicly accessible, this area is within an identified area of risk, owing to the proximity of hazardous installations. On this basis, the area remains to be developed as open space, to provide an important visual feature and landscape buffer, but will not be publicly accessible. Public safety must remain the key consideration but the Minister for Planning and Environment will work with other stakeholders to achieve the maximum degree of public access that can be achieved without unacceptable risk.

\textsuperscript{16} see section 7.2
Social, Community and Open Space

Map 7.2 Proposed New Urban Spaces
There is a need to ensure that along with new development in the Built-up Areas, there is adequate provision of new, good quality open space. This is particularly relevant given the proposed intensification of development on existing built sites and in the existing Built-up Area. The Minister will, therefore, ensure that all new development makes adequate provision for open space in line with supplementary planning guidance to be developed and adopted by the Minister in accord with Proposal 25 ‘Open Space Strategy’.

### Policy SCO 5

**Provision and enhancement of open space**

Proposals for the provision of new or an extension or enhancement of existing open space will be permitted in the Built-up Area.

The development of new or an extension or enhancement of existing open space in a Conservation Area or the Green Zone will be permitted where it does not seriously harm the character of the area and is in accord with policies Policy HE 3 ‘Preservation or enhancement of Conservation Areas’ and Green Zone.

The development of new or an extension or enhancement of existing open space in the Coastal National Park will not be permitted except where it is in accord with policies NE5 ‘Coastal National Park’; NE8 ‘Access and Awareness’ and ‘Policy EVE 3 ‘Tourism support facilities in the countryside’.

The following areas are identified on the Island Proposals Map for the provision of new open space and their development for other purposes will not be permitted, unless in accord with plans and proposals emerging in the context of proposal 12 St Helier Regeneration Zones;

1. the Town Park;
2. the Mont de la Ville linear park; and
3. La Collette 2 open space

To ensure the adequate provision, accessibility and quality of open spaces throughout the Island and in local neighbourhoods, the Minister for Planning and Environment will require the provision of open space in association with new development. Development proposals which do not make adequate open space provision will not be approved. Open space provision will need to be made in accord with supplementary planning guidance to be developed and adopted by the Minister in accord with Proposal 22.
Social, Community and Open Space

Allotments

7.59 An allotment site - defined as an area of land subdivided into individually rentable plots for the growing of produce - can be a valuable green space and an important community asset, particularly for people with small or no garden of their own. They can enhance people’s quality of life being places for community interaction, provide fresh food and encourage exercise.

7.60 Unlike England, where there is legislation\(^{17}\) requiring the provision of allotment gardens, Jersey does not have a culture of allotment provision and use. There is, however, evidence of an increasing demand for the provision and use of allotments: the established allotment site at Gorey\(^{18}\) is oversubscribed and there have been a number of proposals for the development of new allotment sites, at least one of which has now been realised at Les Creux Country Park in St Brelade.

7.61 Allotments should be well located to the communities that they are intended to serve for the convenience of users and to reduce the need to travel: ideally, they are best located within or adjacent to the Built-up Area. Some provision may need to be made, however, for parking, where allotments are provided, depending upon their location.

7.62 In assessing proposals for the provision of allotment sites, consideration will need to be given to their impact for the use of the land in particular in terms of its value for agriculture, and to the character of the countryside. To minimise the visual impact of allotments, which will always be characterised by the provision of sheds for storage, the regulation of the erection of buildings, means of enclosure and other structures will be undertaken through the planning process, either by condition relating to the provision of details or the requirement for proper management and a code of practice for the allotment site.

7.63 Any proposals for the development of allotments sites will need to take account of Policy GD 1 ‘General development considerations’.

7.64 In accord with policies which seek to protect the provision of open space, the loss of allotment sites, or proposals for their alternative use, will generally be resisted. Where there is no longer a requirement or demand for allotment use in a locality, the land should be restored to its former use and all structures associated with the allotment removed.

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\(^{17}\) Provision of allotments is a statutory requirement under the Small Holdings and Allotments Act, 1908

\(^{18}\) Field 155, Chemin des Maltieres, Grouville
Policy SCO 6

Allotments

The development of land for allotments will be permitted provided that the proposed development is located within or close to the Built-up Area and does not have a seriously adverse environmental impact, in accord with Policy SCO 5 ‘Provision and enhancement of open space’;

Permission will only be granted where the proper management of the allotment site can be assured.

The loss or alternative use of allotment sites will not be permitted in accord with Policy SCO 4 ‘Protection of open space’.
Social, Community and Open Space
8 Travel and Transport

TT: Introduction

8.1 The States Strategic Plan 2009-2014 sets out a vision for a thriving Island community that is underpinned by sustainable economic growth. The ability to travel to, from and around Jersey, and the availability of efficient transport is critical to the economic success of the Island. But the way that people travel has an effect on the environment, people's health and the overall quality of life.

8.2 The Strategic Plan 2009-2014 recognises that, if the economy is to be maintained and grown, without adversely affecting the quality of life, there is a need to adopt more sustainable ways of travelling. Specifically, the Strategic Plan 2009-2014(1) seeks to shift attitudes towards the ownership and use of the private car. The Island Plan can assist with this, as evidenced by Policy SP 1 'Spatial strategy' and Policy SP 6 'Reducing dependence on the car', in accord with the principles of 'Reduce, manage, invest'. In this respect, it can seek to promote and apply polices which have a direct impact on reducing travel demand, enabling and encouraging travel by more sustainable modes and assisting the objectives of traffic management by influencing matters such as levels of car parking availability and infrastructure to support other travel modes and fuels (e.g. the provision of cycle paths, cycle parking and electric charging facilities).

8.3 It is, however, important to recognise that the Island Plan is but one part of a comprehensive policy regime affecting travel and transport to, from and around Jersey: air and sea transport policies, developed by the Economic Development Department, and travel and transport policy, developed by the Transport and Technical Services Department, will provide much of the strategic and operational policy framework for this sphere of activity. The Island Plan needs to respond to travel and transport objectives and proposals, established in other policy regimes, where they relate to the use of land and buildings, to ensure that it can contribute towards the attainment of shared objectives.

8.4 Major issues related to the operational and non-operational use of land at the Island's principal ports, St Helier Harbour and Jersey Airport, will arise during the Plan period and will require more detailed consideration. The Minister for Transport and Technical Services has published Jersey's Sustainable Transport Policy (2), which has been adopted by the States and which contains important principles for the development of a new planning framework for travel and transport in Jersey.

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1 see priority 13 Strategic Plan 2009-2014
2 P.104/2010 Jersey's Sustainable Transport Policy (July 2010) as amended during debate and adoption on 01 December 2010
Travel and Transport

TT: Objectives and Indicators

**Objective TT 1**

Travel and transport objectives

1. To reduce the need to travel through the integration of planning and travel and transport strategies which serve to minimise travel and traffic generation;
2. To influence travel demand and choices of travel mode by achieving development forms and patterns which enable and encourage a range of alternatives and which positively enable and promote walking, cycling and public transport as a more sustainable mode of travel than the private car;
3. To make efficient use of existing transport infrastructure and minimise new road construction;
4. To reduce pollution, noise and the physical impact and risk to health posed by traffic and transport

**Indicators TT 1**

Travel and transport indicators

1. Level of peak hour traffic flow by mode
2. Level of road injuries
3. Level of road transport pollution

TT: Policies and proposals

Planning more to travel less

8.5 Car ownership in Jersey is high and continues to increase: the 2001 Census revealed that for every 1,000 people in the Island, there are 620 cars, which is 35% more than the UK and 7% more than Guernsey and the Isle of Man. The number of cars per household stood at 1.48 in 2001 but this would appear to have increased in 2005 to 1.54\(^{(3)}\) and in 2008 to 1.57\(^{(4)}\). Over 50% of all private households have two or more cars and half of households (49%) have the same number of cars as adults.

3 Jersey Annual Social Survey 2005
4 Jersey Annual Social Survey 2008
8.6 Associated with this, the number of households without access to a private vehicle for domestic use is decreasing, from 16% of the Island’s resident population in 2001 to 11% in 2008. Those without access to private transport are predominantly in St Helier (@ 24%) and in the other urban parish of St Saviour and, surprisingly, Grouville (@11%).

8.7 The situation with regards to vehicle use is less clear: traffic flows in the Island appear to have decreased from the late 1990s to 2003/2004. Since then, traffic levels would appear to have stabilised and, following the introduction of a more comprehensive network of monitoring sites of traffic flow into St Helier from 2007, may now be revealed to be increasing. Local congestion still occurs during peak hour flows on the Ring Road and on principal routes into St Helier, with specific congestion hot spots at locations such as Beaumont/La Route de la Haule.

8.8 Set against the States Strategic Plan 2009-2014 objectives of continuing to support the growth of the economy, an expansion of the working population and the natural increase of the local population, it is anticipated that the demand for travel will increase during the Plan period.

8.9 The Spatial Strategy adopted in the Island Plan, and the location of new development for homes and jobs, will influence the extent and mode by which people will need to travel, particularly for journeys to work and school. Whilst St Helier will undoubtedly continue to provide for a significant number of new homes throughout the existing urban area and within anticipated new development on the Waterfront, some homes will continue to be provided outwith the Town: this will increase the likely need for people to travel and will inevitably contribute towards more peak hour travel activity.

8.10 If no action is taken to reduce growth in traffic levels and particularly private car use, peak hour local traffic is predicted to increase by 5-10% over the Plan period\(^5\). The result of this would be increased congestion, leading to a drop in peak hour vehicle speeds, and an increase in journey times.

8.11 Approximately one third of greenhouse gas emissions in Jersey come from motorised vehicles. Air quality, measured at specific kerbside sites, is generally within recommended guidelines but remains steady rather than improving. There are instances where the levels of certain air pollutants exceed limits but only longer-term monitoring can determine the actual situation. Legislation on the emission standards of new vehicles should reduce pollution from this source over the next few years, but greenhouse gas emissions will continue to rise and congestion levels will have an affect. An air quality strategy for Jersey remains to be adopted.

Travel and Transport

8.12 Many Islanders are concerned about the present levels of traffic and the associated congestion, particularly at certain hot spots during peak hour travel, such as Beaumont/La Route de la Haule, and some of the other areas of local congestion on routes into St Helier. There is also concern about associated pollution and the environmental impact of increased car use.

8.13 Set against this, there is very little support for new road building in an attempt to ease the situation, unless it is designed to alleviate specific difficulties, such as the Beaumont junction.

8.14 There are mixed views about the issue of parking and the level of provision. There is neither strong support for or against controlling the provision of parking supply associated with new development or private car parks, and only limited support to reduce the amount of car parking associated with new residential development. This perhaps demonstrates that whilst people are generally supportive of reducing the adverse impact of traffic, and particularly private car use, they are less likely to support any measures which serve to constrain their own ownership, use and convenience that private car use can offer.

Targets

8.15 The Island Plan has to respond and seek to support the transport objectives set out by the Island’s strategic highway authority: the Transport and Technical Services Department has set out general principles, objectives and proposals in the Sustainable Transport Policy (2010). The general thrust of this document is to seek to secure a reduction in congestion, and the associated implications of this, by seeking to reduce the need to travel and by encouraging people to use other forms of transport, other than the private car, for some of the journeys that they make. Specifically the Plan sets out a range of targets which it seeks to achieve by 2015, including:

- Reduce peak hour traffic flows by 15% to be achieved by;
  - 100% increase in bus use;
  - 20% in school bus use;
  - 100% increase in cycling;
  - 100% increase in cycling to school;
  - 20% increase in walking (from outside the Ring Road);
  - increase in car occupancy rates;
  - increase in use of motorcycles;
- Re-establish a reducing trend in road injury rates.

8.16 For Jersey the preferred approach of the Island’s transport strategy, as set out above, is to reduce the number of private cars coming into St Helier during the peak periods (the busiest times of the day) to 15% less than 2010 levels. Typically, 12,000 people travel into St Helier each morning during rush hour in 8,800 cars or
vans: a 15% reduction amounts to 1,800 people opting for one of the alternatives. The congestion target is based on seeking to secure a reduction in congestion levels to that experienced during peak hour traffic flows during schools holidays, which is regarded as being an ‘acceptable’ level for the Island.

8.17 As stated above, whilst general traffic levels may be beginning to increase, this needs to be set against increasing bus patronage - up 4% in 2005; 5% in 2006 and a further 11% in 2007\(^{(6)}\), with a 6% increase in the first quarter of 2008; and increasing levels of cycling to work – from 3% in 2001 to 5% in 2008 (or 8% of those who need to travel to work).

8.18 The predominance of single occupancy car use for the journey to work means that the impact of seemingly large and ambitious targets for modal switch produces a relatively limited reduction in car use. It is also relevant to note that journey to work by foot in Jersey is already relatively high (for Guernsey, for example, the comparable 2001 figure was 12%).

![Travel Mode by Workers](image)

**Figure 8.1 Travel Modes of Workers (JASS, 2008)**

8.19 If the objectives of the Sustainable Transport Policy are to be achieved and congestion is to be reduced, this will require even greater success in increasing bus patronage and cycle use, together with increased levels of walking and car sharing, which must be manifest as a reduction in the number of people driving to work.

8.20 There is also a serious need to reduce the need to travel. The planning system can help to do this through the following measures:

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\(^{(6)}\) 11% in bus use in 2007 partly due to Connex taking over the summer service
Travel and Transport

- residential development near to local centres;
- residential development at higher densities and predominantly located in town rather than in other parts of the Island;
- encourage mixed development of residential / employment uses;
- only bulk shopping to be in out-of-centre locations;
- development to be located in areas served by public transport;
- resist development of sites with inadequate public transport;
- tightly control parking provision in new developments;

8.21 The Island Plan seeks to assist in this, as evidenced by Policy SP 1 'Spatial strategy', which seeks to ensure that the need for travel is reduced, and the choices of travel mode are more sustainable.

8.22 In making land-use and transport-related decisions and in implementing transportation measures, there is also a need to ensure that priority is given to the most sustainable modes of travel (see Policy SP 6 'Reducing dependence on the car') following an established hierarchy of travel, as set out below:

1. walking
2. cycling
3. travelling by bus
4. travelling by taxi
5. car sharing
6. single occupancy car travel

8.23 This hierarchy relates to the movement of people. It should be recognised that people with disabilities have special needs whatever their mode of travel. The movement of goods is also essential and an optimum between efficiency and environmental safeguards should be sought.

8.24 The performance of the Sustainable Transport Policy will need to be monitored and reviewed, relative to its targets, throughout the period of the Island Plan and, where appropriate, action taken to review the policy framework in the Island Plan in response. Traffic growth and concerns over air quality may be such that further measures such as rationing the use of road space may need to be considered when the policy is subject to review in the future.

Walking and cycling

8.25 Walking and cycling are the most sustainable modes of transport and the Island Plan can assist and encourage people to choose these travel options in a number of ways.

8.26 The location of new development relative to the amenities and services that people need to access - shops, schools, workplaces, leisure facilities and other facilities - can influence whether walking or cycling is a realistic option for a greater
number of people. Some larger developments - such as offices and other workplaces - can foster greater walking and cycling use by ensuring that there is physical provision made on sites and within buildings for safe and convenient access routes for pedestrians and cyclists; cycle parking; and changing, personal storage and drying facilities. The planning system can require these facilities through the review, adoption and application of planning policy related to travel plans and supplementary planning guidance relating to standards for the provision of access, parking and associated facilities.

Footpath and cycle network

8.27 The provision of footpaths, that are safe, convenient and easy to use can encourage walking as an alternative to the car, particularly for short trips. Footpath provision can be secured through roadside pavements as well as off-road routes.

8.28 The provision and availability of a good footpath network in the Built-up Area and between urban centres which can encourage and enable people to access local facilities and destinations – such as shops, schools and other local amenities – is particularly important. The Island’s footpath network is also important for recreational use and tourism, particularly where it can enable access to those parts of the Island’s coastal and countryside environment that would otherwise be publicly inaccessible.

8.29 Whilst cyclists use of the public highway network needs to be acknowledged and protected, the provision of cycle paths of an appropriate specification and level of maintenance, segregated from vehicular traffic, can provide for and encourage cycle use. The Island Cycle Network, developed by the States of Jersey in partnership with the UK’s leading sustainable transport charity, Sustrans, provides a network of routes across the Island mostly on less trafficked rural and Green Lanes. Part of the network’s Route 1 includes the Corbiere Walk and the Railway Walk which, together with the recently completed extension to St Peter’s Village via Jersey Airport, provides an off-road cycle route that connects the Built-up Areas of St Brelade and St Peter with St Helier, and provides a major strategic commuter and leisure cycling route.

8.30 Protecting the integrity, alignment and safe usage of the Island’s existing cycle and pedestrian routes from adverse development is imperative if the networks are to attain optimum usage. In cases where they are affected by development proposals, it is impossible to retain route alignments, alternative routes should be provided which are, as an absolute minimum, of a similar quality, are both safe to use and perceived as such by potential users, are convenient (do not detour far from the desired route) and are of a similar length to the original route.

8.31 If the opportunity arises to improve facilities for both pedestrians and cyclists this should be secured and routes provided in accordance with the Institution of Highways and Transportation guidelines interpreted and modified as necessary to Jersey conditions, with such adaptations to be consulted on with users. Care

7 “Providing for Journeys on Foot” and “Cycle Friendly Infrastructure”
Travel and Transport

should be taken to ensure that development adjacent to existing pedestrian or cycle facilities does not hinder the safety (and perception of safety) of users of the networks by providing adequate sight lines, safe crossing points and avoiding potential conflict points where possible.

Policy TT 1

Protection of the Island’s footpath and cycle network

In order to protect the integrity of the Island’s footpath and cycle network, both off road and along the roadside, development proposals that would result in the loss, or prevent the use, of any part of the pedestrian or cycle network or other rights of way, or future development of these networks or compromise the safety of users thereon, will not be approved, unless alternative routes are provided that are similar or better in quality, safety, convenience and length.

Footpath provision and enhancement

8.32 The availability of continuous footpath provision along the Island’s primary route network and along the important access routes for pedestrians into St Helier is also important to encourage and enable travel such as the journey-to-work and school on foot and to promote ease of access to bus stops on major routes. In many cases even where roadside footpaths do exist, they can be narrow, which presents difficulties for their ease of use.

8.33 The development of a strategic pedestrian route network, throughout St Helier and along the principal pedestrian approaches to the town, should be a key element of a public realm strategy, supported by physical improvements and adaptations of junctions and crossing points to promote and assist in the safe and convenient passage of people on foot.

8.34 Whilst extensive road-widening programmes to effect improvements to the highway network based on a proactive approach to the acquisition of land have previously been identified, they have not been implemented. The objective of improving the footpath network, however, remains and this must be achieved through other means. Development proposals can present opportunities to secure the provision of new pedestrian facilities, where none exist, or provide for the enhancement and widening of existing roadside footpaths along the Island’s primary route network. Proposals for new development adjacent to the existing primary route network will be assessed on a case by case basis to evaluate the provision of new roadside footpaths or the enhancement of existing pedestrian infrastructure as an integral element of the development proposal. Significant new development that is
not adjacent to the existing primary route network or is not well connected to the existing footpath network may be required to provide new pedestrian facilities through the use of planning obligation agreements.

8.35 The provision of a safe and comprehensive roadside footpath network is especially important in the Island’s main urban areas, particularly St Helier, where the volume of road traffic and pedestrian traffic is highest. Physical improvements to the highway infrastructure are often restricted by the limited width of streets, where the justification for road improvements needs to be balanced against the impact of the built environment and the historic character and appearance of the town and other Built-up Areas.

8.36 The 2002 Island Plan identified a number of road improvement lines, which remain to be implemented. These have been reviewed having regard to criteria related to the benefits for pedestrians; the impact on the built environment; visual impact; benefits for public transport and cyclists; impact on parking and servicing and; whether alternatives to road widening are available. Following the review it is proposed that the following improvement lines be deleted:

- Castle Street (west side)
- Don Street (east)
- Old St John’s Road (west side)
- 52 New Street
- Rue de Trachy (west side)
- Roseville Street and Havre des Pas Junction

8.37 There remain a number of specific locations in central St Helier where amendments to the alignment of the road will be sought through the redevelopment of sites and buildings: these are shown on the Proposals Map.

8.38 Outside the Town and the Island’s Built-up Areas, the impact of this policy objective will need to be considered against the impact of such a proposal for the character of the countryside in particular and attention will need to be given to ensure that the design of new facilities retains or incorporates important features such as banques, walls, hedgerows and trees.

**Policy TT 2**

**Footpath provision and enhancement and walking routes**

The potential for new developments, such as housing, shopping, employment, health or leisure proposals on or adjacent to the Island’s primary route network to contribute to the provision of new or the enhancement of existing footpaths will be considered relative to the justification of need, the nature of the development and the character of the area.
Travel and Transport

The ability of development to contribute to the improvement of the Island’s provision of off-road walking routes will be pursued, especially where safe routes between residential areas, schools, play space, sporting and cultural facilities, et cetera, can be identified.

The provision of new footpath infrastructure should seek to respect the character of the area and should seek to retain or provide key features adjacent to the highway in accord with Proposal 5 ‘Coast and countryside character’; Policy NE 4 ‘Trees, woodland and boundary features’ and Policy HE 3 ‘Preservation or enhancement of Conservation Areas’; Policy HE 4 ‘Demolition in Conservation Areas’; and Policy HE 1 ‘Protecting Listed buildings and places’.

The potential of development proposals to enable the enhancement of roadside footpaths in the Town of St Helier will be a key material consideration in the following locations, and as defined on the Proposals Map:

- Bath Street (west side);
- Devonshire Place (south side);
- Rouge Bouillon (west side) nr junction with Roussel Street;
- St James Street (west side);
- Don Road (north side);
- St Saviour’s Road (east and west side);
- St Saviour’s Road and Wellington Hill;
- Tower Road;
- La Pouquelaye

Pedestrian priority

8.39 There is inevitable competition in the centre of St Helier for the amount of road space available to the competing and sometimes conflicting uses of providing essential vehicular access, providing a safe and pleasant environment for pedestrians, encouraging a vibrant economy and creating quality urban spaces. There is increasing recognition and acceptance, however, that the quality of the overall environment and the perception of a town’s status and identity are heavily influenced by the quality of its public realm — the streets, parks, squares and spaces that define the public areas between buildings.

8.40 The quality of the public realm will be a key determinant of the success of the St Helier Waterfront and Esplanade Quarter: the masterplan\(^8\) envisages significant investment and quality in this aspect of this new area of St Helier.

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\(^8\) The Jersey Waterfront: supplementary planning guidance (April 2006) Chris Shepley; Masterplan for the Esplanade Quarter, St Helier (April 2008) Hopkins Architects
Travel and Transport

8.41 There has been a slow but gradual accretion of the amount of space given over to the benefit of the pedestrian in St Helier and an enhancement of its quality. Of major significance is the complete pedestrianisation of the town’s principal retail area of King Street (1970) and Queen Street in 1977. Whilst the extension of a town centre pedestrian priority zone – with restricted hours for vehicular access – envisaged in the 1987 Island Plan, has not been realised, the pedestrian has been given greater priority in other streets and spaces in the town centre. The States of Jersey has also made investment in the enhancement and improvement of its public realm through the St Helier Street Life Programme which has delivered new pedestrian spaces, wider footways, new and improved crossings, street lighting, bins, benches, seating and public art on key routes around the edge of the town centre and in the heart of the town.

8.42 Complete pedestrianisation of town streets is not envisaged during the Plan period, but continued investment in the public realm and an extension of pedestrian priority is considered necessary to support the viability and vitality of the town centre. The Strategy for the future development and regeneration of St Helier (9) proposed a number of strategic enhancements to the pedestrian realm involving an extension of pedestrian priority to York Street, Charing Cross, Broad Street, Library Place, Church Street, Vine Street, Halkett Place (south of Waterloo Street), Hue Street and the pedestrianisation of the western end of Colomberie; the closure of the eastern end of Gloucester Street (between Parade Gardens), the closure of the southern end of Oxford Road (between the private and public parking at Gas Place/ Robin Place) and various options for the closure of road space between Liberation Square and Weighbridge Place, affecting the southern end of Mulcaster Street and the eastern end of the Esplanade.

8.43 Following further detailed modelling and assessment of these strategic concepts, whereby the impact of these proposals upon the movement of vehicular traffic in and around the town could be considered, it is proposed that work is undertaken to develop pedestrian priority – where access would need to be maintained, in some form, for cyclists, taxis, buses and trade deliveries - in the following areas;

8.44 Halkett Place (south of Waterloo Street) provides a direct vehicular route through the heart of the town centre, crossing the main pedestrian shopping streets of King Street and Queen Street, and also provides on-street parking. The provision of vehicular access through the heart of the town conflicts with the notion of giving priority to the pedestrian in the town centre and of promoting its quality and vitality, where there is no justification for access to cross-town traffic. It is important to retain the character and vitality of the Central Market and any pedestrian priority scheme would need to provide for appropriate servicing arrangements.

9 Strategy for the future development and regeneration of St Helier (March 2007) EDAW
Travel and Transport

8.45 As part of any scheme to enhance Halkett Place, the implications of any change for adjacent streets, particularly Waterloo Street and Don Street, would need to be considered in terms of implications for traffic management and ease of pedestrian movement.

8.46 Library Place, Vine Street and Church Street are relatively lightly trafficked but provide important service access for business and public transport, including taxis. Their location and relationship with the historic core of the town represented by the Royal Square and the Town Church provides an opportunity to enhance the quality of the public realm in this area and to provide better pedestrian linkage between the spaces of the Royal Square and Broad Street.

8.47 Dumaresq Street (western end) is a very narrow street, of considerable historic townscape interest with footpaths and a carriageway of restricted width. The physical characteristics of the street, and its use for service deliveries and pick-ups for some of the major stores in King Street, pose particular pedestrian safety issues.

8.48 The development of the existing parking facility in Hue Street would remove this trip-generating use from the edge of the town centre and provide an opportunity to enhance the public realm in this area.

8.49 The closure of the southern end of Oxford Road, between the private parking on the ‘Talman’ site and the public car park at Gas Place is an integral element of proposals to create a new Town Park, in this area of St Helier.

8.50 It is also considered appropriate that further work is undertaken to reclaim road space for the benefit of the pedestrian and public realm in the following areas where the width of the road network is capable of reduction relative to the volume of vehicular traffic carried, and where environmental improvements could be secured through an extension and enhancement of the public realm;

- Area between Liberation Square and Weighbridge Square;
- Gloucester Street (eastern end) between Parade Gardens.

8.51 The potential to undertake other pedestrian priority improvements in St Helier will be kept under review and may emerge as a consequence of further work undertaken to develop plans and proposals for Proposal 14 ‘St Helier Regeneration Zones’.

8.52 Outside St Helier, proposals to improve and extend pedestrian priority and the public realm will be considered on their merits, having regard to the characteristics and issues prevalent in different areas. There is, however, considered to be particular potential to enhance the quality and enjoyment of the bulwarks of St Aubin and Gorey Harbours through the implementation of pedestrian priority along the bulwarks of each area.
8.53 The development of further pedestrian priority schemes will need to include engagement of key stakeholders and public consultation.

### Proposal 26

#### Pedestrian priority

The following areas have been identified as pedestrian priority areas. The implementation of measures to extend and enhance the public realm in these locations will be supported and approved by the Minister for Planning and Environment, following public consultation and engagement with key stakeholders;

- Halkett Place (south of Waterloo Street);
- Library Place, Vine Street and Church Street;
- Dumaresq Street (western end);
- Hue Street;
- Oxford Road (southern end)

The following areas have been identified as areas where there is a presumption in favour of the reclamation of road space to extend and improve the public realm. Applications to change the use of these areas to public open space, and the implementation of measures to improve the public realm will be supported.

- Area between Liberation Square and Weighbridge Square;
- Gloucester Street (eastern end) between Parade Gardens.

Extensions to, and reviews of, the pedestrian priority zones will be assessed over the Plan period, specifically in relation to further work undertaken in St Helier Regeneration Zones.

### Cycle routes

8.54 The west of the Island benefits from a shared off-road cycle and pedestrian path based on the route of the former Jersey Railway Western Line which, at the end of its brief 67 year history in 1937, was sold to the States of Jersey. This off-road facility now provides a strategic route, of benefit to both commuters and leisure users, connecting St Helier with the principal Built-up Areas of St Brelade and St Peter in the west. By contrast the integrity of the route of the Jersey Eastern Railway, which connected St Helier to Gorey Pier via stations at Green Street, Samares, Le Hocq, Pontac, La Rocque and Grouville and lasted from 1873 to 1929, has been lost to development, with a number of the bridges making up the line being demolished in the 1930s.
Travel and Transport

8.55 There remains, however, a desire to create an Eastern Cycle Route network. This would include:

- safe facilities, both on and off-road, which link centres of population and community facilities, particularly schools, in the east of the Island with each other and which provides a linear route to St. Helier; and

- a shorter, more direct commuter cycle route, linking Gorey with St. Helier.

8.56 The first section of the Eastern Cycle Route network, from the Grouville/St. Martin boundary at Gorey to Ville-ès-Renauds, has been completed in early 2011.

8.57 In the absence of a definitive Eastern Cycle Route network, an area, which embraces the main centres of population and community facilities in the east of the Island, as well as that area of countryside between Gorey and St. Helier, has been defined on the Island Proposals Map. The definition of an area provides greater chance for a continuous route to be ultimately developed, depending upon the opportunities that arise within it, and provides more flexibility to pursue options with a potentially greater range of landowners. It also allows for the development of a more comprehensive network of routes in the east of the Island.

8.58 Within the defined Eastern Cycle Route network area, and in accordance with the stated policy objective of seeking to reduce reliance on the private car, applications for new developments, such as housing or employment-related uses will be assessed to determine their potential to contribute towards the further development of the Eastern Cycle Route network: this will apply to residential developments of five or more homes and employment-related uses of 250sqm and above. In appropriate circumstances the sponsors of such applications will be required to contribute directly to the development of the Eastern Cycle Route network through the provision of a section of cycle path, in accord with adopted standards and guidelines, or to enter into an agreement to make an appropriate financial contribution to the development or enhancement of the network.

8.59 The States of Jersey will, in partnership with others, also seek to develop sections of cycle network within the Eastern Cycle Route network area, subject to the availability of funding.

8.60 The development of the Eastern Cycle Route network should be designed and implemented with due regard to its impact upon the local landscape character of the east of the Island, as set out in the Countryside Character Appraisal. The Minister for Planning and Environment will seek to ensure that the provision of cycling infrastructure minimises its impact on the landscape through the appropriate design and use of materials for surfacing, boundary treatment and any other associated structures. Opportunities for the repair and enhancement of the countryside character, through the provision of appropriate landscaping, will be encouraged. The development of a public linear space may also provide opportunities for public art.
The provision of extensions to the existing cycle network or the provision of new off-road cycle facilities and on-road treatments elsewhere in the Island will also be supported, subject to considerations of its design and impact. The provision of a section of formal cycle path and shared footpath is to be provided as an integral element of the new Energy from Waste facility at La Collette, which will link Havre des Pas with La Collette during the Plan period. This will provide a more pleasant, low gradient alternative route for cyclists enabling them to avoid Mount Bingham or the adverse air quality of the Tunnel.

**Policy TT 3**

**Cycle routes**

The development of off-road cycle facilities and on-road treatments that support and contribute to the objective of providing a strategic cycle route linking the east of the Island and St Helier and / or which supports or contributes to the development of off-road cycle facilities and on-road treatments that link residential areas with local community facilities anywhere in the Island, will be supported.

Applications for large new developments, such as housing, shopping, employment, health or leisure proposals in the Eastern Cycle Route network area, as defined on the Proposals Map, will be assessed to determine their potential to contribute towards the further development of the Eastern Cycle...
Travel and Transport

Route network and may be required to contribute directly through the provision of a section of cycle path, or to enter into an agreement to make an appropriate financial contribution to the development or enhancement of the network.

The provision of new, or the enhancement of existing, cycling infrastructure should seek to minimise the impact of development upon the landscape, through the appropriate design of structures and use of materials, and should also seek to repair the character of the countryside, through the provision of landscaping where appropriate. The provision of public art to enhance the public realm along these linear routes, will also be encouraged.

8.62 Whilst the earlier policies seek to protect the loss of the existing pedestrian or cycle network (or other rights of way), and also consider the potential to provide new or enhanced footpaths, or off road cycle facilities, there is also a recognition that there should be a holistic approach to such provision.

8.63 Accordingly the Minister will seek to produce an holistic plan of the network in order to complement and inform the existing policies and to complement existing provision within the Island.

Proposal 27

Island path network

The Minister for Planning and Environment will, in partnership with all other relevant stakeholders, seek to develop a plan for the improvement and expansion of the existing provision of off-road footpaths, bridle paths and cycle routes aiming for island-wide coverage, and a plan for developing a coherent network (both on-road and along the roadside) for cyclists and walkers across the Island.

Cycle parking

8.64 The quality and quantity of cycle parking provision is critical if commuters are to be persuaded to cycle on a regular basis. To maintain and promote cycle usage, a high standard of parking for cycles associated with development will continue to be required. Covered and secure cycle parking, as well as the provision of changing facilities, will be negotiated on all new developments in accord with supplementary planning guidance on parking standards, to be adopted and issued by the Minister for Planning and Environment.
8.65 Commuted payments for cycle parking may also be used where on-site provision cannot be met, to provide secure, publicly-available cycle parking facilities, particularly for developments in St Helier. The level of payment will seek to reflect the costs (land purchase, installation and maintenance of suitable stands) of providing the spaces.

8.66 The provision of public cycle parking facilities by the States of Jersey and parochial authorities will also be supported and encouraged throughout the Island at appropriate destinations, subject to the availability of funding.

**Policy TT 4**

**Cycle parking**

To encourage cycle use, cycle parking provision will be required in all new developments in accordance with the standards published and adopted by the Minister for Planning and Environment.

In those cases where on-site cycle parking cannot be provided in the town of St Helier, commuted payments will be required to make up for any shortfall in the provision of on-site cycle parking spaces.

The States of Jersey will seek to identify potential opportunities in and around the Island, and in St Helier in particular, to create safe and sheltered cycle parking facilities for the use of both commuters and leisure cyclists.

**Road safety**

8.67 Although road injuries have reduced significantly since the 1970s, there are still around 350 injuries on Jersey’s road each year. There is also the potential that transport initiatives, such as those promoted by the Island Plan, together with those sponsored by other States of Jersey initiatives, such as the Sustainable Transport Policy (2010) and *Health for Life*, will encourage more people to travel on foot and by bike. Pedestrians and cyclists are the most vulnerable road users and road safety will need to be improved through better design of roads, junctions and pedestrian and cyclist facilities; road safety enforcement; and education.

8.68 The pedestrian environment of the Island will be improved by the continued introduction of speed reduction measures, particularly adjacent to schools. Island Plan policies, including the requirement of developers to include measures to reduce vehicle speeds and consider the safety of pedestrians and cyclists, aim to support the implementation of highway measures, to reduce traffic speeds and accidents to contribute towards the objective of improving road safety, and to make cycling and walking more attractive.
Travel and Transport

8.69 In new residential areas, it is essential that development be planned to ensure that vehicle movements do not dominate the public realm. This means that a holistic approach must be adopted to ensure that all aspects of the design reinforce low vehicle speeds, cycle safety and pedestrian priority.

Policy TT 5

Road safety

Where appropriate, traffic and pedestrian safety measures, including improved pedestrian crossing facilities, will be implemented on the highway network, particularly in residential areas, and near schools, to improve road safety for pedestrians and cyclists, reduce vehicle speeds and enhance the street environment.

In new residential developments, all new road layouts should be designed to reinforce low vehicle speeds, cycle safety and pedestrian priority.

Public transport

8.70 The Island has an extensive bus network which is expanded during the summer tourist season. The southern routes (Routes 1 and the 15) serve those parts of the Island with the highest population density outside St Helier with relatively high frequency and duration of service. The remainder of the Island's bus routes are a social necessity which, due to their lower usage, inevitably are less frequent with a more limited period of service.
Travel and Transport

8.71 Travel on buses only accounts for a small proportion of peak hour transport (at about 5 - 6% \(^{(10)}\)), but bus patronage is increasing, up 4% in 2005; 5% in 2006 and a further 10% in 2007 \(^{(11)}\), with a 6% increase in 2008: 3.15 million trips were made on the service in 2008. The completion of Liberation Station - offering a modern, convenient, indoor bus station facility, far superior to that of the former Weighbridge bus station - should also continue to help boost bus use.

8.72 Routes 1 and 15, serving the southern routes to Gorey and Jersey Airport respectively, are already running at full capacity during peak times. Most of the routes to the northern parishes have some spare capacity at peak times. The route 1 and 15 serve the areas of highest population density and therefore offer the highest potential for increased bus patronage.

Park and ride/ transport hubs

8.73 The relatively low density population of Jersey’s northern parishes means it is difficult to provide them with a high frequency bus service. It has been proposed in the past that minibus services could bring people to “transport hubs” where they

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10 Travel to work by bus is revealed at 5% (JASS, 2008), but as a proportion of people entering the ST Helier Ring Road by vehicle during the morning peak hour, it is at 6%.

11 11% in bus use in 2007 partly due to Connex taking over the summer service.
Travel and Transport

would link to a high frequency core public transport service or that parking facilities could be provided adjacent to bus stops on high frequency bus routes. Because of the short journey lengths and relatively short journey times in Jersey, it has been suggested that such an arrangement would be unattractive in comparison to using a car, and would only be utilised if strong disincentives for private car use were put in place. There is, however, anecdotal evidence that people already ‘park and ride’ in Jersey, using parking facilities at, for example, Goose Green and Les Quennevais, which are adjacent to Route 15.

8.74 Park and ride schemes have proved popular in the UK and on the continent. They provide the comfort of the private car for the first stage of the journey and overcome the problems of congestion and space associated with car parking at the end of the journey. In historic cities in particular, high quality park and ride facilities can make a significant contribution towards the alleviation of the adverse environmental effects of road traffic and can be a significant factor in reducing motorised traffic volumes in congested urban centres.

8.75 Park and ride and traffic restraint may be complementary and may need to be introduced in parallel, particularly if continued windfall development outwith the Town contributes to congestion levels. Traffic restraint will require enhanced bus capacity, and driving the last part of the journey to St Helier may still prove too attractive to drivers without restraint. The Sustainable Transport Policy (2010) seeks to encourage the use of existing out-of-town car parks for park and ride, as well as the development and improvement of connections hubs with appropriate shelters and facilities.

8.76 The ability to provide high frequency bus services at park and ride sites is related to the size of the site. Providing large sites in Jersey is not easy and the development of sites for this purpose may have an undesirable environmental impact which would need to be carefully considered as part of any proposal to provide park and ride facilities. There may exist scope to make more intensive use of existing parking facilities in and around public buildings and community facilities within existing urban centres.

8.77 The southern coastal routes, however, have high frequency bus services and it may be viable and more acceptable to provide a number of small car parking sites on these routes. More users on those routes would enable the frequency of buses to be further increased, provided that bus capacity is increased to match demand.

8.78 The environmental implications - at both a local and strategic level - of proposals for park and ride facilities, including impact on air quality, noise and congestion, as well as biodiversity and the historic environment, need to be considered within the context of Policy GD 1 ‘General development considerations’. The Minister for Planning and Environment would expect that an appropriate evaluation of options for the provision of park and ride facilities is made in the development of any emergent
proposals during the Plan period, to ensure that they are genuinely accessible by a choice of means of transport; and provide the greatest value and benefit relative to the objectives of the Sustainable Transport Policy (2010).

**Policy TT 6**

**Park and ride**

Proposals for the provision of park and ride facilities will be approved on sites within the Built-up Area, provided that the site:

1. is well related to the primary route network and is, or could be, well served by a bus route; and
2. does not adversely affect the environment of local communities such that the proposals minimise the visual impact of the facilities through appropriate design, location and the provision or enhancement of landscaping in accord with Policy GD 1 'General development considerations'.

**Better public transport**

8.79 Whilst bus use in Jersey has been increasing, the number of people using the bus is relatively small and many routes have spare capacity to accommodate further increases in bus patronage. The Sustainable Transport Policy (2010) has set a target of 100% increase in bus use during the morning peak hour by 2015. To achieve this will require the implementation of a variety of 'soft' measures, as set out in the STP including provision of additional capacity to at least double peak hour bus passengers; higher frequency services; a year round circular service; a town hopper service; integration between the school and main service; an option for smart card ticketing; and incentives to encourage growth in passenger numbers for the operator.

8.80 To realise the target for bus use, some 'hard' measures, with physical implications for land and road use, will need to be implemented during the Plan period and the Island Plan will support these. In particular, it is essential that buses are given greater priority, that passengers are given better information and that the quality of all aspects of the journey – walk links, waiting and bus journey – are upgraded.

8.81 Travel plans\(^{(12)}\) will also be expected to contribute towards making public transport more effective and, where appropriate, planning obligation agreements will be used to secure some of these public transport improvements.

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\(^{(12)}\) see Policy TT 9 'Travel plans'
Travel and Transport

Policy TT 7

Better public transport

Better public transport services will be provided by:

- upgrading waiting facilities and pedestrian access to and from them;
- enhanced information provision through all available media and at bus stops;
- ensuring developers contribute to all of the above, where appropriate, to meet modal split targets set out in travel plans and to contribute to better public transport;
- ensuring that new highway schemes take full account of the needs of public transport.

The provision of new, or the enhancement of existing, public transport infrastructure should seek to minimise the impact of development upon the landscape and the wider environment, through the appropriate design of structures and use of materials, and through the provision of landscaping, where appropriate in accord with Policy GD 1 'General development considerations'.

Access to public transport

8.82 The frequency of public transport provision as an alternative to the car is one of the key quality requirements if reliance upon the car is to be reduced. Major new developments of housing or employment-related land uses, which cannot be located close to an existing regular or high frequency bus service, or which have no prospect of sustaining one in the future will, therefore, be considered unacceptable. This is consistent with the agreed methodology employed in Island Plan Policy SP 1 'Spatial strategy' and in the identification of sites for housing and employment land.

8.83 Through the use of planning obligation agreements, developers will be required to fund an appropriate level of public transport service, where this is not already available, to ensure that from the time the very first units are occupied, people have a viable and realistic alternative to the car. The adequacy of a service, with regard to its frequency and hours of operation, will need to be the subject of consideration with the Transport and Technical Services Department, which seeks to ensure the provision of the Island’s bus service.

8.84 In order to ensure that the service becomes commercially viable, such support must continue for at least two years after the development is substantially completed. It is anticipated that, as patronage grows, the revenue support required will substantially diminish.
To accord with the requirements for enhanced road safety, it is essential that developers incorporate public transport requirements relating to all stages of the journey taken by bus (walking, waiting, bus journey) as an integral part of major new development. In particular, the walking stage must pay attention to directness, safety (road and personal) and convenience. The location of the stop must be obvious, well signed and comfortable in terms of the waiting environment and perceptions of safety.

Policy TT 8

Access to public transport

All development of 10 units of residential accommodation and employment-related land uses with floor space of over 250 sqm (for office use) and 500 sqm (for retail use) and where other development proposals are likely to lead to a significant movement of people into and out of a site, should be within 400 metres of a bus service.

Where the provision of a bus service is not available, or where the frequency of service is considered to be too low relative to the scale and/or nature of the development proposals, the developer will be expected to support the provision of an appropriate public transport service.

Site layouts should provide appropriate infrastructure to support public transport and bus use including the provision of direct, safe and convenient access to bus stops, and the provision of bus shelters and any associated infrastructure in accord with Policy GD 4 'Planning obligations'.

Travel Plans

Travel behaviour can be influenced by travel choice. Travel plans are documents which set out a range of objectives and measures designed to increase the travel choice available to people in a variety of situations – at home, at work and at school. There is no standard format or content for travel plans, and they may have a variety of names (such as green transport plans, company travel plans and school travel plans). However, their relevance to planning lies in the delivery of sustainable transport objectives, including;

1. reductions in car usage (particularly single occupancy journeys) and increased use of public transport, walking and cycling,
2. reduced traffic speeds and improved road safety and personal security particularly for pedestrians and cyclists; and
3. more environmentally friendly delivery and freight movements, including home delivery services.
Travel and Transport

8.87 The States of Jersey wants to help raise awareness of the impacts of travel decisions and promote the widespread use of travel plans amongst businesses, schools, and other organisations and to set an example by adopting travel plans for States departments.

8.88 The Minister for Planning and Environment considers that travel plans should be submitted alongside planning applications which are likely to have significant transport implications, including:

1. residential development with more than 50 units of accommodation;
2. other developments comprising jobs, shopping, leisure and services which would generate significant amounts of travel. This particularly applies to office (over 2,500 sq m) and retail (over 800 sq.m) developments;
3. new and expanded school facilities which should be accompanied by a school travel plan; and
4. where a travel plan would help to address a particular local traffic problem associated with a planning application, which might otherwise have to be refused on local traffic grounds.

8.89 Where travel plans are to be submitted alongside a planning application, they should have measurable outputs and should set out the arrangements for monitoring the progress of the plan, as well as the arrangements for enforcement, in the event that agreed objectives are not met. This could include the agreement of sanctions if the targets are not met (which includes the lack of monitoring). Examples of sanctions might include the introduction of parking charges for staff. The most important part of the travel plans is that they are realistic and are capable of being monitored on an annual basis and corrective action sought where appropriate: subject to the availability of resources, the Transport and Technical Services Department will assess and monitor Travel Plans associated with the planning process.

8.90 The weight to be given to a travel plan in a planning decision will be influenced by the extent to which it materially affects the acceptability of the development proposed and the degree to which it can be lawfully secured. Under certain circumstances, some or all of a travel plan may be made binding either through conditions attached to a planning permission or through a related planning obligation. Conditions attached to a planning permission will be enforceable against any developer who implements that permission and any subsequent occupiers of the property. Planning obligations will be enforceable against the person who entered into the obligation and any person deriving title from that person. Unacceptable development should, however, never be permitted because of the existence of a travel plan.
Travel and Transport

Policy TT 9

Travel plans

Residential development with more than 50 units of accommodation, or developments which would generate significant amounts of travel, will be required to submit a travel plan including, modal split targets, time-scales, measures and sanctions to be taken to meet these targets as well as measures to monitor the effectiveness of the plan.

The travel plan will be agreed in consultation with the Transport and Technical Services Department and information must be provided about the progress of the plan on a yearly basis. Contributions through planning obligation agreements will be secured to improve transport infrastructure and services, where appropriate.

Parking

8.91 The ability to park is fundamental to the use of the private car: the availability of parking at the start and end of each journey is a critical factor in car use.

8.92 The planning system can influence this mode of transport through a policy framework that seeks to provide for and regulate parking provision as an integral element of development, or a development activity and use of land in its own right. It will be important to review planning policies affecting the provision of car parking in light of the performance of the Sustainable Transport Policy and to amend the Plan, as necessary, in response.

Parking provision

Public parking provision

8.93 Owing to the significance of parking to the use of the private car, the provision and availability of car parking - particularly in the Island's principal residential, economic, leisure and retail centre of St Helier - is critical, and has implications for congestion, traffic management and the economic viability and vitality of the town.

8.94 Within the town of St Helier, there are approximately 3,200 public long stay (commuter) parking spaces; 850 public short stay three hour limit shoppers’ spaces and 1,200 on-street spaces of varying time limits and restriction. This provides a total level of public provision of 5,250 car parking spaces.

8.95 The majority of parking spaces in St Helier, however, are private, comprising 3,500 residential and 7,000 private non-residential spaces.
Travel and Transport

8.96 Disregarding residential parking, the level of public and private non-residential parking space available in St Helier (@ 12,250 parking spaces) is undoubtedly a critical factor in determining the scale of traffic flow, and the congestion associated with it, into and out of the town during the peak hour traffic flows which, based on 2008 figures, stand at 11,000 people in 8,650 vehicles between 0800 and 0900.

8.97 Owing to the existing congestion on the Island’s road network, especially at peak hours, and the stated policy objectives of the Sustainable Transport Policy (2010) to reduce peak hour congestion by 15%, it is essential that parking provision in St Helier is regulated and managed.

8.98 Key issues related to the regulation and management of parking provision in St Helier during the Plan period include the following; public parking provision; private parking provision; residents parking provision and parking guidelines.

<table>
<thead>
<tr>
<th>Area of St Helier</th>
<th>Car Park</th>
<th>Short-stay spaces</th>
<th>Long-stay spaces</th>
</tr>
</thead>
<tbody>
<tr>
<td>North St Helier</td>
<td>Minden Place MSCP</td>
<td>240</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>Gas Place</td>
<td>-</td>
<td>390</td>
</tr>
<tr>
<td>East St Helier</td>
<td>Snow Hill</td>
<td>85</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>Green Street MSCP</td>
<td>-</td>
<td>605</td>
</tr>
<tr>
<td></td>
<td>Pier Road MSCP</td>
<td>-</td>
<td>740</td>
</tr>
<tr>
<td>West St Helier</td>
<td>Sand Street MSCP</td>
<td>525</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>Patriotic Street MSCP</td>
<td>-</td>
<td>615</td>
</tr>
<tr>
<td></td>
<td>Esplanade</td>
<td>-</td>
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</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>850</strong></td>
<td><strong>2870</strong></td>
</tr>
</tbody>
</table>

Table 8.1 Off-street Public Car Parking Space, St Helier

8.99 The table above sets out the principal off-street public car parking space provision in St Helier. The remainder of the public provision is provided on a number of smaller off-street, surface level car parks throughout the town (providing approximately 360 spaces) and on-street provision (providing about 1200 spaces). The level of off-street parking provision (at 2009 levels) represents just over 4,000 spaces, comprised of 850 short-stay MSCP spaces; 2,870 MSCP long-stay spaces and about 360 long-stay surface level spaces.
The use of off-street public car parking space is relatively high, with a peak use of 88% of long-stay spaces and 80% of short-stay spaces during the week which, at weekends, reduces to 53% for long-stay but remains at 80% for short-stay provision. Within this level of use, long-stay space at Pier Road MSCP and short-stay space at Sand Street MSCP consistently have spare capacity on weekdays and at weekends, whilst other facilities are well-used. Whilst no survey information exists, it is apparent that on-street provision is consistently well-used.

In terms of overall levels of provision of public car parking, the Sustainable Transport Policy (2010) proposes that the quantity of short-stay (shopper) off-street public parking is increased but that the quantity of long-stay (commuter) public and private parking in St Helier is limited or reduced. The implications of this approach, relative to the performance of the Sustainable Transport Policy overall, will be reviewed on a regular bi-annual basis, and amendments made to the proposed levels of parking provision made accordingly.

The location of new public parking provision is to be based on the principle of ensuring the provision of facilities on or close to the St Helier Ring Road, in order to provide the most convenient and direct access to the town centre (within 300-500 metres), whilst discouraging the penetration of unnecessary vehicular traffic into and across the heart of the town centre.

Future parking provision for the north of St Helier is linked to the North of Town Masterplan, which has yet to be considered by the States. In essence, the masterplan proposals are designed to meet current parking and transport behaviours whilst recognising that these may change over time and decrease as a result of the implementation of the Sustainable Transport Policy. All development proposals within the masterplan will be required to be the subject of full transport assessments and to reflect the need and desire for parking at the time of implementation, which will be reviewed on a bi-annual basis.

It is envisaged that shopper parking in the area will be increased through the provision of a new underground facility at Ann Court (285 spaces) which may be supplemented by the provision of further off-street public short stay spaces involving the redevelopment of Minden Place MSCP and contributions from other private sector developments in the area.

Likewise, it is envisaged that public long-stay parking in the area could be maintained at, or just below, pre-Town Park levels (of 390 spaces which were provided by the Gas Place surface car park) through the provision of public parking facilities as part of the redevelopment of key development sites in the area, including those in Bath Street, and at Jersey Gas and Ann Street Brewery sites.

St Helier Development and Regeneration Strategy (EDAW) March 2007
Travel and Transport

East St Helier

8.106 The 2002 Island Plan proposed an extension of public car parking facilities at Green Street MSCP, to provide an additional long-stay 240 spaces. In view of the likely relocation of employment uses to the St Helier Waterfront; potentially reduced demand for space at Green Street MSCP from commuters; and the fact that capacity already exists within public car parking stock, in particular at Pier Road (long-stay) and Sand Street (short-stay) during the working week, together with the significant increase in the availability of private car parking associated with the development of the Esplanade Quarter during the Plan period (see below), a further extension of Green Street MSCP is not considered, by the Transport and Technical Services Department, to be necessary during the Plan period. The requirement for the development of public parking here and the potential for this land to be released for other purposes will, however, be kept under review. Current proposals for the delivery of the Town Park, included in the North St Helier Masterplan\(^{15}\) may have implications for Green Street MSCP.

8.107 On the basis that there is always under-used capacity at Pier Road MSCP and the potential of making additional provision elsewhere, the St Helier Development and Regeneration Strategy suggests that there may be scope to consider an alternative residential use of the site of Pier Road MSCP, providing that redevelopment includes adequate parking provision for Fort Regent and any new residential development. This is a long-term proposal that was predicated on the basis of provision elsewhere being made and is unlikely to emerge during the Plan period, but will be kept under review, relative to the use and requirement for off-street public parking space. The extent to which existing spare capacity at Pier Road MSCP is taken up by the development and occupation of Esplanade Square remains to be seen and will need to be kept under review.

8.108 The potential for the capacity of Snow Hill surface level car park to be increased to provide a multi-storey facility has been proposed previously. The 1987 Island Plan, and the St Helier Development and Regeneration Strategy propose that a feasibility study is undertaken to examine the potential of enhancing the capacity of this car park to enhance the level of short-stay shopper car parking in close proximity to the primary retail centre of the town. This is also identified as a recommendation in the Sustainable Transport Policy. There are, however, issues associated with this proposal including the difficulties of securing a safe vehicular exit on to Green Street roundabout for increased levels of use, the high headroom required for service vehicles to access the Fort Regent Cavern and associated sewerage facilities, the use of this route by pedestrians and cyclists between Havre des Pas and the town centre, and the impact of any development on this historic cutting which is an integral element of the history and defensive structure of Fort Regent.

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15 North St Helier Masterplan (September 2009) Hopkins Architects
Proposal 28

Snow Hill Car Park

A study to investigate the feasibility and desirability of increasing the capacity of Snow Hill car park will be undertaken during the Plan period, subject to the availability of funding.

West St Helier

8.109 This area of St Helier has seen, and will likely continue to see, a significant degree of change associated with the development of the St Helier Waterfront for employment generating uses (of +600,000sqft of office space) together with some residential, retail and leisure uses. Much of this development will facilitate the relocation of existing employment activity from within the existing town, whilst also providing for growth in office space. The development of the Esplanade Quarter will itself provide for up to 900 new private car parking spaces (in addition to the replacement 520 public parking spaces), serving the development of land for office, retail, residential and leisure use.

8.110 Public long-stay and short-stay parking in this area needs to be maintained and the existing provision of long-stay surface level public car parking at the Esplanade (520 spaces) will be incorporated into the development of the Esplanade Quarter.

8.111 A 240 space private multi-storey car park at Kensington Place has recently been completed and the existing Waterfront MSCP already provides 450 spaces (including 150 for marine use). Considerable private parking provision has been or will also be provided in association with the development of Castle Quays (c.400+); Harbour Reach (c.50); Island Site (c.50); the Radisson Hotel (c.65); the Albert Pier flats (c.200); together with the availability of a mixture of public and private spaces around St Helier harbour (c.200 spaces).

8.112 The 2002 Island Plan supported an enhancement of public long-stay provision at Patriotic Street MSCP, to respond to the relocation of employment activity to the St Helier Waterfront. On the basis of the extent of new private off-street parking provision anticipated in this part of the Town during the Plan period, the provision of additional public parking capacity in this area cannot be justified and the Transport and Technical Services Department does not, therefore, consider the extension of Patriotic Street to be necessary: this is reflected in the STP.

8.113 The provision of short-stay off-street facilities at Sand Street MSCP, which has both weekday and weekend capacity, will remain.
Other off-street public parking provision in St Helier

8.114 The remainder of public off-street parking provision (about 360 spaces) is provided in small, surface levels car parks throughout the town on sites such as Elizabeth Lane (44 spaces); Hue Street (30 spaces); Inn on the Park (39 spaces); People’s Park (68 spaces); Midvale Road (57 spaces); Nelson Street (41 spaces); and Route du Fort (79 spaces). The use of these sites in the town for car parking is not the most efficient use of land, particularly when there is a desire to accommodate development within the existing Built-up Area, and to avoid the encroachment of development into the countryside.

8.115 Some of these car parks are also time-restricted, and their use by town residents can generate unnecessary vehicle movements in and around the town if residents are required to move their vehicles to other long-stay parking facilities during the day.

8.116 The town centre location of some of these sites – such as Hue Street and Nelson Street – can also generate traffic movements into the heart of the town centre, which is generally detrimental to the quality of the public realm.

8.117 The redevelopment of these sites for other uses will not normally be resisted, particularly where the development of Residents Parking Zones provides local residents with alternative parking provision.

8.118 There is also a tendency for sites, which come out of use or which are to be redeveloped, to be cleared and offered for surface level parking. The temporary nature of this use can last for years and the visual impact of these cleared, vacant sites can detract from the local visual amenity and character of their locality. The income generation of ‘temporary’ surface level car parking can also serve as a disincentive to the pursuit of the active redevelopment of these sites, whilst also serving to undermine attempts to manage parking levels in the town as a means of reducing congestion.

Policy TT 10

Off-street public parking provision in St Helier

In order to contribute towards the objective of reducing peak hour congestion by 15%, planning permission for new additional off-street public parking spaces will not be permitted in the Town of St Helier unless the total level of public off-street car provision falls below 4,000 spaces (2009 levels), or where the provision of public off-street space is provided in lieu of the loss of private off-street parking provision.
During the Plan period, the Minister for Planning and Environment will support proposals that increase the proportion of short-stay off-street public parking and which limit or reduce the quantity of long-stay off-street public parking in St Helier, in accord with the objectives of the Sustainable Transport Policy (2010), and in accord with the overall level of off-street public parking provision permitted.

During the Plan period, the provision of public off-street car parking space at the following sites will be approved:

- **Esplanade Quarter**: a new 520 space MSCP, to replace the public off-street provision on the existing Esplanade Quarter surface-level car park; and subject to the outcome of the proposals for North St Helier Masterplan and traffic impact assessments;

- **Ann Court**: a new 285 space MSCP, to replace the potential loss of Minden Place MSCP (@ 240 spaces) and its potential replacement with 25 public spaces;

- the provision of off-street public parking at key development sites in the north of the Town - such as at Bath Street; Jersey Gas and Ann Street Brewery - to provide up to 450 public spaces.

All development proposals within the masterplan will be required to be the subject of full transport assessments and to reflect the need and desire for parking at the time of implementation, which will be reviewed on a biennial (once every two years) basis, in order that long-stay off-street public parking can be limited or reduced and/or the proportion of short-stay off-street parking increased, in accord with the objectives and performance of the Sustainable Transport Policy (2010).

New car park facilities will be required to incorporate sustainable drainage systems to promote infiltration.

The redevelopment of the existing Pier Road MSCP or the land identified for the extension of Green Street MSCP for alternative uses will be kept under review during the Plan period, relative to the demand for, use and availability of off-street public parking provision here and the outcome of any further studies undertaken within the context of Proposal 14 'St Helier Regeneration Zones'.

The redevelopment of surface level off-street public car parking provision in St Helier will not be resisted.

Planning permission for the provision of temporary surface level off-street public car parking on sites cleared for redevelopment or sites which have come out of their established use, will not be permitted.
Travel and Transport

On-street public parking provision

8.119 On-street provision in St Helier amounts to approximately 1200 spaces and demand for the use of these spaces constantly exceeds the supply. It is, therefore, evident of the desire of many car users to attempt to park as close as possible to their destination, even though there may not be available on-street space, when it is more likely that there will be guaranteed spare capacity in other, but more distant, off-street car parks.

8.120 The existence of on-street parking provision can generate additional traffic movements, particularly in and around the town centre, as drivers attempt to ‘hunt’ for an on-street parking space. This is detrimental to the quality of the public realm in the heart of the town. Whilst the Sustainable Transport Policy (2010) identifies that the level of on-street provision will likely be maintained in the short-term, a longer-term objective must be to reduce the level of provision of on-street parking in the town centre to alleviate its adverse implications for the public realm in the heart of the town.

8.121 In the town centre, the priority for the use of on-street parking provision should be given to unloading and service vehicles and for use by people with disabilities, all of whom require convenient and direct access to shops and other town centre buildings. In town centre and environmental improvement schemes, and in pedestrian priority schemes, the priority will be the reclamation of road space for the improvement of the public realm, including the provision of cycle routes, and this may involve the loss of on-street parking spaces.

8.122 The Sustainable Transport Policy (2010) proposes a review of on-street parking charges to increase the cost of their use, relative to off-street parking costs, thereby encouraging the greater use of off-street facilities.

8.123 The Sustainable Transport Policy (2010) also proposes a review of parking restrictions. This may identify the availability of more road space in the town centre which could be released to support the priorities of enhancing the public realm; providing more space for service vehicles; or enabling the provision of more on-street parking for people with disabilities.

Residents’ Parking Zones

8.124 A number of town residents park their vehicles overnight in on-street time restricted parking zones, which requires them to move their vehicles during the day. The creation of residents’ parking zones outside the town centre can reduce the need for these unnecessary trips to be made and can encourage town residents to use other modes of transport to travel.

8.125 Whilst residents parking schemes can prevent unnecessary trips, they need to be introduced and administered with care so as not to encourage car ownership and to balance the needs of residents with local business.
8.126 Three residents’ parking zones have been introduced in St. Helier - in the areas of St Mark’s Road, Richmond Road and Cheapside – and consideration is being given to the extension of this scheme to other residential areas of the town, including:

- Havre des Pas, bounded by Havre des Pas (part) in the south, Hastings Road in the north, St. Clement’s Road (part) in the east and Marett Road and part of Roseville Street in the west.
- St. Thomas’, comprising a zone centred on Great Union Road that will link the existing St. Mark’s Scheme to the Cheapside Zone.
- a St. Andrew’s Zone centred on First Tower Park and including Rue de Trachy, Seafield Avenue, Hansford Lane and parts of La Route de St. Aubin and Mont Cochon.

8.127 Public parking provision in St Helier will need to be closely monitored during the Plan period to assess the impact of new parking provision at the Esplanade Quarter in particular, upon levels of congestion. Attention will also need to be given to the balance between long and short-stay public provision relative to the vitality of the town centre, and the level and intensity of use of public off-street parking facilities.

Private parking provision

8.128 In support of the strategic transport objective of seeking to restrict and manage the provision and availability of parking, particularly for commuters in St Helier, in order to influence levels of congestion and to encourage the use of other transport modes, the 2002 Island Plan supported a presumption against the provision of private non-residential car parks. Given that the balance between the provision and availability of private non-residential and public parking in St Helier, has or is likely to worsen over the Plan period as the significant level of provision anticipated at Esplanade Quarter (at 900 spaces) and Kensington Place (at 240 spaces) comes on stream, it is important to maintain the presumption against the provision of any more private car parks.

8.129 The use of land for car parking, particularly in St Helier, is not an efficient form of development and can serve to stifle the redevelopment and regeneration of urban areas. The redevelopment of private car parks for other forms of development, including the provision of open space, will be encouraged to assist with, in particular, the provision of land for homes.

Policy TT 11

Private car parks in St Helier

Planning permission for the development of new private non-residential car parks with public access in St Helier will not be permitted, except where;
Travel and Transport

- the provision of such car parks will contribute to reducing vehicular penetration of, and congestion in, core areas;
- such car parks replace an existing private non-residential car park within the Ring Road; and
- there is no net increase in the provision of private non-residential car parking spaces.

The redevelopment of existing private car parks that are available to the public and are not related to any particular building, for uses other than car parking, will generally be encouraged.

Parking provision outside St Helier

8.130 There are a number of parking issues outside St Helier, related to:

- the narrow road network in some communities, for example St Mary and St Martin, making on-street parking difficult;
- the influx of seasonal visitors, for example at St Aubin, Gorey and Rozel; and
- the need to accommodate peak demands at commercial and natural visitor attractions.

8.131 In an environmentally sensitive area restricting parking may have environmental benefits but can adversely affect residents and businesses. On-street parking can impede traffic flow and the vehicles themselves may spoil the appearance and character of the area. Locations that attract a great many visitors in the summer are a particular problem. Simply extending car parks may not be the answer because more visitors, at any one time, may detract from the special sense of place. A balance needs to be achieved between adequate supply and the impacts of unrestricted demand.

8.132 With regard to commercial visitor attractions, it is important that they can satisfactorily accommodate their peak demand, particularly where any overspill parking is likely to cause safety problems on the adjacent highways or visual intrusion in the countryside.

8.133 Proposals for new car parks and extensions of existing car parks will be considered on their merits. Evidence will, however, be required to demonstrate that every effort has been made to encourage travel by modes of transport other than the private car.
8.134 In all cases a high standard of design will be expected. The areas will need to be landscaped around the perimeter and the visual impact of large car parks must be ‘broken up’ by design and landscaping. Seasonal car parks will be treated as open space with surfacing, signing and planting chosen to suit.

Policy TT 12
Parking provision outside St Helier

Proposals for new car parks or extensions to existing car parks outside St Helier will only be permitted where there is an established demand and the environmental capacity exists to accommodate the proposal; and where provision has been made to encourage travel by modes other than the private car.

In all cases, where the case for additional car parking is accepted, a high standard of design will be required with regard to materials, boundary treatments, surfaces, signing and landscaping in accord with Policy GD 1 ‘General development considerations’. In particular, new car park facilities will be required to incorporate sustainable drainage systems to promote infiltration.

Parking guidelines

8.135 The supply of parking represents a key link between transport and land-use. Allowing unlimited provision of car parking spaces in new developments, particularly in the centre of St Helier, only serves to exacerbate problems of congestion and pollution. The planning system can be used to influence the extent of provision of private non-residential parking and, thereby, the future use of private cars. The aim in the central area is to restrain commuter trips but not essential business trips. Levels of on-site parking for new developments need to provide for the reasonable operational needs of businesses but not provide a level of parking that encourages commuting by car. In areas outside the town centre, parking requirements will be related to likely employment levels and/or traffic generation; availability of other transport options such as public transport and/or the provision of cycle routes and, where appropriate, take account of Policy TT 9 ‘Travel plans’.

8.136 In the past, Jersey’s parking standards or guidelines have sought to ensure that parking within a development met all the demands of car users it generated. These ‘minimum’ parking standards encouraged car use, increased congestion and contributed to the decline of public transport use and services. They have also served to ensure that the needs of the car have dominated people’s ability to gain optimal use of the land and buildings that they live and work in which, in an Island with a limited land mass with sensitive areas of coast and countryside, is not a viable or sustainable approach. If the strategic aim of meeting the Island’s housing needs
without urban expansion or other forms of green field development is to be met, it follows that effective use must be made of scarce urban land, especially within St Helier.

8.137 The provision of significant amounts of parking space in association with new development is an inefficient use of valuable land and a constraint to achieving good urban design. It is also relevant to note that not all future occupants of urban residential development want or are able to afford to own cars, or are able to afford to own homes with parking provision: in 2008 almost one quarter of households in St Helier did not own a car. Greater emphasis needs to be placed on encouraging the use of alternative modes of travel to the private car; innovation in addressing the requirement for car parking; and greater efficiency in the use of land.

8.138 It is, however, recognised that this is a difficult matter to tackle in Jersey where, given high levels of car ownership, many people consider it almost a requirement or even a right to park close to or at their home. There is also evidence, from elsewhere, that development which fails to cater adequately for the car can lead to increasing pressure on nearby kerbside space and for other road users to be excluded from using it. The Minister, thus, acknowledges that for some sections of the Island community the private vehicle remains the only practical transport option and that parking for commercial vehicles is also of significance to business.

8.139 The Minister for Planning and Environment will, therefore, develop and adopt supplementary planning guidance which establishes a range of minimum and maximum levels of parking for broad classes of development, including residential and commercial land uses and buildings, as well as for urban and rural parts of the Island. Maximum standards will be designed to be used as part of a package of measures to promote sustainable transport choices, reduce the land-take of development, enable schemes to fit into central urban sites, promote linked-trips and access to development for those without use of a car and to tackle congestion whilst minimum standards will ensure that developers are required to provide a certain level of parking provision where it is appropriate to do so.

Proposal 29

Parking guidelines

The Minister for Planning and Environment will develop, consult upon, and adopt supplementary planning guidance which sets out new parking guidelines.
Highway network

8.140 Jersey's dense, and predominantly narrow, road network is a key strategic asset and makes a significant contribution to the economic and social vitality and viability of the Island.

8.141 For an island of only 45 square miles, there is a very comprehensive network of highways, approximately 360 miles in length. However, with the exception of La Route de la Liberation and Victoria Avenue, all of the Island’s roads are single carriageways and many have no footways. In the main, the Island’s main roads link to/from St Helier, with a series of other roads providing a strategic route across the north of the Island. These routes are supported by minor roads which provide alternative, less direct routes, together with a comprehensive network of minor lanes.

8.142 The Island Plan recognises the significance of this asset and, in partnership with the strategic highway authority, seeks to ensure that the highway network is protected and enhanced, where appropriate. To do this, Island roads are classified according to a hierarchy of routes which is used to manage activity on them and which is used in the consideration of planning applications, particular where there are implications for development upon the primary route network.

8.143 Traffic congestion experienced between La Route de la Haule and Beaumont is not only a factor of the volume of traffic using this route but also the capacity of the road itself, which will influence the amount and speed of traffic that can be carried along it. In view of the fact that La Route de la Haule is already at capacity, the creation of additional vehicular access points along this route would only serve to further undermine the capacity of the road still further and, in view of its strategic significance, will not be supported.

Policy TT 13

Protection of the highway network

The Minister for Planning and Environment, in conjunction with the Minister for Transport and Technical Services and parish roads committees, will support the definition and function of an Island Highway Network comprising local routes (minor roads); secondary routes (B and C roads); and the Primary Route Network (A and some B roads).

The creation of new access points onto the Primary Route Network will be approved, except on La Route de la Haule, between Bel Royal and Beaumont where the creation of new vehicular access points will not be permitted, subject to;
Travel and Transport

1. the provision of a safe and adequate access; and
2. where it does not adversely affect the landscape, townscape, cultural heritage or biodiversity resources of the Island in accord with Policy SP 4 'Protecting the natural and historic environment'; Policy SP 7 'Better by design' and Policy GD 1 'General development considerations'.

Map 8.3 Primary Route Network

Network capacity

8.144 The philosophy of the Sustainable Transport Policy (2010) is to address the issue of traffic demand exceeding network capacity by reducing demand rather than by increasing the capacity of the highway network. Support for the development of improved or new highway infrastructure will only, therefore, be justified where there are other compelling reasons related to the Island’s economy, environmental and highway safety interests, or where the proposed change will support and encourage the use of other modes of transport, such as public transport.

8.145 It is essential that the design of any new roads and increases to existing road capacity do not isolate or exclude the needs of pedestrians and cyclists or create problems of severance and lack of access. Provision should be made at all times to incorporate facilities such as cycle lanes, cycle priority at signal junctions, advanced stop lines, bus stops and other public transport access points, pelican crossings,
traffic islands, dropped kerbs, 'at grade' crossings and other traffic calming measures to enable safe attractive and convenient access along and across new schemes. High quality environmental design of any new road scheme will also be required.

8.146 The requirement for an Environmental Impact Assessment to be undertaken as part of any proposals for a new road scheme will be considered within the context of the Planning and Building (Environmental Impact)(Jersey) Order 2006. The environmental effects of highway improvement schemes should be assessed to determine potential beneficial and adverse effects and to identify mitigation measures to avoid or minimise potential adverse effects.

Potential schemes

8.147 It is acknowledged that there are a number of areas in the Island where there is a concentration of traffic exceeding the road capacity causing congestion and delay. Most of these areas experience congestion during the morning afternoon and evening peaks, such as the north east section of the ring road, Cheapside, Five Oaks, Mont Millais, and the Tunnel. Beaumont is particularly prone to traffic congestion, which can extend to other parts of the working day, as well as the weekends.

8.148 The 2002 Island Plan identified parts of the primary route network that warranted detailed traffic studies to attempt to address congestion and delay on the network in these areas including; the Ring Road on the south-eastern side of St Helier, the junction of Commercial Buildings and the A17, the junction of La Route de la Haule and Beaumont Hill, and Mount Bingham. Traffic modelling associated with the development of the St Helier Waterfront, masterplanning of the La Collette and St Helier Harbours and the St Helier Development and Regeneration Strategy has considered all of those areas above that are within St Helier. This modeling has been considered by the Transport and Technical Services Department and, as a consequence, the following areas have been identified as areas where there is the potential for changes to the highway infrastructure, subject to appropriate consideration and justification:

Esplanade Quarter

8.149 Significant remodelling of the highway infrastructure associated with the development of the Esplanade Quarter is proposed to take place, involving the redevelopment of much of La Route de la Liberation underground, during the Plan period. This work is much less about the capacity of the local infrastructure, as opposed to optimising the provision of valuable developable waterfront land and maximising the value of the Waterfront development to the Island’s economy. There will be some associated remodelling of the existing road layout to accommodate these changes and to provide extra capacity to cope with the demand generated by the development of the St Helier Waterfront.
Travel and Transport

St Helier Ring Road: Francis Street/St. James Street

8.150 The St Helier Development and Regeneration Strategy proposes widening Francis Street to enhance its ability to carry two-way traffic, thereby removing traffic and associated noise and air pollution from Colomberie, which would enhance the public realm of this area and help to stimulate its regeneration. There would also be potential implications for St James Street.

8.151 The implications of this change have been modelled and, whilst not providing a significant increase in Ring Road capacity, are supported in principle by the Transport and Technical Services Department, subject to further cost benefit analysis. The detailed implications of any such proposal, relative to cost of property acquisition and the loss of historic buildings, have yet to be determined and will need to be carefully considered within the context relating to Chapter 3 'Historic Environment'.

Beaumont/Route de la Haule

8.152 The heavy traffic congestion experienced here is not solely due to the filter-in-turn junction where Beaumont Hill meets La Route de la Haule. Even if an improved capacity at the junction were to be provided, it is considered that La Route de la Haule, between the Beaumont junction and Bel Royal, would be unable to carry any additional traffic at peak times as its capacity is constrained by the density of housing, numbers of entrances and junctions, and pedestrian crossings along its length.

8.153 A road construction solution would, therefore, involve not just increased capacity at Beaumont, but increased capacity on the road system through to Victoria Avenue. Highway improvements in this one area would allow more vehicles to pass through Beaumont, but would subsequently put more demand on junctions nearer St Helier and unless those other junctions could cope with the increased arrival rate of vehicles, improvements to Beaumont would be of little benefit.

8.154 The Transport and Technical Services Department states that any road improvements in the Beaumont area should be aimed at improving public transport and other sustainable modes of travel, rather than providing for more cars to pass through the area. Any scheme would be difficult and costly to implement and the effectiveness of more readily achievable improvements to the bus service need to be monitored before the necessity of such a scheme can be determined(16).

Policy TT 14

Highway improvements

The principle of implementing schemes for the provision of new or the enhancement of existing roads at the following locations is supported, but remains to be subject to detailed evaluation and cost benefit analysis.

- St Helier Ring Road: Francis Street/St James Street
- Beaumont/Route de la Haule

Progression of these schemes to implementation will only be supported if:

1. they are absolutely necessary to overcome existing congestion levels and can demonstrate that an overall reduction in congestion would be achieved; or
2. they remove traffic from less suitable areas and improve road safety; or
3. they can facilitate development that is of demonstrable value and significance to the Island’s social, community or economic interests; or
4. they can deliver benefit that would support modal shift, through improvements to public transport, cycling or walking, and
5. after careful evaluation of the environmental cost and benefits, the scheme will result in tangible or neutral environmental benefits and impacts.

In considering the design of new roads or widened roads, the needs of pedestrian and cyclists must be taken into account.

Air and Sea Travel

Operational Development at the Port of St Helier and Jersey Airport

8.155 Links to the UK and continental Europe are essential for the Island. Almost 1.2 million people travel through Jersey Airport and the Port of St Helier in any one year, with Jersey Airport passenger arrivals at about 70% of total passenger traffic to the Island. Almost all freight into and out of Jersey is through the Port of St Helier which, whilst generally declining, in 2007 stood at just below 400,000 tonnes.

8.156 Both the Port of St Helier and Jersey Airport are strategic assets and their operational viability is essential to the Island’s economic well-being.
The Port of St Helier

8.157 The present port facilities are ageing and inefficient - both for freight and passenger traffic: the port cannot support either 24hr operations or berthing for larger vessels, and, taking a long-term view, it is possible that there will be a need for a new port. A new port will need to have sufficient land and buildings available to accommodate commercial port operations and potential expansion over the port’s lifetime, relative to anticipated trends for the movement of freight and people by sea. It is also likely that there will be a need to be able to accommodate berthing for larger ships and tankers up to 180m.

8.158 Feasibility work has shown that a new port could be sited, in various configurations, at La Collette where there is significantly deeper water. This option, together with the potential for the future development of La Collette, the Port of St Helier and the Inner Harbours, is currently the subject of a feasibility study, will be considered from a land use planning perspective within the context of Proposal 14 ‘St Helier Regeneration Zones’.

8.159 Significantly, revenues from the current port operation cannot support a major capital improvement. A new port is, therefore, only achievable if it can be funded by the realised value of development in the Elizabeth Harbour area, as part of the next phase of the redevelopment of the St Helier Waterfront. Such significant change is not envisaged during the Plan period, but will be kept under review.

8.160 In the meantime, it is important that the existing Port of St Helier is able to change and adapt, as far as possible within existing constraints of the existing tidal window and berthing capacities, to provide as efficient an operation as possible to enable the safe and convenient movement of people and freight. It is important that the area within the operational zone of the port is available for direct and indirect operational functions. This includes the physical infrastructure necessary to support and provide a safe and efficient port operation allowing the movement of people and freight, whilst enabling the provision of infrastructure and facilities to support port-related activities and functions, such as warehousing and logistics.

8.161 Owing to the strategic and economic significance of the port operation, the use of valuable port land by non-port related uses should not normally be encouraged or supported. Existing non-port related activities within the defined operational area of the port should be relocated as opportunities arise.

8.162 The Port of St Helier is an historic setting and proposals for change need to have regard for the heritage assets within the port in accord with policies relating to Chapter 3 ‘Historic Environment’.

8.163 Other marine activities not associated with the commercial operation of people and freight – such as commercial fishing and marine leisure activities, including the provision of marina facilities, are considered elsewhere in the Plan.
Travel and Transport

Jersey Airport

8.164 Jersey Airport is the Island’s principal gateway, serving over 750,000 passenger arrivals a year. In support of the Island’s economic objectives and, in particular in support of the tourism and finance industries, Jersey Airport is seeking to continue to grow passenger numbers by increasing the network of destinations between Jersey, the UK and mainland Europe, while sustaining existing air services.

8.165 The operational needs of the Airport include the runway and terminal facilities, aircraft navigation, aircraft maintenance and handling provision, and warehousing and distribution services related to goods passing through the Airport. Related development that assists the operation of the Airport includes administrative offices, public transport facilities and long and short-stay parking.

8.166 A Master Plan for the Airport was prepared in 2002. This plan was focused solely on operational developments, a number of which are emerging, or have emerged from it, including the development of the new air traffic control tower, completed in 2010, and the refurbishment of the aprons and runway, completed in 2008.

8.167 It is now a stated objective of the States that Jersey Airport operates in a more commercial manner and that it become less reliant on States financial assistance to fund maintenance and renewal of its assets. There is, therefore, a need for the Airport to look to optimise its available assets and a new Airport Master Plan is now in the process of being produced to address the operational and commercial non-aviation developments or opportunities for Jersey Airport over the next 15 to 30 years. This will need to be assessed from a land-use planning perspective and related to the wider needs of the community within the context of Proposal 15 ‘Jersey Airport Regeneration Zone’, in order that supplementary planning guidance can be developed during the Plan period.

8.168 All the future operational requirements for Jersey Airport that have been identified currently, with the exception of certain navigation requirements, can be accommodated within the existing Airport boundary.

Policy TT 15

Operational development at the Port of St Helier and Jersey Airport

The operational areas of the Port of St Helier and of Jersey Airport are defined on the Proposals Map.

Operational developments within the operational areas of the Port of St Helier and Jersey Airport that enable the safe and convenient operation of these facilities; improve facilities for passengers and the handling of freight; and assist port users and airline operators will be permitted.
Travel and Transport

Uses that are not Port or Airport related or ancillary to the operation of the Port or the Airport will not be permitted within the defined operational area of each facility unless developed within the context of plans and proposals for Jersey Airport Regeneration Zone.

Air Travel Impact

8.169 The safety and health of people using air travel and affected by the operation of Jersey Airport is an important consideration. The planning system can help to ensure the safety of users of air transport and can help to safeguard people and development on the ground from the actual and potential adverse implications of air travel.

8.170 There is a need to ensure that the safe operation of Jersey Airport is not prejudiced by the impact of development. This might include high buildings and other structures such as masts, buildings containing electronic equipment, and large expanses of water (that could attract bird life). These considerations are material to the determination of planning applications and are considered in general development control polices.

8.171 There are two other issues, relating to the operation of the Airport, that affect development and the use of land in the area around it. The first of these relates to the degree to which land near to the Airport is exposed to different levels of aircraft noise. The second is concerned with the level of risk to public safety in the area around the Airport where aircraft crashes are most likely to occur.

Aircraft Noise Zones

8.172 Aircraft landing and taking off are the chief sources of aviation noise. In particular, landing noise is increasing in importance, and has become the dominant reason for complaints at some airports. In addition, those living close to airports may experience ‘ground noise’ from sources on the airport such as taxiing aircraft.

8.173 Aircraft noise can affect concentration or sleep and result in feelings of anger, frustration and powerlessness to control the noise. These factors can thus adversely affect people’s quality of life. However, while many express concerns over aircraft noise, there remain considerable uncertainties over the precise nature of its impacts. Evidence to date suggests that most people exposed to aircraft noise are not adversely affected, but more vulnerable groups may be at increased risk, particularly those with pre-existing sleep problems, stress or mental health problems.
8.174 Noise is measured using the standard decibel scale (dBA). A series of aircraft noise events can be averaged over any given period of time using the equivalent continuous sound level (Leq). Leq is the method of averaging recommended in the UK Government's planning guidance on noise\(^{(17)}\) and in guidelines issued by, for example, the World Health Organisation.

8.175 Noise maps depict contours which connect points having the same average noise exposure. The contours are generated using computer models, based upon the known characteristics of aircraft noise generation and attenuation. The dBA values used relate to the Leq 16 hour daytime period from 7am to 11pm because daytime rather than night movements are the relevant factor in considering capacity issues.

Map 8.4 Aircraft Noise Zones

8.176 In the UK noise is regarded as having the potential for the onset of significant community annoyance above a level of 57dB(A) Leq, but recognizes that some people are annoyed at lower levels. This measure was chosen following a study in 1985 which showed a good correlation of this figure with annoyance. However, it is apparent that the mix and types of aircraft, their frequency of overflight, the social

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\(^{(17)}\) Planning Policy Guidance note 24: Planning and Noise, Office of the Deputy Prime Minister, 1994: government planning guidance advises that planning permission for housing should normally be refused in areas exposed to noise from any source louder than 66dB(A) Leq during the day (and 57dB(A) Leq at night). At noise levels between 57 and 66dB(A) Leq mitigation measures should be a condition on planning permission, but noise below 57dB(A) Leq need not be considered.
and economic circumstances of affected people and general levels of environmental awareness and sensitivity have changed since the early 1980s. This matter will, therefore, remain open for review following the outcome of any new evidence of change in the relationship between aircraft noise and annoyance, and the basis for measurement. In the meantime, the standards adopted for protection from noise reflect those adopted in the UK.

8.177 The States of Jersey has accepted that continued exposure to high levels of aircraft noise can cause annoyance and has consequently delineated noise zones to control development in those areas where it is considered exposure to aircraft noise is greatest. Between 1997 and 1999 the Department of Operational Research and Analysis (DORA) of National Air Traffic Services Ltd (NATS) was commissioned to model the levels of aircraft noise around the Airport and specifically to predict the reduction in noise exposure resulting from the banning of the older, noisier ‘Chapter 2’ aircraft. New noise zone boundaries, adopted as part of the Island Plan Review in 2002, are shown on the Island Proposals Map and form the basis of policy.

8.178 Three noise zones have been identified with differing degrees of restrictions on proposed noise sensitive developments. The definition of noise sensitive development for this policy is all residential development, including extensions to existing dwellings and the conversion of buildings (or part thereof) to residential use. It also includes proposals related to public buildings such as schools and health facilities and other buildings within which people would be expected to work or would occupy for continuous periods during the Airport’s operational hours. Such uses include offices, shops, visitor accommodation, restaurants, warehouses and other commercial premises, where exposure to noise may prejudice the level of amenity that could reasonably be expected of such a development.

8.179 Aircraft noise in the UK is governed through international, EU and national regulation. At international level, the International Civil Aviation Organisation (ICAO) sets progressively tighter certification standards (known as Chapters) for noise emissions from civil aircraft. Over the past 30 years, improvements in aircraft technology have resulted in substantial reductions in the noise of individual aircraft. Further improvements, however, beyond the Chapter 4 standards (mandatory for new aircraft from 2006) will be increasingly difficult to achieve.

8.180 Against the general global context of significant anticipated growth, there is increasing concern that the rates of innovation and uptake of new technology are likely to be much slower than the rates of growth of air travel, and aircraft noise is of increasing concern. In Jersey, however, whilst Jersey Airport continues to seek to grow passenger numbers by increasing the network of destinations between Jersey, the UK and mainland Europe, while sustaining existing air services, the extent of growth in air travel is not likely to be as significant as elsewhere. When set against the general improvement in aircraft noise standards, the implications of Jersey’s volume and type of aircraft movement is unlikely to adversely expose a greater proportion of the resident population in the vicinity of the airport to greater aircraft
noise. There will, however, be a need to monitor the extent and nature of aircraft movements, and the constituent aircraft type, to determine whether there is a requirement to review the noise zones.

Policy TT 16

Aircraft Noise Zones

Proposed developments in the vicinity of the Airport, within the zones defined on the Proposals Map, will be subject to the following noise policy for all noise sensitive developments:

<table>
<thead>
<tr>
<th>Noise Zone</th>
<th>Air Noise Exposure Level ($L_{eq}$ dB(A))</th>
<th>Policy for All Noise-Sensitive Development</th>
</tr>
</thead>
<tbody>
<tr>
<td>One</td>
<td>&gt; 72</td>
<td>Development permission will be refused, with the exception of airport operational activities.</td>
</tr>
<tr>
<td>Two</td>
<td>66 – 72</td>
<td>Development permission will not be granted. Where it is considered that permission should be given, for example because there are no alternative quieter sites available (in such instances as extensions to existing dwellings or conversions), conditions will be imposed to ensure a commensurate level of protection.</td>
</tr>
<tr>
<td>Three</td>
<td>57 – 66</td>
<td>Noise will be taken into account when determining planning applications and, where appropriate, conditions imposed to ensure an adequate level of protection against noise.</td>
</tr>
</tbody>
</table>

Table 8.2

Airport Public Safety Zones

8.181 While air travel is a very safe method of travel, incidents are most likely to occur during take off or landing. In order to minimise the number of people on the ground immediately within the zone used for landing and take off, individual risk contours have been developed for Jersey Airport using individual risk contour
modelling and the principle of constrained cost-benefit analysis (18). This provides estimates of the individual risk arising from aircraft crashes in the vicinity of Jersey Airport.

8.182 This work determines the extent of individual risk of being killed as a result of an aircraft accident to which a person remaining in the same location for a period of a year would be exposed and has resulted in the delineation of two distinct zones of risk, as defined on the Island Map. Public Safety Zone 2, represented by the individual risk contour @ 10-5 defines the area within which it is estimated there is a 1 in 100,000 chance that an individual would be killed by a crashing aircraft if they spent a year continuously at that location. The areas for which the risk is greater than 1 in 10,000 i.e. 10-4, is represented by Public Safety Zone 1.

8.183 The areas of the Public Safety Zones correspond to a simplified form of the risk contours, in order to make the Zones easier to understand and represent on maps, and also in recognition of the necessarily imprecise nature of the forecasting and modelling work. The resultant shape of the Public Safety Zone 2 is that of an elongated isosceles triangle. This differs from the ‘funnel’ shape of earlier PSZ’s, first adopted in Jersey in 1963, which were based on the restrictions on the height of buildings within the funnels in order to safeguard approaching aircraft, and not on any assessment of the extent of risk of crashing aircraft.

8.184 The calculations of the individual risk are based on data for the fixed wing traffic using Jersey Airport during 1998, unlike the UK, where PSZs are based on estimations of aircraft traffic levels to 2015. In view of a relatively stable and/or declining number of aircraft movements at Jersey Airport this is considered to remain valid, but the need to review its findings will be kept under review.

8.185 Accordingly, there should be no increase in the number of people living, working or congregating within the Airport Public Safety Zones defined by these contours. This can be achieved by restricting new development, or changes of use of existing buildings and land in those areas exposed to such risk. In the areas of greatest risk (PSZ1), it is considered appropriate that the number of people living, working or congregating here should be reduced. The planning system can assist this by seeking to resist proposals for new and replacement buildings in PSZ1 as and when proposals for redevelopment come forward: there are two residential properties in PSZ1.

8.186 For the existing properties and buildings within PSZ2 it is considered reasonable to permit some exceptions to the general presumption against any new development but only where it would not result in an increase in the number of people living, working or congregating within the zone.

8.187 Although people travelling along a road are likely to be within the Public Safety Zone for a short period of time, the average density of occupation during the day may be quite high, and equivalent to fixed development. The location of infrastructure such as road junctions, traffic lights and roundabouts may lead to an increase in the number of stationary vehicles within the Zone and any such proposals for any of the main roads within the PSZ, including Grande Route des Mielles; Route de Beaumont and Vallée de St Pierre, will need to be carefully assessed in terms of the average density of people that might be exposed to risk.

8.188 Where development not requiring planning permission is proposed or undertaken within the Public Safety Zones, which might include the temporary use of land for the holding of a market or sand racing on the beach, the Minister for Planning and Environment may consider whether to withdraw these permitted development rights where any such use or operation would attract significant numbers of people.

**Policy TT 17**

**Airport Public Safety Zones**

Within the Airport Public Safety Zones, as identified on the Island Proposals Map, there is a general presumption against new development / or changes of use of land or existing buildings. In particular, no new dwellinghouses, other than
residential buildings or non-residential development will be permitted. In Public Safety Zone 1, there is also a presumption against the replacement of existing development.

Within Public Safety Zone 2 the following types of development may, however, be permitted, where there is no increase in the number of people living, working or congregating in the Zone and where it is in accordance with other principles and policies of the Plan;

1. an extension or alteration to a dwellinghouse which is for the purpose of enlarging or improving the living accommodation for the benefit of the people living in it, such people forming a single household, or which is for the purpose of a ‘granny annex’;

2. an extension or alteration to a property (not being a single dwellinghouse or other residential building) which could not reasonably be expected to increase the number of people working or congregating in or at the property beyond the current level or, if greater, the number authorised by any extant planning permission; or

3. a change of use of a building or of land which could not reasonably be expected to increase the number of people living, working or congregating in or at the property or land beyond the current level or, if greater, the number authorised by any extant planning permission.

4. long-stay and employee car parking (where the minimum stay is expected to be in excess of six hours);

5. open storage and certain types of warehouse development. ‘Traditional’ warehousing and storage use, in which a very small number of people are likely to be present within a sizeable site, is acceptable. This does not include more intensive uses, such as distribution centres, sorting depots and retail warehouses, which would be likely to entail significant numbers of people being present on a site. In granting planning permission for a warehouse, conditions will be imposed to prevent the future intensification of the use of the site and limit the number of employees present;

6. development of a kind likely to introduce very few or no people on to a site on a regular basis. Examples might include unmanned structures, engineering operations, buildings housing plant or machinery, agricultural buildings and operations, buildings and structures in domestic curtilage incidental to dwellinghouse use, and buildings for storage purposes ancillary to existing industrial development;
7. public open space, in cases where there is a reasonable expectation of low intensity use. Facilities such as children’s playgrounds, playing fields or sports grounds will not be permitted as these are likely to attract large numbers of people on a regular basis;

8. low density recreational uses, such as golf courses, but not clubhouses; and

9. allotments.

Within Public Safety Zone 1, where the level of risk is greater, the following types of development may be permitted, but only where it is likely to involve a very low density of people entering the Zone for limited time periods, and where it is in accordance with other principles and policies of the Plan;

1. long-stay and employee car parking (where the minimum stay is expected to be in excess of six hours);

2. built development for the purpose of housing plant or machinery, and which would entail no people on site on a regular basis such as boiler houses, electricity switching stations or installations associated with the supply or treatment of water; and

3. low density recreational uses such as golf courses, but not clubhouses.
Travel and Transport
Natural Resources and Utilities

9 Natural Resources and Utilities

NR: Introduction

9.1 This section of the Plan deals with the policies and proposals relating to the Island's requirement for and management of natural resources including water, air and energy - but excluding land and marine resources and minerals. It also addresses the infrastructure requirements and management of risk associated with the use of these resources and the provision of other utility services, such as telecommunications.

9.2 The Island's natural resources need to be carefully managed to ensure they are not depleted or damaged in any way that would adversely affect their use or sustainability. Ensuring that choices for future generations are not limited is one of the guiding principles of sustainability, suggesting the need for efficiency in use of materials, minimum use of scarce materials and the re-use and recycling of materials wherever possible. The principles of 'Reduce, manage, invest', outlined at the beginning of the Plan, have a particular resonance and applicability to the use and management of natural resources.

9.3 Natural resources requiring particular protection through the land-use planning system include water and air resources. Planning also has a significant rôle to play in reducing energy consumption and in facilitating the appropriate generation of energy from different sources.

Policy context

9.4 The States Strategic Plan 2009-2014 recognises the significance of the sustainable management of these natural resources, which are fundamental to our quality of life, as well as the need to support the associated infrastructure for their use. This is reflected in some of its priorities and proposals, specifically:

- debate and implement an Air Quality Strategy for Jersey, including proposals for monitoring and publishing levels of local air pollution, and targets, policies and timescales for reductions in air pollution levels that reflect best practice globally;
- introduce an integrated energy policy to secure an affordable and sustainable energy supply to meet the changing world energy challenges and underpin economic and social prosperity, including assessing whether the Island's natural resources could be a future sustainable source of energy;
- implement a range of measures to reduce waste, energy use and pollution and to increase the environmental protection regime operating in the Island;
- make best use of our own natural resources;
- support the development of a competitive telecommunications infrastructure that supports economic and social prosperity.
Natural Resources and Utilities

NR: Objectives and indicators

Objective NR 1

Natural resources and utilities objectives

1. To protect the Island’s water resources, including surface and groundwater quality and quantity, through prevention of inappropriate development and encouragement of water conservation measures;

2. To reduce or avoid significant adverse impacts on air quality in association with new developments;

3. To encourage the use of renewable energy, improve the energy efficiency of buildings through the careful siting and design of new development;

4. To support the appropriate development and siting of new facilities and infrastructure by utility companies; and

5. To protect, as far as possible, the safety of the public from hazardous installations.

Indicators NR 1

Natural resources and utilities indicators

1. Water pollution incidents;

2. Air pollution incidents;

3. Energy related carbon emissions by source.

NR: Policies and proposals

Water resources

9.5 Over the last decade, water consumption has remained relatively stable, despite 5,000 more connections to the mains water supply. Over 80% of the resident population of Jersey lives in homes connected to the mains water supply provided by Jersey Water and in 2007, there were nearly 37,000 connections along some 76km of trunk mains.

9.6 The Island’s water company, Jersey Water, supplies very high quality treated mains water (white water) to its customers and considers its infrastructure to be in extremely good condition. The company also has detailed plans for the continued maintenance and enhancement of its processing and distribution capability.
Natural Resources and Utilities

9.7 The public water supply is mainly derived from reservoirs, with contributions from boreholes and the desalination plant. Private sources include wells, boreholes and rainwater tanks. In addition to collecting water in the Island’s six main reservoirs, Jersey Water abstracts water from many of the Island's streams and from ground water sources (e.g. “Blanche Banque” aquifer). A number of the reservoirs have catchment areas which generate more water than can be stored and a system of raw water mains has been developed, which allow water to be transferred between reservoirs. As a standby resource, when water supplies are low, the water company operates a desalination plant at Corbiere. The plant has been modernised and uses the reverse osmosis process to produce very high quality fresh water which is pumped to Val de la Mare Reservoir. All the water supplied by the company is treated at one of two water treatment works located at Handois and Augrès.

9.8 In developing its proposed ‘Population Policy’ based on an in-migration scenario of +150 heads of households per annum, the Council of Ministers sought advice from Jersey Water on the implications for future water supply. At the time, it was anticipated that projected water demand could be accommodated within the existing service infrastructure. Notwithstanding this, it has to be recognised that water in the Island is a precious natural resource, which is likely to come under increasing pressure from population growth, changing lifestyles, pollution and changing and less predictable weather patterns (including periods of low rainfall and drought). This could be particularly problematic for an Island with limited underground reserves of water and no links to external water networks.

9.9 Water-borne sewage is currently carried by sewers to the treatment plant at Bellozanne and the extensive foul sewerage network serves all the major populated areas in the Island. The existing surface water drainage network is not particularly extensive and there are large areas where there is no separate surface water system. This can result in surface water draining into the foul sewer network, causing overloading of sewers and pumping stations and ultimately leading to the overflow of foul sewage to sea.

Protection of water resources

9.10 The quality and quantity of all waters in Jersey, including marine waters, surface waters and groundwater must be protected to ensure the protection of local ecology and biodiversity. Present and future generations of residents and visitors to Jersey must also have high quality drinking water and that water must be safe for recreational purposes. Activities associated with certain land-uses can adversely affect the quality and/or quantity of water resources in the Island.

9.11 The Water Pollution (Jersey) Law 2000 came into force in November 2000 and brings the Island in line with the rest of Europe with regard to the protection of the aquatic environment from all forms of pollution. The principal sources of water pollution include industrial processes, leakage of oil from domestic and commercial oil tanks, run-off from roads and other impermeable surfaces, agricultural activity and foul sewage discharge.
Natural Resources and Utilities

9.12 Water Pollution Safeguard Areas (WPSAs) have previously been designated around existing water sources in the catchment areas for the public water supply. The aim of these areas is to protect aquifers and watercourses from pollution. The introduction of Water Catchment Management Areas (WCMAs) is also being explored separately, under the auspices of the Water Pollution Law, primarily with the aim of reducing nitrate levels, in order to improve the quality of water resources. To meet the wider aim of safeguarding water quantities and thus protecting resources for the future, a larger single designation of a Water Pollution Safeguard Area was identified in the 2002 Island Plan, which encompasses the outer boundaries of the original Water Pollution Safeguard Areas combined with the Water Catchment Areas. This larger Water Pollution Safeguard Area has been carried forward and is defined on the Proposals Map. Within this area, there is a need to have regard to the implications of development for both the quantity and quality of water.

Map 9.1 Water Pollution Safeguard Areas

9.13 If a development proposal is within the Water Pollution Safeguard Area, Jersey Water will be consulted prior to determining the planning application, to ensure the public water supply is not put at risk from pollution.

1 Diffuse water pollution from nitrates is a major problem in the Island which poses serious risks to drinking water quality (through contamination) and nature conservation (through water enrichment). Most of the nitrates originate from intensive farming activities, which are outside the control of planning legislation. Where permission is not required for such practices, reliance is placed on the Water Pollution Law. The Department of the Environment has recently defined nine WCMA's that cover the whole Island and strategies will be developed for each of them.
Natural Resources and Utilities

9.14 Whilst the most densely populated parts of the Island are served by the foul sewerage system there remain a large number of properties, predominantly in rural areas, that rely on private sewage treatment and disposal systems, including septic tanks and soakaways. These systems can pose a serious risk to the Island’s aquatic environment and the quality of its water resources, as a consequence of which, new development using these systems should not be permitted (see Policy LWM 2 ‘Foul sewerage facilities’).

9.15 In addition to protecting the water supply from pollution, it is important that development proposals should look to reduce water infrastructure requirements and to manage water demand by, for example:

- designing external surfaces and surface water drainage to increase filtration and the natural recharge of underground water (e.g. through the use of soakaways, earthworks for improved filtration, absorbent paving and detention ponds);
- maintaining natural vegetation as far as possible (i.e. avoiding the creation of landscapes which require excessive irrigation).

9.16 The Minister for Planning and Environment proposes to issue supplementary planning guidance in relation to this matter (see Proposal 33 ‘Surface water drainage systems’).

Policy NR 1

Protection of water resources

Development that would have an unacceptable impact on the aquatic environment, including surface water and groundwater quality and quantity, will not be permitted. In particular, development proposals that rely on septic tanks, soakaways or private sewage treatment plants, as a means of foul waste disposal, will not be permitted except where they accord with Policy LWM 2 ‘Foul sewerage facilities’.

The Minister for Planning and Environment will also seek to encourage a high quality environmental design for development to minimise surface water runoff and to reduce the demand for and consumption of water in accord with Policy LWM 3 ‘Surface water drainage facilities’.

If a development proposal is within the Water Pollution Safeguard Area, Jersey Water will be consulted prior to determining the planning application, to ensure that the public water supply is not put at risk from pollution.
Natural Resources and Utilities

Water capacity and conservation

9.17 No development should be permitted, unless it can be shown that adequate water supplies are available. In most cases, it will be necessary to connect to the treated water supply in the mains and, where appropriate, advice will be sought from Jersey Water on whether or not the proposals will have an unacceptable impact on the capacity of mains water supplies.

9.18 There are clear advantages to be had from using water more efficiently and reducing the amount of water that is wasted, both for the customer (in terms of reduced bills) and the supplier (in terms of reducing expenditure on providing and maintaining facilities for water capture, storing, treating and distribution). However, there are also wider and longer-term sustainability advantages associated with reducing the consumption of energy by the water company (i.e. embodied in construction and expended in providing water of drinking quality).

9.19 Jersey Water has in place an extensive programme to reduce wastage of treated water, involving renewing and repairing leaks in mains, installing water meters when properties change ownership, hosepipe charges and public information material on using water wisely. However, land use planning also has an important role to play by encouraging a reduction in the demand for white water in new developments. A wide variety of measures can be included in new developments to minimise water consumption, including:

- installation of economical and efficient fixtures and appliances (e.g. effective showers, ‘water saving’ washing machines, low flush WCs and spray taps);
- use of low quality “grey water” for certain functions (e.g. WC flushing, which currently uses on average a third of the white water supplied to homes);
- provision for the collection, storage and use of rain water for landscaping; and
- recycling of waste water for certain uses.

9.20 It is considered important that any policy or guidance on water conservation should offer a degree of flexibility on the methods used, because what can be practicably achieved in new developments will vary from case to case. The use of water conservation measures in large new developments could potentially reduce natural surface water run-off and, therefore, reduce levels in water courses and water tables, which could then impact on biodiversity. In such instances, therefore, it will be necessary to achieve an appropriate balance between management of water recycling and ensuring no adverse impact on the water environment and biodiversity. More detail relating to the management of surface water is provided at ‘Surface water drainage facilities’(section 10).
Policy NR 2

Water capacity and conservation

Developments will not be permitted unless adequate water supply is made available at the time of the development. The Minister for Planning and Environment will encourage development proposals to incorporate all practicable water conservation and management measures to reduce water consumption and help conserve the Island’s water resources.

It is proposed that all major development proposals (i.e. greater than 1,000m², or 10 dwellings) submit a ‘Water Conservation Strategy’ as part of the Design Statement or any statement of sustainability to demonstrate how this is to be achieved.

Air quality

9.21 The planning system can help with the management of local air quality and this issue is specifically addressed below. However, it is recognised that air quality is also a transboundary issue (i.e. emissions from Jersey travel through the atmosphere to affect places elsewhere) and a global issue (i.e. greenhouse gas emissions contribute to climate change). Fortunately, the aims of reducing emissions to improve air quality locally and the aims of reducing transboundary and global air pollution are often complementary, because the sources of emissions are broadly the same.

9.22 Good air quality is essential for people’s health and the well-being of the local environment. Exposure to air pollution and poor air quality have detrimental impacts on health and can be particularly problematic for young children, older people, pregnant women and their babies, asthma sufferers, those with other pre-existing conditions (e.g. heart disease and respiratory problems) and those taking vigorous exercise outside. However, modern lifestyles and activities continue to give rise to air pollution, as a result of vehicle use, heating homes and workplaces, power generation, construction activity, industrial activity, quarrying and waste disposal.

9.23 The main pollutants which affect local air quality (including human health and eco-systems) are:

- Nitrogen oxides (NOx)
- Carbon monoxide (CO)
- Particles or particulates (e.g. PM10)
- Volatile organic compounds (VOCs) or hydrocarbon species, such as benzene, toluene, ethyl benzene and xylene
- Ground level ozone
Natural Resources and Utilities

- Lead (Pb)
- Sulphur dioxide (SO2)
- Ammonia (NH3)

9.24 The States of Jersey carries out a regular on-going programme of monitoring air quality at various locations throughout the Island, including those where pollutant concentrations are expected to be high. The pollutants monitored include SO2, smoke concentrations, airborne radioactivity, airborne particulates, VOCs and NO2 and the results are measured against past trends, background locations and, where appropriate, permitted European health limits. The evidence to-date suggests that the current concentrations of pollutants in Jersey are within EU directive limits. This no doubt reflects the lack of heavy industry in the Island and the dispersive effects of the prevailing westerly winds.

9.25 The main air quality issues in Jersey relate to emissions from motor vehicle traffic (NO2, PM10 and VOCs) and a number of potential localised traffic related pollution “hot spots” have been identified at Beaumont, the Weighbridge and several other urban locations. Significant new developments planned for the town and the Waterfront are likely to increase areas of risk from traffic emissions. However, the successful implementation of a series of recommendations in the Sustainable Transport Policy has the potential to significantly reduce these emissions. There are also a small number of specific sites, including the Bellozanne Energy from Waste Plant (soon to close), the JEC Power Station and the Island Crematorium.

9.26 Current compliance with EU standards, based on monitoring to-date, should not be regarded as grounds for complacency and every effort must continue to be made to limit the negative impact of air pollution as much as possible so as to ensure the best air quality achievable.

9.27 Jersey is currently a signatory to several international agreements in relation to air quality and is obligated to reduce and prevent air pollution. To this end, the States Strategic Plan 2009-2014 commits to implementing an ‘Air Quality Strategy’, which will target reductions in air pollution levels that reflect best practice locally. The aim of the impending strategy (Jersey Air Quality Action Plan) is to “ensure that everyone in Jersey should have access to outdoor air without significant risk to their health and that there should be minimal impacts from air pollutants on the environment of Jersey or our neighbours.” This involves meeting obligations under a number of international conventions, as well as standards and objectives set by the UK National Air Quality Strategy and the EU Ambient Air Quality Directive.

9.28 Planning has a key role to play in supporting the Air Quality Action Plan. Air quality, where it relates to land use and its development, is a material planning consideration and the planning system can help to alleviate some of the effects of the human activities which lead to the degradation of air quality and expose people and the environment to unacceptable air pollution. It can do this through the formulation of planning policies and the determination of planning applications in a manner which:
Natural Resources and Utilities

- supports measures to improve current air quality;
- discourages polluting activities;
- ensures that air quality issues associated with proposed developments are carefully and appropriately considered;
- determines the location of developments which may give rise to air pollution (either directly or from traffic generated) through dust, smell, fumes, smoke, heat, radiation, gases, steam, or other forms of airborne emissions;
- prevents an increase in pollution, or allows for mitigating air quality impacts from new developments, particularly in areas already suffering high levels of air pollution;
- ensures sensitive developments (e.g. housing, or schools) are not permitted in existing areas of poor air quality, or affected by existing potential sources of air pollution.

9.29 In order to ensure that due weight is given to air quality when determining applications that may adversely affect air quality, or may be adversely affected by existing air pollution levels, applicants must provide an appropriate assessment of air quality. ‘Air Quality Assessments’ may be required as part of a formal EIA for a major development, or as a stand-alone document. They are likely to be a requirement where proposed developments involve:

- a significant potential increase in emissions from road traffic. This might be as a consequence of likely increased traffic volumes, increased congestion, changes in traffic composition (e.g. increase in heavy goods vehicle movements), or changes in vehicle speeds;
- industrial activities, quarrying, landfill and other waste management operations which involve potential air pollutants;
- energy generation projects;
- major developments (>10 homes / 1,000m² floorspace) within or near to and likely to have an adverse effect on, any future ‘Air Quality Management Areas’ (i.e. identified in response to ongoing monitoring and declared under the emergent ‘Air Quality Strategy’, where it is found that relevant air quality targets in respect of air pollutants are exceeded).

9.30 The approach used in producing Air Quality Assessments should be robust and appropriate to the nature of the proposed scheme, the scale of the likely impacts and what is known about air quality in the area. They should look to demonstrate the likely changes in air quality or exposure to air pollutants, as a consequence of the proposed development. Where an assessment is required, it should be undertaken by an independent professional air quality consultant. The Minister will produce supplementary planning guidance on reducing air pollution, which will provide more detailed advice on the types of development requiring assessments and what they should contain.
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9.31 There are no plans at present to declare ‘Air Quality Management Areas’ in Jersey, but it is not inconceivable that this might happen in the future, in response to on-going monitoring, improved monitoring and modelling techniques and evermore demanding EU standards for air quality.

9.32 Developments which are likely to breach key targets for relevant pollution concentrations in association with the Air Quality Strategy will not be permitted, unless agreement can be reached on appropriate mitigation measures to the satisfaction of the Minister for Planning and Environment. Any such agreement will be secured through the use of planning conditions or planning obligations, as appropriate.

9.33 Mitigation measures to lessen and compensate for impacts can take many forms, depending on the nature of the proposed development, but might for example include: road and junction improvements; traffic management; limits on parking space provision; building layout and design restrictions; installation of suitably designed ventilation; implementation of workplace travel plans and car sharing schemes; provision of improved facilities for cyclists, walkers and public transport users; tree planting; and controlling air quality during the construction phase.

9.34 In considering applications where air quality is likely to be an issue, particular account will be taken of advice received from the relevant health and environmental protection regulatory authorities.

9.35 There are numerous other policies throughout this Plan which directly and indirectly address the need to reduce and prevent air pollution, including Policy GD1 ‘General Development Considerations’ and a range of policies covering power generation, mineral workings and waste management facilities. Policy SP1 ‘Spatial Strategy’ is especially important in helping to reduce the level of emissions from motor vehicles, by promoting proximity of new development to public transport and local facilities. This is supported by Policy SP6 ‘Reducing Dependence on the Car’ and several travel and transport policies geared to minimising traffic generation and promoting sustainable modes of travel (see Section 8).

Policy NR 3
Air quality

Development that would have a significantly adverse effect on air quality, taking into account the cumulative impact of other proposed or existing sources of air pollution in the area, will not be permitted when it would breach key targets identified in association with the emergent Air Quality Strategy, or when it is considered that it would cause harm to the health, safety and amenity of users of the site or the surrounding area or put at risk the quality of the environment.
Such developments may be permitted, however, where the potential pollution problems can be overcome or contained to within acceptable limits by agreement on suitable mitigating measures, to the satisfaction of the Minister for Planning and Environment. Any required mitigation measures and monitoring requirements before, during and following development will be secured by means of planning conditions or planning obligations, as appropriate.

The Minister for Planning and Environment will require the submission of a full and detailed ‘Air Quality Assessment’ with applications, in order to assess the extent of effects on air quality where it is considered appropriate, including:

1. developments which significantly increase emissions from road traffic;
2. industrial activities, quarrying, landfill and other waste management operations which involve potential air pollutants;
3. energy generation projects;
4. major developments (>10 homes / 1,000m² floorspace) within or near to and likely to have an adverse effect on, any ‘Air Quality Management Areas’ which may be identified in response to on-going air quality monitoring, improved monitoring and modelling techniques and/or changing air quality standards;
5. Proposals to locate air pollution-sensitive development close to existing sources of air pollution and/or in areas with existing unacceptably poor air quality.

Where a proposed development requires an Environmental Impact Assessment, the Minister for Planning and Environment will consult with the relevant health and environmental protection regulatory authorities to determine whether the assessment should include consideration of emissions to air and the likely impacts on health and the environment.

Energy resources

9.36 Jersey’s energy demands are met to a large extent through the use of electricity, although oil and gas are also important contributors. Much of the Island’s electricity supply comes from France via two submarine interconnectors to La Collette power station: a third is also planned. Imported electricity is over 90% free from fossil fuel emissions both at the points of production and use. However, there are other environmental implications associated with the French link, notably France’s high reliance on nuclear power and the related issue of nuclear waste disposal.
9.37 As a consequence of these challenges, ‘Fuel for Thought?’, the Energy Policy Green Paper (2) was published and consulted upon in 2007/2008 and the White Paper is currently being prepared for States debate. The Green Paper identifies a number of features and challenges for Jersey in respect of the Island’s energy use, as follows:

- a high import dependency, particularly of hydrocarbon fuels, making Jersey a ‘price-taker’ and thus vulnerable to global price increases,
- a tendency to import energy in the form in which it is used,
- importation of electricity from the European grid via sub-sea cables,
- patterns of energy use dominated by the built environment and transport sector,
- an energy market with low levels of competition,
- relatively inelastic behaviour in the face of energy price rises and a low level of awareness and adoption of measures to reduce energy use and use energy more efficiently,
- a concentration of strategic infrastructure in the ‘East of Albert’, La Collette area e.g. the fuel farm and tanker berthing,
- international commitment through the Kyoto Protocol to reduce carbon emissions.

9.38 This places Jersey in a potentially vulnerable position and the proposed goal of Jersey’s draft energy policy is to achieve ‘Secure, Affordable, Sustainable Energy’, recognising that energy is essential to our quality of life, our economy and social equity. The Green Paper put forward a number of options that describe the fiscal, legislative and policy measures to achieve this goal, which fall into the following categories:

1. reducing energy use - doing more with less;
2. adopting sustainable energy solutions – at both the local and utility scale;
3. ensuring a secure and resilient energy supply;
4. preparing for the future.

9.39 The planning system and the policy framework provided by the Island Plan have an important role in ensuring that the goals of the emergent White Paper can be achieved, as follows:

Reducing energy use – doing more with less

- In the built environment: the Island’s consumption of energy and carbon dioxide emissions can be reduced by improving the energy efficiency of the existing built environment and the setting and delivery of the highest standards for all new buildings. As well, the eventual occupiers of these buildings benefit from reduced running costs and improved levels of comfort with the associated social benefits. All developments should also incorporate sustainable design features to reduce the consumption of natural resources and help to deliver targets for reducing carbon emissions. This is best tackled by Building Byelaws, but can
be extended and encouraged through support for high quality environmental design which promotes energy efficiency through the planning system.

- **In transportation**: careful land-use planning and the location of development to reduce the need for travel. This will bring about a reduction in energy use and carbon dioxide emissions as well as congestion so improving air quality and road safety, and is integral to Spatial Strategy; Reduce, Manage, Invest and SP ‘Reducing Dependence on the Car’.

**Adopting sustainable energy solutions:**

- **At the local level**: householders and small businesses have the potential to meet a significant portion of their energy needs through ‘micro generation’ using renewable energy heating systems like geothermal, biomass and solar or combined heat and power plants. To encourage their use, the installation of some micro-generation technologies have, within certain parameters, been exempted from the need for planning permission\(^3\). Where permission is required, such development would fall to be considered under General Development Considerations.

- **At the ‘district’ scale**: by decentralising energy supplies through the use of on-site and ‘district’ scale renewable technologies, carbon dioxide emissions can be reduced and overall security of supply increased through the increased diversity of generation.

- **At the ‘utility’ scale**: the Energy Policy Green Paper\(^4\) identified the potential for the exploitation of renewable energy, at a large enough scale to displace fossil fuel imports in the long-term. The Island has good on and off-shore wind energy and within its territorial waters there is the potential to exploit tidal stream technology.

**Ensuring a secure and resilient energy supply**

- **A particular challenge is maintaining the security and resilience of our energy supplies in order to meet our energy demands**: the Island currently imports all liquid hydrocarbons by sea-fed supply chains run by the respective parent company; tankers berth and discharge their products at the adjacent harbour. Kerosene, liquid petroleum gas, petrol, diesel and jet fuel are stored at the fuel farm at La Collette before being distributed to end-use consumers or intermediaries. The size of the fuel farm limits the stocking capacity of all the products which are held at volumes well below European mandatory limits. Work to review the future of St Helier Harbour and La Collette in the context of Proposal 14 ‘St Helier Regeneration Zones’ may provide the opportunity to reassess the

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3 see Planning and Building (General Development)(Jersey) Order, 2008, where Class H relates to photo voltaic or water-heating solar panels; Class M relates to geothermal heating systems; and Class N relates to wind turbines, all within the curtilage of a dwelling house

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location of the fuel farm and the necessary future appropriate storage capacity for hydrocarbon fuels.

Preparing for the future

- The planning system can also play a vital role in helping to ensure that new developments through their location and design are resilient to the consequences of climate change including flooding, coastal erosion and higher global temperatures.

Utility scale renewable energy

9.40 If Jersey is to achieve carbon reduction targets in line with EU targets (80% reduction by 2050 based on 1990 levels) it requires a significant decarbonisation of the economy beyond simple energy reduction measures. There are opportunities to move away from imported hydrocarbon fuels which are finite in nature and constitute the bulk of the Island’s carbon emissions. Encouragement of the development of renewable energy schemes must be weighed carefully against local environmental protection policies and the wider contribution that the proposal would make to reducing greenhouse gas emissions.

9.41 Generating renewable energy at the utility scale is entirely possible, although realising this requires a long-term vision and framework to encourage investment in the necessary infrastructure. To be successful, this must be supported by an appropriately sized regulatory and planning framework to give commercial investors confidence to enter the marketplace.

Off-shore renewable energy

9.42 Despite all the obvious advantages of renewable energy, it is also important to ensure that the environment and the quality of life of Jersey citizens are not compromised. The Integrated Coastal Zone Management Strategy – ‘Making the most of Jersey's Coast’, was adopted by the States of Jersey in October 2008. It opens by reflecting that ‘the coast and seas around Jersey are an integral part of Island life. It is therefore essential that the coast is protected and managed so that it can continue to be enjoyed by generations to come’. The very need for ICZM arises from the need to balance the temptation to exploit the resources that our coast and seas provide with the responsibility to protect an outstanding area containing internationally important ecosystems.

9.43 Jersey’s planning law extends to the limits of our territorial waters and this means that there is no invisible barrier between land and sea in relation to the control of development. Off-shore development proposals for renewable energy would, therefore, need to be specifically considered within the context of the ICZM and the planning policy regime for the Policy NE 5 ‘Marine Zone’ and the Policy NE 6 ‘Coastal
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National Park’, should it affect offshore reefs, as well as Policy HE 5 ‘Preservation of archaeological resources’ and Policy NE 1 ‘Conservation and enhancement of biological diversity’.

9.44 Environmental Impact Assessment provides the mechanism to assess the full range of impacts of a development proposal on a particular site and is a critical guide for decision-makers in respect of site-specific applications. There is a statutory requirement to produce an EIA for projects arising from the energy industry (see Schedule 1 of the Planning and Building (Environmental Impact) (Jersey) Order 2006), to include all associated infrastructure requirements.

Tidal stream and wind installations

9.45 In December 2008 a report from the Tidal Power Steering Group (5) to the Minister for Planning and Environment concluded that tidal power harvested from Jersey’s territorial waters is able ‘to make a significant and increasing contribution to the energy requirements and security of the Island for the rest of this century’. It was recommended that the possibility should be actively pursued by an appropriately qualified and mandated group with a remit to:

- investigate funding options around the environmental and technical investigations;
- investigate the legislative and commercial framework necessary to attract resource developers;
- negotiate with our neighbouring jurisdictions to explore potential collaborations both in harnessing the resource and selling to potential markets.

9.46 Whilst the report concentrated on the opportunities surrounding tidal stream technologies which is an emerging area, the off-shore wind resource is also good and the legislative and commercial frameworks described above can be applied equally to the development of wind turbine technology.

9.47 Tidal stream technology is a nascent technology and currently there are no utility scale installations, although this is a rapidly progressing with Channel Island waters offering attractive testing grounds for resource developers. Whilst it is acknowledged that Jersey’s waters do not have the same potential as the exceptional resource surrounding Alderney, it still offers significant potential, particularly if cross-Channel Island co-operation could be secured.

9.48 Thus, it is recognised that a significant level of exploratory work (including the building of prototypes) may be required to establish the optimum locations and the long-term viability of renewable energy projects. Accordingly, development will be permitted only for exploratory proposals so that a proper assessment can be made of a particular site. This assessment of efficiency and appropriate monitoring

5 ‘Tidal power for Jersey - Options and opportunities’
Natural Resources and Utilities

to determine any impacts must be transparent and be demonstrated to the satisfaction of the Minister. This will allow an informed decision to be made should the developer wish to apply for a more permanent site.

Policy NR 4

Exploratory, appraisal or prototype off-shore utility scale renewable energy proposals

Exploratory, appraisal or prototype off-shore utility scale renewable energy proposals will be encouraged where they have:

1. produced an Environmental Impact Assessment in accordance with the Planning and Building (Environmental Impact) (Jersey) Order 2006 that demonstrates inter alia:
   a. detailed engagement with all stakeholders;
   b. that there will not be an unacceptable impact on features of ecological, archaeological or historic importance, on hydrology or coastal processes, nor the marine, intertidal or coastal environment;
   c. there will not be an unacceptable visual impact;
   d. there will not be an unacceptable impact on the character of the immediate and wider landscape;
   e. there will not be an unreasonable impact on neighbouring uses and the local environment by reason of noise, odour, pollution (to air, water or soil), visual intrusion or other amenity consideration during construction, operation and decommissioning; and
   f. it will not prejudice the safe operation of shipping and/or Jersey Airport; and
   g. there will not be any unacceptable impacts as a consequence of any associated infrastructure required to service the site.

2. included an appropriate monitoring programme and detailed restoration proposals which satisfies the requirements of the Minister for Planning and Environment.

The granting of an application for exploratory, appraisal or prototype proposals will be for a specific time period and without prejudice to any subsequent application to develop fully operational projects at that location.

9.49 Given the acknowledged potential for the generation of renewable energy in Jersey waters, a policy framework for a permanent facility has been established in the eventuality that a proposal is put forward within the term of this Plan. This policy will also demonstrate that Jersey intends to move towards utility scale renewable energy generation in the medium to long-term.
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Policy NR 5

Off-shore utility scale renewable energy development

Off-shore utility scale renewable energy developments will be encouraged where they have:

1. Produced an Environmental Impact Assessment in accordance with the Planning and Building (Environmental Impact) (Jersey) Order 2006 that demonstrates inter alia:
   a. detailed engagement with all stake-holders;
   b. that there will not be an unacceptable impact on features of ecological, archaeological or historic importance, on hydrology or coastal processes, nor the marine, intertidal or coastal environment;
   c. there will not be an unacceptable visual impact;
   d. there will not be an unacceptable impact on the character of the immediate and wider landscape;
   e. there will not be an unreasonable impact on neighbouring uses and the local environment by reason of noise, odour, pollution (to air, water or soil), visual intrusion or other amenity consideration during construction, operation and decommissioning;
   f. It will not prejudice the safe operation of shipping and / or Jersey Airport; and
   g. there will not be any unacceptable impacts as a consequence of any associated infrastructure required to service the site, such as connection to shore base and grid connections.

2. demonstrated an appropriate monitoring programme specific to the design, scale and type; and

3. detailed, to the satisfaction of the Minister for Planning and Environment, acceptable restoration and maintenance proposals.

On-shore renewable energy

Wind installations

9.50 A high level analysis (6) carried out to support the development of energy policy has shown the onshore wind resource to be good with particularly good opportunities in the north and west coast of the Island. However, in practice, realising

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this potential has many difficulties since the siting of utility scale wind turbines capable of harnessing sufficient amount of energy to be economically viable must take into account a number of additional factors which include impacts upon aviation; visual amenity and landscape character; noise; ecology (e.g. impacts on surrounding habitats, birds and bats); radio communication; as well as feasibility issues (e.g. grid connectivity, access, terrain).

9.51 It is considered that there are no suitable on-shore locations where the barriers to installation would not be insurmountable, (the most obvious of which is in relation to noise). Best practise is to locate installations no closer than 500m from a residential property and it is not possible to site an economically feasible array of turbines anywhere on the Island that would be more than 500m from a residential property, much less in a location that would satisfy the other necessary criteria.

9.52 Domestic scale micro-generation would either be exempt from planning permission or would need to be considered under the terms of Policy GD 1 ‘General development considerations’.

Other forms of on-shore renewable energy production

9.53 There are currently significant technologies available for on-shore renewable energy production at the scale greater than domestic properties. Because these schemes are of benefit to more than just one property, it is likely that their scale, and thus potential impacts, will be considerably more significant than micro-generation projects. As such, they will require greater consideration and it is likely that planning applications will need to be supported by Environmental Impact Assessments. Examples include:

- District heating systems – i.e. systems for distributing heat generated in a centralised location for residential and commercial heating requirements. Traditionally such systems are supported by combined heat and power plants (CHP) that burn fossil fuels to create both heat and electricity. Increasingly biomass, geothermal and solar schemes are used instead of fossil fuels to gain the benefit of a renewable energy primary energy source as well as the high efficiency that these installations provide.
- Anaerobic Digestion - a series of processes in which micro organisms break down biodegradable material in the absence of oxygen. Particularly relevant to Jersey is likely to be the treatment of livestock and agricultural wastes. The
process produces a methane and carbon dioxide rich biogas suitable for energy production via the recovery of heat and power;

9.54 Furthermore, this area is evolving rapidly and so more technologies are expected to become economically viable over the Plan period.

9.55 Any proposals for on-shore renewable energy development will need to be considered within the policy framework of the Plan, and specifically Policy GD 1 ‘General development considerations’ and other considerations relating to Policy SP 4 ‘Protecting the natural and historic environment’.

Policy NR 6

Proposals for on-shore renewable energy production

Proposals for on-shore renewable energy production will be encouraged where they have produced an Environmental Impact Assessment in accordance with the Planning and Building (Environmental Impact) (Jersey) Order 2006 that demonstrates inter alia:

1. detailed engagement with all stakeholders;
2. that there will not be an unacceptable impact on features of ecological, archaeological or historic importance;
3. there will not be an unacceptable visual impact;
4. there will not be an unacceptable impact on the character of the immediate and wider landscape;
5. there will not be an unreasonable impact on neighbouring uses and the local environment by reason of noise, odour, pollution (air, water and soil), visual intrusion or other amenity consideration both during construction, operation and decommissioning;
6. it will not affect the safe operation of shipping and / or Jersey Airport;
7. there will not be any unacceptable impacts as a consequence of any associated infrastructure required to service the site, such as grid connections; and
8. an appropriate monitoring programme specific to the design, scale and type; and,
9. acceptable restoration and maintenance proposals.

Renewable energy in new developments

9.56 Energy use in buildings is responsible for a large proportion of the fuel consumed in Jersey and the energy burnt in heating systems is responsible for a major part of the Island’s carbon dioxide (CO2) emissions.
Natural Resources and Utilities

9.57 The amount of energy used in buildings and the level of CO2 produced is dependent on the building’s energy efficiency, which is determined by its design, and on the appliances used in the building to provide heat, energy and other services. Consequently, as part of delivering sustainable development, and in response to the challenge of climate change and the goals of the emerging Energy Policy, the Minister wishes to encourage all new buildings to:

- be designed and constructed to high standards of energy efficiency; and
- incorporate suitable renewable energy technologies, where reasonably feasible.

9.58 To this end, policies SP2 ‘Efficient Use of Resources’ and GD1 ‘General Development Considerations’, effectively require new developments to make the most efficient and effective use of energy and to make good use of opportunities for decentralised and renewable or low carbon energy. In preparing their proposals to maximise energy efficiency, designers and developers can give consideration to a range of measures and techniques, including: passive solar design; properly designed natural daylighting systems; the inclusion of thermal mass; compact building forms; good levels of insulation; and the use of energy efficiency heating systems and appliances.

9.59 Having achieved energy efficiencies, designers and developers need to consider the opportunities for using on-site low carbon and renewable energy technologies. The Minister expects all major new developments (>10 homes / 1,000m² floorspace), whether new build or conversion, to use on-site low carbon or renewable energy to cut CO2 emissions by at least 10% of predicted levels, wherever practicable. This 10% carbon offset must be on top of, rather than a contribution to, meeting the requirements of the Building Byelaws for energy efficiency.

9.60 It is considered that a 10% threshold for the carbon offset policy sets a reasonable standard for achievement and this reflects good practice in the UK. Merton Council was the first to develop such a policy in 2003, which subsequently became known as the ‘Merton Rule’. Since then, many UK councils have implemented the rule in various guises and it has become part of UK national planning guidance. It is recognised, however, that there may be circumstances where it would be appropriate to relax or waive the threshold. For example, where it is demonstrated by the applicant that the incorporation of renewable energy equipment would make the development unviable, or where adverse visual or amenity impacts would outweigh the benefits of the technology.

9.61 In addition to helping to reduce local reliance on finite fossil fuel energy sources, reducing CO2 emissions and providing revenue benefits for subsequent users, the renewables requirement will also provide a greater incentive for developers to design and build more energy efficient buildings (i.e. to reduce the extent and cost of renewable technology required to meet the 10% CO2 emissions target).
Natural Resources and Utilities

9.62 There is a range of renewable and low-carbon energy technology which might be used in new developments, including: solar photovoltaic panels (PV); small-scale wind power; combined heat, power and cooling; solar thermal water heating; ground source heating and cooling; air source heat pumps; biomass fuelled heating, cooling and electricity generating plant; and hydrogen fuel cells.

9.63 In order to demonstrate the extent of the cut in energy demand and carbon emissions expected through the use of low carbon and renewable technology, applicants must provide evidence in the form of a ‘Renewable Energy Statement’ prepared by a suitably qualified professional. The Minister will publish supplementary guidance on renewable energy matters in due course.

Policy NR 7
Renewable energy in new developments

The Minister for Planning and Environment will encourage all developments to incorporate on-site low carbon or renewable energy technologies. However, all non-residential developments with a gross floorspace of 1,000 sqm or more and residential developments of ten or more units, whether new build or conversion, will be required to incorporate on-site low carbon or renewable energy production equipment to off-set predicted carbon emissions by at least 10%, except where:

1. it is demonstrated by the applicant, to the satisfaction of the Minister for Planning and Environment, that such provision would make the development unviable;

2. it would have an adverse visual or amenity impact that would outweigh the benefits of the technology; or

3. at least an equivalent impact on carbon emissions can be met by alternative means.

Safety zones for hazardous installations

9.64 Given the level of our reliance on hydrocarbons as a source of energy for heating and transport, amongst other uses, there is a need for fuel storage facilities within the Island. These essential installations include the fuel farm at La Collette, where kerosene, liquid petroleum gas, petrol, diesel and jet fuel are stored before being distributed to end-use consumers or intermediaries; Jersey Airport fuel farm; and Les Ruettes LPG store in St John. Since the gas holder fire at Tunnel Street (which held reserve stock), the gas holder is no longer operational and the risk has significantly diminished; however, work will continue to fully decommission the
installation by the end of 2014. The nature of these facilities poses a particular risk and, as a consequence, it is important that development in the vicinity of them does not exacerbate that risk or expose the users of any adjacent development to unnecessarily high levels of risk. Whilst not a fuel storage facility, the storage of explosives at Crabbé also falls to be similarly considered.

9.65 Because of health and safety considerations, these installations effectively represent a constraint on development in the vicinity. The extent of that constraint is dependent upon the nature of the storage and the sensitivity of the development proposal. As a result of the Buncefield event in the UK, further work\(^{(10)}\) has been undertaken to consider all the major hazard risks associated with all the major hazard installations at La Collette which has lead to a revision of the safety zones at La Collette as shown on the Proposals Map. Proposals for new development at La Collette will be considered within the context of this work. They will be assessed, in consultation with the Health and Safety at Work Inspectorate, the States of Jersey Fire and Rescue Service, the La Collette Hazard Review Group and other La Collette users, as appropriate, against the current Health and Safety Executive’s Planning Advice for Developments near Hazardous Installations (PADHI). Similar processes will be employed for developments within the vicinity of other hazardous installations in the Island, which will include consultations with appropriate regulators.
Work will continue to be undertaken to review existing safety zones and to define new zones, where this work has yet to be undertaken, as appropriate.

Health and safety considerations will be the primary material consideration in the assessment of development proposals in the vicinity of these installations and developments which would expose people to unnecessarily high levels of risk will not be permitted.

Proposal 30

Review of Safety Zones for Hazardous Installations

The Minister for Planning and Environment will seek to ensure that work is undertaken to review existing safety zones and to define new zones, where this work has yet to be undertaken, as appropriate, during the Plan period.

Policy NR 8

Safety Zones for Hazardous Installations

In considering development proposals within the following safety zones associated with hazardous installations, as designated on the Proposals Map, the Minister for Planning and Environment will consult with those regulators identified in brackets below and other relevant stakeholders, to determine the appropriateness of the development:

1. La Collette Fuel Farm (The States of Jersey Fire and Rescue Service);
2. La Collette LPG Storage Site (Health and Safety at Work Inspectorate);
3. Les Ruettes LPG Storage Site, St John (Health and Safety at Work Inspectorate);
4. Airport Fuel Farm (The States of Jersey Fire and Rescue Service);
5. Crabbé Explosive Storage Site, St Mary (The Home Affairs Department); and

Developments within the vicinity of the hazardous installations at La Collette will also be the subject of consultations with the La Collette Hazard Review Group.

Safety zones for the Airport Fuel Farm were added to the 2011 Island Plan following adoption at the 2011 Island Plan interim review (p.37/2014) as amended in July 2014.
Natural Resources and Utilities

In all cases, the health and safety of the public and the extent to which any risks can be managed or mitigated will be the overriding considerations. Developments that would conflict with the reasonable requirements of health and safety will not be permitted.

Utilities infrastructure

9.69 Utility companies in the Island provide services to supply water, electricity, gas and telecommunications to homes and businesses. Each of the utility companies will have different land-use requirements during the Plan period. These requirements may be part of an ongoing programme of development by the company or a result of changes in technology that may occur.

9.70 The development of utility infrastructure that cannot be met within existing service infrastructure over the Plan period should, where possible, be limited to the Built-up Area and/or be within the grounds of existing facilities.

9.71 Where new or extended facilities are required, particularly where they have a coastal or countryside location, the Minister will need to be satisfied that there is sufficient operational justification for development in such a location having regard to; the proven need for the new or extended facility, and; a full and detailed exploration of alternative methods of meeting that need.

9.72 It is possible that during the remainder of the Plan period, there will be a requirement to increase the storage and supply of water resources to meet the Island’s needs. Jersey Water has previously stated that the most likely means by which this could achieved would be to increase the storage capacity of Val de la Mare Reservoir. The company continues to investigate all engineering options available. The reservoir is located within the Coastal National Park where there is a presumption against development. Should the option of extending the reservoir be pursued there will be a requirement to demonstrate that it meets a proven need that serves the Island’s interests, relative to a proper assessment of alternative options of meeting that need, whilst seeking to mitigate the environmental implications as far as possible. Similar considerations would apply to any proposals to extend, replace or renew La Rosiere desalination plant.

9.73 Major infrastructure development will need to be considered within the context of an environmental impact assessment.
Natural Resources and Utilities

Policy NR 9

Utilities infrastructure facilities

Proposals for the development of new or additional utility infrastructure facilities or for the extension and/or alteration of existing utility infrastructure facilities will be permitted provided that the proposal is required to meet a proven need and is:

1. within the Built-up Area; or
2. within the grounds of an existing utility infrastructure facility.

Development that seeks to extend, alter or intensify the use of existing utility infrastructure facilities in the Green Zone or the Coastal National Park will need to demonstrate that; the need for development is proven; alternatives to meeting the need have been properly identified and considered; and that the environmental implications are properly identified, avoided and/or mitigated as far as possible.

The alternative development of utility infrastructure facilities will only be permitted where it can be demonstrated that they are no longer required for utility infrastructure purposes.

Masts and antennae

Telecommunications masts

9.74 The liberalisation of the telecommunications market and the growth in the development and use of mobile technology has been accompanied by a plethora of development associated with the installation of the necessary infrastructure to support mobile telecommunications.

9.75 In planning terms, the key issues relate to the visual impact of telecommunications masts and antennae, particularly where they are located in sensitive coastal or countryside locations, or where they affect protected sites or buildings. Health concerns have also been raised about the implications of people living in close proximity to telecommunications equipment(12).

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12 The Health, Social Security and Housing Scrutiny Sub-Panel and the Health and Social Services, Economic Development and Environment Departments have worked together to achieve an improved precautionary approach to mobile phone masts: see Response to report into the perceived health effects of mobile phone masts.
Natural Resources and Utilities

9.76 To reduce the visual implications of telecommunications equipment, the sharing of masts will be encouraged as will their incorporation into existing structures and buildings. The size and location of telecommunications masts will be strictly controlled to reduce visual impact and avoid serious adverse effects on the amenities of local residents in accord with Policy GD 1 ‘General development considerations’.

Policy NR 10

Telecommunications masts

Telecommunications development will only be permitted where development is in accord with Policy GD 1 ‘General development considerations’.

The installation of new masts and/or antennae will only be permitted where it can be demonstrated, to the satisfaction of the Minister for Planning and Environment, that all practicable possibilities of sharing facilities have been fully explored and found to be unfeasible or unacceptable.

Satellite TV receiving or communication antennae

9.77 Satellite dishes attached to buildings and structures can be visually intrusive. Applicants will be encouraged to install satellite dishes where they will have the least visual impact. Locations that should be avoided include in front of the building line of the property, above the roof ridge and other particularly conspicuous locations. The implications for heritage assets, townscape and character will be material considerations.

9.78 Supplementary planning guidance, Television, Radio and Other Antennae\(^{(13)}\) provides detailed guidance on the need for permission and submitting applications.

Policy NR 11

Satellite TV receiving or communication antennae

Applications for the installation of satellite dishes will be judged on their merits, having particular regard to:

1. the nature of the building and its surroundings;
2. the type, size and colour of the equipment in relation to its background; and
3. whether the building is a Listed building or within a Conservation Area.

\(^{(13)}\) Television, Radio and Other Antennae (July 2009) Television, Radio and Other Antennae (July 2009)
Natural Resources and Utilities

In all cases, the Minister will seek to minimise any adverse impact. Applications which cause significant harm will be refused.

Where there are proposals for larger housing developments and buildings in multiple occupancy, developers will be expected to provide carefully sited communal satellite dishes, to avoid the unnecessary visual clutter associated with a proliferation of individual antennae and reduce the overall impact on the environment.
Natural Resources and Utilities
10 Mineral Resources

MR: Introduction

10.1 This section of the Plan is concerned with aggregates used in construction, including sand and gravel and stone, principally in the form of crushed rock. These are the only minerals which are actively worked in the Island. All other mineral requirements, including energy minerals (e.g. coal, oil and gas) are met by imports. Aggregates are vital natural resources which make a major contribution to the Island’s economic well-being and to quality of life. They are the main raw material of the construction industry and are used for purposes such as making concrete and concrete products, mortar, asphalt, fill material and drainage media. These products are essential for the building and repair of roads, homes, workplaces and schools and for other necessary building and infrastructure work. As a consequence, it is vital that a ready and adequate supply is always available, be it from local extraction, or other sources.

10.2 Aggregates fall into two broad categories: ‘primary aggregates’ which are naturally occurring materials (e.g. sand and crushed rock) and ‘secondary and recycled’ aggregates. Secondary aggregates include minerals wastes (e.g. overburden and quarry/processing waste) and industrial by-products where these are used for aggregate purposes (e.g. incinerator ash). Recycled aggregates refer to usable aggregates (i.e. from construction and demolition wastes) that have already been used for one purpose, but which can be used again as a substitute for primary aggregates.

10.3 It is the role of land-use planning, through the Island Plan, to:

- address where essential minerals can be sourced;
- manage where mineral development takes place; and
- set criteria against which applications for extraction of minerals can be judged and the requirements for restoration and aftercare can be assured.

10.4 In doing so, the plan must set a policy framework which strikes the right balance between demand for and the potential effects of mineral development on the environment and local residents. However, it should be noted that there are limitations to planning controls, which cannot normally be used to determine the end use of minerals, or the types/sources of aggregates that are used in construction projects.

10.5 The Plan sets out to ensure that the provision of minerals is in accordance with the principles of ‘Sustainable Development’. This, in turn, requires the long-term conservation of mineral supplies for future generations and the minimisation of the environmental impacts arising from their extraction, processing and supply, whilst ensuring an adequate supply to meet the community’s present day needs. If these ends are to be met, it is necessary to make the optimum/efficient use of the mineral
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resources, which can best be achieved by adopting a hierarchical approach to mineral supply, consistent with the principles of ‘Reduce, manage, invest’, involving, in order of priority:

- Reducing as far as practicable the quantity of aggregate material used in the building process;
- Using as much recycled and secondary material as possible; and
- Securing the remainder of material needed through new primary extraction, or, where this is not environmentally acceptable, through importation.

10.6 A number of changes have taken place since the 2002 Island Plan, which impact on future mineral planning and make it necessary to review the relevant land use policies. These changes include:

- a new States strategic policy framework;
- the development of a Solid Waste Strategy, which positively promotes the recycling of aggregates / substitute materials;
- recent planning permissions to extend the life of La Gigoulande Quarry well beyond previous expectations.

10.7 Other factors which also need to be taken into account include:

- planned future economic growth, beyond the current downturn;
- likely population growth and continuing trends towards smaller household;
- planned developments for housing and offices and other likely / projected developments;
- the greater willingness of developers to use recycled materials;
- the limited lifespan for continued sand extraction in St. Ouen’s Bay;
- likely public concern regarding the potential long-term environmental impact of further local expansion of mineral workings;
- the prospect of ever-higher environmental standards required during mineral working and in restoration.

10.8 The main overriding aims of this section of the Plan are:

- to secure an acceptable balance between the community’s need for building aggregates, whilst conserving resources and protecting the Island’s environment, and the amenities and health of its residents;
- to give greater certainty as to the location and scale of future aggregate working and to provide a clear guide to mineral operators, other public bodies, interest groups and the public, where aggregate extraction is likely in principle to be acceptable;
Mineral Resources

- to ensure that any proposals for local aggregate working are environmentally acceptable and are accompanied by satisfactory measures for restoration and after-use;
- to ensure that adequate provision is made for importing aggregates where these cannot be acceptably provided through local extraction.

Current position

Current mineral extraction

10.9 The only minerals which are actively worked at present in the Island are sand and stone (principally in the form of crushed rock). The majority of this is used as aggregates for the construction industry. There are currently two major rock quarries on the Island (Ronez and La Gigoulande), one quarry producing small quantities of building stone (La Saline) and one sand pit (Simon Sand and Gravel Ltd).

10.10 The current position with the principal producers is as follows:

- **Ronez** - located in the ‘Green Zone’ in the Parish of St. John on the north coast of the Island. The quarry has been operational since 1890 and is presently constrained by Route du Nord and Sorel Point. The current output is used in a wide range of products, including: asphalt (15-20%); ready-mixed concrete (35-40%); concrete blocks and other concrete products (15-20%); and general market graded loose aggregate sales (25-30%). Some specialist material is imported. Aggregate from Ronez has been adversely restricted by the 'alkali-silica reactivity problem', which has affected the use of quarried material as a concreting aggregate. The quarry company has sought to address this problem and manage the risk through the introduction of low alkali cement, quality control and selective quarrying techniques. Ronez currently has approximately 1.9 million tonnes of permitted reserves within the consented area. Of this, 900,000 tonnes are easily accessible and the balance would require significant work in moving plant and equipment. This would give a life expectancy of approximately 14 years at recent extraction rates (140,000 tonnes per annum). However, Ronez Ltd has plans to extend the operational area of the quarry to allow for the extraction of further reserves in and around the quarry. The company presently intends to make a planning application to this end. It is considering a westward extension (including the south-east corner of the adjacent scrambling track and fields to the south of the track), which could deliver 2.3 million tonnes of recoverable reserves and a southern extension (under the existing plant and offices), which could deliver 4 million tonnes. If planning permission were granted for either of these proposals it could extend the life of the quarry by a further 16 years or 29 years respectively. If both extensions were to be granted consent, it would enable the quarry floor to be deepened from -20mAOD to -50mAOD and in so doing would increase the total recoverable reserves in the quarry to 17 million tonnes and the life of the quarry to over 120 years (at current extraction rates).
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In association with the latter option for expansion, the company is currently considering the feasibility of constructing a port basin in 50-70 years time. The possibility of developing an all-weather port /importing facility at Ronez (as an alternative to St. Helier Harbour), was examined as part of the original Jersey Mineral Study. Clearly, if it were feasible, there would be a strategic value for the Island. However, there are considerable constraints, including known tidal and navigational problems and the costs associated with providing a breakwater in deep water, in order to avoid swell in any new harbour mouth. Ronez Ltd is now of the view that such a port would be feasible, due to navigational advancements in shipping.

- **La Gigoulande** - located in the 'Green Zone' in St. Peter's Valley, on the parish boundary between St. Mary and St. Peter. The quarry is operated by Granite Products Ltd. Approximately 40% of the normal quarry output is used for ready-mixed concrete, 30% is used for concrete products and the remaining 30% is sold as graded loose aggregates (including hogggin). Historically, the company has imported pumice for the manufacture of lightweight blocks, but this market is rapidly diminishing. In July 2001, planning permission was granted for a considerable eastward extension to the quarry, which made available some 2 million tonnes of rock. It was estimated at the time that this would extend the life of the quarry by between 13 and 20 years (depending on extraction rates). More recently, planning permission (P/2006/0427) has been given to replace the ageing mineral processing plant (used for crushing and screening rock) with state-of-the-art plant and relocating this, together with the stocking areas, to a more central location at the base of the quarry. This effectively paved the way for the latest planning permission in 2007 (P/2006/1273), which allowed for an increase in the depth of mineral extraction at the western end of the quarry by 7m to provide an additional 10 years of reserves (1.4m tonnes). The operating company presently estimates there are approximately 3.2 million tonnes of consented reserves remaining at the quarry\(^1\), giving a theoretical life expectancy of 27 years at current average extraction rates (118,000 tonnes per annum). However, it argues that the life of the quarry could be prolonged by a further 40 years to 2076, when recycling operations are established under the auspices of Policy WM6 (if recycling volumes are available), because primary aggregate production would be reduced by 50%.

- **La Saline** - located in the 'Coastal National Park' and the 'Green Zone' on the north coast, approximately one kilometre north of St. John's Village. This is the only quarry on the Island that produces building stone (including dressed stone) and, as such, it supplies the majority of local stone masons and builders.

- **Simon Sand and Gravel Ltd** - this family business has been extracting sand from St. Ouen's Bay since 1909. The present workings are located in the 'Coastal National Park' at the foot of Mont a la Brune, on land which was zoned by the States of Jersey in 1976 specifically for 'sources of sand for building purposes'.

\(^1\) estimated reserves at the start of 2011
The quarry is in a particularly sensitive coastal dune landscape and is significant in terms of visual impact and habitat disturbance. The company currently quarries sand and shale stone and supplies several different products to the local construction industry and the general public, including: windblown sand for concrete and block making; beach sand for plastering, rendering and painting; darker sand for backfill of trenches and foundations; and shale stone of various sizes for pipe-bedding, garden landscaping, drives and pathways. Approximately a third of the sand output is supplied to Granite Products and Ronez Ltd for use in the manufacture of concrete products. Due to the fineness and uniformity of the windblown sand, those companies add granite dust to meet the required concrete grading specifications, whilst making good use of a by-product of their stone processing (i.e. secondary materials).

At present, Simon Sand and Gravel Ltd is only licensed to continue its operation until 2018. In December 2003, it was granted planning permission (P/2003/1318) for a continuation of extraction and processing of sand and gravel until 2018. This included proposals for an extension of extraction area, the construction of a storage shed, landscaping and the development of screening bunds. The company anticipates that there are sufficient reserves within the approved site boundary to meet local requirements until the expiry date, based on average annual extraction rates. The company also owns land immediately to the north of the existing approved site (Field 246A), which has sand reserves and is within the boundaries of the land previously earmarked for sand extraction. This field is currently being used for landscape enhancement and restoration purposes (as part of approved landscaping conditions) and is being covered with sand which will effectively sterilise the deposit. If it were to be approved for extraction, it could extend the life of the quarry by an estimated 8 -10 years at current average production rates. There are also potential additional reserves under several smaller fields immediately adjacent to the approved site, which could potentially yield an additional 3-5 years of supply.

Other alternative sources

10.11 There are several other possible sources of aggregate:

- **Other on-Island stone reserves** - Whilst there is no shortage of suitable rock for the Island to be self-sufficient in stone aggregates for thousands of years, opening new stone quarries is likely to have very significant and serious environmental impacts relating, in particular, to land loss, visual and landscape effects, road traffic generation and other specific location-dependent effects.

- **Other on-Island sand reserves** - Although there are considerable reserves of wind-blown sand in St. Ouen's Bay, opening new sand and gravel quarries is not regarded as a suitable option, given the special landscape character of this part of the Island, which requires the highest level of protection, and the likely environmental impacts.
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- **Aggregate recycling** - Construction and demolition activities continue to account for the majority of the Island’s solid waste generation. There is already significant activity in recycling material from this part of the waste stream as alternatives to primary aggregates. The main centre in the Island for recycling inert construction, demolition and excavation waste is located at La Collette Phase II reclamation site. Clearly, opportunities can be taken to continue and build upon the present success of this aggregate recovery activity in the Island, which, in addition to extending the life of existing mineral reserves, also has the advantages of reducing the amount of waste going to landfill and extending the life of La Collette Reclamation Site.

- **Marine dredged aggregates** - No aggregates are currently dredged from Channel Island waters, but there is at least one suitable area from which sharp sand and gravel material could be drawn in future (Banc de la Schole). This cannot be considered as a realistic option until a proper survey has been undertaken to establish the potential. This would have to examine numerous issues, including: rights to extract; nature and quality of the resource; suitability for construction industry use; potential conflict with sea fisheries and fishing interests; operational and economic feasibility; and ecological and other environmental impacts (including effects on marine eco-systems and potential beach erosion problems). In any event, the feasibility of using marine dredgings would be dependent upon having suitable port facilities for landing the large volumes that would be involved, if this is to be an economic proposition.

- **Imported aggregates** - It would be possible to import more material to the Island and so reduce the reliance on, and the difficulties presented by, a continuing supply of locally produced aggregates. Crushed rock and/or sand and gravel aggregates are readily available in the nearby French hinterland and the British South Coast and, as alluded to above, sand and gravel may even be available from Channel Island waters. In this context, it is interesting to note that it is UK Government policy to encourage the supply of marine-dredged sand and gravel to the extent that environmentally acceptable sources can be identified and exploited, within the principles of sustainable development. However, one of the main problems with importation at present is the high costs occasioned by port dues and handling charges at St. Helier Harbour. This issue was fully addressed in the original Jersey Mineral Strategy 2000-2020 report, November 2000. It highlighted that port-related costs at that time effectively doubled the cost of importing aggregates and presented an insuperable commercial barrier to large-scale importation of aggregates, because “harbour gate” prices were approximately double the typical “quarry gate” prices for local products. Clearly, to be economically feasible, it would be necessary to negotiate lesser port-related costs for bulk importation. In any event, significant bulk importation will not be possible unless suitable port facilities are created with a berth and an adequate area for material storage and handling to guarantee future supply.

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10.12 In its 1999 report, ‘The Jersey Minerals Study’, Arup Consultants carried out an assessment of various sand and gravel supply options (against environmental effects and socio-economic considerations) and importation of sand and gravel emerged as the most acceptable approach. The main downside identified was the likely road transport impacts. The option of importing rock aggregate also scored well in the evaluation. However, Arup Consultants pointed out that this might rate poorly in terms of ‘sustainability’ and future generations may not judge it wise for the Island to effectively be "exporting" the environmental effects of meeting its aggregate requirements.

Future requirements for aggregates

10.13 Estimates of future aggregate requirements are really the starting point for considering policy options and reviewing established policies. However, it is difficult to be precise about future demand for aggregates in the Island. This depends almost entirely on future construction industry activity, and there are uncertainties about a number of relevant factors, including:

- future economic performance;
- potential changes in the amount and nature of construction output;
- potential changes in building material specifications;
- changes in future levels of waste minimisation and recycling;
- the quality of recyclable materials, which is variable and inconsistent; and
- the extent to which new and different materials will be developed as substitutes for aggregates.

10.14 The 2002 Island Plan estimated that future demand for aggregates of the required quality to serve the construction industry would be around 450,000 tonnes per annum. Notwithstanding the challenges created by the current economic climate and the uncertainties associated with predicting future demand, it is now considered reasonable and prudent to revise the average annual demand figures to include a range from 400,000 to 500,000 tonnes per annum, when one takes into account:

- the general underlying strength of the Island’s economy and the strategic measures that have and are being put in place to allow the Island to return to sustainable economic prosperity in the longer term;
- the strategic aim for controlled economic growth across all sectors of the economy over the coming years; and
- the extensive plans for development at the St. Helier Waterfront over the next 10 years or so, including a new financial district.

Constraints on future mineral planning

10.15 There are numerous potential constraints which must be taken into account in considering options for meeting the need for aggregates in the future, including the following:
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- the quality, attractiveness and character of the local landscape and coastline, and the sensitivity to the effects of intrusive development;
- potential damage to local wildlife;
- potential environmental and health problems associated with dust, noise, vibration and shock waves (from blasting), visual intrusion, transport impacts, impact on water resources etc.
- willingness or otherwise of customers to specify and/or accept secondary/recycled aggregates;
- the landscape, ecological (maritime, heathland) and geological (Sorel Point) constraints around Ronez;
- the ecological impact of sand extraction at Les Mielles on the coastal dune land;
- the limitations of sand from Les Mielles (i.e. fine, uniform, well-rounded wind-blown sand) which requires the addition of granite dust to meet the grading specification for concrete;
- the existing commitment to wind down Simon Sand and Gravel Ltd by 2018;
- the limited space currently available in the port for importing, handling and storing large volumes of imported aggregate materials;
- the unavailability, at this time, of the previously planned special importing and handling facility at La Collette II reclamation site;
- the potential costs of creating a new berth and storage and handling facilities for importing aggregates;
- potential traffic impacts on the port area; and
- historically high port dues and stevedoring charges in comparison to other ports, rendering ‘harbour gate’ prices higher than ‘quarry gate’ prices.

Policy context

States strategic policies

10.16 The Strategic Plan 2009-14 provides no specific mention of mineral provision, however, it does identify a number of priorities for action, which will serve to continue demand pressures for aggregates of the right quality to serve the building industry and support the need for effective local mineral planning. These priorities include:

- supporting the Island community through the economic downturn;
- maintaining a strong, sustainable and diverse economy (i.e. where existing businesses in all sectors can thrive);
- promoting sustainable population levels (i.e. involving net inward migration of 150 households per annum);
- maintaining and developing the Island’s infrastructure (e.g. sea defences, roads, public areas, waste disposal facilities, utilities, government buildings etc); and
- protecting and enhancing the natural and built environment (e.g. in relation to design quality in the built environment, regenerating St. Helier and the Waterfront, and making best use of the Island’s natural resources etc).
The Jersey Mineral Strategy 2000-2020

10.17 The Jersey Mineral Strategy was derived from a comprehensive study undertaken by Arup Consultants in 1999 and subsequent work by the Environment Department. It aimed to provide a framework for the future provision of construction aggregates and was lodged for States debate in March 2001 (P.51/2000). The strategy was never debated by the States, having been deferred pending completion of a traffic modelling exercise. However, it was used to inform the statutory 2002 Island Plan and so, in effect, the main components of the strategy were adopted through that mechanism.

10.18 These components were as follows:

1. continued production of aggregate at Ronez Quarry, St. John into the longer term beyond 2020;
2. continued production of aggregate at La Gigoulande Quarry, St. Mary for 13-20 years, depending on extraction rates;
3. winding down of Simon Sand and Gravel Ltd., St. Ouen’s Bay by 2018 and progressive restoration of the site;
4. creating a new berth and handling area at St. Helier Harbour for importing all the Island’s future sand requirements and a large proportion of its future rock aggregate requirements; and
5. using La Gigoulande Quarry, St. Mary for landfill with inert waste and for secondary/recycled aggregate production, when La Collette Phase II reclamation site has been filled, and restoring the quarry for a suitable end-use.

10.19 In effect, the strategy looked to move from the former position of ‘maximising local supply’ to a new position involving a reduction in the extraction of primary aggregates locally and a shift towards the bulk importation of significant amounts of required aggregates, together with continuing production of recycled aggregates.

Review of Jersey Mineral Strategy

10.20 The Strategic Options Green Paper for the Island Plan Review sets out the advantages and disadvantages of the four distinct supply options considered capable of providing for future aggregate requirements of the Island’s construction industry, including:

- Option 1: Maximising Local Supply
- Option 2: Importation through St. Helier
- Option 3: Concentrating at Ronez
- Option 4: Current Mineral Strategy (as amended by recent planning permissions).

10.21 As a consequence of the review process, it is considered appropriate to modify the components of the Mineral Strategy, in particular having regard to: the response to the Green Paper; the recent planning permission to significantly extend
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life of La Gigoulande; up-dated information on permitted reserves / resource availability; sustainability issues; and recent UK Government guidance on minerals planning. The main purposes of the modifications are to emphasise the need for ensuring a continuous supply of aggregates for the construction industry and to focus more on the sustainability objectives of:

- minimising, as far as practicable, demand for primary aggregates (primarily by use of secondary and recycled aggregates);
- maintaining reliance on local production of land-won crushed rock aggregates, where there is environmental capacity, to minimise the effect of transportation (including energy use and carbon emissions) in importing bulky materials from elsewhere and to support local industry and jobs;
- safeguarding resources for future generations;
- promoting high standards of restoration and aftercare for mineral workings; and
- planning for future after-use of mineral workings.

10.22 The modified Mineral Strategy looks to maintain reliance on local production, where this is environmentally acceptable and its main components are set out in the table below.

| 1. Ensuring a continuous supply of aggregates for the building industry; |
| 2. Encouraging the greatest possible use of alternatives to primary aggregates; |
| 3. Maximising local production of crushed rock required for the local construction industry, within environmental constraints, including: |
|   - continued production of aggregate at Ronez Quarry, St. John beyond the Island Plan period and probably well into the long-term; |
|   - continued production of aggregate at La Gigoulande Quarry, St. Mary in the long-term; |
|   - careful consideration of proposals to exploit new or extended reserves of crushed rock on the Island, as necessary; |
| 4. Winding down Simon Sand and Gravel Ltd in St. Ouen’s Bay by 2018 and progressive restoration of the site; |

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3 Recycled aggregates cannot be used to totally replace primary aggregates, particularly in high strength and high durability concretes. Also, the supply of recycled aggregates is variable and inconsistent, so its availability and adequacy cannot always be relied upon.
5. Creating appropriate facilities at St. Helier Harbour for importing all the Island's future sand requirements, with sufficient flexibility to allow for bulk importation of some crushed rock, if, as a consequence of future monitoring, this looks a strong likelihood in the longer term;

6. Using La Gigoulande Quarry, St. Mary for landfill with inert waste and for recycled aggregate production, when La Collette Phase II reclamation site has been filled, and restoring the quarry for a suitable end-use; and

7. Restoration of all other existing/approved quarry sites for a suitable end-use.

Table 10.1 Modified Jersey Mineral Strategy

**MR: Objectives and indicators**

**Objective MR 1**

**Minerals objectives**

1. To secure sufficient and steady supplies of aggregate resources needed by the community and the economy within the limits set by the environment, having regard to anticipated demand over the Plan period to 2020 and beyond.

2. To minimise the consumption of primary aggregates and encourage the increased usage of secondary and recycled aggregates and other substitute materials.

3. To control and mitigate the impacts of mineral operations on the amenities and health of local residents and on the local environment arising over their full life cycle from the extraction, processing, management and transportation of minerals and when restoration has been achieved.

4. To protect Les Mielles, St. Ouen's Bay from adverse effects of mineral working

5. To maintain a landbank of permitted crushed rock aggregate reserves (equivalent to at least 10 years) at all times over the next 20 years.

6. To safeguard existing important aggregate reserves, as far as possible, from unnecessary sterilisation by other forms of development.

7. To make adequate provision for the importation of sand (and crushed rock aggregate as necessary), to compensate for the anticipated closure of Simon Sand and Gravel in 2018 and potential shortfalls in rock quarrying capacity in the longer term.
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8. To encourage the production and use of locally sourced high quality building stone for purposes for which they are most suitable and in order to support local identity.

9. To protect and enhance the overall quality of the environment once extraction has ceased at mineral workings, by promoting the highest standards of restoration and aftercare and ensuring appropriate after use.

Indicators MR 1

Minerals indicators

1. Amount of aggregates produced
2. Outstanding permitted reserves
3. Provision of facilities at St. Helier Harbour for future importation of aggregates
4. The number of permanent and temporary facilities for handling and processing secondary and recycled aggregates;
5. An annual increase in the amount of recycled and secondary aggregates produced at these facilities
6. An annual decrease in the amount of inert construction and demolition waste material for disposal by landfill at La Collette and any other registered waste disposal sites.
7. The approval of plans for restoration and aftercare and beneficial after uses of mineral extraction sites
8. Successful land restoration that returns sites to beneficial after use
9. The proportion of mineral applications covered by planning obligations or 'unilateral undertakings'
10. Amount of sand and gravel production from Simon Sand and Gravel
11. Closure of the Simon Sand and Gravel extraction operation in 2018
12. Successful land restoration that returns the Simon Sand and Gravel site to a beneficial after use
13. Landbank levels for crushed rock as aggregate
14. Amount of aggregate resources sterilised
15. The creation of facilities for sand importation at St. Helier Harbour
16. Amount of locally sourced building stone produced for local use
MR: Policies and proposals

Policy context

Supply of aggregates

10.23 In the interests of the community and the economy, the Minister for Planning and Environment wishes to ensure a continuous supply of aggregates is available to meet anticipated requirements. In doing so, the emphasis must be on minimising the adverse effects of local mineral extraction by adopting a sustainable approach.

10.24 This would normally be achieved by ensuring adequate permitted reserves are available for extraction locally, having regard also to the likely contribution from secondary and recycled aggregates. Unfortunately, this is not possible in Jersey, because the Island’s only sand quarry is due to close in 2018 and there are no environmentally acceptable replacement sand extraction sites locally. It will, therefore, be necessary to make provision for future importation of sand. Furthermore, in the longer term, if consent is not granted to exploit additional reserves of crushed rock aggregate from new or extended quarries, it will again be necessary to rely on a policy of importation to meet a large proportion of likely future demand.

10.25 In line with UK mineral planning guidance (Minerals Policy Statement 1, Annex 1), the aim should be to maintain a stock or ‘landbank’ of permitted aggregate reserves equivalent to at least 7 years production of sand and at least 10 years of crushed rock. These landbanks, or in the case of sand, the equivalent alternatively sourced material, will need to be maintained at the end of the Plan period (2020). This implies that the landbank of permitted reserves, or their equivalent, will still exist in 2030 for crushed rock and 2027 for sand.

10.26 The estimated future requirements for aggregates during the Plan period (2011-2020) and after and the potential supply structure for meeting them are set out in Table 10.2. The supply structure is intended as a reasonable indication of approximate anticipated yield and has been produced having regard to output patterns from quarries over recent years and the views of the operators. It is not intended to impose any limit on supply from the various quarry operators or other sources. Indeed, it is clear from historical records that the main local quarries are capable of significantly increasing annual production to meet peaks in requirements for construction materials. Both rock aggregate quarries could, for example, produce in excess of 200,000 tonnes per year if necessary. It is also important to take note of the provisos attached to the estimates in Table 10.2 and, in particular, the difficulties in estimating the future contribution of sand imports and recycled materials.
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Table 10.2 Potential Aggregate Supply Structure

1. This relies on consent being granted for an extension to the permitted reserves.
2. The estimated requirements for sand may yet prove too high following the move to importation, because the economics may make it worthwhile for rock quarries to produce an alternative sand substitute from rock for concrete making.
3. The future contribution made by recycled aggregate is particularly difficult to estimate and there are those in the aggregates industry that believe that level of aggregate recycling are probably already reaching their peak.

10.27 Applying the requirement rates over the 10 year Island Plan period suggests an estimated need of 4 to 5 million tonnes of aggregates, consisting of approximately 2.8 - 3.5 million tonnes of crushed primary rock, 0.5-0.6 million tonnes of locally extracted sand, 0.1-0.2 million tonnes of imported sand and 0.6 - 0.7 million tonnes of recycled aggregates (13 – 14%). If one takes into account the commitment to maintaining a landbank, or its equivalent, at the end of the Plan Period, the total required aggregate provision equates to:

- 5.5 - 6.9 million tonnes of crushed primary rock; and
- 1.2– 1.6 million tonnes of sand.
There is currently a landbank of permitted crushed rock reserves of some 5.2 million tonnes in the Island (at Ronez and La Gigoulande), which significantly exceeds the requirement for at least 10 years extraction during the Plan Period, but falls short of the 20 year requirement up to 2030. Guaranteeing the maintenance of the 10 year landbank will be dependent on the industry coming forward with planning applications. As alluded to earlier, Ronez has already indicated that it intends to come forward with a planning application to extend the quarry. A westward extension, or a southern extension under the existing plant and offices could deliver an estimated additional yield of 2.3 million tonnes or 4 million tonnes of recoverable reserves respectively. If granted consent, either of these would be sufficient to ensure a continuous supply of crushed rock for 20 years and beyond. However, if both extensions were approved it would allow for a potential additional yield of some 17 million tonnes of recoverable reserves, which would increase the life of the Island’s permitted crushed rock reserves to approximately 60 years at maximum extraction rates.

The current landbank of permitted sand reserves (est. 800,000+ tonnes) is equivalent to at least 10 years production. Although there are additional reserves immediately around the quarry, referred to earlier, the current planning consent is due to terminate in 2018 and continuing with sand extraction beyond the period of the existing permission is not considered environmentally acceptable. Therefore, in order to maintain continuous supply (equivalent to at least 7 years) it will be necessary to put in place appropriate importation facilities at St. Helier Harbour within the Plan Period. It is recognised that this is not an ideal solution from a ‘Sustainable Development’ perspective and will give rise to environmental costs associated with long-distance transportation.

Having secured important primary aggregate reserves, it is important that they be safeguarded against other forms of development which could sterilise them, constrain their future extraction and jeopardise the continuity of supply.

Given the inherent difficulties in accurately predicting future aggregate demand and production, it will be necessary to regularly monitor and review the position and the various factors that impact upon this. By so doing, the Island Plan can evolve to respond effectively to changing circumstances (including allowing for action before remaining reserves fall below required levels). This will require the adoption of a ‘Plan, Monitor and Manage’ approach, rather than ‘Predict and Provide’.

Proposal 31
Supply of aggregates

The Minister for Planning and Environment will seek to ensure continuity of supply of aggregates for the Island, whilst applying the principles of a sustainable approach to mineral extraction, which underpin the Modified Jersey Mineral Strategy.
To this end, he will aim to:

1. maintain, throughout and at the end of the Plan period, a ‘landbank’ of permitted reserves of crushed rock as aggregate, equivalent to at least 10 years production; and
2. support the creation of new importing facilities which will be available at the end of the Plan period for importing all the Island’s sand requirements.

Policy MR 1

Supply of aggregates

The sites that currently make up the Island’s permitted reserves of aggregates are shown on the Island Proposals Map and include:

1. Ronez Quarry;
2. La Gigoulande Quarry; and

Developments which would be likely to cause serious hindrance to the extraction of these reserves, whether it is directly over the deposits or located close to them will not be permitted.

The extraction of the aggregates from these reserves prior to permanent forms of development will generally be encouraged.

Secondary and recycled materials

10.32 The need to conserve and limit demand for non-renewable primary aggregate resources, whilst ensuring an adequate supply, is a key sustainability issue and is central to good minerals planning. This is particularly important because the resources used in the Jersey construction industry are dominated by primary aggregates (i.e. sand and crushed rock) and the extraction of these minerals can have significant environmental impacts both locally and elsewhere.

10.33 To this end, the Minister is keen to ensure efficient and effective use of aggregates in new construction projects. The Minister’s intention is to eliminate avoidable wastage and encourage the maximum possible use of secondary and recycled materials as alternatives to primary aggregates, as far as this is environmentally, economically and technically justified in accord with the principles of ‘Reduce, manage, invest’.
10.34 In Jersey, the main source of secondary materials is the waste arising from the mineral extraction and processing operations at the main quarries and this is in comparatively limited supply. Recycled materials, on the other hand, including clean excavated material are largely sourced from construction and demolition waste which constitutes a major part of the Island’s waste stream. These are either generated on-site or obtained from second-hand building material suppliers and, together with secondary aggregates, can be used in place of primary materials in many construction and development projects. They tend to go mainly for lower quality end uses such as infilling requirements in the preparation of land for development (including trench fill), landscaping and restoration. However, they can also be used as alternatives to primary aggregates in the construction materials for roads and buildings. Clearly, the construction industry should not be using high quality primary aggregates when lower quality secondary and recycled aggregates are available which are capable of meeting the required standards.

10.35 Encouraging and promoting the use of secondary and recycled materials as alternatives to primary aggregates in new developments will have positive environmental benefits for the Island, including: a reduction in the demand for land for mineral extraction and a reduction in the volume of waste requiring disposal to landfill.

10.36 However, it is also important that developments which are planned today have regard to the possibility for recycling in the longer term. To this end, the Minister wishes to encourage applicants to give careful consideration to the selection of materials for, and the design of proposed new developments, to enable constituent parts to be separated out for reuse at the end of the development’s useful life, as far as practicable.

10.37 In any event, if the supplies of secondary and recycled aggregates are to be maximised and there is to be a continued significant longer term contribution from these materials, the Plan must make provision for sufficient facilities (both permanent and temporary) for handling and processing these materials, including facilities on construction sites. These matters are addressed in the Waste Chapter and notably in Policy WM 2 ‘New and expanded waste management facilities’ and Policy WM 6 ‘Inert waste recycling’.

**Policy MR 2**

**Secondary and recycled materials / alternative aggregates production**

The Minister for Planning and Environment will seek, encourage and support the increased use of secondary and recycled materials where appropriate, feasible and practicable. When considering development proposals, the Minister will have regard to the extent to which the development makes use of secondary and recycled materials in place of natural aggregates.
Mineral Resources

Proposals involving major new developments and/or developments which would involve the demolition of major structures or the potential generation of significant quantities of waste material will be expected to recycle, re-use and recover as much material as practicable as a substitute for natural aggregates.

Applicants should include with the planning application details of the steps taken to make use of secondary and recycled materials. Where appropriate these details should be included in the Design Statement accompanying the application to demonstrate and explain how this principle of sustainable design has been incorporated to the development proposal. They should also feature in any required ‘Site Waste Management Plan’.

Where possible secondary and recycled aggregates should be used for building structures and any associated roads, pavements, and car parks as a primary objective. Other potential uses may include:

- Preparation of land for development;
- Landscaping; and
- Land restoration.

The preference should be to use in-situ demolition and construction waste, which can be crushed and utilised as recycled aggregates, where practicable.

The Minister will also seek to ensure that applicants for major new developments give careful consideration to the design of buildings and the selection of materials, so as to enable constituent parts to be separated out for reuse at the end of the development’s useful life, as far as practicable.

Proposals for new or extended waste recycling facilities shall accord with the requirements of Policy WM 2 ‘New and expanded waste management facilities’ and Policy WM 6 ‘Inert waste recycling’.

New or extended mineral workings

New or extended mineral workings

10.38 It is generally considered that extensions to existing crushed rock workings would be preferable to the opening of new mineral sites. This view is based on land-use planning reasons and is not intended as a means to protect existing suppliers, or to constrain competition. Extensions to existing sites are likely to have advantages over new quarries on virgin sites, in that the environmental impacts (including landscape, amenity, traffic and nature conservation issues) are likely to be less pronounced and required infrastructure is already in place. In most cases, extensions would also involve less overall land disturbance, because they allow for the extraction of rock volumes that would not be viable for a new quarry.
Mineral Resources

10.39 Details of any proposal to work a site cannot be known in advance, although, as alluded to earlier, Ronez Ltd has proposals in the pipeline. In any event, all minerals applications will have to be examined in great detail and applicants will need to provide extensive information to support an application in the form of an Environmental Impact Assessment. Despite the preference for extending existing crushed rock quarries, it is recognised that there may be environmental issues which come to light in association with existing mineral workings that, on balance, militate against their future extension. It is not inconceivable that opening a new quarry(ies) in the future may be warranted, if Ronez Ltd's plans are found to be unacceptable and/or when permitted reserves at La Gigoulande are exhausted. In such circumstances, this might prove the only way of maintaining sufficient supplies of quality primary aggregates, whilst avoiding a future monopoly situation and the transboundary costs associated with bulk importation.

10.40 All future applications for mineral workings will be considered on their individual merits. However, although the individual characteristics of mineral workings may vary, there are many common factors that need to be considered in assessing proposals for mineral operations. Permission will only be granted for new reserves (whether they are extensions to existing quarries or new quarries) where:

- it is demonstrated they meet a proven need, because production from existing reserves will not maintain landbank requirements;
- existing permitted reserves are unsuitable for a particular proposed use;
- the impact on the environment is acceptable;
- sterilisation of resources will otherwise occur; and
- the proposals comply with required site selection criteria.

10.41 Proposals will need to conform to a range of site selection criteria, which are addressed to varying degrees in the policies of the Plan including Policy SP3 Sequential Approach to Development; Policy GD1 General Development Considerations; Policy NE5 Coastal National Park; and Policy NE6 Green Zone. It will be particularly important to ensure that the sites in question will serve to:

- make adequate provision for access into, and vehicle movement within the site;
- safeguard the amenities of nearby dwellings;
- preserve the best and most versatile agricultural land;
- protect ground and surface water flows, levels and quality;
- avoid undue adverse impacts on areas of nature conservation importance;
- avoid undue adverse impacts on areas of landscape importance;
- avoid adversely affecting important archaeological sites; and
- protect historic buildings and their settings.
Mineral Resources

10.42 In most cases, mineral working will have some adverse impacts on the environment and other land uses, because of the very nature of the process of extraction, processing and distribution. It is important, therefore, that any proposals look to minimise any potential adverse impacts and prevent an unacceptable degree of harm, through careful planning and design and appropriate mitigation measures.

10.43 In considering future applications, the Minister for Planning and Environment will want to guard against a proliferation of quarry sites, which would lead to oversupply, encourage wastage (by discouraging the use of secondary aggregates) and cause unnecessary environmental disturbance.

Policy MR 3

New or extended mineral workings

Proposals for the winning and working of crushed rock and sand outside permitted sites will only be granted consent where:

1. they are required to meet a proven need, whether this be an actual or forecast shortfall in the crushed rock or sand landbank;
2. there is an essential requirement for a particular type of rock or sand which would not otherwise be met from existing workings;
3. their impact on the environment is acceptable;
4. there is no unacceptable adverse impact on the amenities of the area;
5. it would avoid the sterilisation of resources that would otherwise occur; and
6. they would not result in an excessive increase in the level of permitted reserves, such that it would lead to oversupply and encourage wastage.

The preference will be to extend existing quarries. Proposals to open new ones will only be considered where the applicant can demonstrate, to the satisfaction of the Minister for Planning and Environment, that there are no alternative opportunities to extend existing sites which would meet the proven need and be more environmentally acceptable.

The Minister will require an Environmental Impact Assessment for any proposals for new or extended mineral workings and these will only be permitted where:

1. the proposal is in line with the Jersey Mineral Strategy (as modified) and Policy SP3 'Sequential Approach to Development';
2. there is a demonstrated need for the resource to be worked in terms of its geological characteristics and properties, the gross, net and saleable reserves and the market that the proposal is intended to serve;
3. the proposal will retain existing employment opportunities, and
4. there is sufficient information provided by the Environmental Impact Assessment to allow a proper assessment of the environmental effects and ensure that any significant impacts predicted can be avoided or mitigated.

Proposals which do not satisfy the above criteria will not be permitted.

Restoration, aftercare and after use

10.44 Mineral extraction represents a temporary use of land which can have a considerable impact on the environment and local amenity not only whilst the operation continues, but also after it has ceased. One of the most important ways to minimise the impact of extraction, therefore, is to ensure that suitable restoration takes place at the earliest practical opportunity following extraction. This will not only help to secure the positive enhancement of the sites in question, but will also help to make them capable of an acceptable beneficial after use when work ceases, whilst allowing future generations to inherit an asset of value.

10.45 It is essential that plans for site restoration are developed at the same time as plans for the extraction of minerals, so that the whole operation is designed with the final character and appearance of the site in mind. Accordingly, the Minister will require all applications for mineral extraction to be accompanied by a formal ‘restoration and after-use scheme’, which will be considered at the same time. This should detail how the restoration and aftercare of the site is to be integrated with the working operation and should demonstrate the suitability of the proposed after-use. Wherever possible, such schemes should allow for restoration to take place progressively as the mineral site is worked, to reduce the area of land disturbed at any one time and to help minimise the overall time period for working and restoration.

10.46 In some cases, it may not be appropriate or possible to provide precise restoration details at the outset, where a long-term mineral operation is involved. Where this is accepted, only the after-use and an outline of the main stages of the proposed restoration may be agreed at the planning application stage, subject to planning conditions requiring the submission and agreement of a detailed scheme at a later date.

10.47 After-uses should not and will not be used as a justification for mineral working, but it should be recognised that they offer opportunities to contribute to other plan objectives, including habitat creation, landscape restoration, agricultural land creation and provision of informal leisure and recreation facilities and education facilities.

10.48 Schemes should generally look to ensure that sites are restored to an appropriate use within a reasonable timescale and should include end dates for completion of various stages in the restoration programme. They should also look
to ensure the highest standards of restoration and aftercare, so as to make a positive
contribution to the character and quality of the area in question. In preparing such
schemes and to inform the landscape character context, applicants should have
regard to the ‘Countryside Character Appraisal’, produced by Land Use Consultants
in 1999. There is likely to be particular support given to schemes which will enhance
the long-term quality of the landscape, the land in question and wildlife. Clearly,
there needs to be full commitment to achieving proposed after-uses and appropriate
parties must be committed to taking on long-term responsibility for future management
of the restored site, with sufficient funds available for the purpose.

Policy MR 4

Restoration, aftercare and after-use

Proposals for mineral extraction will only be permitted if they are accompanied
by satisfactory detailed ‘restoration and after-use schemes’. These should
demonstrate that the site will be restored to a high standard and to an appropriate
landform and beneficial after-use at the earliest practical opportunity.

It is anticipated that all such schemes will:

1. include a programme for restoration, including, where possible, progressive
restoration while the mineral working continues;
2. provide a programme of aftercare and management for the restored land
(normally for a period of five years following completion of the restoration
for the particular part of the site in question);
3. ensure adequate provision for environmental enhancement of the site and
the wider surrounding area together with public benefits where appropriate
(e.g. landscape improvements, creation of appropriate wildlife habitats,
maintenance of geological features, establishment of new public access to
land);
4. provide for suitable after-uses including agriculture, woodland, amenity use
and other appropriate uses which accord with other policies in the Plan;
5. indicate an end date appropriate to the intended after-use; and
6. demonstrate that the scheme is feasible.

Where it is accepted that the submission of a precise detailed ‘restoration and
after-use scheme’ is not appropriate at the planning application stage, the Minister
may agree the proposed after-use and an outline of the main stages of the
proposed restoration, subject to conditions requiring the submission and
agreement of a detailed ‘restoration and after-use scheme’ at a later date.
Changes to approved ‘restoration and after-use schemes’ may be approved in association with subsequent applications to amend working and restoration proposals, to accommodate originally unforeseen circumstances, provided they continue to allow for the satisfactory restoration of the site at the earliest practical opportunity.

The Minister will seek to ensure the enhancements and benefits of ‘restoration and after-use schemes’, by means of conditions attached to planning permissions, or through planning obligations.

Use of planning conditions on mineral workings

10.49 When new planning permissions are granted (or when existing permissions are reviewed), conditions will be imposed to adequately control the possible impacts of the operation, minimise disturbance to the environment and ensure satisfactory restoration, aftercare and after-use of the site.

10.50 There will be a comprehensive set of conditions attached to permits covering a wide range of matters, including those relating to:

- working and related operations;
- access and highway safety;
- local amenity protection;
- environmental protection; and
- restoration and after-use.

Policy MR 5

Use of planning conditions on mineral workings

When granting planning permission for mineral working and related operations, the Minister for Planning and Environment will impose appropriate planning conditions relating to the operation, restoration, aftercare and after-use of the site. These conditions will be designed in particular to address the following considerations, where appropriate:

Working and related operations

- controlling the time scale of operations;
- carrying out the development in accordance with an approved method and phasing of work;
- controlling the hours of working and maintenance (i.e. normally limiting these to exclude Sundays, public holidays and unsociable hours);
Mineral Resources

- the siting, design and appearance of the buildings;
- the arrangements for site drainage and fencing;
- ensuring good practice when stripping, handling and storing soils;
- ensuring the satisfactory disposal of mineral waste that cannot be used as secondary aggregate;
- the arrangement for landscaping and screening the site;
- imposing a limit on maximum annual output where justified by market and/or environmental considerations.

Access and highway safety

- ensuring satisfactory access to the site;
- ensuring road safety;
- ensuring vehicular management;
- protecting existing and proposed public rights of way;
- preventing transference of mud and dirt onto surrounding roads.

Local amenity protection

- measures to minimise the effects of dust, noise, vibration and land contamination, including buffer zones;
- controlling the visual impact of development;
- measures to avoid damage in the form of subsidence or landslips, and to protect surface development from the effects of land instability.

Environmental protection

- protecting/enhancing/recording any features of particular archaeological remains and other historic assets;
- protecting water resources, water supply and land drainage (taking into account de-watering effects on adjacent land);
- retention, protection and enhancement of trees, woodlands, hedgerows and other landscape features;
- protecting sites of special scientific interest, other features of nature conservation and geological value, and protecting species.

Restoration and after use

- ensuring progressive restoration of the site to an acceptable after-use, including aftercare, in accordance with a detailed ‘restoration and after use-scheme’.
Use of legal agreements for mineral workings

10.51 To further ensure that mineral operations are managed to a high standard during extraction and restoration, it may be necessary for the Minister for Planning and Environment to enter into a legal agreement with the mineral operator, and sometimes other parties, negotiated in the context of granting planning permission. Planning obligations may cover restrictions on working requirements, or mitigation measures that lie outside the normal scope of planning conditions. Such legal agreements can provide a means to enable the proposed development to proceed, whilst meeting the needs of local residents. For example, legal agreements may be used to confirm arrangements for the routing of traffic to and from the site to avoid adverse impact upon residential amenity and highway safety. They may also secure cash or in-kind contributions from the developer towards the provision of infrastructure and services.

10.52 The Minister for Planning and Environment supports the use of negotiated planning obligations covering, where appropriate, matters such as:

- the provision and improvement of access to the transport network;
- the introduction of vehicle weight restrictions on specific roads, as appropriate;
- the provision of long-term site management after restoration;
- the protection of local amenity;
- the protection, replacement and enhancement of environmental features and natural resources; and
- the replacement and enhancement of local community facilities and services (e.g. improved open space and leisure and recreation facilities).

10.53 In some circumstances, it may be acceptable for mineral operators to provide a “unilateral undertaking” without the need for the Minister or other parties to be involved.

Policy MR 6
Use of legal agreements for mineral workings

Before determining applications for new or extended mineral workings, the Minister for Planning and Environment may seek to enter into a legal agreement/s with the mineral operator (and sometimes other parties), through Article 25 of the Planning and Building(Jersey) Law 2002. Under such agreements, the Minister will seek to secure restrictions or measures in connection with the working of minerals and site restoration, where they are regarded as essential for the proper planning of the area and cannot be achieved by the use of planning conditions.
New off-loading facilities for imported aggregates

10.54 Aggregate imports to the Island have only been minimal in recent years and there are currently no dedicated handling or storage facilities for aggregates within the harbour. As alluded to earlier, Ronez Ltd imports small quantities of sand, not exceeding 2,000 tonnes per annum and this is presently handled by St. Helier Port Services. Other aggregate imports include fill / beach replenishment / rock armour, which are imported directly to site and a small amount of stone, in block form, for La Saline Quarry.

10.55 In 2000, the former Harbours and Airport Committee prepared a Harbours Master plan, which considered the feasibility of developing sand and aggregate importation facilities at St. Helier Harbour. In light of the findings of that Master plan, the Jersey Minerals Strategy 2000-2020 recommended the creation of a new berth and handling area at St. Helier Harbour to import all the Island’s future sand requirements and a large proportion of its future aggregate requirements. As a consequence, a site was safeguarded in the 2002 Island Plan for an aggregate importing facility at St. Helier Harbour / La Collette.

10.56 When the Simon Sand and Gravel Ltd extraction operation closes in 2018, sand for the construction industry will need to be imported. This, in itself, would be sufficient to require the creation of a suitable importation facility, given the current average quarry output of around 76,000 tonnes per year (fluctuating to a high of 89,000 tonnes per year), the frequency of vessels required for importation (i.e. small 2,000 tonne ships) and the volume of lorries required to collect and distribute the sand. However, it is not clear exactly how much sand will actually need to be imported in future. In response to the economies of importation and the potentially prohibitive costs involved, it is likely that the two rock quarry operators would invest in dust washing technology and make more use of secondary aggregates (i.e. rock dust and fines) in concrete manufacture as an alternative to natural sand, so reducing the volume of sand imports required.

10.57 The area safeguarded for an importing facility in the 2002 Island Plan relied on the creation of a separate wharf and adequate storage yard facilities, sufficient to handle total imports of around 200,000 tonnes of aggregates per year. In addition to sand imports, it was then intended to cater for 135,000 tonnes per year of crushed rock aggregates when consented reserves at La Gigoulande were exhausted (then thought to be anywhere between 2013 and 2020). The size of the safeguarded area was determined by a feasibility study carried out by WSP International Ltd. in 2000 as part of the 20 Year Port Masterplan study. It is clear now that the extent and nature of the facility needs to be reviewed, given: the recently extended life expectancy of La Gigoulande Quarry; the new strategic approach to mineral planning, which looks to maximise opportunities for local production of crushed rock aggregate; the possibility that planning permission will be forthcoming for the working of additional crushed rock resources at La Gigoulande and Ronez; and the proposal to produce...
a comprehensive plan for the 'La Collette and the Port Regeneration Zone'. Ultimately, Jersey Harbours will have responsibility for making adequate provision for sand importation as part of emerging plans for the development of the port.

10.58 It is accepted that a new importing facility will have implications for traffic to and from La Collette II, but these would be minimised if it is reduced in size to cater principally for sand imports.

10.59 The States debate on the original draft Mineral Strategy was deferred pending the completion of a traffic modelling exercise to address the traffic implications of the facility and other planned developments at La Collette and generally in the St. Helier Waterfront Area. This was undertaken by Parsons Brinckerhof who reported in November 2002. The report identified that the proposed developments at the Waterfront would lead to considerably increased congestion during the morning peak period and identified that office developments would produce the highest number of trips. Unfortunately, it is difficult to gauge the effects of the proposed importing facility from this traffic modelling exercise. However, importing some 200,000 tonnes of aggregates per year through La Collette (as originally envisaged) would produce the equivalent of 20 truck movements per hour, which is low in terms of the existing traffic using Commercial Buildings and almost insignificant in a traffic model. Furthermore, there would be significant reductions in overall traffic volume if the importation of aggregate were to be programmed to commence after waste tipping ends at La Collette.

10.60 If the facility is restricted to sand imports of say 70,000 tonnes per year, as alluded to above, it would only generate 14,000 x 10 tonne lorry movements to and from the harbour. This is the equivalent of 56 vehicle movements per working day (250 working days per year), or 7 vehicle movements per hour on each working day.

Policy MR 7

New off-loading facilities for imported aggregates

The Minister for Planning and Environment will support the provision of adequate aggregate importing facilities (principally for sand imports) at St. Helier Harbour and will seek to ensure, in consultation with Jersey Harbours, that the facilities are provided at the earliest opportunity, prior to the anticipated cessation of sand extraction at Simon Sand and Gravel Ltd.

Detailed proposals for the facilities may include an Environmental Impact Assessment, where considered appropriate, to ensure the environmental risks are thoroughly assessed and potential adverse effects are satisfactorily mitigated.

Proposals will only be permitted where it is demonstrated that they;
Mineral Resources

1. Will not have an unreasonable impact on neighbouring uses, the local environment and human health, by reason of: noise, vibration, dust, odour or other emissions/pollution;
2. Will not have an unacceptable visual impact;
3. Will not lead to unacceptable problems of traffic generation (land and sea);
4. Will include an acceptable programme of site management for the duration of the life of the facility
5. Will not have an unreasonable impact on the quality of sea water and marine or terrestrial habitats, including the South-East Coast Ramsar; and
6. Will satisfactorily address and mitigate all the potential adverse effects identified in the Environmental Impact Assessment process.

New off-loading facilities for aggregates outside the St. Helier Harbour Operational Area will not be permitted, unless a need can be satisfactorily demonstrated.
11 Waste Management

WM: Introduction

11.1 This section of the Plan deals with policies and proposals relating to waste management in Jersey, which covers both the solid and liquid waste services. The solid waste service broadly includes industrial, construction and demolition materials, commercial and household refuse, incinerator ash and agricultural, clinical and hazardous waste. The liquid waste service includes the collection, treatment and disposal of commercial and household sewage, including the disposal of bio-solids (sludge) arising from the treatment processes. The liquid waste service also includes the collection and discharge of surface water in the sewerage systems and the management of particular designated watercourses in the island.

11.2 The policies included in this chapter reflect the ‘Reduce, Manage and Invest’ principle referred to in the strategic policy framework, in order to make better use of the investment available and reduce wider environmental impacts of waste management. As such, they look to:

- reduce the amount of waste created as a result of development (demand);
- ensure that waste is managed better through new developments and in their design and construction, including ensuring better recycling (manage); and
- allow more efficient and reduced investment in waste management infrastructure once other measures have effectively reduced the impact from new development and population change (invest).

11.3 In addition to planning controls, there are also regulatory requirements for waste handling and disposal facilities/operations, which are applied by the Minister for Planning and Environment through a licensing regime under the Waste Management (Jersey) Law, 2005. These controls are designed to avoid any appreciable adverse effect on the environment from waste management activities.

WM: Solid waste

WM: Introduction

11.4 Dealing effectively and responsibly with solid waste remains a big challenge for the Island. Solid waste is an unwanted by-product of the development process and represents a “misuse of resources”. It needs to be reduced and managed safely and effectively to achieve environmental and economic benefits and help create sustainable development.

11.5 The main overriding aims of this section of the Plan are:

- To help deliver the States Strategic Plan and the Solid Waste Strategy;
Waste Management

- To secure an acceptable balance between the community's requirement to ensure that any proposals for waste management operations are environmentally acceptable or managing waste and the need to protect the local environment and the amenities and health of local residents;
- To give greater certainty as to the location and scale of future waste management facilities that are likely in principle to be acceptable; and
- To ensure that any proposals for waste management operations are environmentally acceptable.

WM: Objectives and indicators

11.6 The anticipated changes in solid waste management types and quantity, together with the evolving policy context, requires new planning objectives, as follows:

**Objective WM 1**

Waste management objectives

1. To help minimise the amount of solid waste generation through land use policies that facilitate waste reduction.
2. To help make the best use of the solid waste that is produced, by encouraging/securing more recycling, composting and energy recovery facilities and placing less reliance on disposal.
3. To help ensure that waste is managed at the most appropriate level in the internationally accepted ‘Waste Hierarchy’, as modified by the ‘Solid Waste Strategy’.
4. To ensure the design and layout of new development supports sustainable waste management.
5. To make sufficient provision for future inert solid waste disposal, for when the reclamation site at La Collette II reaches the end of its life;
6. To make sufficient provision for other required solid waste management facilities identified within the evolving Solid Waste Strategy;
7. To provide sufficient opportunities for additional new solid waste management facilities, of the right type, in the right place and at the right time;
8. To protect and enhance the overall quality of the environment at residual waste disposal sites once landfill has ceased, by promoting the highest standards of restoration and aftercare and ensuring appropriate after-use.
Indicators WM 1

Waste management indicators

1. A reduction in the rate of growth of non-inert solid waste arisings
2. A reduction in the growth of municipal waste arising per-capita
3. Increases in the capacity of non-inert solid waste management facilities for re-use, recycling and composting, and energy recovery to match the requirements within the evolving Solid Waste Strategy
4. A continuing annual increase in the proportion of non-inert solid waste re-used, recycled and composted.
5. A continuing annual reduction in the tonnage of inert waste material requiring disposal by landfill at La Collette and other registered waste disposal sites.
6. A continuing annual increase in the proportion of inert solid waste material re-used or recycled.
7. The proportion of ‘Site Waste Management Plans’ approved as part of the planning application process.
8. The proportion of approved developments incorporating (or contributing to) waste collection and recycling facilities.
9. The granting of planning permission for and timely implementation of proposals for a replacement waste disposal facility to succeed the current La Collette II site.
10. The granting of planning permission for and implementation of proposals for a suitable composting facility.
11. The granting of planning permission for and implementation of proposals for a suitable Re-use and Recycling Facility.
12. Protection of existing solid waste management capacity until replacement capacity is provided or alternative provision demonstrated sufficiently as part of the development process.
13. Sufficient capacity within the overall stock of waste management facilities to deliver the evolving Solid Waste Management Strategy, including the provision of:
   i. new composting and recycling facilities;
   ii. sufficient mini recycling centres within new development; and
   iii. new or enhanced facilities for bulking, sorting and transferring re-usable and recyclable waste.
14. The approval of plans for restoration and after care and beneficial after-uses for waste disposal sites.
15. Successful land restoration that returns sites to beneficial after-use.
Waste Management

WM: Current position

11.7 Figure 11.1 shows the amounts and destinations of waste produced in Jersey in 2010. In all some 277,000 tonnes of solid waste were managed during that year (excluding waste handled outside States operated facilities), which is significantly below the peak of 450,000 tonnes in 2008. By far the largest proportion of this waste by weight (61%) was 'inert' construction and demolition waste (i.e. waste which is stable in the presence of normal biological and chemical agents). This is mainly generated by the building industry and includes stone, soil and rubble. At present, most of this waste is land-filled at La Collette reclamation site. The remainder of the waste is 'non-inert' rubbish from construction, households, shops, offices and other commercial businesses. This consists of biodegradable and combustible waste and other municipal waste material. Approximately, two-thirds of the non-inert waste is 'municipal solid waste' collected from households, street cleaning and commercial premises served by the public waste collection service. The majority of commercial and household refuse (approx. 69%) currently goes to incineration from which energy is recovered.

Figure 11.1 Waste Management Stream 2010

11.8 Many of the Island’s existing solid waste management facilities/operations are currently concentrated at Bellozanne Valley. These include:
Waste Management

- **The incinerator and energy from waste plant** – this facility is old, unreliable and inefficient plant with unacceptable emission standards and has come to the end of its useful life;

- **A temporary 're-use and recycling centre'** - a popular and successful facility opened in June 2007 offering Island residents the opportunity to recycle a wide range of materials, including paper, card, glass, cans, textiles, scrap metal, waste oil, batteries, waste electrical equipment, mobile phones, construction rubble and plastic bottles;

- **Other waste disposal facilities** - including: hazardous waste collection and storage; a clinical waste incinerator; a sludge drier; an oil recovery operation; a temporary site for receiving green waste, an ash separation and treatment plant and ferrous and non-ferrous metal extraction.

11.9 The other main centre for solid waste management is La Collette reclamation site. This is presently home to:

- A new **'energy from waste plant'** - this recently completed ‘state of the art’ plant has replaced the obsolete energy from waste plant at Bellozanne and is now accepting most of the Island’s residual 'non-inert' waste (i.e. remaining waste after recycling and composting have been attempted). It will produce sufficient electricity to run itself and power 10,000 homes.

- A **'green waste composting plant'** - an open "wind-row" facility that provides for controlled decomposition of uncontaminated organic wastes and is used to produce a quality soil improver;

- An **'inert waste recycling/reclamation centre'** - the main centre in the Island for recycling 'inert' construction, demolition and excavation waste into new products (e.g. quality recycled aggregates);

- **Land-fill** - the present reclamation site has operated as a land fill site since 1996 and it is used for the disposal of most of the Island's inert waste. In addition to demolition waste, the site is used to dispose of ash from the Energy from Waste plant, asbestos and glass. Glass is currently used to replace stone aggregate as a drainage medium in the outer wall lining process. All the inert waste which contains components that would harm the environment and / or pose health hazards (including ash, asbestos and spoil from contaminated sites) is given special treatment. Ash is disposed of in secure lined pits and asbestos is contained above ground in temporary storage.

11.10 There are a number of other solid waste management operations being undertaken in the Island, which include:
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- **Various waste minimisation schemes** – for example educational initiatives in schools and States departments and the active promotion of home composting and washable nappies by Transport and Technical Services;

- **“Bring Banks”** – a number of these have been established around the Island near to residential/community centres where people can bring segregated waste materials (e.g. cans, paper, cardboard) for recycling;

- **Kerbside recycling collection service** - all the Parishes, with the exception of the Parish of St. Helier, have a kerbside collection scheme for recycling glass\(^1\). In August 2006, the Parish of St. John introduced a popular and successful pilot kerbside collection service for newspapers, magazines, food and drink cans and plastic bottles. Transport and Technical Services are continuing to promote the benefits of this scheme to all the other Parishes. Kerbside collections of recyclables have been initiated in some other parishes, including: the Parish of St. Helier and the Parish of St. Lawrence.

- **Privately operated inert waste recycling schemes** - these include recycling of inert waste by privately owned waste recycling contractors who generate their income from the sale of product. However, it also includes developers on large development sites where significant demolition and excavation takes place. These developers have to comply with approved ‘Waste Management Plans’ requiring on- or off-site recycling. However, in any event, they are increasingly seeking to reduce costs by reusing material or selling it into the local market.

- **Glass Crushing** – an operation to crush segregated glass by a private contractor for Transport and Technical Services.

- **Export facilities** - such facilities are available for hazardous waste (e.g. redundant chemicals), where it poses a particular threat to human health and/or the environment and requires special management care\(^2\). They are also available for waste that it is economic to send off-Island for recycling, such as paper and card, agricultural polythene film, timber, plastics, textiles and scrap metal.

- **Animal by-products incinerator** – This facility is currently located on the north side of Howard Davis Farm and processes the animal by-products waste stream, including fallen livestock, BSE Specified Risk Material (SRM), abbatoir and

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1 The Parish of St. Helier operates a ‘Bring Bank’ system for glass collection, but is planning to introduce kerbside collection.

2 Hazardous waste is stored in Jersey and exported to the UK for disposal in specialist waste management facilities, where it cannot be disposed of locally in an environmentally sound manner. This must be in compliance with the Basel Convention and the Waste Management (Jersey) Law, 2005. Any proposed shipments require the approval of the Environment Department and the UK Environment Agency before export can take place. The types of waste which require disposal in the UK include agrochemicals and pesticides, laboratory chemicals, contaminated oils, organic solvents and refrigerant gases.
butchers waste. The unit was commissioned in July 2008 to meet UK Process Guidance Note 5/3 (04) for animal carcase incinerators processing under 10 tonnes per day. Throughput of the plant is variable but typically 40 tonnes per month. Currently, the operation is licensed as temporary and may be relocated in the period of this Plan.

11.11 In addition to existing solid waste management facilities, there are currently plans for the development of a number of major new facilities in the next few years, which are at various stages in the design and development process. These are addressed throughout this section, and include:

- A new “in-vessel” composting facility;
- A permanent ‘Re-use and Recycling Centre’ (with sorting and baling plant) at Bellozanne;
- Additional community bring sites; and
- A clinical waste incinerator.

WM: Policy context

Solid Waste Strategy

11.12 In July 2005, the States approved a 'Solid Waste Strategy' (P.95/2005). This aims to change Community attitudes towards waste production and, in particular, encourage individuals and organisations to address the ‘non-inert’ waste issue. The Strategy is based on the general principles which underpin sustainable waste management, including:

- Reducing the amount of waste the Island produces;
- Making best use of the waste that is produced; and
- Choosing waste management practices which minimise the risks of immediate and future environmental pollution and harm to human health
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11.13 The strategy looks to achieve these objectives through a development of the internationally accepted 'hierarchy' of waste management options, which is effectively a best practice model. This ‘Waste Hierarchy’ ranks the options according to their relative environmental benefits and dis-benefits and looks to ensure that, before waste is disposed of in landfill, all alternative measures have been considered.

States strategic policy

11.14 The Strategic Policy context for waste management has changed since the 2002 Island Plan. In June 2006, the States approved a Strategic Plan which covered the 5-year period 2006-11 and was intended to provide an overarching policy direction for Jersey. This aimed to "reduce per-capita waste arisings that reflect best practise globally". Also, as part of a commitment to maintain the natural and built environment, the Plan aimed to ensure that "waste systems meet international standards and the use of resources is improved". It suggested this latter aim would be indicated by:

- Increased recycling and composting to at least 32% by the end of 2009;
- Higher emission standards achieved for within the new Energy from Waste plant;
- Reduction in per-capita consumption of resources; and
- Waste growth reduced in line with the 'Waste Strategy'.

11.15 The Strategic Plan 2006-11 also in identified as a priority, the update of the 2002 Island Plan with a new emphasis on policy and specifically stated that this should include "planning for the next generation of inert waste sites".
The Strategic Plan 2009-14 sets out the Council of Ministers’ priorities for the next 3 years and the long-term direction for the future of the Island, and, as such, provides the principal policy context for this Island Plan. One of the key priorities in the Strategic Plan is the need to “maintain and develop the Island’s infrastructure” to meet the needs of present and future generations (including waste disposal). In support of this priority, the plan emphasises the importance of sound infrastructure to our environment, way of life and well-being. More specifically, it emphasises the need for the Island’s waste disposal systems to meet international standards and proposes to invest in improved solid and liquid waste infrastructure.

The Strategic Plan 2009-14 identifies five key areas for focus over its lifetime which will require significant and substantial funding streams and early agreement in principle. This includes the identification and preparation of a new landfill site for the disposal of inert waste, when the existing site at La Collette is full.

WM: Policies and proposals

Waste minimisation and new development

The plan objectives to minimise the waste generated as part of construction activity and to make the best use of the waste that is produced (i.e. through recycling) are fully in accordance with the principles of sustainable waste management. Waste minimisation is the most important element of sustainable waste management because it:

- reduces the amount of waste generated in the first place, which must then be managed;
- reduces the potential pollution from waste disposal activities; and
- brings significant savings in raw material and waste disposal costs.

The potential benefits of waste minimisation are especially significant in Jersey, given the proportion of landfilled wastes currently derived from construction activities. Between the years 2005 to 2010, the annual landfilled wastes have variously comprised 64% to 84% of the Island’s inert waste for disposal and since 1996, the major route for disposal of has been to the land reclamation site at La Collette. Reducing this type of waste would, therefore, increase the lifespan of the La Collette site and reduce the pressures associated with finding alternative landfill sites and with illegal disposal of waste.

In view of the above, the Minister for Planning and Environment is keen to ensure waste minimisation in the development process, to encourage the re-use and recycling of materials and so reduce the need for disposal. To this end, it will be a requirement for developers of major schemes (i.e. including developments of 10 or more dwellings, or with a floorspace of more than 1000m², or where the development is on a site of more than 1 hectare) and/or other developments which generate a large amount of waste material during construction, to prepare and implement ‘Site Waste Management Plans’. These are tools for minimising and
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managing waste on-site and should initially be prepared by the applicant at the site design/application stage, for approval before construction work begins. The initial draft should:

- identify the quantity of each type of waste material likely to be generated by the development;
- set out the steps taken to minimise wastes arising on the site;
- lay down procedures/commitments to sort, reuse and recycle construction waste so as to maximise the recovery of resources either on-site or through licensed contractors;
- address measures to secure the most appropriate means of disposal; and
- set down waste management actions and estimated targets for each type of waste produced.

11.21 In order to ensure compliance with the approved ‘Site Waste Management Plan’ and to prevent the potential for illegal waste activity, it will be a requirement that each plan be treated as a ‘living’ document. It will be the responsibility of the developer, or an appointed principle contractor to demonstrate how the approved ‘Site Waste Management Plan’ is being implemented and to update the Plan as construction progresses. All waste transactions (involving disposal, re-use, recycling or recovery of waste), should be accurately and clearly recorded or referenced in the Plan, to show evidence of deliveries etc and allow performance to be compared with waste management estimates in the approved draft. As such, the Plan will evolve into a log of all waste paperwork in one document and will always give a current picture of how work is progressing against the waste estimates. This evolving Plan/log must be kept somewhere accessible on the site and will allow for periodic checks and audits by the developer and officials carrying out compliance checks, to help ensure effective implementation. It will also provide the basis for reviewing and revising the Plan, when and if necessary. On completion of the project, the completed Plan (with records of all waste management actions) should be subject to a final review and reconciled against what was initially planned for. At this stage, the Minister for Planning and Environment should be provided with:

- evidence confirming that the Plan has been monitored on a regular basis throughout the project to ensure progress in accordance with the Plan; and
- an explanation of any differences between the first initial draft Plan and actual performance (i.e. where and why initial forecasts were exceeded or missed); and
- the reason for any revision/s to the initial Plan.

11.22 In view of current constraints on staff resources, the level of scrutiny of ‘Site Waste Management Plans’ will generally be light touch and involve the minimum frequency of officer site visits during construction, sufficient to ensure that the plans are in place and being implemented. However, officer checks may be at increased levels where:

- there are proposals for large-scale waste management activity;
• progress against the Plan is not being properly evidenced and documented;
• irregularities have been identified;
• planning controls associated with the plans (e.g. conditions imposed on planning permissions) are being breached; and
• compliance issues and/or illegal waste movements are suspected.

11.23 In most instances, where it becomes clear from checks on waste documentation that planning controls associated with ‘Site Waste Management Plans’ are being breached, the developer will be asked to agree and implement remedial steps to resolve the breach. However, in cases where developers or responsible contractors have intentionally not complied with ‘Site Waste Management Plans’, or have not taken required remedial action within the given timescale, consideration will be given to formal enforcement action, including pursuing prosecutions where deemed necessary.

11.24 To assist with this process for those carrying out construction work and for officials monitoring compliance with ‘Site Waste Management Plans’, the Minister for Planning and Environment will prepare supplementary guidance, including a sample template of information requirements at the design/application stage, construction phase and post-completion. The measures contained in ‘Site Waste Management Plans’ may also be secured through planning conditions and obligations, as appropriate.

### Proposal 32

**Waste minimisation and new development**

The Minister will publish supplementary guidance on ‘Site Waste Management Plans’ to provide additional advice and assist with development control considerations.

11.25 In the first instance, developers should always give consideration to the opportunities for on-site management of waste where it arises. Good site practice and management of resources can significantly reduce wastage in construction and opportunities already exist for many major developments to make use of recycled building materials to varying degrees for infilling in connection with land preparation, landscaping and land restoration; the construction of roads, pavements and car parks; and the replacement of primary aggregates in some building materials (e.g. concrete). It is also likely that, in future, technical standards and specifications will continue to change, to allow for the greater use of recycled materials in the construction process, with no appreciable loss of performance.

11.26 The Minister will normally only support major developments where effective measures are put in place to minimise waste production and optimise waste recycling during construction. This will present particular challenges for certain types of
development, for example those proposing basement car parks, which involve the generation of large amounts of waste material. In such circumstances, it may be necessary to pursue a different design solution, if a sufficient proportion of the waste material generated cannot be recycled, re-used or recovered.

**Policy WM 1**

**Waste minimisation and new development**

In considering proposals for new development and in accordance with the principles of sustainable development, the Minister for Planning and Environment will encourage the minimisation of waste generated as part of construction activity and an increase in the recycling, re-use and recovery of resources.

The Minister will only permit major new developments and/or developments which would involve the demolition of major structures or the potential generation of significant quantities of waste material (including developments of 10 or more dwellings, or with a floorspace of more than 1000m², or where the development is on a site of more than 1 hectare), where:

- measures are taken to minimise the wastes arising and to recycle, re-use and recover as much as possible of the generated waste materials; and
- opportunities are taken to maximise on-site management of waste.

Where inert waste generated in these developments cannot be re-used on the site, it should, as far as possible, be diverted for recycling with a licensed contractor and only the residual unusable material should be disposed of to landfill.

The Minister will require a ‘Site Waste Management Plan’ to be submitted with all planning applications for these developments, setting out the steps to be taken to minimise and manage waste generation both on and off the site during construction. The measures contained in the ‘Site Waste Management Plan’ shall be approved by or on behalf of the Minister and may be secured by planning conditions and obligations, where appropriate. Where such plans are not acceptable, permission will not be granted.

‘Site Waste Management Plans’ should be continually evolving plans, which are implemented and updated by the developer or an appointed contractor throughout the construction phase. All waste transactions shall be accurately and clearly recorded in the Plan to maintain a continuously up-to-date record of how work is progressing in comparison with waste management estimates.

On completion of the development, the developer must make available the final version of the Plan for review and provide the Minister with:
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- evidence that the Plan has been satisfactorily monitored;
- the reasons for any revisions made to the Plan; and
- an explanation of the differences between the initially approved Plan and actual performance.

Where planning controls associated with approved ‘Site Waste Management Plans’ are being breached, the developer will be asked to agree and implement remedial steps to resolve the breach.

The Minister will consider formal enforcement action where developers or responsible contractors have:

- intentionally not complied with a ‘Site Waste Management Plan’, or
- not taken required remedial action within the given time-frame.

New and expanded waste management facilities

11.27 Over the Plan period and in accordance with the aims of the Solid Waste Strategy, the Minister will support measures which:

- assist in reducing the quantity of waste presently generated,
- increase the reuse and recycling of waste and,
- reducing the level of waste that goes to landfill.

11.28 Given the quantity of waste produced in Jersey, it is essential that waste management facilities are provided to reduce the impact of resource depletion and harmful emissions on the environment. This is made all the more important given future plans for controlled economic growth, the likely increase in the size of the population, the predicted demographic of smaller households and the growing public awareness of waste management.

11.29 The new and improved strategically important waste management facilities required within the period of this Island Plan, will include:

- community mini recycling centres (or ‘bring banks’) for household or commercial waste. A significant increase in the number of these sites is required to achieve the recycling targets set out within the Solid Waste Strategy. It is proposed that Supplementary Planning Guidance on the recycling requirements for each type of development will be developed during the period of this Island Plan;

- a permanent household and commercial waste ‘reuse and recycling centre’(or civic amenity site). This site is required for achievement of the recycling targets set out within the Solid Waste Strategy. It is likely to be a purpose-built, split-level...
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facility to enable the separation for recycling of a wide range of recyclable materials and to be co-located with public green waste collection facilities and waste collection facilities;

- increased capacity of centralised materials re-use and recycling sorting/bulking and baling facilities, with equipment to manage materials that are to be separated for re-use, or exported for recycling. An increased provision is required to handle the increasing proportion of recyclable waste requiring management. The current capacity of recyclables is likely to increase from the current 30,000 tonnes per annum to 50,000 tonnes per annum by 2020;

- an enclosed composting facility using best practice technology. This facility is likely to be located on the current site for composting at the La Collette II Reclamation Site. The current facility is an open-window operation which requires upgrading and enclosure of all, or part, of the operation to ensure no unacceptable nuisance is caused to local residents and neighbouring uses;

- reception, storage, bulking and separation facilities for managing Waste Electrical and Electronic Equipment. Currently, waste televisions and other electrical goods are separated for recycling at the temporary Re-use and Recycling Centre at Bellozanne. These require export for further treatment and disposal;

- enhanced reception, storage, bulking and separation facilities for managing hazardous wastes prior to their export for further treatment and/or final disposal. The current waste management facilities at Bellozanne are likely to require upgrading and improvements in storage and handling arrangements with potential land-use implications, due to the requirements of changes in statutory legislation in Jersey and elsewhere;

- enhanced reception, storage and disposal facilities for the management of asbestos wastes on the Island. These include the separate management of licensed and un-licensed asbestos, which is likely to still arise in significant quantities during the period of this Island Plan.

11.30 There are also existing strategically important waste management and recycling facilities likely to require expanded provision during the period of the Island Plan. These include:

- an extended scrap metal recycling facility either on the current site in Bellozanne Valley or in another suitable industrial area. This is required to manage ‘End of Life Vehicles’ in a more sustainable way, separating out parts for re-use and recycling and hazardous wastes for disposal.

- increased area and/or capacity for aggregate recycling. There are currently several aggregate recycling facilities on the Island. To operate safely and effectively, and to increase the capacity to recycle materials such as glass and
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ash from the Energy from Waste facility, these facilities will require greater land area to operate.

- a permanent site for an animal waste incinerator. The current site at Howard Davis Farm has been granted temporary planning permission. A permanent facility in a suitable location will be required.
- timber recycling facilities. Currently there are several pallet recovery operations on the Island, separating re-usable pallets and breaking down unusable pallets for firewood. As markets for waste wood develop, an increased number and capacity of such facilities will be required.
- a replacement clinical waste incinerator. The current facility was constructed in 1997 and has an anticipated 15 year operating life. A replacement facility will be required within an industrial location.
- a new landfill site/s for future inert waste recycling and the disposal of residual unusable inert waste. The current La Collette II reclamation site is anticipated to be filled in 2016. However, this is dependent upon the rate of development in the Island during the period. The nature of any replacement facility means that a long lead-in time for obtaining approval to operate will be required.
- sites for contingency operation and waste storage in the event that any of the Island’s strategic waste management facilities becomes un-operational for a prolonged period.
- various other facilities for the storage and treatment of waste, including facilities for treatment of hazardous wastes such as waste oils (e.g. cooking and mineral oils). It is likely that alternative treatment technologies using waste as a fuel will arise during the period of this Island Plan.

11.31 Some of these required waste management facilities may need new sites, while others will involve an expansion or modification of existing waste facilities. Some sites have already been identified for specific new waste management facilities (e.g. the planned new enclosed composting facility at La Collette). However, the Minister is not in a position, at this time, to designate new sites as part of the Island Plan. Instead, any applications for new facilities will be considered on their merits, having regard to criteria based policies.

11.32 It is important that care is taken in selecting the location of facilities, in order to preserve the amenities and health of those living and working nearby. A range of appropriate policy criteria is required to enable a thorough and consistent assessment of any proposals for new or expanded waste management activities. It will be especially important to demonstrate that the proposals are based on a proven need, are part of a coordinated/integrated approach to waste management and are appropriately located.

11.33 In deciding upon the suitability of sites for waste management purposes, consideration will need to be given to the following factors:
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- the physical and environmental constraints on development, including the need to protect the amenities and health of existing and proposed neighbouring land users and the quality of the local environment;
- the cumulative effect of previous waste disposal facilities on the well-being of the local community and the quality of the local environment, balanced against the need to locate waste management facilities together to achieve efficiency; and
- the capacity of the transport infrastructure to support the activity.

11.34 In the interests of pursuing the principles of sustainable development, the emphasis needs to be placed on recycling previously developed land and on the protection of natural resources. With this in mind, the priority will be given to locating new waste management facilities on existing waste management sites, existing quarries, existing industrial land and where they can re-use other suitable 'brownfield' sites, including agricultural buildings.

11.35 Where the aim is to attract recyclable materials from the general public, the new facilities will generally be best located, where practicable, near the main residential areas and/or within easy access of the travelling public. This will help to reduce the number and distance of traffic trips and, therefore, minimise the energy used in transport to and from the facility.

11.36 The Minister for Planning and Environment will require proposals for new and expanded waste management facilities to be subject to a full Environmental Impact Assessment, where appropriate.

Policy WM 2

New and expanded waste management facilities

The Minister for Planning and Environment will support suitable proposals for new and expanded waste management facilities.

All proposals for new waste management facilities, including expansion of existing facilities, will be expected to demonstrate that they:

1. meet an identified/demonstrable waste management need;
2. support the ‘Waste Hierarchy’ set out in the Solid Waste Strategy and represent the best practicable environmental option for the waste stream(s) they will serve;
3. will not inhibit or prevent the development of more sustainable waste management options further up the 'Waste Hierarchy';
4. will allow for the recovery of materials and/or energy from waste, wherever practicable; and
5. will operate to the highest pollution control standards.
Priority will be given to proposals located at suitable sites with an existing waste management use. Where this is not possible, new permanent waste management facilities should be located on sites with the following characteristics:

1. suitable former waste management sites; or
2. existing operational quarries, as appropriate; or
3. previous or existing industrial land use; or
4. a port area of a character appropriate to the development; or
5. suitable redundant agricultural buildings; or
6. other suitable derelict / previously developed land; and which
7. are accessible to existing Built-up Areas and the source of the waste and refuse managed within the site; or
8. will not lead to unacceptable problems of traffic generation, highway safety, or parking; and
9. will not give rise to unacceptable conflict with other existing land uses in the vicinity.

The development of new waste management facilities on previously undeveloped land in the Green Zone will only be considered where there is a demonstrable need for the facility; the site is suitably accessible; and no other more suitable alternative sites are available, which would provide more benefits and/or less damage to the environment.

Proposals for new waste management facilities and expansion of existing facilities will only be permitted provided that they:

1. will not have an unreasonable impact on neighbouring uses, the local environment and human health by reason of noise, vibration, dust, odour, other airborne emissions, litter, attraction of vermin and large numbers of birds, leachates, ground conditions (including unstable land), water or gas emissions, including any effects on quality or quantity of water supply and drainage;
2. are designed to be compatible with the character of the surrounding area and will not have an unacceptable visual impact;
3. are designed and developed in an appropriate manner to accommodate the nature and hazards of the waste(s) concerned;
4. will not pose a serious environmental risk to air, water or soil resources that cannot be prevented, or appropriately controlled by mitigating measures;
5. will not have an adverse effect on biodiversity and protected species (see Policies NE1 and NE2), areas of recognised importance for nature conservation and built heritage, or on historic environments;
6. will have adequate arrangements provided within the site for parking, servicing and circulation of vehicles;
7. make suitable provision for the disposal of any residues arising from the facility;
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8. include an acceptable programme of site management for the duration of the life of the facility;
9. will not unduly prolong the restoration and aftercare of a mineral working site; and
10. are in accordance with other principles and policies of the Plan.

The Minister for Planning and Environment will require an Environmental Impact Assessment to be carried out for any development likely to have a significant effect on the environment.

Proposals for new non-waste management uses on sites designated for solid waste management on the Island Proposals Map will not be permitted, unless related to and ancillary to the waste management use. The alternative development of these sites will only be considered where it can be demonstrated that alternative or replacement facilities are provided, the sites are no longer required for waste management purposes and the proposals are in accordance with all other principles and policies of the Plan.

Integrated waste management

11.37 The co-location of complementary waste management facilities/activities on one site can provide environmental benefits through the reduction of overall traffic volumes and by enabling flexible integrated facilities to be developed. Co-location can also allow for economies of scale (operational and transport) and assist the separation of waste from different types of recovery on one site.

11.38 The Minister will support the development of appropriate co-located facilities, including the development of suitable existing waste facilities which are well-located with good levels of accessibility and are capable of expansion and of operating a range of management methods, where opportunities arise.

Policy WM 3

Integrated waste management

The Minister for Planning and Environment will give favourable consideration to proposals for the co-location of waste management processes to achieve new larger integrated facilities where there will be operational, transport cost and environmental benefits; and the proposal will not unreasonably be at the expense of existing waste management operations located closer to the source of waste.

Any proposals for co-location of waste management processes should meet the criteria set out in Policy WM2 and be in accordance with other principles and policies of the Plan.
Regard will be taken of the cumulative effect of existing waste management facilities on a local community when assessing any application against this policy.

Recycling/composting facilities

Recycling

11.39 Recycling involves collecting materials from waste and processing them to produce marketable products and is now playing an increasingly important role in waste management. The Solid Waste Strategy suggests the level of municipal solid waste recycling in Jersey compares well with general levels in the UK, but is lower than some European countries (e.g. Denmark, The Netherlands and Belgium) and there is “room for considerable expansion”. At the time, the 2004 recycling rate was recorded as 22% and it was recognised that there were considerable constraints on the amount of materials in the waste stream that can practically be recycled or composted in Jersey. These constraints included the relatively small size of the Island population and the associated economic and environmental impacts of transporting materials to recycling centres off-Island.

11.40 The decision whether to recycle materials or not depends upon a number of factors, including the availability of raw materials, energy consumption in collection and processing and any environmental implications. Not all recycling is environmentally beneficial. It is counter-productive to recycle if doing so has a greater impact upon the environment than disposing of the waste through incineration with energy recovery. Furthermore, a recycling scheme that might be cost-effective in the UK or France might not be viable in Jersey if the material has to be shipped out for recycling, even if there is considerable capacity to export materials in the ships going to the UK or France. The local market for recycled goods is another important consideration, because for certain materials the economics of recycling becomes marginal and other waste management options further down the ‘waste hierarchy’ may be more appropriate. There are also considerable legislative and economic incentives associated with diversion of waste from landfill within the European Union, which encourage higher recycling and composting rates, but which are not available to Jersey where there is no biodegradable landfill.

11.41 The States Strategic Plan 2002-11 aimed to match the targets within the Solid Waste Strategy by increasing recycling and composting to 32% by the end of 2009. However, the improvements in municipal solid waste recycling since 2004 have prompted calls for the target to be increased, subject to resources being made available. In May 2008, the former Minister for Transport and Technical Services reviewed the anticipated population growth on the Island and developments in recycling and set a new 36% recycling target by 2018 as one which would be appropriate and could be sustained. The current Transport and Technical Services
Waste Management

Minister has also reiterated this commitment to increasing recycling targets and has suggested that an aspirational target of 40% is appropriate, if the States and the parishes were able to work together to create new initiatives.

11.42 The Minister for Planning and Environment supports the aims of increasing the overall proportion of recycling within the Island, in order to reduce the amount of waste going to incineration and landfill.

Composting

11.43 The Solid Waste Strategy recognises, in particular, the importance of composting as a means of removing green biodegradable waste from the Island's overall waste stream. It sets a target for composting 90% of the available green waste by 2015, which it aims to achieve by developing a new composting facility, encouraging home composting and improving the bring collection system for domestic green waste.

11.44 Currently, composting at the States' Green Waste Composting Facility at La Collette makes the largest individual contribution to recycling of 'non-inert' waste. In 2010, over 12,000 tonnes of green waste from residents and businesses were recycled in this manner, representing approximately 11% of the total 'non-inert' waste arising. The waste is mostly composed of domestic garden waste, as well as outputs from landscape gardening. The current arrangements at the La Collette facility involve shredding the received material and composting it by an "open windrow" process where material is spread in open rows exposed to the wind and turned regularly to produce a quality soil improver.

11.45 This is regarded as a quality composting operation, which is subject to externally ratified quality assurance processes. However, the location of the facility has given rise to nuisance issues for neighbouring residents related to odour.

11.46 The public green waste collection associated with the composting operation has to be relocated away from La Collette, in view of the findings of the recent 'La Collette Hazard Review', undertaken in the aftermath of the Buncefield Fuel facility explosion. This concluded that it was not appropriate to locate waste facilities serving the general public close to the Fuel and Gas Storage facility. All development proposals within the safety zones associated with this facility will be judged against Policy NR8, with the health and safety of the public being a high priority consideration.

11.47 The Transport and Technical Services Department plans to construct a replacement centralised purpose-built enclosed composting facility at La Collette, if other odour reduction measures do not sufficiently reduce the perceived nuisance of odour from the current window operation. This will provide for received material to be shredded, turned and screened in a purpose-built building. Primary decomposition of the shredded material will then take place in a controlled enclosed environment with appropriate air filtering equipment, which will minimise the emission of nuisance odours and particulates and facilitate the collection of effluent.
For environmental and health reasons, including the potential negative impact on public or worker health from air emissions, the location of any new large-scale composting facilities will need very careful consideration. It may be necessary to ensure that there is a sufficient buffer between the facility and any nearby dwellings to ensure a precautionary approach to public health is maintained. In all cases it will be necessary to put in place good operational/engineering controls and work practices.

There are also emerging plans to improve the bring collection system for public green waste, by providing more accessible facilities and overcoming the current problems with public green waste collection. In January 2009, the Transport and Technical Services Department opened a temporary site as a reception area for domestic green waste at Bellozanne. It is centrally located and offers the opportunity for residents to deliver garden waste at the same time as delivering other recyclable waste at the nearby temporary Re-use and Recycling Centre.

The Solid Waste Strategy indicated the need for a purpose-built, permanent Re-use and Recycling Centre for the public, combining collection facilities for public green waste and recycling. Funding for this facility was due to become available in 2010, but has been rationalised following the economic downturn. The potential development of Bellozanne Valley under the Liquid Waste Strategy may require the current temporary Re-use and Recycling Facility to be removed. An alternative facility would need to be provided in this event prior to the current facility being closed.

Policy WM 4

Recycling / composting facilities

The Minister for Planning and Environment will positively encourage the recycling and reuse of waste and will support feasible proposals for the development of materials recovery facilities, facilities to store and process recyclable materials and a permanent (enclosed) composting plant where it can be demonstrated that:

- they will serve an identified need that cannot be met by existing facilities;
- the site is conveniently located in terms of access to service the main source(s) of waste;
- the proposals will not cause demonstrable harm to human health (see Policy WM2), or result in an unacceptable adverse impact on the character, environmental quality and amenities of the local area, by virtue of noise, vibration, dust, odour, or other emissions;
- operations involving the sorting and processing of waste for recycling purposes are carried out within a purpose-built or appropriately modified...
Waste Management

existing building, unless it can be demonstrated that part or all of the proposed operation can only be carried out in the open;

- the proposals meet the relevant criteria set out in Policy WM2 and accord with other policies in the plan.

The Minister for Planning and Environment will require an Environmental Impact Assessment to be carried out for any new or expanded centralised composting facility and any other proposed recycling facilities likely to have a significant effect on the environment.

Recycling centres and waste collection

11.51 For some years there has been a network of collection containers or ‘bring banks’ in Jersey which allow the public to deposit various waste materials for recycling, including textiles, aluminium cans, glass (St. Helier only) and newspapers. However, in recent years there has been a drive to improve the availability of such facilities throughout the Island, to increase accessibility for the public, avoid unnecessarily long vehicle trips and generally enhance levels of recycling, in response to local demand and the targets set within the Solid Waste Strategy.

11.52 It is recognised that this “bring” system is not the most sustainable method of collecting recyclable materials, not least because of the amount of energy expended and carbon emitted in journeys to and from the ‘bring banks’. Clearly, the ideal would be to maximise the segregation of recyclable materials at source for ‘kerb-side’ collection. Advances are being made in this area, but in the interim, the States has sought, in consultation with the Parish authorities, to produce a more co-ordinated network through the development of ‘mini recycling centres’ in each parish.

11.53 In most cases, the new ‘mini recycling centres’ will not require planning permission because they will not involve development by way of building work, or any other physical alterations to the land itself, or a material change of use of buildings or other land. Furthermore, where such a centre is deemed to be development, it is possible that the need for planning permission will be removed under Part 3 of the schedule of permitted development in the Planning and Building (General Development)(Jersey) Order 2008).

11.54 In view of difficulties in finding suitable sites for an extended bring bank system for recyclable materials, and to assist in maximising the segregation of recyclable materials at source, consideration should be given to requiring the provision of suitable waste collection infrastructure in appropriate new developments. Such facilities can have an adverse effect on the environment and amenities of the surrounding area (e.g. noise, odour, visual intrusion) and so the Minister will carefully assess their siting, design, screening and operation, when dealing with relevant applications. In some cases, the Minister may control these matters through appropriate planning conditions or planning obligations.
The States also currently provides a centralised temporary ‘Reuse and Recycling Centre’ at the existing Bellozanne waste management site. This has operated since June 2007 and has proved a popular and successful addition to the Island’s recycling service. It offers Islanders the opportunity to recycle domestic household waste. The Solid Waste Strategy identifies the need for a new, permanent purpose-built ‘Reuse and Recycling Centre’ for “safe and convenient public access and providing receptacles for a range of separate materials”. The proposed centre is considered essential to allow additional recycled materials to be accepted and segregated and the Strategy recommends that this should include an integrated bulking and baling facility to manage source segregated centred materials (i.e. from the bring bank system) which are to be exported for recycling.

Policy WM 5

Recycling centres and waste collection

The Minister for Planning and Environment will support proposals for:

1. new centralised Re-use and Recycling Centre site/s;
2. other Re-use and Recycling Centres/“bring banks”, including ‘mini recycling centres’ where they will develop and improve the existing States’ coordinated network; and
3. enhancements to existing Re-use and Recycling Centres, where they will improve their operational capacity;

subject to the provision of satisfactory information relating to their siting, design, screening and operation.

In order to enable and encourage recycling and sustainable waste management, the Minister will seek to ensure that appropriate storage is provided for waste and recyclables in all new development. Storage should be provided within all new development for waste facilities that are:

- for both recycling and residual waste;
- of adequate capacity;
- safe and accessible to users and waste collectors;
- sited and designed to minimise nuisance to users and neighbours;
- designed with sufficient flexibility to allow for reasonable future changes in waste collection services; and
- in keeping with the design of the development.

Consultation with the Parishes and the Minister for Transport and Technical Services on the suitability of such facilities will take place prior to approval of new developments.
Where the development of re-use and recycling collection facilities / bring banks is considered appropriate, but cannot be provided on site for reasons accepted by the Minister, their provision in a suitable location off-site will be required by use of planning obligations.

The Minister will require an Environmental Impact Assessment to be carried out for any development likely to have a significant effect on the environment.

Inert waste recycling

11.56 Inert waste arises principally from construction and demolition activities and accounted for over 61% by weight of Jersey's solid waste in 2010, which is considerably less than the peak of 76% in 2008. Most of this is delivered to the land reclamation site at La Collette. From 2001 to the end of 2010 annual construction and demolition waste received at La Collette decreased considerably from a high of 375,000 tonnes to a low of 108,000 tonnes. This general reduction in levels might be explained, in part, by:

- planning policies introduced in the 2002 Island Plan concerned with sustainable solid waste management and resource conservation. These policies include, in particular, requirements for ‘Site Waste Management Plans’ for all developments likely to produce a significant amount of construction waste;

- the gate fee charged for the disposal of inert waste at La Collette and the associated financial disincentive for developers to use this facility; and

- the more recent impact of the economic downturn on construction activity.

11.57 It is believed that this has led to many more materials being reused/recycled on development sites and the selling of excess product into the local market. It has also spurred on the recent growth of the privately operated recycling market, where private contractors acquire material from development sites and act as recycling operators. Clearly, the growth in this activity has, in particular, benefited directly from the gate fees charged at La Collette for receipt of waste.

11.58 In 2008, the amount of construction and demolition waste received at La Collette rose dramatically before falling away significantly. This can be explained, to a large extent, by the commencement of work at the ‘Castle Quays’ development on the Waterfront (i.e. the former ‘West of Albert’ reclamation site), which was scheduled to produce over 100,000 tonnes of excavated waste material.

11.59 It is anticipated that the levels of construction and demolition waste received at La Collette will rise again as the economic situation improves, because, in addition to normal waste arisings, there will continue to be large quantities of material produced
by other planned Waterfront developments on previously reclaimed land. This includes the ‘Esplanade Quarter’, which it has been estimated could produce approximately 717,500 tonnes of excavated material over a 12 to 18 month period.

11.60 The main inert waste recycling facility in Jersey is located at La Collette. The current operator was awarded a five-year contract in 2006. The company has made a substantial investment in plant and equipment, which has the capacity to process some 350,000 tonnes of waste per annum. The facility produces quality recycled aggregates and other materials and, in its first two years of operation, has played a major part in improving inert waste recycling rates. Between 2007 and 2010, the plant produced on average some 67,000 tonnes of recycled inert waste annually. The improved recycling performance has been assisted by the new plant and the introduction of new protocols for achieving required standards for recycled materials used for building purposes.

11.61 Notwithstanding performance to-date in recycling aggregates, it remains important to continue to encourage recycling of as much inert waste as possible, so as to:

- recover potential value and ensure optimum use of the materials;
- reduce the demand for newly quarried primary minerals;
- reduce the amount having to be disposed of/landfilled (including extending the useful life of the La Collette Reclamation site); and
- meet States approved recycling targets.

11.62 However, it must also be recognised that there are limits to the extent to which inert waste can reasonably be recycled. For example, existing technical standards and specifications must be met, which place a limit upon the ability of recycled material to replace primary aggregates in development projects.

11.63 In the light of the above, it is considered there is likely to be a continuing need for the provision of permanent and temporary inert waste recycling facilities in the coming years. Temporary recycling facilities are likely to be directly associated with major construction/demolition projects, including major residential, commercial, highway and airport proposals.

11.64 Given the nature of inert waste recycling operations, issues relating to noise, dust, visual intrusion and transportation must be carefully considered in response to future applications. Demolition and development sites, and active mineral extraction sites and landfill sites are generally considered acceptable locations for the handling and processing of secondary and recycled materials, where proposed facilities are in accordance with Policy WM2.

11.65 There is also a need to plan for replacement of the existing centralised recycling facility at La Collette, when the reclamation site is closed to receipt of inert waste. It is considered that any such facilities might be best located at inert landfill sites, including the proposed landfill site at La Gigoulande Quarry, where recycled
aggregates can be obtained from inert waste and used on-site for concrete, blocks and aggregates. Other possible sites might include any approved reclamation site, other suitable existing operational quarry sites, or appropriate industrial locations.

11.66 Any proposals for new inert waste recycling operations must be undertaken in compliance with the ‘Waste Management (Jersey) Law’ 2005 and will require a ‘Waste Management Licence’.

**Policy WM 6**

**Inert waste recycling**

The Minister for Planning and Environment will support and permit proposals for permanent or temporary facilities for the recycling of inert wastes into alternative aggregates and other recycled materials where it can be demonstrated that there is an identified need for the facility and that it:

- forms an essential part of an integrated and sustainable waste management strategy;
- is suitably located to avoid, as far as possible, major residential areas;
- will not result in an unacceptable environmental impact that cannot be prevented or appropriately controlled by mitigating measures;
- will not sterilise significant mineral reserves;
- will have easy access to main roads with sufficient capacity for waste traffic movement;
- will allow for appropriate restoration and aftercare of sites; and
- accords with the requirements of policy WM2.

However, proposals for new or extended inert waste recycling facilities shall only be permitted in the most suitable locations, such as the existing land reclamation site at La Collette II, the proposed landfill site at La Gigoulande Quarry, other active mineral or landfill sites, appropriate existing waste management sites, suitable general industrial sites or port areas, or major demolition and construction sites.

Proposals for inert waste recycling facilities at active mineral workings or existing waste management facilities will be permitted for a temporary period not exceeding the permitted /operational life of these facilities and where there is no conflict with restoration proposals.

Proposals for temporary facilities to recycle waste material generated in association with construction, demolition and highway projects will generally be supported, subject to them being linked to the life of the particular project in question.
Waste Management

The Minister for Planning and Environment will require an Environmental Impact Assessment to be carried out for proposed major permanent inert waste recycling facilities and other such facilities likely to have a significant effect on the environment.

Waste to energy and material recovery facilities

11.67 In recent years there has been an increasing requirement for energy and materials recovery facilities to capture value from waste after recycling and composting has been undertaken.

11.68 Jersey has a history of using waste as a source of energy. The former energy from waste plant in Bellozanne Valley served the Island from 1979 and has recently been replaced by the new plant at La Collette. The new plant has the capability to handle up to 105,000 tonnes of waste per year (compared with the 80,000 tonnes currently being managed through the Bellozanne plant) and will be able to cope with the bulk of the Island's non-inert refuse for 25 years. It would also be capable of generating between 6% and 8% of the Island's electricity requirements. Until now, all ash has been disposed of in lined sealed pits at La Collette. The new Energy from Waste plant will separate the hazardous fly ash (which is separated from flue gases by the Flue Gas Treatment process) from the useful bottom ash, which arises from the grate. This will enable approximately 90% of the total ash to be recycled into construction materials in due course.

11.69 In accordance with the above, La Collette will be designated as the site within this Island Plan for non-inert waste disposal. It is unlikely that any additional large-scale energy from waste or materials treatment plants will be required in the Island in the lifetime of this Plan. However, it will be important to keep the progress of all recovery and waste treatment technologies under review, in view of the potential advantages they may come to offer. Small-scale treatment plants, for example, for recovering energy value from waste oils, may come forward.

11.70 In the event that any proposals for waste treatment plants and recovery plants do come forward, there will be a requirement for the developer to demonstrate need and show that they are part of an integrated approach to waste management in the Island.

Policy WM 7

Waste to energy and material recovery facilities

The Minister for Planning and Environment will only support additional waste to energy and material recovery (e.g. incineration, pyrolysis, or gasification plant) as part of an integrated approach to waste management where:
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- the need for the facility can be demonstrated;
- the proposed facility will operate to the highest pollution control standards;
- the site is environmentally acceptable;
- there are no other more suitable alternative sites available which provide more benefits and/or less damage to the environment;
- the facility includes appropriate measures to recycle, compost and recover materials or energy that represent best available technology.

Proposals for incineration or other thermal waste processes shall incorporate measures to maximise energy recovery both in the form of heat and electricity, taking account of prevailing technology, economics and characteristics of the waste stream involved. Where such proposals do not include the recovery of energy, they will not be permitted.

The Minister will require an Environmental Impact Assessment for any development likely to have a significant effect on the environment.

Residual waste and terrestrial landfill sites

11.71 It is recognised that ‘disposal’ is the least desirable method of waste management. However, landfill will continue to be required for the disposal of residual waste, when all options further up the ‘Waste Hierarchy’ have been exhausted. This residual waste includes:

- non-hazardous inert waste, which cannot be re-used in the construction industry;
- flue gas treatment plant residue;
- incinerator ash not used in construction;
- asbestos; and
- potentially, spoil from contaminated sites.

11.72 Traditional terrestrial landfill opportunities for inert waste have not been available in Jersey, with the result that the Island has increasingly turned to land reclamation. The principal location for inert waste disposal is currently the land reclamation site known as “La Collette II”. This site covers approximately 68 acres and a large proportion of it has already been reclaimed. Waste received at the site which contains components that would harm the environment and/or pose health hazards, if released, is disposed of in secure specially engineered lined pits, in accordance with the relevant ‘Waste Management License’.
Waste Management

11.73 One of the main waste related issues to emerge during the Island Plan Review process stems from concerns about the limited future life expectancy of the La Collette land reclamation site and how the Island will deal with residual waste disposal when the site reaches the end of its life. To inform the review process, Hydraconsultant Ltd, were commissioned to assist in gaining a more accurate determination of the remaining life of La Collette II reclamation site for waste disposal. The study findings are set out in a published report entitled "Interim Report: Inert Waste Arisings and Landfill Capacity", May 2008.

11.74 The study examines the nature of the reclamation site, agreed plans for the extent and levels of fill (including super fill), historic figures on the tonnage of the material being deposited at the site and the rate at which land has been created. It also recognises the principal factors affecting the remaining life of the reclamation site, including:

- Changes in the level of construction activity (N.B. Taking into account the large additional quantities of material, over and above normal inert waste arisings, as a consequence of the major Waterfront development projects planned for the ‘Esplanade Quarter’ and ‘Castle Quays’);
- Implementation of Waste Management Plans requiring on-site recycling;
- Activity of private contractors acting as recycling operators and bypassing La Collette;
- Impact of gate fee at La Collette imposing a financial disincentive to use this facility; and
- Improved rates of recycling being achieved at the Inert Waste Recycling Reclamation Centre.

11.75 In the light of the above, the consultants estimated that the reclamation site will be closed to the general receipt of inert waste in 2018 (assuming no additional landfills/coastal reclamations are created). This estimate accounted for most of the approved super filling, but allowed for the southern area of super fill to be retained until 2024 for the storage of ash and other hazardous inert wastes (assuming that the disposition of this material is still possible long after the site is closed to the receipt of other inert waste). If this location is adopted for the long-term disposal of ash etc., it may allow any future infill sites to accept non-hazardous inert waste only during the initial years of operation.

11.76 More recently, during the 'Examination in Public', the Transport and Technical Services Department has revised the main closure date to 2016 (given the predicted rates of disposal). This serves to emphasise the necessity for deciding upon the location for a replacement secure inert waste disposal site before La Collette is full, as recommended in the Solid Waste Strategy, to ensure continuity of disposal.
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opportunities. There is limited scope for further permanent super filling at La Collette II, other than on a temporary basis, if the site is to be used efficiently to meet strategic land use requirements. However, much will depend on emerging plans associated with the East of Albert Regeneration Strategy.

11.77 The Solid Waste Strategy identifies a number of other strategic options which might be explored regarding future waste disposal, including:

- quarry fill and restoration;
- identifying and developing further land reclamation sites;
- export; and
- sea disposal.

11.78 It is maintained that the only two realistic options for the disposal of residual inert wastes are either further land reclamation (involving land fill to recover land from the sea), or 'terrestrial land fill'/quarry restoration. The option of exporting the waste goes against the "proximity principle" (i.e. that waste should generally be disposed of as near to its point of generation as possible). It is a basic principle of sustainable waste planning to avoid, as far as possible, the use of resources for long distance transport of useless material. Likewise, the option of disposal at sea would be environmentally unacceptable and is against the Convention on the Prevention of Marine Pollution by Dumping of Wastes (The London Convention).

11.79 The preferred option for future waste disposal remains 'terrestrial land fill' in the form of quarry fill, given the considerable environmental arguments against further land reclamation and the potential advantages associated with infilling voids in worked-out mineral workings. These advantages can include the removal of unnatural and visually detrimental landscape features, landscape restoration and facilitating the beneficial after-use of sites that might otherwise remain under-utilised. Opportunities may exist, for example, for creative use to benefit wildlife and recreation. There are a number of large working quarries in Jersey (described in the Minerals Section of the Plan), which offer opportunities for future landfill. These are subject to varying degrees of environmental sensitivity and constraint and each would present different operational and technical challenges that would need to be overcome before managed landfill could take place. However, a sufficient range of environmental controls exist (e.g. Environmental Impact Assessments and Waste Management Licenses) to make sure waste disposal is controlled in a safe manner.

11.80 The preferred site option for future waste disposal is La Gigoulande Quarry in St. Peter's Valley. In recognition of the need for continued management of inert waste and the potential to use waste for the restoration of quarries, the 2002 Island Plan previously identified and designated La Gigoulande Quarry as the Island's next landfill site, subject to the outcome of an Environmental Impact Assessment.
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However, in 2007, planning permission was given to increase the depth of mineral extraction at the western end of the quarry, which effectively deferred when the quarry is able to accept inert waste for disposal. Much will depend on future extraction rates, as to when a suitable void will be made available at the quarry for the secure disposal of inert waste. There have been concerns that at existing average extraction rates the void at the site will not become available to receive waste by the time La Collette reclamation site is full. However, the operators of the respective sites have given assurances that any overlap period can be properly managed to avoid the Island's waste disposal routes being placed in jeopardy. If needs be, this could be achieved by stockpiling inert waste for the interim period at La Gigoulande, or by temporary superfilling (land raising) for an interim period at La Collette.

11.81 In any event, the types of waste for disposal to La Gigoulande Quarry must be carefully considered in consultation with the Minister for Transport and Technical Services and in line with the Solid Waste Strategy and the Waste Management (Jersey) Law 2005. Whilst the majority of waste would be expected to be non-hazardous inert waste, special consideration could be given to the appropriateness of using La Gigoulande for the disposal of certain hazardous inert wastes, including flue gas treatment residue and incinerator ash, if the geology proves suitable, when opportunities are exhausted at La Collette II.

11.82 As part of its most recent planning application in 2007, the operators of La Gigoulande Quarry (Granite Products) calculated that the capacity of the void area being created at the western part of the quarry will be approximately 1,560,000 tonnes. Using average rates for inert waste disposal at La Collette between 2004 and 2007 of 212,000 tonnes per annum (i.e. excluding the short-term peaks associated with the Waterfront developments) and taking into account future aggregate recycling potential (@ say 40 - 50% of waste materials) it is estimated that the life of the proposed infilling operations in the western part of the quarry (alone) would be approximately 12 to 15 years.

11.83 The operators have proposed that the site be positively restored to a landform which is generally consistent with that prior to the quarry workings and which is in keeping with the character of the surrounding countryside. The proposed after use predominantly comprises agricultural land and woodland. Although submitted as part of the previous application, a decision on the restoration plans was deferred and so still requires planning permission.

11.84 The Environmental Impact Assessment prepared and submitted with the most recent application suggests that the proposed landfilling, with appropriate mitigation, should not have any significant adverse impacts on the environment with regard to population (i.e. through the effects of traffic, visual intrusion, noise, vibration and other nuisance), flora and fauna, soil, air and climate and material assets. Indeed, it concluded that many of the impacts would be either positive, or neutral.
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11.85 Whilst La Gigoulande Quarry is the preferred option for future landfill in the Island (possibly combined with land reclamation, where there is a proven strategic need), there could be other proposals from the private sector for the development and operation of terrestrial landfill sites, including proposals from other quarry operators. For example, proposals could be brought forward for controlled landfill at Simon Sand and Gravel, which would provide opportunities to restore dune habitats in the area and provide linkages with the Blanches Banques SSI to the south (i.e. Jersey’s last remaining sand dune system). It is important, therefore, to have appropriate policy criteria in place for the consideration of any such proposals.

11.86 The only other options for permanent terrestrial landfill are 'land raising' and infilling of a valley/s and filling in old derelict mineral workings. None of these options are considered appropriate. The first two are likely to have a seriously detrimental impact on local landscape character, local wildlife and agricultural or other valuable open land. As to the third option, many, if not all, old derelict mineral workings in the Island will not be suitable for waste disposal, because of their restricted size and form, or the lack of suitable access, or because they have acquired significant conservation importance.

Policy WM 8

Residual waste and terrestrial landfill sites

The Minister for Planning and Environment will seek to ensure the continuity of disposal opportunities for residual inert waste and residual treated non-inert waste during the Plan period and beyond, by making provision for appropriate/suitable terrestrial landfill.

La Gigoulande Quarry is designated for use as landfill, subject to the outcome of an up-to-date Environmental Impact Assessment.

The types of waste and methods of disposal at this site will be determined in accordance with the Minister for Transport and Technical Services’ requirements and the evolving Solid Waste Strategy. However, permission will only be granted for proposals which involve landfill with residual waste materials that have been subject to recovery processes, or from which value cannot be recovered.

Proposals to ensure that any long-term environmental impacts of landfill at the site are satisfactorily controlled, and to ensure long-term restoration of the site, will be supported in principle, provided they satisfactorily address the following issues:

- Impact on human health;
- The impact on local amenity;
- Traffic impact;
- Impact on water resources;
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- Visual impact;
- The extent to which recyclable waste is used in the landfill; and
- Other issues arising from the Environmental Impact Assessment process.

Proposals which would prejudice the use of this site for landfill will not be permitted.

Proposals for terrestrial landfill sites elsewhere in the Island will not be permitted, except where the proposals:

- contribute to the restoration of suitable existing mineral workings and bring back land to productive use;
- do not lead to sterilisation of significant mineral reserves;
- would not result in an unacceptable adverse environmental impact that cannot be prevented or appropriately controlled by mitigating measures; and
- would meet the detailed criteria set out above in respect of La Gigoulande Quarry.

Permission will not be granted for land raising using inert or non-inert waste unless:

- it provides essential interim capacity;
- it forms part of the co-ordinated approach to waste management set out in the evolving Solid Waste Strategy; and
- there is a demonstrable gain in benefits sufficient to outweigh harm arising from the proposal.

Any such permission would, in any event, only be acceptable on a temporary basis.

Land reclamation

11.87 Historically, there has been incremental reclamation of the foreshore of St. Helier for at least 200 years. However, since the 1960’s land reclamation has been undertaken on a relatively large scale as the sole means of inert waste disposal. The principal reclamation areas that have been in-filled over this period include La Collette I and the area to the West of Albert Pier, which were completed in 1981 and 1996 respectively. When the current land reclamation scheme at La Collette II is complete, the total reclaimed area from the three sites will be in excess of 160 acres.

11.88 In addition to providing a valuable waste disposal facility, land reclamation has, over many years, provided the bonus of making available prime development land to meet the community’s needs for homes, businesses and social and leisure activities. There can be little doubt that land reclaimed from the sea has resulted in
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less greenfield development than would otherwise be the case. In this way, it can be argued that land reclamation has made an important contribution to protecting the quality of the Island’s remaining countryside areas, which have long been recognised as being among the Island’s finest assets.

11.89 Creating development areas around La Collette has locational advantages, given the proximity to town with its significant resident population and potential workforce, the accessibility to a wide range of community facilities and services, the existing utilities and infrastructure provision, the reduced need to travel and the opportunities to use more sustainable forms of transport (i.e. walking, cycling and public transport). Perhaps most importantly, however, further land reclamation at La Collette could prove beneficial in serving important strategic interests of the Island associated with the long-term expansion needs of the port and the potential requirements to locate or relocate infrastructure in the area, including the gas and fuel farms.

11.90 There would be significant longterm strategic advantages in relocating the commercial port to the La Collette area, which could achieve greater operational efficiency and effectiveness together with improved access, berthing and protection for shipping and more rationalised landside and marine operations. The release of the existing port area could also create a major development opportunity for much-needed homes and other uses. Feasibility work is on-going in this regard. It is also likely that the relocation of the hazardous gas and fuel farms will be regarded as a strategic necessity, in the light of the extraordinary incident at Buncefield, as a safety measure and to avoid unduly constraining potential development of the La Collette II reclamation site for commercial and other uses. Indeed, preliminary consideration has already been given to potential relocation to the south of La Collette, either offshore or as an extension to the existing reclamation site (N.B. In addition to the option of resiting the facility within the existing reclamation site).

11.91 Notwithstanding the above, there are some major disadvantages in pursuing the land reclamation option. There would be considerable expense involved in engineering a new site and some potentially serious environmental impacts, including:

- the potential detrimental visual impact of landfill for many years in a sensitive coastal location;
- further loss of areas of ecologically valuable marine habitat, which is arguably of higher importance and more sensitive than terrestrial habitats;
- less predictable impacts, such as on tidal flows and sedimentation patterns around the coastline; and
- potential incursion into a Ramsar site.

11.92 In recent years the States has recognised the value of, and sought to protect the Island's precious marine environment, including the inter-tidal zones. Further land reclamation from the sea would not be consistent with previous States’ policy decisions and commitments in this regard, including the recently approved Integrated Coastal Zone Management Strategy, 'Making the Most of Jersey's Coast', 2008.
The 2002 Island Plan introduced the notion of a 'Marine Protection Zone' extending from Mean High Water to the territorial limits, in order to safeguard and ensure sustainable use of the Island's marine resources. The relevant policy governing the 'Marine Zone' (Policy NE5) has been carried forward into this Island Plan and effectively presumes against further marine land reclamation. The only exception to this previously was a proposed small-scale reclamation site at St. Aubin. However, this proposal has since been opposed by a local forum and has not been included within the current plan. The Integrated Coastal Zone Management Strategy also adopts the 'precautionary principle' in this regard and discourages further land reclamation.

Perhaps most notably, any extension of La Collette II reclamation site to the south or east would intrude into and be contrary to the designated South-East Coast Ramsar site (see Policies SP4 and NE1). The Ramsar site was approved by the States in 2000 and extends from the seaward edge of the tanker berth at the Harbour to the tip of Gorey Pier. This is a wetland of international importance. It is one of the largest intertidal reefs in Europe and an important wintering habitat for waders and wildfowl and its designation as a Ramsar site places clear obligations on the States to conserve the area and ensure wise use. The Environment Department has identified four potential adverse impacts of future land reclamation on the marine environment of the Ramsar site and the sea outside it, as follows:

- **Direct loss of sea and inter-tidal habitat.** This would need to be carefully studied;
- **Impact on sedimentation patterns and indirect impact on marine habitat elsewhere.** This was recognised as a problem when La Collette II was proposed and changes to sedimentation have had an adverse impact on St. Aubin’s Bay;
- **Impacts on hydrology / saline flow.** Previous studies have concluded that further southwards extension of La Collette would adversely impact on St. Clement’s Beach; and
- **Risk of pollution.** From activities such as off-loading petro-chemicals into the fuel farm.

It is an overarching principle of the Ramsar Convention that a wetland should remain designated as a Ramsar site and that the whole of its original extent should remain designated, whenever possible and appropriate. However, the Convention does give contracting parties the right to delete or restrict the boundaries of listed wetlands because of its urgent national interests. The Contracting Party in this instance is the UK Government and so, if it wished to pursue land reclamation in the designated Ramsar site area, the States must first persuade the UK Government that its justification constitutes the equivalent of an 'urgent national interest'. Where this is accepted, the Contracting Party is required by the Convention to provide adequate compensatory measures for the loss of conservation interests.

In view of the above, and given the alternative option available for terrestrial landfill, it is considered that land use policy should, as a general rule, continue to give priority to terrestrial landfill over marine land reclamation. However, it has to...
be recognised that there may be circumstances where it would be appropriate to permit further land reclamation, for example, where there is deemed to be a proven urgent strategic interest, which cannot be met by terrestrial landfill or other more acceptable means and which outweighs other material planning considerations, including local environmental impacts. Where land reclamation proposals are supported, it may be necessary to divert waste destined for disposal from terrestrial landfill to the reclamation site. Any such proposals, because they would involve depositing material into the sea in UK waters, would also require a license under Part II of the Food and Environment Protection Act, 1985.

Policy WM 9

Land reclamation

Proposals for new land reclamation sites, for the disposal of residual inert waste, will only be permitted, where:

- it is proven to be in the Island’s urgent strategic interest;
- the strategic interest cannot be met by more suitable landfill or development options elsewhere;
- there is a demonstrable gain in benefits sufficient to outweigh harm arising from the proposal;
- the proposals are subject to a satisfactory Environmental Impact Assessment;
- adequate compensatory measures for loss of conservation interests are put in place; and
- the fill (other than where it is required for engineering purposes) is restricted to inert residual waste materials that have been subject to recovery processes, or from which value cannot be recovered.

Any proposals will need to satisfactorily address the following environmental issues:

- impact on human health;
- impact on marine habitat and species;
- impact on sedimentation patterns;
- impact on hydrology / saline flow;
- the risk of pollution;
- traffic impact;
- impact on local amenity (including adverse levels of disturbance near the site or on routes to and from it, from noise, vibration, dust, fumes, gases, odour, illumination, litter, or pests);
- visual impact; and
- other issues arising from the Environmental Impact Assessment process.
Waste Management

No proposals for land reclamation will be approved in the designated Ramsar area or in areas which would have an adverse effect upon the intrinsic environmental values of the Ramsar area, unless:

- they satisfy the above criteria;
- there are adequate compensatory measures to secure the overall value of the Ramsar site series by way of quality and area;
- there is a favourable response from the Ramsar Council of Parties; and
- the proposals accord, as far as practicable with approved Ramsar management plans and other principles and policies of the Plan.

Restoration of landfill sites

11.96 The Minister for Planning and Environment will demand high and consistent standards of restoration of landfill sites (including terrestrial landfill and land reclamation sites) at the earliest practicable date. Indeed, if there is serious doubt as to whether satisfactory restoration can be achieved at a particular site, then permission for landfill may not be granted. There is, therefore, a need for a programme of proposals for site restoration, aftercare and beneficial after-use to be submitted for consideration with any planning application. These proposals will also need to be addressed in the required Environmental Impact Assessment.

11.97 In most cases, the Minister will require full working and restoration plans to accompany proposals. However, there may be instances where the initial restoration plans can be no more than a framework of broad aims. In such cases, these aims will need to be kept under regular review throughout the period of use of the site and more detailed restoration proposals will need to be submitted closer to the end of the infilling exercise.

Policy WM 10

Restoration of landfill sites

Restoration and after-use schemes for proposed land reclamation and terrestrial landfill sites shall be submitted with the development proposals and included in their associated Environmental Impact Assessments, which demonstrate that the site will be restored to an appropriate use within a reasonable time-frame.

The Minister for Planning and Environment will support the restoration of sites to other beneficial uses which accord with the policies and proposals of this Plan.

Restoration proposals should demonstrate a positive enhancement of both the site and the landscape character of the area and will be required to commence at the earliest opportunity, where possible.
Waste Management

The Minister for Planning and Environment will also seek to ensure that, where appropriate, adequate provision is made for other environmental enhancements and public benefits, including the creation of appropriate wildlife habitats, respect for existing features and habitats of conservation interest, the creation of new public access to land, and the provision of land for local public amenity.

All restoration proposals should have regard to and accord with the objectives of the Countryside Character Appraisal and the Biodiversity Strategy.

A scheme for aftercare, following restoration, will be required for sites which are to be restored for agriculture, woodland or amenity use and the operator and/or landowner will be expected to make provision for the long-term maintenance and management of the land.

The Minister for Planning and Environment will seek to secure necessary restoration and landscaping works and appropriate aftercare by means of conditions attached to planning permissions, or through planning obligations agreements.

Development in the vicinity of waste management facilities

11.98 Waste management facilities perform a vital function in the treatment and disposal of the Island’s waste and the Minister for Planning and Environment will approve such facilities in suitable locations. In determining planning applications for these facilities, careful consideration is given to the potential adverse impact on neighbouring land uses. It is recognised, however, that despite continually improving environmental standards, the operations carried out in such facilities can have adverse impacts on the environment and amenities of surrounding areas. Certain facilities may, for example, pose potential risks associated with noise, odour and birds.

11.99 It is important, therefore, to use planning controls to ensure that proposed developments in proximity to existing and approved waste management facilities and any associated potential sources of pollution are suitable and not subjected to unacceptable adverse impacts. By so doing, it will also prevent unnecessary risks to the continuation of permitted activities on waste management sites. In this regard, consideration will need to be given to the sensitivity of proposed uses in the vicinity of waste management facilities. In some instances, residential and other sensitive uses may not be regarded as appropriate.
Policy WM 11

Development in the vicinity of waste management facilities

Proposals to develop land in the vicinity of existing or approved waste management facilities will only be permitted where they:

- will not prejudice or unduly restrict the permitted activities of the waste management facility;
- will not give rise to unacceptable adverse impacts in terms of people, traffic or the environment.

LWM: Liquid waste

LWM: Introduction

11.100 The foul sewerage network covers a large proportion of the Island and some 86% of properties (approximately 30,600) are currently connected to it. The remaining 14% (approximately 5,000) are served by a number of private sewage treatment plants, septic tanks, and where these are not feasible, by tight tanks.

11.101 With the exception of a small and fairly modern packaged treatment plant at Bonne Nuit and a gravity link direct to the Bellozanne Sewage Treatment Works from the north, the sewerage network discharges to First Tower Pumping Station, via a series of smaller pumping stations, rising mains and gravity sewers. From there, the sewage is pumped to the main Sewage Treatment Works at Bellozanne. The sewerage system generally works well during dry weather, but comes under severe pressure during very wet weather.

11.102 Under normal conditions, flows to the works are treated to a high standard, but there are some technological and loading issues which make it difficult to maintain the standard of the final effluent at all times, especially during storm flow conditions. Indeed, the works is currently struggling to meet its discharge consent and would fail to meet the nitrogen standards required to comply with the ‘EU Urban Wastewater Treatment Directive’ to avoid eutrophication in St Aubin’s Bay. A precautionary approach has been taken to identify the Bay as sensitive, subject to the findings of the St Aubin’s Bay Eutrophication Study, which is currently underway. The works would also require improvement to comply with tightened bacteriological standards in the revised ‘EU Bathing Water Directive’. The deadline for full compliance in Europe is 2015.
Waste Management

11.103 A particular problem associated with the existing Bellozanne Sewage Treatment Works is the short sea outfall which discharges final effluent into St. Aubin’s Bay. This currently extends to the mid-tide water mark, which is not good practice for a bathing area and is contrary to UK best practice.

11.104 Particular problems associated with the current sewerage system include:

- Parts of the system where its capacity is exceeded during extreme rainfall events. This is due to the volume of surface water which enters it either directly or indirectly, including illegal surface water connections.
- The capability of the network to accommodate additional flows from new development or from extensions to existing properties.

11.105 These problems result in overloading of the Sewage Treatment Works and drainage system and can potentially cause difficulties in meeting health and environmental standards.

LWM: Objectives and indicators

**Objective WM 2**

Liquid waste management objectives

1. To help minimise the amount of liquid waste generation through land use policies that facilitate waste reduction;
2. To reduce the risk of pollution to the water environment from foul water systems from development;
3. To encourage the provision of sustainable surface water drainage techniques in the design and layout of new development;
4. To make sufficient provision for planned liquid waste management facilities.

**Indicators WM 2**

Liquid waste management indicators

1. A reduction in the volume per capita being managed at the Island’s Sewage Treatment Works.
2. The annual proportion of approved development incorporating water conservation and recycling facilities.
3. The annual proportion of approved developments which are to be: connected to the public foul sewer; served by packaged treatment plants; and served by tight tanks and septic tank systems.
4. The annual proportion of approved developments incorporating sustainable surface water drainage systems.
5. The granting of planning permission for and timely implementation of proposals for a replacement Sewage Treatment Works and infrastructure to enable the successful implementation of the Liquid Waste Strategy.

LWM: Current position

11.106 The existing Legal requirements can be summarised against the following two Jersey Laws:

- **Water Pollution (Jersey) Law 2000**
  - Ensure activities do not cause pollution.
  - Establish and issue discharge permits and ensure that no condition of a discharge permit is contravened.

- **Drainage (Jersey) Law 2005**
  - Establish and issue Trade Effluent Consents to foul sewer.
  - Provide, maintain, improve and extend a system of public sewerage facilities so that Jersey is and continues to be effectively drained.
  - Provide for the emptying of public sewers and deal with the contents by sewage disposal works or other means.

11.107 The collection, treatment and disposal of sewage can have environmental and health impacts at the point of discharge, at any point in the system, at overflows, at the discharge point from the Sewage Treatment Works and at the disposal point for the sludge. Groundwaters, surface waters (streams and lakes) and coastal waters are all at risk with potential impacts on water supplies, agriculture, fisheries and tourism.

11.108 In addition to the above health impacts, customers can be impacted by odour, flooding (either from overloaded sewers or inadequate watercourses), sewer collapses, sewer blockages and/or aesthetic deterioration (sewage litter).

11.109 However, good management of the system ensures that these issues are kept to a minimum, ensuring that the impact on the environment is minimised.
Waste Management

LWM: Policy context

States strategic policies

11.110 Although Jersey has particular constraints that impact on the options for liquid waste management, the States has made strong commitments to deal with waste in the most environmentally sensitive manner. The Strategic Plan 2006-2011 made a commitment to maintain and enhance the natural and built environment and aimed to promote “clean air, clean water and uncontaminated land” and “a physical infrastructure which supports the economic and social needs of the Island”. It suggested that these aims would, among other things, be indicated by:

- A reduced number of pollution incidents;
- An increase in effluent treatment works compliance;
- Annual maintenance costs for infrastructure at least equal to minimum investment identified to maintain assets; and
- No pollution incidents caused by lack of maintenance of infrastructure.

11.111 The Plan also included specific commitments to:

- Develop a sustainable liquid waste policy to comply with European Union standards;
- Secure adequate investment and implement a programme of maintenance to ensure waste management infrastructure is maintained to at least minimum standards; and
- Ensure that the physical infrastructure, including the water supply and waste strategies, is able to cope with any population increase.

11.112 A key priority of the Strategic Plan 2009-14 is also “to maintain and develop the Island’s infrastructure”. To this end, the Strategic Plan proposes to invest in improved solid and liquid waste infrastructure. Included among the key areas for focus over the lifetime of the Plan is a major project for maintaining the Island’s sewerage infrastructure for the treatment and disposal of the Island’s liquid waste.

Liquid Waste Strategy

11.113 The Minister for Transport and Technical Services is currently in the process of preparing a Liquid Waste Strategy, to cover its requirements over the next 20 years. This is to ensure that liquid waste will be dealt with safely and efficiently, including allowing for projected population and tourism growth. The work to date has established the need for substantial future investment in sewage and sludge treatment and the liquid waste service.
International obligations

11.114 Being a Crown dependency, Jersey is not part of the European Union (EU). However, in “2000 and Beyond” and in the Environmental Charter of 1996, the States made a commitment that Jersey Law would require standards at least equivalent to those of the EU. Also, successive Strategic Plans have made commitments to meeting international standards.

11.115 Compliance with the International Conventions and EU Directives will be used to drive the Liquid Waste service. Key aspects under these Directives and Regulations are:

1. Bellozanne Sewage Treatment Works would need improvement to meet the EU Urban Wastewater Treatment Directive on nitrogen discharge limits of 10mg/l.
2. Bellozanne Sewage Treatment Works has an unstable performance and occasionally fails to meet the requirements of the EU Bathing Water Directive in relation to coliforms and streptococci standards. The Directive sets a deadline for improvements by the end of 2015.
3. EU Directive on the Use of Sewage Sludge in Agriculture and UK Sludge (Use in Agriculture) Regulations (1989). These control the application of sewage sludge to agricultural land. They are potentially going to be tightened.

LWM: Policies and proposals

Liquid waste minimisation and new development

11.116 Where the production of foul waste cannot be avoided, every effort should be made to minimise the volumes that have to be managed. This will be important for households which rely on tight tanks, septic tanks and other private sewerage systems. In addition, this will be important for the management and future development of the Sewage Treatment Works and disposal system by:

- Improving capacity and reducing unnecessary stresses on the system;
- Reducing energy consumption;
- Reducing the extent of necessary and potentially expensive upgrading; and
- Improving the standard of final effluent discharge.

11.117 Policy NR2 aims to encourage water conservation and recycling wherever practicable, primarily to reduce the consumption of an expensive and scarce resource. However, the measures put forward to achieve these ends are also important for reducing the overall volume of foul sewage discharged from developments and smoothing demand flows. Those measures which might be effective in this regard include:

- Installation of effective showers (over baths);
- Reduced capacity of toilet flushes;
Waste Management

- Use of “grey water” for toilet flushing;
- Use of flow restrictors to taps; and
- Use of low water use appliances.

Policy LWM 1

Liquid waste minimisation and new development

In considering proposals for new development, the Minister for Planning and Environment will seek to encourage water management measures to minimise the volumes of sewage effluent that has to be managed.

Applicants should submit details of the steps taken to minimise volumes of sewage effluent with their planning applications, either in a separate report, or as part of a ‘Site Waste Management Plan’.

Such measures may be secured by planning conditions and obligations, where appropriate.

Regard will be made to constraints on the capacity of the existing Sewage Treatment Facility and Drainage System in consultation with the Minister for Transport and Technical Services.

Foul sewerage facilities

11.118 The availability of foul sewerage infrastructure and the suitability of proposed foul water systems are material considerations in dealing with planning applications and the Minister for Planning and Environment, in consultation with the Minister for Transport and Technical Services, will need to be satisfied that the foul sewerage arrangements are satisfactory.

11.119 The Minister for Transport and Technical Services has been charged with the responsibility for extending the foul sewerage system to as many areas of the Island as practicable, economic and environmentally viable. Currently some 86% of Island properties are connected to the foul system. Plans for future development and renewal of this system are presently being drawn up as part of the emerging ‘Liquid Waste Strategy’, which should ensure adequate capacity in the foul sewerage system for the foreseeable future, subject to funding. Notwithstanding this, there remain a large number of properties, predominantly in the rural areas, that are not connected to a foul sewer. These rely on a variety of techniques, including septic tanks and soakaways, tight tanks and private sewage treatment plants.
New developments which rely on such techniques may, either individually or cumulatively, increase the risk of pollution to the water environment, due to overloading, poor maintenance, inadequate soakaways, irregular emptying of sludge and the limited effective life of such systems. Given the potential hazards associated with such systems, the primary aim is to ensure that most new development is connected to the Island’s public sewerage systems. Responsibility for the cost of making a connection and/or providing increased capacity in the public sewers and pumping stations, will be the applicant’s, and this may be the subject of a legal agreement.

Where connection to the foul sewerage system is not economically feasible, the Minister may be prepared to consider a private packaged treatment plant incorporating a combination of processes which offers full treatment of sewage effluent. However, proposals for adequate primary and secondary treatment and maintenance of the system will need to be clearly demonstrated.

The use of tight tanks may be considered in exceptional circumstances, where mains sewerage or packaged treatment plants are not feasible options.

In determining the suitability of any of the above techniques, the Minister will aim to satisfy himself that the proposal is acceptable in the long-term, on the basis of:

- Information provided by the developer, which should include a statement as to why a connection to the public sewer is not economically feasible;
- Comments provided by appropriate bodies and consultees, including the requirements of the Minister for Transport and Technical Services; and
- Planning and Building Law considerations.

Planning permission will be refused for development, where the physical arrangements proposed for on-site sewage treatment are unsatisfactory, or where a ‘Discharge Permit’ would not be forthcoming due to pollution risks. Furthermore, temporary measures, where the intention is to connect to the sewerage systems at a later date will not normally be granted, if the short-term proposals are likely to give rise to adverse environmental, amenity or public health problems.

**Policy LWM 2**

**Foul sewerage facilities**

Development which results in the discharge of sewage effluent will not be permitted unless it provides a system of foul drainage that connects to the mains public foul sewer (to the satisfaction of the Minister for Planning and Environment in consultation with the Minister for Transport and Technical Services).
Responsibility for the cost of making a connection and/or providing increased capacity in the public foul sewerage systems and pumping stations, so as to accept any additional flow from the development, will be the applicant’s, and this may be the subject of a legal agreement between the applicant and the Minister.

In exceptional circumstances and where it has been demonstrated by the applicant that connection to the mains public foul sewer is not economically feasible, taking into account viability and practicability, consideration may be given to a packaged treatment plant offering full treatment, provided it is demonstrated that:

1. the final effluent from the development will meet standards and conditions set by the Minister for Planning and Environment and the Minister for Transport and Technical Services; and
2. adequate provision is made for future operation, monitoring / telemetry and maintenance throughout the life of the plant, which is to the satisfaction of the Minister for Planning and Environment in consultation with the Minister for Transport and Technical Services and which is supported by a planning obligation agreement and meets the terms of the conditions of any required “Discharge Permit”.

Planning permission may be granted in exceptional circumstances for small-scale development which results in an increase of foul sewage discharge and relies on non-mains sewerage disposal, including existing septic tanks (where these have been shown to be performing adequately) and tight tanks. Such developments might include: extensions and alterations to existing residential properties; conversions of existing non-residential buildings to create no more than two dwelling units or other similar small-scale uses; incidental buildings within the curtilage of domestic dwellings; essential agricultural workers’ accommodation; and other small-scale developments; where these would otherwise be considered appropriate having regard to policies NE6 Policy NE 6 'Coastal National Park', Policy NE 7 ‘Green Zone’ and other relevant policies of the Plan.

In such cases, the applicant must successfully demonstrate that:

1. Connection to mains drains is not feasible;
2. The installation of a packaged treatment plant would be unreasonable;
3. The increase in the amount of effluent as a result of development will be negligible;
4. Ground conditions are appropriate and the development plot is of adequate size to provide an adequate sub-soil drainage system;
5. Development will not create or add to a pollution problem;
6. The development will not place an unacceptable burden on amenity or cause public health or environmental problems;
Waste Management

7. Adequate provision is made for maintenance and monitoring; and
8. The development is in accordance with other principles and policies within the plan.

Where it is proposed to increase the potential sewage discharge to an existing non-mains sewerage system, which may give rise to the problems referred to above, there will be a requirement to make suitable improvements to the system, which may include a requirement to replace an old septic tank with a new packaged treatment plant.

For the avoidance of doubt, proposals for the use of septic tank systems, tight tanks and other such systems will not be permitted where:

1. A ‘Discharge Permit’ is unlikely to be forthcoming; and
2. The proposals are put forward as a temporary measure with the intention of connecting drainage to the public sewerage system at a later date and may give rise to problems referred to above.

Applicants are required to submit sufficient information regarding the means of sewage disposal to allow a proper assessment of the proposals. Where this information is not provided, the application will be refused.

Regard will be made to constraints on the capacity of the existing Sewage Treatment Facility and Drainage System in consultation with the Minister for Transport and Technical Services.

Proposals for the development of land in the vicinity of sensitive foul sewerage facilities, as indicated on the Proposals Map, including the package treatment plant at Bonne Nuit, tanker discharge points and pumping stations with odour control units, will only be permitted where they will not or unduly restrict the activities of these facilities.

Surface water drainage facilities

11.125 Rain falling on buildings and hard surfaces is unable to infiltrate into the ground, so it needs to be drained artificially in order to prevent problems of localised flooding downstream. New development tends to extend the area of impermeable ground, so increasing surface water run-off. Conventional drainage systems have involved removing rainfall from impervious surfaces in developments as quickly as possible and piping it away to discharge it to the public sewerage system or nearby watercourses and water bodies. These can often lead to problems, including:

- **downstream flooding** – caused by high rates of surface water flow for shorter periods
Waste Management

- **poor water quality** in streams and ground water due to certain contaminants contained in surface water outfalls (e.g. oil, organic matter and toxic chemicals).

- **lowering the water table** – reducing the amount of water available for infiltrating into the ground will reduce the volume of ground water storage leading to a drop in ground water levels and the base flow of streams.

- **ecological damage** – the above factors, combined with the erosion and deposition associated with higher flows and the reduction in oxygen level due to the suspension of high levels of silt can seriously damage natural habitats, flora and fauna.

11.126 In order to prevent the surface water drainage from new developments damaging the environment, the Minister for Planning and Environment is keen to support an alternative approach designed to manage surface water run-off in a more sustainable way. Sustainable drainage systems (SuDs) use softer engineering solutions, which seek to mimic natural drainage processes and help to promote wider environmental objectives.

11.127 Sustainable drainage systems can take many forms, including soakaways, filter drains/trenches, swales, retention ponds/tanks and basins, hydro-brakes on pond and tank outfalls, permeable paving for footpaths, yards and car parks, green roofs and sensitively re-engineered channels or reed beds, depending on the nature of the development and the area.

11.128 As a general rule, the Minister will seek to ensure that surface water run-off is managed in line with the following drainage hierarchy:

- store rainwater for later use (see Policy NR2: 'Water Conservation');
- use infiltration techniques, such as permeable/porous paving, soft landscaping and soakaways;
- attenuate rainwater in ponds and basins and other open water features for gradual release to a watercourse;
- discharge rainwater direct to a watercourse;
- attenuate rainwater by storing in tanks or sealed water features for gradual release to a public surface water sewer; and
- discharge rainwater to a public surface water sewer.

11.129 The Minister will publish supplementary guidance on sustainable drainage to provide additional advice and assist with development control considerations. However, in designing the drainage for new developments, applicants should take into account the following issues at the project design stage:

- integration of sustainable drainage systems into the overall design and layout;
- opportunities for the remediation of any contaminated land, where necessary;
opportunities for wildlife habitat creation;
agreements required for maintaining and operating the systems; and
arrangements necessary for monitoring long-term performance.

Proposal 33

Surface water drainage systems

The Minister will publish supplementary guidance on sustainable drainage to provide additional advice and assist with development control considerations.

11.130 Developers will be required to fund sustainable drainage systems where these are practicable and legal agreements will be used to ensure maintenance and control of run-off to approved levels in perpetuity.

11.131 Where discharge of surface water to the public sewerage system is unavoidable, the responsibility for the cost of making a connection and/or providing increased capacity to accept the additional flows, will be the applicant's, and this may be the subject of a legal agreement.

Policy LWM 3

Surface water drainage facilities

The Minister for Planning and Environment will expect proposals for new development and redevelopment to incorporate Sustainable Drainage Systems (SuDs) into the overall design wherever practicable.

Applicants will be required to ensure that surface water run-off is managed as close to its source as possible in line with the following drainage hierarchy:

- Store rainwater for later use in accordance with Policy NR 2 'Water capacity and conservation';
- Use infiltration techniques, such as porous surfaces;
- Attenuate run-off in open water features for gradual release to a watercourse;
- Attenuate run-off by storing in tanks or sealed water features for gradual release to a watercourse;
- Discharge run-off direct to a watercourse;
- Attenuate rainwater by storing in tanks or sealed water features for gradual release to a public surface water sewer; and
- Discharge rainwater to the public surface water sewer.

Sustainable drainage systems will not be required where it can be demonstrated by the applicant that there are practical reasons for not doing so, such as:
They would be likely to cause significant land or water pollution; or
The site’s ground conditions would preclude their use; or
The size of the site precludes their use; or
They would cause damage to adjacent buildings or sites.

Discharges of surface water to groundwater, or to local watercourses and water bodies will be required to meet quality standards and conditions set by the Minister and will not be permitted where this would lead to pollution.

Applicants will be expected to incorporate remedial measures into drainage systems to avoid the risk of pollution from oil and other chemicals, where appropriate.

Discharge rates will normally be required to be limited to pre-existing natural rates of run-off so as to avoid causing or exacerbating flooding, either locally or remotely. However, in appropriate circumstances, where flood risks to adjacent properties are highest, there may be a requirement to reduce the pre-existing discharge of run-off.

Discharges of surface water to the public sewerage system will not be permitted unless approved by the Minister for Transport and Technical Services and, if accepted, will be required to be separate from foul sewage. Responsibility for the cost of making a connection and/or providing increased capacity in the public sewerage system and pumping stations, so as to accept the additional flow from the development, will be the applicant’s and may be the subject of a legal agreement between the applicant and the Minister.

Where appropriate, planning conditions or legal/planning obligation agreements will also be imposed or sought to ensure that Sustainable Drainage Systems are provided and maintained in the long-term.

In all cases, applicants will be required to submit sufficient information regarding the means of surface water disposal to allow a proper assessment of the development proposals. Where this information is not provided, the application will be refused.

Proposals for new development which would impact on the discharge of surface water will not be permitted, unless satisfactory provision is made for surface water disposal, to the satisfaction of the Minister in consultation with Jersey Water and the Minister for Transport and Technical Services.

Regard will be made to constraints on the capacity of the existing Sewage Treatment Facility and Drainage System in consultation with the Minister for Transport and Technical Services.
Waste Management

Sewage treatment works and sea outfall

11.132 The age and condition of the existing Bellozanne Valley Sewage Treatment Works, referred to previously, combined with projected growth in the population over the next 30 years and improving effluent standards, has prompted a review of the options for sewage treatment, as part of the on-going Liquid Waste Strategy.

11.133 Acceptable locations for Sewage Treatment Works are constrained by topography, the need to optimise accessibility to the populations served, the need to avoid major revisions in the existing sewerage systems and the need for close proximity to the sea for discharge of the final effluent. Normally, such considerations would indicate that the existing works should be improved and developed to provide the capacity to meet future requirements. Proposals for new works are only likely to be granted where the development cannot be satisfactorily accommodated at the existing site, and the proposed new development meets normal planning and environmental considerations.

11.134 A Liquid Waste Strategy is being developed which includes two alternative locations for consideration for the principal Sewage Treatment Works. These are:

- Retaining and improving the existing Bellozanne Sewage Treatment Works, or
- A replacement works on reclaimed land at La Collette.

11.135 Either location option could provide conventional sewage treatment with a long sea outfall to discharge the effluent into deep water/non-sensitive waters. Alternatively, a higher standard of sewage treatment (including nitrification to the Urban Waste Water Treatment Directive standard) could be provided together with a shorter outfall into St. Aubin’s Bay. This outfall would be longer than the existing one, because of the need for it to be submerged at all times. Clearly, there are economic, social and environmental advantages and disadvantages with each option.

11.136 A detailed study of the environmental impacts of the different sea fall outlets will be prepared.

Policy LWM 4

Sewage treatment works and sewerage outfall

The Minister for Planning and Environment will support proposals for the development, enhancement and extension of the existing principal sewage treatment works, within the identified operational site for waste management at Bellozanne, provided the proposal complies with other relevant policies in this plan.

Proposals for a new/replacement principal sewage treatment site will be supported where it can be shown that:
the development is more appropriate than accommodation at the existing site;

- the alternative site is suitable for the use and is demonstrably the best performing of the alternative locations reasonably available;

- the proposal is necessary to support planned population growth, or major new development, or a required improvement in effluent standards;

- there is a demonstrable gain in benefits sufficient to outweigh any potential harm arising from the proposal;

- the proposals are subject to a satisfactory Environmental Impact Assessment; and

- the proposals comply with other relevant policies in the Plan.

The Minister will also support the construction of a longer sea outfall to replace or supplement the current short one, in combination with appropriate treatment at the existing principal sewage treatment works or any approved replacement works, provided the proposal complies with other relevant policies of this plan.

Any proposals for a new or extended sewage treatment works and/or a modified sea outfall will need to satisfactorily address the following health and environmental issues and must have:

- an acceptable health impact;

- an acceptable impact of discharges on the quality of sea water and marine or terrestrial habitats;

- no unacceptable risk of pollution;

- no significant unacceptable traffic impact (land and sea);

- an acceptable impact on local amenity, including no adverse levels of disturbance near the site or on routes to and from it, from noise, vibration, dust, fumes, gases, odour, illumination, litter or pests;

- satisfactorily dealt with other issues arising from the Health and Environmental Impact Assessment processes and from the aims of the Marine Zone; and

- an acceptable visual impact.

For the avoidance of doubt, ultra-violet disinfection or an equivalent system will be required at all sewage treatment works so as to safeguard bacteriological quality for bathing and fisheries.

Regard will be made to constraints on the capacity of the existing Sewage Treatment Facility and Drainage System in consultation with the Minister for Transport and Technical Services.

Proposals for the development of land in the vicinity of the existing principal sewage treatment site, or any approved replacement site will only be permitted where they:
Waste Management

- will not prejudice or unduly restrict the permitted activities of the sewage treatment works; and
- are in accordance with other principles and policies of the Plan.
Waste Management
12 Implementation and Monitoring

12.1 It is important to keep development control policies up-to-date and to monitor their effectiveness. This monitoring will be undertaken in two principal ways:

- through the indicators which have been developed to provide a consistent basis for monitoring the performance of the key Island Plan policies against the spatial objectives. These indicators have been chosen to provide a guide to overall progress and to establish the basis for identifying where the spatial strategy needs to be strengthened, maintained or changed in some way. The operation of the development control policies will be instrumental in addressing many of these indicators and the extent to which the ‘control’ measures indicated are contributing, or otherwise, to the position identified.

- through the evaluation of decisions on planning applications, including particularly planning appeals, and the extent to which the development control policies have been supported. The table of indicators and targets set out below is designed to allow this monitoring to take place by providing a framework for the monitoring of the development control policies by policy. It is not considered necessary to provide an indicator for every policy.

12.2 An Annual Monitoring Report (AMR) will be prepared to indicate the extent to which the various policy targets set out in the Island Plan and related supplementary planning documents are being met by 2018. As part of this process the role and function of these development control policies will also be examined in order to assess whether any adjustment is required.

Proposed monitoring framework

12.3 This document is accompanied by a Strategic Environmental Appraisal (SEA) Report, considering the environmental effects of the operation of the policies set out, particularly in terms of measuring the contribution towards achieving sustainable development. One of the deliverables from this work was to develop a framework for monitoring the effects of the Island Plan and determining whether the predicted environmental effects are realised. The framework is based around the environmental objectives and includes the following elements:

- the potentially significant impact that needs to be monitored
- a suitable monitoring indicator
- a link to the relevant policies in the Plan to which the use of the monitoring indicator will apply
- the proposed frequency of the monitoring

12.4 The Island Plan is a 10 year plan and this is a significant period of time over which the Island Plan will need to be monitored. Over this period it is expected that new monitoring indicators will be identified and that it may be necessary for the
monitoring framework to be updated annually to ensure that the most appropriate indicators are used. The framework outlined in Table 12.1 should, therefore, be subject to regular review and update.

### Policy IM 1

**Plan, monitor, manage**

Compliance with policies and proposals in the Island Plan will be continuously monitored throughout the Plan period. If, through monitoring, it appears that policies and proposals are not being met, the following mechanisms will be triggered:

1. review of housing and employment land supply and allocations;
2. action to bring forward sites for development, wherever possible in partnership with landowners and developers;
3. action to bring forward development on previously developed land;
4. action to secure the timely provision of infrastructure;
5. review of relevant parts of the Island Plan.

If land supply significantly exceeds estimated take-up rates, applications may be refused, until the Plan is reviewed.

<table>
<thead>
<tr>
<th>Environmental Objective</th>
<th>Effect to be Monitored (including justification)</th>
<th>Link to Relevant Island Plan Policies</th>
<th>Monitoring Indicator</th>
<th>Potential Target</th>
<th>Review Timescale</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) To protect and enhance terrestrial and freshwater biodiversity</td>
<td>There are a series of policies in the Island Plan that seek to protect and enhance biodiversity and so effects are predicted to be positive. Whilst policies addressing new development such as housing and economy clearly identify that there should be no adverse effects, biodiversity resources, the effectiveness of these policies and their use should be monitored. Some policies seek to deliver enhancements and the number of enhancements secured, for example through restoration schemes, should be monitored.</td>
<td>SP1,2,4, 6 GD1,2,6,7 Natural Environment policies HE3,4 BE1,3,4 and proposal 1 Economy policies ELW 4,6,7 Rural and Marine Economy policies Visitor Economy policies H4,6,7,9,10 ROS2,4 TT 1,4,5,7,14,16,17,18,20 NR 1-5, RE 1-3, M 3-5 Waste Management policies</td>
<td>Number of planning applications incorporating biodiversity enhancement features. Number of developments that affect species protected by law and BAP habitats and species. Number of developments that adversely affect designated sites both directly and indirectly. Area of BAP habitat created by new developments. Condition of designated sites – Ramsar and SSSs Number of planning applications resulting in the loss of hedgerows and field boundaries. Number of schemes which result in the loss of woodland and trees. Area of land under CSR agreements and the biodiversity benefits delivered.</td>
<td>Increase the number of schemes that deliver environmental enhancements that complement the BAP targets. Reduce the number of developments that adversely affect the environment.</td>
<td>Annually</td>
</tr>
</tbody>
</table>
### Implementation and Monitoring

<table>
<thead>
<tr>
<th>Environmental Objective</th>
<th>Effect to be Monitored (including justification)</th>
<th>Link to Relevant Island Plan Policies</th>
<th>Monitoring Indicator</th>
<th>Potential Target</th>
<th>Review Timescale</th>
</tr>
</thead>
<tbody>
<tr>
<td>2) To protect and enhance coastal and marine biodiversity</td>
<td>There are a number of policies in the plan that seek to protect the marine environment and the effectiveness of these policies should be monitored. However, there are also some policies in the plan that do pose a risk to coastal and marine biodiversity and so these effects need to be monitored.</td>
<td>SP1-4, GD 1.7, Natural Environment policies BE 4, EVE 1.2, ER 11, ROS 2, NR 1.2, RE 1-3, M7, WM 9, Liquid Waste management policies TT16-18, 20</td>
<td>Number of developments that adversely affect designated sites both directly and indirectly.</td>
<td>Reduce the number of developments that adversely affect the environment. Ensure no net loss of Ramsar habitat.</td>
<td>Annually</td>
</tr>
<tr>
<td>3) To provide good quality affordable housing that meets the requirements of the local population?</td>
<td>There are recognised housing need issues across the island and the Plan includes a number of policies to address these issues. There are some targets included within the housing policies relating to mix and affordability, and the achievement of these targets should be monitored. The effectiveness of the policies need to be monitored to ensure that the needs of the Island’s residents are being met.</td>
<td>EIW 1,5, Housing policies</td>
<td>Number of affordable homes built each year. Location of the affordable homes built each year. Percentage of 1, 2, 3 and 4 bedroom homes built as a proportion of the total. House price to income affordability ratio.</td>
<td>To increase the provision of affordable housing provided across the Island.</td>
<td>Annually</td>
</tr>
<tr>
<td>4) To encourage the development of sustainable communities</td>
<td>The policies in the Island Plan should collectively benefit communities by protecting and enhancing the natural environment and promoting new development in appropriate locations. A number of the policies also seek to reduce the level of nuisance caused by new developments and this should benefit communities but should be monitored to check the effectiveness of these policies.</td>
<td>Strategic policies General Development policies BE 1.2 and BE proposals Economy Office policies Economy Retail policies Economy light industry and warehousing policies Housing policies Social and Community policies ROS 3 Travel and Transport policies NR 3, 4, 6</td>
<td>Number of new community facilities and their proximity to residential centres. Monitor the number of developments that result in improved community facilities and public space. All other indicators monitored are of relevance to this objective.</td>
<td>No specific targets developed.</td>
<td>Annually</td>
</tr>
</tbody>
</table>
## Implementation and Monitoring

<table>
<thead>
<tr>
<th>Environmental Objective</th>
<th>Effect to be Monitored (including justification)</th>
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<th>Monitoring Indicator</th>
<th>Potential Target</th>
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</tr>
</thead>
<tbody>
<tr>
<td>5) To promote sustainable economic growth</td>
<td>There is a focus within the Plan upon supporting the future economic development of the Island. All aspects of the economy are considered including office based activities and those related to the marine and rural economy. The success of these policies upon supporting economic development and diversification should be monitored.</td>
<td>Strategic policies General Development policies BE 1,2 and BE proposals Economy Office policies Economy Retail policies Economy light industry and warehousing policies Rural and Marine Economy policies Visitor Economy policies ( H \ 5,8,9 ) ROS 4 Travel and Transport policies Renewable Energy policies</td>
<td>Amount of land developed for employment/land supply by type. Amount of employment land lost to residential development. Number of rural diversification schemes implemented (a specific definition of a rural diversification scheme needs to be agreed by the States of Jersey). Number of buildings converted for industrial/business and residential uses. Employment by Sector.</td>
<td>To increase the number of rural diversification schemes implemented.</td>
<td>Annually</td>
</tr>
<tr>
<td>6) To improve physical and mental health for all and reduce health inequalities</td>
<td>Whilst there are no specific policies addressing health and well-being there are a number of aspects of the Island Plan which are likely to indirectly benefit health and well-being by protecting the quality of the environment and ensuring that new development does not affect amenity as a result of dust, noise, odour creation. The focus upon protecting the countryside of the Island is also likely to offer long-term benefits to health and well-being by protecting a valuable recreational resource.</td>
<td>SP 6,7 General Development policies Natural Environment policies BE 1,4 and proposal BE 2 Economy Retail policies EIW 4-6 Housing policies SC 4,5 ROS 1-4 Travel and Transport policies NR 1,3,4,6 Waste Management policies LWM 2</td>
<td>Percentage of people rating their health as ‘good’ or ‘fairly good’ over the previous 12 months. Amount of open space lost to new development. Area of open space enhancement delivered by new development. Number of new community facilities developments resulting in improved community facilities or open space.</td>
<td>To achieve a net gain in the availability of community facilities over the plan period. No net loss in community facilities.</td>
<td>Annually</td>
</tr>
</tbody>
</table>
### Implementation and Monitoring

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<tr>
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<tbody>
<tr>
<td>7) To guard against land contamination and encourage the appropriate re-use of brownfield sites</td>
<td>Whilst there is a limited amount of brownfield/vacant land across the Island it is important that these sites are developed in preference to greenfield locations. There is a strong commitment throughout the Island Plan to avoiding greenfield development. However, the need for higher density development is identified if this is to be achieved and for this reason, development densities should also be monitored.</td>
<td>SP 1-3, GD 1.6, BE 1.2, proposal BE 4, EO 1-4, Economy light industry and warehousing policies, Rural and Marine Economy policies, EVE 1.2.4, Housing policies, SC 4, 5, 7, 8, TT 8, 12, 13, NR 3, M5, Waste Management policies</td>
<td>Number of homes built on previously developed land, Number of new office/industrial developments on previously developed land, Number of glasshouse sites re-used, Average density of new housing and office developments.</td>
<td>To increase the amount of development on vacant and brownfield sites. To increase the number of glasshouse sites that are re-used.</td>
<td>Annually</td>
</tr>
<tr>
<td>8) To protect soil functions</td>
<td>All new development has the potential to result in the loss of soil resources. There is a focus within the Plan upon ensuring that new development occurs within Built up Areas and that greenfield land is protected which should protect soil resources in the long-term. The effectiveness of this policy should be monitored.</td>
<td>Strategic policies, GD 1.6, BE 1.2, proposal BE 4, EO 1.3, 4, Economy light industry and warehousing policies, Rural and Marine Economy policies, H 1.4, 5, 6, 9, SC 4, 5, 7, 8, ROS 1-4, TT 16, 17, RE 1-3, Minerals policies, Waste Management policies</td>
<td>Number of planning applications which include site remediation and the area of land remediated, Area of peat and organic soils lost as a result of new planning applications, Percentage of new developments granted planning permission on previously developed land.</td>
<td>No net loss of soil resources. Increase the amount of contaminated land remediated and successfully developed.</td>
<td>Annually</td>
</tr>
<tr>
<td>9) To protect and enhance the quality and availability of water resources</td>
<td>There is a focus throughout the policies of the Island Plan upon ensuring that waste resources are protected from pollution incidents and it will be important for the effectiveness of these policies to be monitored.</td>
<td>SP 1-4, GD 1.6, NE 5-7</td>
<td>Number of developments incorporating water saving measures per annum as a potential of the total number of developments requiring planning permission.</td>
<td>To increase the number of developments year on year including water saving measures.</td>
<td>Annually</td>
</tr>
</tbody>
</table>
### Implementation and Monitoring

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<th>Potential Target</th>
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<tbody>
<tr>
<td>10) To protect and enhance coastal, intertidal and marine waters</td>
<td>The need to reduce the amount of effluent and waste water requiring treatment is also a key focus of the plan and the success of this policy should be monitored.</td>
<td>BE 1, 2 and proposal BE 4, EIW 4, 6, 7, Rural and Marine Economy policies, EVE 1-3, H 4, 6, 9, 10, ROS 2, TT 7-20, NR 1-3, Natural Resources and Utilities policies, M 3, 5, 7, Waste Management policies, Liquid Waste Management policies</td>
<td>Number of new developments incorporating SuDS as a ratio of total planning permissions granted. Water quality of rivers. Number of pollution incidents per annum. Bathing water quality Estimated household water consumption. Number of developments which incorporate Flood Risk Assessments.</td>
<td>To reduce the number of pollution incidents per annum. To raise the quality of coastal and marine waters to ensure they meet EU standards.</td>
<td>Annually</td>
</tr>
<tr>
<td>11) To protect and improve air quality</td>
<td>New development has the potential to have adverse air quality effects, for example new industrial development could introduce new pollution sources. There could also be benefits through a clear focus within the Plan upon improving pedestrian and cycle access and ensuring that new development is accessible to public transport. The delivery of the new Energy from Waste facility during the Plan period is also likely to benefit air quality.</td>
<td>SP 1, 2, 6, BE 1 and proposal BE 2, Economy Office policies, Economy Retail policies, EIW 4, 6, 7, ERE 3-7, EVE 1-4, Housing policies, ROS 2, Travel and Transport policies, NR 3, Renewable Energy policies, M 3, 5, Waste Management policies, LWM 2</td>
<td>Average NO(_2) levels. (Monitoring could be linked to the monitoring undertaken for the Air Quality Strategy).</td>
<td>Decrease in NO(_2) levels</td>
<td>Annually</td>
</tr>
</tbody>
</table>
### Implementation and Monitoring

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<tbody>
<tr>
<td>12) To limit and adapt to climate change</td>
<td>There are policies in the Plan which seek to reduce energy consumption, promote the use of renewable energy sources and promote higher standards of design to reduce carbon emissions. The benefits of such policies are more likely to be realised in the long term and should be monitored.</td>
<td>SP 2,6, GD 1, EO 1-5, Economy Retail policies, ERE 3-7, Visitor Economy policies, H 4-6, 10, Travel and Transport policies, NR 3, Renewable Energy policies, M 3,5, WM 1,2,7,9</td>
<td>Monitoring indicators used for Objectives 13 and 17 are all relevant and can be used to monitor performance of this objective.</td>
<td></td>
<td>Annually</td>
</tr>
<tr>
<td>13) To increase energy efficiency and require the use of renewable energy sources</td>
<td>There is a focus upon improving energy efficiency and promoting sustainable building design which is likely to have benefits in the long-term as the pursuit of such initiatives become more widespread. Opportunities should be sought for examples of exemplar design to be recognised and this information to be made available to other developers and designers. There are also policies which support the potential development of larger renewable energy schemes across Jersey as this is a sector that is relatively undeveloped, although other issues would need to be monitored from an environmental perspective to ensure that the policies are successful in ensuring that no adverse effects occur.</td>
<td>SP 2, GD 1, Travel and Transport policies, Renewable Energy policies, WM 7, LWM 1</td>
<td>Number and type of renewable energy schemes with planning permission per annum. Number of developments granted planning permission achieving design awards, as a percentage of the total number of planning applications granted each year. Number of developments incorporating energy efficiency measures. Number of developments achieving BREEAM/Code for Sustainable Homes standards. Number of developments linked to combined heat and power systems.</td>
<td>To increase the number of developments incorporating energy efficiency measures. To increase the number of developments achieving design awards.</td>
<td>Annually</td>
</tr>
<tr>
<td>14) To protect and enhance the cultural heritage resource</td>
<td>There are a series of policies in the Island Plan that seek to protect and enhance cultural heritage resources and so effects are predicted to be positive. There is also a commitment within the Plan to designating Conservation Areas and over the Plan period it will be important to assess how effective the Conservation Areas are in protecting architectural and historic resources.</td>
<td>SP 4, GD 1, 3,5,7,9, NE 4,5,7, Housing policies, Built Environment policies, Economy Office policies, Economy Retail policies, Economy light industry and warehousing policies, Rural and Marine Economy policies</td>
<td>Number of Listed buildings lost to new development. Number of historic landscape features such as boundary walls and hedgerows lost to new development. Number of archaeological sites damaged or lost to new development. Number of developments that enhance the setting or understanding of cultural heritage resources. Number of Conservation Areas designated and the number of Conservation Area Appraisals completed.</td>
<td>To reduce the number of Listed Buildings adversely affected/lost to new development. Increase in the number of Conservation Areas designated. Condition of Conservation Areas and the extent to which new development is consistent with the Conservation Area Appraisals.</td>
<td>Annually</td>
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</table>
# Implementation and Monitoring

<table>
<thead>
<tr>
<th>Environmental Objective</th>
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<th>Monitoring Indicator</th>
<th>Potential Target</th>
<th>Review Timescale</th>
</tr>
</thead>
<tbody>
<tr>
<td>Visitor Economy policies</td>
<td>Number of protected historic buildings or structures demolished per annum.</td>
<td>Number of protected historic buildings or structures demolished per annum.</td>
<td>Number of protected historic buildings or structures demolished per annum.</td>
<td>Number of protected historic buildings or structures demolished per annum.</td>
<td>Number of protected historic buildings or structures demolished per annum.</td>
</tr>
</tbody>
</table>

### 15) To protect and enhance landscape, seascape and townscape character and quality

The spatial strategy of the Island Plan is upon concentrating development within urban areas particularly St. Helier which should help to regenerate parts of St. Helier and should protect areas of the countryside from new development.

There is also a proposal within the Island Plan to designate a Coastal National Park which should help to protect this valuable part of the Island’s landscape/seascape from inappropriate development.

Amount of development proposed within the Coastal National Park (include details about type and size).

Amount of development permitted within the National Park that is contrary to the National Park objectives.

Amount of development that occurs outside the Built Up Area, for example within the Green Zone and Shoreline Zone.

Number of glasshouse sites brought back into use or redeveloped.

To limit the amount of development that occurs within the National Park.

To limit the amount of new development within the Green Zone.

Annually
## Implementation and Monitoring

<table>
<thead>
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<th>Potential Target</th>
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</tr>
</thead>
</table>
| 16) To minimise waste, increase re-use and recycling and to promote sustainable resource use | Policies in the Island Plan seek to promote waste minimisation and highlight the fact that waste disposal should be seen as the last option. The effectiveness of these policies in increasing recycling and composting as well as the re-use of material should be monitored. | SP 2,7  
GD 1,2  
Economy Office policies  
ER 8  
H 6,9  
M 1-3  
Waste Management policies  
LWM 1 | Number of new developments utilising secondary and recycled materials as a percentage of the total number of planning applications granted each year. | To increase the use of secondary and recycled materials used in new developments. | Annually |
| 17) To promote the use of more sustainable modes of transport | The Plan seeks to reduce reliance on the private car promoting the need for new developments to be accessible by alternative modes of transport such as bike, walking or bus. The extent to which new development achieves this should be monitored and levels of activity and public transport use monitored. | SP 1,6  
GD 1,4,7  
HE 3,4  
BE 1 and proposal BE 2  
Economy Office policies  
ER 1,2,4,5,8,9  
EVE 1-3  
H 1,4-7,10  
SC 3,5,7,8  
ROS 2  
Travel and Transport policies  
M4 | Extent of the bus network and bus patronage.  
Travel to work by mode.  
Number of new developments granted planning permission within 500m of a bus stop.  
Annual increase in length in the public footpath network.  
Annual increase in length in the cycle network.  
Reduce the number of congestion hotspots. | To increase accessibility to all forms of transport from new developments.  
To increase the availability of and access to waste recycling facilities.  
To reduce the amount of waste production per head. | Annually |

**Table 12.1 SEA Monitoring Table**

### Proposal 34

**Governance**

Procedures will be applied to ensure proper segregation of duties, particularly between –

- Policy Planning – development of policy; site identification; production of development briefs, and
- Development Control – interpretation of policy as applied to individual applications.
Implementation and Monitoring
Appendices
Supplementary Planning Guidance
Appendix A Supplementary Planning Guidance

The Department of the Environment will prepare a number of new and revised Supplementary Planning Guidance (SPG) and Design Guides on various detailed issues such as Highway and Parking Standards, and Residential Alterations and Extensions. Each guidance note is intended to expand and clarify specific policies within the Plan and should therefore be read in conjunction with the Plan.

The following table highlights all of the SPG’s that are planned to be released over the initial Plan period.

The latest schedule of current supplementary planning guidance will be updated and published on the States of Jersey web site.1

<table>
<thead>
<tr>
<th>Title</th>
<th>Proposal/ Policy</th>
<th>Comment</th>
<th>Timescale/ Availability</th>
</tr>
</thead>
<tbody>
<tr>
<td>North of Town Masterplan</td>
<td>Proposal 12</td>
<td>Completed</td>
<td>Adopted June 2011</td>
</tr>
<tr>
<td>Crime impact statements</td>
<td>Proposal 1</td>
<td>Completed</td>
<td>Adopted March 2012</td>
</tr>
<tr>
<td>Disposal of foul sewage</td>
<td>LWM2</td>
<td>Completed</td>
<td>Adopted May 2012</td>
</tr>
<tr>
<td>Development brief: Summerland and Ambulance HQ</td>
<td>Policy H1</td>
<td>Completed</td>
<td>Adopted May 2012</td>
</tr>
<tr>
<td>Development brief: Jersey Gas site, Tunnell Street, St Helier</td>
<td>Policy H1</td>
<td>Completed</td>
<td>Adopted June 2012</td>
</tr>
<tr>
<td>Protection of employment land</td>
<td>Policy E1</td>
<td>Completed</td>
<td>Adopted June 2012</td>
</tr>
<tr>
<td>Development brief: Summerland and Ambulance HQ</td>
<td>Policy H1</td>
<td>Completed</td>
<td>Adopted May 2012</td>
</tr>
</tbody>
</table>

1 http://govje/PlanningBuilding/LawsRegs/IslandPlan/PlansFrameworks/Pages/ListOfSPG.aspx
## Supplementary Planning Guidance

<table>
<thead>
<tr>
<th>Title</th>
<th>Proposal/Policy</th>
<th>Comment</th>
<th>Timescale/Availability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Design guidance for St Helier (includes guidance on tall buildings)</td>
<td>Proposal 16</td>
<td>Completed</td>
<td>Adopted January 2013</td>
</tr>
<tr>
<td>Development brief: La Collette Flats</td>
<td>Proposal 11 and Policy H6</td>
<td>Completed</td>
<td>Adopted March 2013</td>
</tr>
<tr>
<td>Development brief: Le Masurier’s site, Bath Street, St Helier</td>
<td>Proposal 12 (1)</td>
<td>Completed</td>
<td>Adopted June 2013</td>
</tr>
<tr>
<td>Site waste management plans</td>
<td>Proposal 29 and Policy WM1 and Policy LWM1</td>
<td>Completed</td>
<td>Adopted September 2013</td>
</tr>
<tr>
<td>Demolition and new development</td>
<td>Policy GD2</td>
<td>Completed</td>
<td>Policy removed from Plan</td>
</tr>
<tr>
<td>Coastal National Park</td>
<td>Policy NE6</td>
<td>Policy NE6 Revised</td>
<td>2014</td>
</tr>
<tr>
<td>Community engagement in the planning process</td>
<td>Proposal 14</td>
<td>Consultation closed (24 July–07 Sept 2012) reviewing responses</td>
<td>2014</td>
</tr>
<tr>
<td>Windows and doors in historic buildings</td>
<td>Policy HE2</td>
<td>Consultation closed (02 Nov – 14 Dec) reviewing responses</td>
<td>2014</td>
</tr>
<tr>
<td>Spatial strategy</td>
<td>Proposal 1</td>
<td>Expected to be developed with key stakeholders</td>
<td>Over Plan period</td>
</tr>
</tbody>
</table>
### Supplementary Planning Guidance

<table>
<thead>
<tr>
<th>Title</th>
<th>Proposal/Policy</th>
<th>Comment</th>
<th>Timescale/Availability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action area: Mont de la Ville / harbours</td>
<td>Proposal 12 (2, 4 and 5)</td>
<td>Being progressed</td>
<td>2014</td>
</tr>
<tr>
<td>Percent for Art</td>
<td>Policy GD8</td>
<td>Being progressed</td>
<td>2014</td>
</tr>
<tr>
<td>Design guidance for countryside (CCA)</td>
<td>Proposal 4</td>
<td>Being progressed</td>
<td>2014</td>
</tr>
<tr>
<td>Development brief: Caesarea and Convent Court</td>
<td>Proposal 11 and Policy H6</td>
<td>Being progressed</td>
<td>2014</td>
</tr>
<tr>
<td>Affordable housing</td>
<td>Proposal H3</td>
<td>Being progressed</td>
<td>2015</td>
</tr>
<tr>
<td>Identification and designation of heritage assets</td>
<td>Policy HE1</td>
<td>Current guidance (Nov 2008) under review</td>
<td>2015</td>
</tr>
<tr>
<td>Archaeological eval. and treatment</td>
<td>Proposal 1 and Policy HE5</td>
<td>Current guidance (Jan 2008) under review</td>
<td>2015</td>
</tr>
<tr>
<td>Environmental impact assessments</td>
<td>Proposal 1 and Policy GD1</td>
<td>Current guidance (July 2011) to be reviewed after any legal change</td>
<td>2015</td>
</tr>
<tr>
<td>Coastal National Park management plan</td>
<td>Proposal 7</td>
<td>Being progressed</td>
<td>2015</td>
</tr>
<tr>
<td>Landscape management strategy</td>
<td>Proposal 8</td>
<td>Being progressed</td>
<td>2015</td>
</tr>
<tr>
<td>Enhancement of biodiversity</td>
<td>Policy NE1</td>
<td>Being progressed</td>
<td>2016</td>
</tr>
<tr>
<td>Wildlife corridors</td>
<td>Proposal 4</td>
<td>Being progressed</td>
<td>2016</td>
</tr>
</tbody>
</table>
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<tbody>
<tr>
<td>House extensions</td>
<td>Policy GD1</td>
<td>Being progressed</td>
<td>2015</td>
</tr>
<tr>
<td>Development of contaminated land</td>
<td>Proposal 1 &amp; GD1</td>
<td>Current guidance (Oct 2005) under review</td>
<td>2016</td>
</tr>
<tr>
<td>Managing change in historic buildings</td>
<td>Policy HE1 and Policy HE2</td>
<td>Current guidance (June 2008) requires review</td>
<td>2015</td>
</tr>
<tr>
<td>Jersey Architecture Commission: design review</td>
<td>SP7 and GD7</td>
<td>Current guidance (March 2010) to be reviewed.</td>
<td>2015</td>
</tr>
<tr>
<td>Signs and advertisements</td>
<td>Policy GD9</td>
<td>Current guidance (July 1994) to be reviewed.</td>
<td>2015</td>
</tr>
<tr>
<td>Local development plan: St Brelade's Bay</td>
<td>Proposal 16</td>
<td>Being progressed with parochial authorities</td>
<td>2015</td>
</tr>
<tr>
<td>Renewable energy in new development</td>
<td>Policy NR7</td>
<td>To be progressed</td>
<td>2016</td>
</tr>
<tr>
<td>Conservation Area designation</td>
<td>Proposals 10 and 11</td>
<td>To be progressed. St. Helier likely to be progressed first</td>
<td>Over Plan period</td>
</tr>
<tr>
<td>Structural assessments</td>
<td>Proposal 1 &amp; GD2</td>
<td>Current guidance (July 2011) under review</td>
<td>2016</td>
</tr>
<tr>
<td>Farm shops</td>
<td>Policy ER11</td>
<td>Preliminary research (2011) requires review. To be progressed</td>
<td>2015</td>
</tr>
<tr>
<td>Modern agricultural buildings</td>
<td>Policy ERE6</td>
<td>Current guidance (July 1994) to be reviewed.</td>
<td>2015</td>
</tr>
<tr>
<td>Transport assessments</td>
<td>Proposal 1 and Policy SP6 and GD1</td>
<td>To be developed with key stake holders</td>
<td>2014</td>
</tr>
<tr>
<td>Local development plan: Five Oaks</td>
<td>Proposal 16</td>
<td>To be progressed with parochial authorities</td>
<td>2016</td>
</tr>
<tr>
<td>Action area: St Saviour's Hospital</td>
<td>Proposal 16</td>
<td>To be progressed</td>
<td>2015</td>
</tr>
</tbody>
</table>
# Supplementary Planning Guidance

<table>
<thead>
<tr>
<th>Title</th>
<th>Proposal/ Policy</th>
<th>Comment</th>
<th>Timescale/ Availability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Historic farmsteads</td>
<td>Policy HE1 and Policy ERE4</td>
<td>Current guidance (Conversion of traditional farm buildings (Jan 1992)) to be reviewed</td>
<td>2014</td>
</tr>
<tr>
<td>Planning obligation agreements</td>
<td>Policy GD4</td>
<td>Current guidance (Aug 2008) to be reviewed.</td>
<td>2015</td>
</tr>
<tr>
<td>Strategic Environmental Assessment</td>
<td></td>
<td>Current guidance (July 2011) to be reviewed if any legislative change</td>
<td>2016</td>
</tr>
<tr>
<td>Public Realm Strategy</td>
<td>Proposal 12</td>
<td>To be developed with key stakeholders</td>
<td>2017</td>
</tr>
<tr>
<td>Equine development</td>
<td>Policy ERE2</td>
<td>To be reviewed</td>
<td>2017</td>
</tr>
<tr>
<td>Staff accommodation</td>
<td>Policy H9</td>
<td>Current guidance (Oct 1991) requires review</td>
<td>2018</td>
</tr>
<tr>
<td>Open Space Strategy</td>
<td>Proposal 25</td>
<td>To be developed with key stakeholders</td>
<td>2017</td>
</tr>
<tr>
<td>Village Plans</td>
<td>Proposal 17</td>
<td>Expected to be developed with key stakeholders.</td>
<td>Over Plan period</td>
</tr>
<tr>
<td>Sheltered housing, lifelong dwellings for over-55s and housing to meet</td>
<td>Proposal 24</td>
<td>Being progressed.</td>
<td>Over Plan period</td>
</tr>
</tbody>
</table>

Table A.1
Affordable Housing Site Assessments
Affordable Housing Site Assessments

Appendix B Affordable Housing Site Assessments

Policies H1, H2 and H5 zone land for the provision of affordable homes.

The definition of affordable homes is detailed in Planning for Homes section of the Housing chapter and in particular, it states that affordable housing should meet the needs of households on “median incomes”; that the homes are maintained as affordable for future generations; and the focus on “innovation in construction methods” to ensure that the homes can be built affordably.

Assessing affordability levels

As part of the development of the re-zoned sites, land owners and potential developers will need to have an understanding of the proposed levels of affordability, as determined through the definition of affordable housing in the Island Plan. Policies H1 and H5 require that 80% of the units are for social rental homes and 20% for affordable homes for purchase.

Homes for affordable rent (80% of units)

The acquisition cost of the affordable rental homes will be based upon the rental values at 90% of the equivalent market rent for the homes being developed. It is recognised that each site will potentially vary in these equivalent market levels and so in view of the impact that the provision of affordable housing can have upon the economics of development it is appropriate that discussions relating to its delivery should commence at the earliest opportunity with the States of Jersey Strategic Housing Unit.

Affordable homes for purchase (20% of units)

Evidence from the current Housing Gateway demonstrates that the demand for affordable homes for purchase is for 2 and 3 bed units. This arises because 1 bedroom units are generally more affordable, whilst 4 bed units are generally beyond reasonable levels of affordability for those on median incomes. Only 2 and 3 bedroom affordable homes for purchase are, therefore, included for development on the Policies H1 & H5 rezoned sites.

The value of these homes on the re-zoned sites will be determined by the definition of affordability as set out above, and in particular the reference to median incomes. It is the role for the Housing Minister/Strategic Housing Unit to determine how this might best be reflected into the eligibility criteria of the Housing Gateway. The values of affordable homes for purchase will, therefore, be based upon the following;
The maximum median income for a 2 bedroom home should be £44,000, with a 10% deposit. This equates to a 2 bedroom home valued at no more than £230,000.

The maximum median income for a 3 bedroom house should be £60,000 with a 10% deposit. This equates to a 3 bedroom home valued at no more than £310,000.

An indication of the size and number of these homes is provided in the following site assessments for each site proposed for rezoning. The final development yield will be informed by the preparation and approval of specific development briefs for each site and ultimately determined through the planning application process. Whilst it is recognised that the final package of affordable housing may depend upon the resolution of other issues which may themselves be the subject of negotiation, it remains good practice to front-load discussions where possible with the Department of the Environment and the Strategic Housing Unit.

Maintaining affordable homes in perpetuity

All affordable rental and homes for purchase developed on H1 and H5 sites will be retained as affordable homes in perpetuity through a planning obligation agreement which will require all occupiers to be allocated through the Housing Gateway which will be managed by the Strategic Housing Unit (except field 402, St. Martin).

A new legal framework is being developed to ensure that the affordable housing unit is occupied by those who eligibility is assessed through the Housing Gateway. This work is underway and running in parallel to this interim review of the 2011 Island Plan so that it is in place when the first home is sold.

Site assessments

Assessments of those sites zoned under policies H1 and H5 have been undertaken to consider the planning issues that apply to them and to provide a potential indication of housing yield. Development briefs, in the form of supplementary planning guidance, already exist for the States-owned sites zoned under Policy H1, and the sites previously zoned under Policy H2.

The potential housing yield for each affordable housing site is only indicative at this stage.

These indicative yields have been estimated and are based on a range of site densities; the need for different sizes of dwellings identified in the Housing Gateway; and the potential capacity of each site to accommodate different numbers and types of homes having regard to strategic considerations of local infrastructure and amenity provision, landscape capacity and the character of the surrounding area.

The actual number, size and type of homes on each site will be determined through the planning process.
Affordable Housing Site Assessments

The Department of the Environment will prepare a development brief for each site, to be approved by the Minister prior to the determination of a planning application. The development briefs will guide the delivery of homes on these sites and will be adopted, as supplementary planning guidance, by the Minister for Planning and Environment.

The development brief, for each site, will address the following issues:

- appropriate mix of types and sizes of homes;
- design matters including density, form, landscape works, and materials;
- relationship between the proposed development and neighbouring uses and the local character of the surrounding area;
- access by car, cycle and pedestrians and links to bus routes within and in the vicinity of the site;
- provision of car parking;
- provision of service infrastructure;
- requirements for amenity space and public open space; and
- the need for social, community, education and health facilities within the site and implications for off-site facilities.
B.1 H1 (5) De La Mare Nurseries, La Rue a Don, Grouville

<table>
<thead>
<tr>
<th>Site</th>
<th>De La Mare Nurseries, La Rue a Don, Grouville</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exiting use/s</td>
<td>Horticultural site formerly used for production and sale of flowers</td>
</tr>
<tr>
<td>Suitable use/s</td>
<td>Category A affordable housing, public open space and Eastern cycle route.</td>
</tr>
<tr>
<td>Approximate site area</td>
<td>The gross land area is approx 6 acres consisting of:</td>
</tr>
<tr>
<td></td>
<td>• redundant glass houses</td>
</tr>
<tr>
<td></td>
<td>• polytunnels approx</td>
</tr>
<tr>
<td></td>
<td>• Accommodation and associated parking (.125 acre)</td>
</tr>
<tr>
<td></td>
<td>• Ancillary buildings, tanks and hard standing areas</td>
</tr>
<tr>
<td></td>
<td>• agricultural land</td>
</tr>
<tr>
<td>Area available for housing development:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• gross development area = 2.5 acres (or 2.35 acres if existing accommodation area is not included), to include open space (10% of site approx) = 0.3 acre</td>
</tr>
<tr>
<td></td>
<td>• remaining land to be retained in, or restored to, agricultural use / natural landscaping.</td>
</tr>
<tr>
<td>Estimated housing yield</td>
<td>Accordingly, the site is capable of being developed for houses or flats yielding between 40 no. to 50 no. dwellings, ranging in density from 70 to 80 habitable rooms per acre. The following table shows the preferred percentage split.</td>
</tr>
</tbody>
</table>

**Social rental homes (80%)**

<table>
<thead>
<tr>
<th>Bed</th>
<th>Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>3 bed</td>
<td>29 - 35 units</td>
</tr>
<tr>
<td>4 bed</td>
<td>3 - 4 units</td>
</tr>
<tr>
<td>5 bed</td>
<td>1 - 1 units</td>
</tr>
</tbody>
</table>

**Affordable homes for purchase (20%)**

<table>
<thead>
<tr>
<th>Bed</th>
<th>Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 bed</td>
<td>3 - 5 units</td>
</tr>
<tr>
<td>3 bed</td>
<td>4 - 5 units</td>
</tr>
<tr>
<td>Totals</td>
<td>40 - 50 units</td>
</tr>
</tbody>
</table>

Table B.1 Site Details
Affordable Housing Site Assessments

Location plan

Map B.1 De La Mare Nurseries, La Rue a Don, Grouville

Planning history

The existing glasshouses use was established post war.

De La Mare Florist and nurseries was subsequently developed in the late 80’s, but is now redundant.

The site was included in the revised draft Island Plan (March 2011) as suitable for the development of affordable housing but ultimately was not included in the approved Island Plan (June 2011).

A planning application for the development of 25 Category B homes was refused (April 2013) following the upholding of an appeal against an earlier refusal of planning permission by the Royal Court.

Planning remarks

Spatial Strategy

The site is on the North West side of Ville-es-Renauds and is adjacent to the existing Built-up Area.
Affordable Housing Site Assessments

**Accessibility** – The site is reasonably accessible to facilities and amenities, with access to public transport. The site also offers the opportunity of contributing to the further development of the Eastern cycle route.

**Constraints** – The principal physical constraint on this site is its proximity to Grouville Marsh which is designated as an Ecological Site of Special Interest. The site is also adjacent to the Water Pollution Catchment Areas, which seeks to ensure that any development protects the ground water regime. Particular attention should be given to safeguarding any surface water run off from polluting the adjacent marsh area and this sensitive area should be carefully restored to agricultural use.

**Surrounding development** - The height of the surrounding development is predominantly two storey and the densities of adjacent existing development are approximately 65 – 70 habitable rooms per acre (13 to 14 dwellings per acre).

The development of the site offers the opportunity of removing a large area of redundant glass and improving the visual amenity of the area by restricting the extent of development, with careful design, and the use of appropriate material, colour and landscaping.

**Landscape Sensitivity**

**Countryside Character Appraisal** – The site is located in area B1 of the Countryside Character Appraisal which states that there is limited capacity to accept new development, which should be located in relation to the existing urban areas. Any development in the vicinity of Grouville Marsh is likely to have a major impact on this important nature conservation area, resulting in further drying out and ultimately loss of this isolated wetland habitat. It is recommended that a wide buffer zone is included to ensure the SSI is adequately protected.

Sites developed in this character area should also aim to provide environmental enhancement and management. The glasshouse block on the west of the site has been excluded from the developable area and could be removed and the land restored with appropriate landscaping. Likewise the existing reservoir and other external storage areas could be relinquished and the land restored. An area of open land which borders ‘Paddock End’ could be retained as open space.

The setting is low lying flat land and the site is prominent when viewed from La Rue a Don. The predominant form of development in the area is two storey and landscaping on the west side of the development would need to be considerably strengthened.

**Response from consultees and other findings**

<table>
<thead>
<tr>
<th>CONSULTEES</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural Status</td>
<td>No objection</td>
</tr>
</tbody>
</table>
Affordable Housing Site Assessments

<table>
<thead>
<tr>
<th>CONSULTEES</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>From 1985 to 2008 the applicant ran a successful flower production and supply business. The applicant ceased to trade at the end of 2008 as a result of difficult trading conditions exacerbated by the rise in energy costs and cheaper imported flowers.</td>
<td></td>
</tr>
<tr>
<td>Because part of the nursery consists of a comparatively modern block of glass, the applicant was requested to advertise the nursery in the JEP on 3 occasions to enable this Section to ascertain any likely demand for the nursery and its potential loss to commercial agriculture. It has been confirmed by the JEP Classified Section that there was no response to the adverts.</td>
<td></td>
</tr>
<tr>
<td>Due to the recent events in the protected crop industry with the main growers either ceasing to trade or downsizing to grow for the local market only, it was to be expected that there would be a lack of interest in this nursery. Therefore, it can be assumed that the nursery is now redundant because of the lack of response for the relatively modern glass.</td>
<td></td>
</tr>
<tr>
<td>Ecological Status</td>
<td>Mitigate impact to Grouville marsh</td>
</tr>
<tr>
<td>The site is next to Grouville marsh which is designated as an Ecological Site of Special Interest.</td>
<td></td>
</tr>
<tr>
<td>Environmental Health Conditions</td>
<td>Mitigation required</td>
</tr>
<tr>
<td>1. The existing oil tank and historic use presents the risk of contaminated land. A contaminated land assessment for this site is necessary prior to development.</td>
<td></td>
</tr>
<tr>
<td>2. The site is known to be a marsh and as such a site specific plan investigating potential flooding and drainage risks should be undertaken prior to development.</td>
<td></td>
</tr>
<tr>
<td>3. Health Protection Policy Guidance 1 – Guidelines on Noise Control for Construction Sites</td>
<td></td>
</tr>
<tr>
<td>Traffic And Vehicular Access</td>
<td>Site not supported by TTS</td>
</tr>
<tr>
<td>The Highway Engineer regards this site a poor for the purposes of Category A housing, primarily due to the distance of the site from main areas of employment, as well as distance from secondary schools, both of which rely on car trips. Some of the impacts of this site could be mitigated through new cycle routes and an improved bus service possible. Should this site be considered for rezoning then significant contributions to alternative transport methods should be made by the developer to improve the likelihood of future residents being persuaded out of their cars.</td>
<td></td>
</tr>
<tr>
<td>Public Transport</td>
<td>Good access to frequent service</td>
</tr>
</tbody>
</table>
There is a frequent public transport service and a bus stop is located approximately 300m from the site.

<table>
<thead>
<tr>
<th>Educational Facilities – Primary</th>
<th>Capacity in Grouville Primary School</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grouville Primary School is predicted to have sufficient capacity to cope with the potential number of children generated from this site and is approximately 450 m from the site.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Educational Facilities – Secondary</th>
<th>Capacity in Le Rocquier School</th>
</tr>
</thead>
<tbody>
<tr>
<td>The site is within the secondary school catchment of Le Rocquier which is predicted to have sufficient capacity to cope with the potential number of children generated from this site once the development is occupied. The school is located approximately 1 km from the site.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Other Community Facilities</th>
<th>Nearest facilities Gorey Village</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food shopping is currently available at the nearby garage which is located within a safe walking distance of 100 m.</td>
<td></td>
</tr>
<tr>
<td>A good range of amenities and facilities are available in Gorey Village which is located approximately 1000 m from the site. In addition, facilities are also available at Fauvic, which is approximately 400 m distance from the site.</td>
<td></td>
</tr>
<tr>
<td>The site is also located within walking distance of Grouville Bay.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Mains Water Supplies</th>
<th>Yes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jersey Water has confirmed that the site is relatively close to water mains infrastructure, which is capable of supplying the size of development identified for this site.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Foul Drainage</th>
<th>Yes but at considerable cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>There are existing Public foul sewers in both La Rue a Don and Paddock End to which the site could be connected. However, the downstream pumping station does not have sufficient pumping or emergency storage capacity to cater for a development of this proposed size.</td>
<td></td>
</tr>
<tr>
<td>The existing pumping station could be upgraded, both for pumping and storage, but there are technical difficulties in doing this, not least of which would be the requirement to replace the whole length of rising main to accommodate the additional flow. Ground conditions in the area of the station are also known to be bad.</td>
<td></td>
</tr>
</tbody>
</table>
Affordable Housing Site Assessments

**CONSULTEES** | **COMMENTS**
---|---

An alternative would be for the development to construct a new Public pumping station on the housing site which would pump to the head of the next pumping station downstream. The head of this system is located in La Rue a Don. This downstream station is better suited to catering for the additional flow although some additional emergency storage would still be required.

More detailed investigation would be required to determine the most favourable option but either option is likely to incur considerable cost.

<table>
<thead>
<tr>
<th>Surface Water Drainage</th>
<th>Yes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Soakaways would be the preferred option for disposal of surface water. If these will not work then there is a watercourse to the north of the site in field 229 that could be used for the disposal of surface water. However, discharge to this will require a short length of off-site sewer across private land and on-site attenuation to limit peak discharge flows. On site attenuation will be required to restrict the surface water discharge rate.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Electricity</th>
<th>Yes</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Jersey Electricity Company has confirmed that two substations would be required to serve the development.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Other Services</th>
<th>Yes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Other services – telecoms and gas may also be investigated by the developer.</td>
<td></td>
</tr>
</tbody>
</table>

Table B.2 Consultee Summary
Affordable Housing Site Assessments

B.2 H1 (6) Samares Nursery, La Grande Route de St Clement, St Clement

<table>
<thead>
<tr>
<th>Site</th>
<th>Samares Nursery, La Grande Route de St Clement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exiting use/s</td>
<td>Derelict horticultural site previously used for tomato production</td>
</tr>
<tr>
<td>Suitable use/s</td>
<td>Category A affordable housing, proposed Eastern cycle route, public open space</td>
</tr>
</tbody>
</table>

**Approximate site area**

- The site is 9.8 acres (22 vergees) consisting of:
  - an area of commercial glass of 5 acres approx;
  - a reservoir of 0.86 acre approx;
  - ancillary buildings, tanks and hard standing areas

Area available for housing:

- development: total site = 9.8 acres (22 vergees),
- developable area = 8.8 acres (19.8 vergees), with a village green (10% of site approx) linking onto the old railway track and possible cycle / footpath = 1 acre (2.25 vergees)

**Estimated housing yield**

Accordingly, the site is capable of being developed for houses or flats yielding between 180 - 200 no. dwellings, ranging in density from 70 to 80 habitable rooms per acre. The following table shows the preferred percentage split.

<table>
<thead>
<tr>
<th>Social rental homes (80%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 bed</td>
</tr>
<tr>
<td>2 bed</td>
</tr>
<tr>
<td>3 bed</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Affordable homes for purchase (20%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 bed</td>
</tr>
<tr>
<td>3 bed</td>
</tr>
</tbody>
</table>

**Totals**

180 - 200 units

Table B.3 Site Details
Affordable Housing Site Assessments

Location plan

Map B.2 Samares Nursery, La Grande Route de St Clement, St Clement

Planning history

The original glasshouse use was established post war.

In 1997 approval was granted for large glasshouse complex for tomato production. However since 2002 the complex has been redundant and enforcement action was taken in 2006 to remove the glass and make the site safe.

The site was reviewed as part of the 2011 Island Plan Review and subsequently included in Policy H1 of the 2011 Island Plan as a site that should be reviewed for affordable housing in the event that delivery of affordable homes is not met in time on States owned sites.

Planning remarks

The site was identified in the 2002 Island Plan, under policy H4 as a site to be ‘Safeguarded for Future Category A Housing need’.

This site was proposed for the development of affordable homes as part of the Draft Island Plan (Sept 2009): this was not included in the approved 2011 Island Plan but the site is identified, in Policy H1 of the 2011 Island Plan, as a site that should be reviewed for affordable housing in the event that delivery of affordable homes is not met in time on States owned sites.
Affordable Housing Site Assessments

Spatial Strategy

The site is located on the eastern side of the Le Squez Estate and could be easily integrated into the built-up area of St Clement, through careful design and landscaping.

Suitability

- **Accessibility** – the site is in reasonable walking distance to facilities and amenities in the Le Squez area with good access to public transport. The site also offers the opportunity of contributing to the development of the Eastern cycle route.
- **Surrounding development** - the height of the surrounding development is predominantly two storey and the densities of adjacent existing development are approximately 65 – 70 habitable rooms per acre (13 to 14 dwellings per acre).
- **Environmental improvement** - the development of the site offers the opportunity of removing a large area of redundant glasshouse structures.

Landscape sensitivity

**Countryside Character Appraisal** - The site is located in area B2 of the Countryside Character Appraisal which states that there is some capacity to accept new development, provided this is carefully located and linked with appropriate environmental enhancement measures.

The landscape setting is low lying flat land, however the site is largely hidden from view by ribbon development on the north and east sides and Le Squez on the west. Any development would be visible from La Rue de Maupertuis across fields and would be partly seen against the backdrop of existing development.

The predominant form of development in the area is two storeys with some three storey on the adjacent Le Squez site and there is an opportunity to introduce heights ranging from 2 storey (adjacent to existing development) up to three and four storeys toward the centre and south/east parts of the site.

Response from consultees and other findings

<table>
<thead>
<tr>
<th>CONSULTEES</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural Status</td>
<td>No objection</td>
</tr>
</tbody>
</table>

This derelict nursery was identified as a possible Cat A, H4 site in 2004, in part due to the close proximity to the built up area. The Agriculture and Fisheries Committee at the time did not object to the development of the site because it
would be un-viable to return the land to agricultural use as there is a relatively large area of hard standing which would make reinstating the land to agricultural use well nigh impossible.

In 2006 an enforcement notice was served requiring the owner to remove the glass panes due to the dangerous state of the nursery and only the frame work is left making the site even less likely to be used for agricultural purposes in the current economic climate as the site would need to be cleared of the warped frames.

None identified, however further site investigation will be required as part of any Environmental Impact Assessment.

1. If access is off La Grande Route de St Clement, the noise environment for a significant number of existing residents will deteriorate. It is recommended that a noise impact assessment is completed prior to determining this site for reclassification.
2. The existing oil tanks and historic use presents the risk of contaminated land. A contaminated land assessment for this site is necessary prior to development.
3. This site was subject to previous consultation and previous comments remain extant.

This site has access access from St Clement's Inner Road and potential access from Le Squez Estate. In addition an opportunity exists to create a new cycle / footpath along the route of former eastern railway track.

There is a frequent public transport service for both commuters and shoppers.

Samares Primary School is predicted to have sufficient capacity to cope with the potential number of children generated from this site and is located within a safe walking distance of 300m from the site.
### Affordable Housing Site Assessments

<table>
<thead>
<tr>
<th>CONSULTEES</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>The site is within the secondary school catchment of Le Rocquier which is predicted to have sufficient capacity to cope with the potential number of children generated from this site once the development is occupied. The creation of the Eastern cycle track will provide a safe cycling and walking route to school of approximately 1 km.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Other Community Facilities</th>
<th>Good access</th>
</tr>
</thead>
<tbody>
<tr>
<td>• The site is located within easy walking distance to existing community facilities and amenities.</td>
<td></td>
</tr>
<tr>
<td>• Food shopping is currently available at Marks and Spencer supermarket is located within a safe walking distance of 500m.</td>
<td></td>
</tr>
<tr>
<td>• Le Squez Youth Club is located within a safe walking distance of 300m.</td>
<td></td>
</tr>
<tr>
<td>• The Eastern Good Companion Club is located within a safe walking distance of 350m.</td>
<td></td>
</tr>
<tr>
<td>• The site is located within walking distance of a number of recreational facilities, such as golf club, squash courts, tennis courts, cricket, football and the beach.</td>
<td></td>
</tr>
<tr>
<td>• There is a frequent public transport service for both commuters and shoppers.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Mains Water Supplies</th>
<th>Yes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jersey Water has confirmed that the site is relatively close to water mains infrastructure, which is capable of supplying the size of development identified for this site.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Foul Drainage</th>
<th>Yes</th>
</tr>
</thead>
<tbody>
<tr>
<td>The under-capacity of the existing Public foul sewers in Rue du Maupertuis, and the known difficulty in upgrading them to accept flows from this development means that foul flows from this site will need to pump direct to the Public pumping station in Rue de Maupertuis. It is understood that drainage rights across the recently completed Field 40 development to the South have already been agreed for this purpose.</td>
<td></td>
</tr>
</tbody>
</table>

Given the number of units being considered, the on-site pumping station will need to be Public and therefore constructed to TTS specification and by an approved contractor. |

<table>
<thead>
<tr>
<th>Surface Water Drainage</th>
<th>Yes</th>
</tr>
</thead>
<tbody>
<tr>
<td>It is acknowledged that there are existing problems with the management of surface water in this locality which would need to be comprehensively addressed as part of any development of this site.</td>
<td></td>
</tr>
</tbody>
</table>
Affordable Housing Site Assessments

<table>
<thead>
<tr>
<th>CONSULTEES</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>There are no Public surface water sewers readily available and there is some doubt whether soakaways will work on this site although investigations should be carried out to confirm this.</td>
</tr>
<tr>
<td></td>
<td>If surface water cannot be disposed of on site then an off-site sewer would be required to connect the site to the existing surface water sewers in Rue du Maupertuis. It is understood that drainage rights across the recently completed Field 40 development to the South have already been agreed for this purpose. However, a possible upgrade of the existing sewers in Rue de Maupertuis may be required as well as an upgrade to the surface water pumping station at Samares Marsh. In addition, on-site attenuation is also likely to be required to restrict the discharge rate from the site.</td>
</tr>
<tr>
<td></td>
<td>A topographical survey will be required to confirm is a gravity connection can be made to Rue du Maupertuis. If it cannot then pumping will be required. If this proves to be the case, there will be restrictions on the pump rate and the pumping station will need to be Public and therefore constructed to TTS specification and by an approved contractor.</td>
</tr>
<tr>
<td></td>
<td>Electricity</td>
</tr>
<tr>
<td></td>
<td>The Jersey Electricity Company has confirmed that two substations would be required to serve the development.</td>
</tr>
<tr>
<td></td>
<td>Other Services</td>
</tr>
<tr>
<td></td>
<td>Other services – telecoms and gas may also be investigated by the developer.</td>
</tr>
</tbody>
</table>

Table B.4 Consultee Summary
Affordable Housing Site Assessments

B.3 H5 (1) Glasshouse Site, Field 785, La Rue des Cosnets, St Ouen

<table>
<thead>
<tr>
<th>Site</th>
<th>Glasshouse site, Field 785, La Rue des Cosnets, St Ouen</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exiting use/s</td>
<td>Redundant horticultural site</td>
</tr>
<tr>
<td>Suitable use/s</td>
<td>Category A housing, communal open space</td>
</tr>
</tbody>
</table>

Approximate site area
- The total land area is 1.5 acres (3.5 vergees) consisting of an area of redundant glasshouses.
- Area Available For Housing:
  - Developable site = 1.5 acres (3.5 vergees), to include an area of communal open space (10% of site approx) = 0.15 acre (0.3 vergees)

Accordingly, the site is capable of being developed for houses or flats yielding between 15 no. to 22 no. dwellings, ranging in density from 60 to 80 habitable rooms per acre. The following table shows the preferred percentage split.

<table>
<thead>
<tr>
<th>Estimated housing yield</th>
<th>Affordable rental homes (80%)</th>
<th>Affordable homes for purchase (20%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 bed</td>
<td>3 - 4 units</td>
<td>1 - 2 units</td>
</tr>
<tr>
<td>3 bed</td>
<td>8 - 10 units</td>
<td>2 - 2 units</td>
</tr>
<tr>
<td>4 bed</td>
<td>1 - 4 units</td>
<td></td>
</tr>
<tr>
<td>Totals</td>
<td>15 - 22 units</td>
<td></td>
</tr>
</tbody>
</table>

Table B.5 Site details
Affordable Housing Site Assessments

Location plan

Map B.3 Glasshouse site, Field 785, La Rue des Cosnets, St Ouen

Planning history

- This horticultural site was established in the mid 60’s which has expanded to approximately 1 acre (2.25 vergees) of commercial glass, with ancillary sheds, boiler and tanks.
- The 2002 Island Plan designated the site in Policy H4, safeguarding it for future category A housing.

Planning remarks

The site was identified in the Strategic Housing Land Availability Assessment as being suitable for Category A housing.

Spatial strategy

- The site is on the southern edge of a small rural settlement and can be reasonably integrated into the built-up area.

Suitability

- Accessibility – The site is remote from facilities and amenities; the nearest being St Ouen's Village. However the site is accessible by public transport.
Affordable Housing Site Assessments

- **Constraints and implementation** – The principal physical constraint on this site is its remoteness from facilities and amenities. Utility services however are available, but connection to a surface water sewer could be expensive if soakaways do not work.

- **Surrounding development** - The height of the surrounding development is predominantly two storey and the densities of adjacent existing development are approximately 65 habitable rooms per acre (13 dwellings per acre).

- **Environmental improvement** - The development of the site offers the opportunity of removing a large area of glass and improving the visual amenity of the area through careful design, and the use of appropriate material, colour and landscaping. In addition, the Minister will use a planning obligation agreement to ensure that Fields 790 and 791 are cleared of the remaining nursery and associated structures and restored to agriculture, prior to the development of Field 785.

**Landscape sensitivity**

**Countryside Character Appraisal** – The site is located in area E1 of the Countryside Character Appraisal which states there is very limited capacity to accept new development in without compromising the landscape. However this site is adjacent to an existing settlement and can reasonably be integrated into it with good design.

**Existing land use**

**Existing land use** - The proposal makes use of land that is currently used in horticulture;

**Response from consultees and other findings**

<table>
<thead>
<tr>
<th>CONSULTEES</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural status</td>
<td>No objection</td>
</tr>
<tr>
<td>Ecological status</td>
<td>None known</td>
</tr>
<tr>
<td>Environmental health conditions</td>
<td>Mitigation required</td>
</tr>
</tbody>
</table>

This site was identified in 2004 as a possible H4 site and this Section commented as follows; Small glasshouse site consisting of 60’s block and new block, well maintained. No room for expansion – of no significant loss to agriculture. Recommendation; No objection.

In the last 5 years there has been a significant downturn in the protected crop sector, with the industry ceasing to export; therefore the loss of these glasshouses will have no significant impact on the protected crop industry.
Affordable Housing Site Assessments

<table>
<thead>
<tr>
<th>CONSULTEE</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health Protection Policy Guidance 1 – Guidelines on Noise Control for Construction Sites</td>
<td></td>
</tr>
<tr>
<td>1. The existing oil tanks and historic use presents the risk of contaminated land. A contaminated land assessment for this site is necessary prior to development. However the site plan also identifies storage tanks in the vicinity of the site which should be subject to an assessment to make sure ground water is protected.</td>
<td></td>
</tr>
<tr>
<td>2. This site is currently a storage facility for a landscaping business; fields 791 and 790 have staff accommodation units, stone and paving supplies and it would appear to be an active landscaping business. In the first instance, I would appreciate it if you could confirm that this is permitted development. If it is, a noise protection scheme involving the screening of the proposed site from this commercial activity should form part of any permit to allow development of the site.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Traffic and vehicular access</th>
<th>Site not supported by TTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>This site is located in a very isolated location with only one community facility, a primary school, which is within easy walking distance. There are no other community facilities within easy access of this site. Therefore residents of this site would need a car for virtually all activities. Accordingly the site is not supported by TTS.</td>
<td></td>
</tr>
</tbody>
</table>

If this site is approved for development, then a road improvement works would be required at the junction of La Rue a La Pendue and La Rue des Cosnets.

<table>
<thead>
<tr>
<th>Public transport</th>
<th>Good access to frequent service</th>
</tr>
</thead>
<tbody>
<tr>
<td>The No 8 bus route provides a public transport service for both commuters and shoppers.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Educational facilities – primary</th>
<th>Capacity in Les Landes Primary School</th>
</tr>
</thead>
<tbody>
<tr>
<td>Les Landes Primary School is predicted to have sufficient capacity to cope with the potential number of children generated from this site and is located approximately 250 m from the site.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Educational facilities – secondary</th>
<th>Capacity in Les Quennevais School</th>
</tr>
</thead>
<tbody>
<tr>
<td>The site is within the secondary school catchment of Les Quennevais which is predicted to have sufficient capacity to cope with the potential number of children generated from this site once the development is occupied.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Other community facilities</th>
<th>Nearest facilities St Ouen’s Village</th>
</tr>
</thead>
</table>
**Affordable Housing Site Assessments**

<table>
<thead>
<tr>
<th>CONSULTEES</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>The site is remote from existing community facilities and amenities. The nearest being St Ouen’s Village which is approximately 2.5 km from the site.</td>
<td>Yes</td>
</tr>
<tr>
<td><strong>Mains water supplies</strong></td>
<td>Yes</td>
</tr>
<tr>
<td>Jersey Water has confirmed that the site is relatively close to water mains infrastructure, which is capable of supplying the size of development identified for this site.</td>
<td></td>
</tr>
<tr>
<td><strong>Foul drainage</strong></td>
<td>Yes</td>
</tr>
<tr>
<td>There is a public foul sewer in La Rue des Cosnets that could accept flows from this site. However, the downstream station may require upgrading to accept the additional flows and will require additional emergency storage to cater for the additional volume.</td>
<td>Expensive to connect to s/w sewer if soakaways do not work</td>
</tr>
<tr>
<td><strong>Surface water drainage</strong></td>
<td>Expensive to connect to s/w sewer if soakaways do not work</td>
</tr>
<tr>
<td>Soakaways would be the preferred option for the disposal of surface water. If these will not work then there is no other readily available means of disposal. There are no public surface water sewers and the nearest watercourse is some considerable distance to the south in Field 1102 which can only be reached by an off-site sewer along Public and Parish roads and across private land. In addition, on-site attenuation would be required to restrict peak run-off flows from the site. Surface water costs could therefore be considerable.</td>
<td></td>
</tr>
<tr>
<td><strong>Electricity</strong></td>
<td>Yes</td>
</tr>
<tr>
<td>The Jersey Electricity Company has confirmed that one substation would be required to serve the development.</td>
<td></td>
</tr>
<tr>
<td><strong>Other Services</strong></td>
<td>Yes</td>
</tr>
<tr>
<td>Other services – telecoms and gas may also be investigated by the developer.</td>
<td></td>
</tr>
</tbody>
</table>

*Table B.6 Consultee summary*
Affordable Housing Site Assessments

B.4 H5(2) Field 402, St. Martin

<table>
<thead>
<tr>
<th>Site</th>
<th>Field 402, St. Martin</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exiting Use/s</td>
<td>Agricultural land and disused garage</td>
</tr>
<tr>
<td>Suitable Use/s</td>
<td>Category A housing, communal open space</td>
</tr>
</tbody>
</table>

**Approximate Site Area**

- The gross land area is 1.5 acres (3.4 vergees) consisting of area.
- Area Available For Housing:
  - The developable site = 1.5 acres (3.4 vergees), to include an area of communal open space (10% of site approx) = 0.15 acre (0.3 vergees)

Accordingly, the site is capable of being developed for houses or flats yielding between 19 no. to 22 no. dwellings, ranging in density from 68 to 80 habitable rooms per acre. The following table shows the preferred percentage split.

<table>
<thead>
<tr>
<th>Estimated Housing Yield</th>
<th>Affordable rental homes (80%)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>3 bed</td>
</tr>
<tr>
<td></td>
<td>15 - 17 units</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Affordable homes for purchase (20%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 bed</td>
</tr>
<tr>
<td>2 - 2 units</td>
</tr>
<tr>
<td>3 bed</td>
</tr>
<tr>
<td>2 - 3 units</td>
</tr>
<tr>
<td>Totals</td>
</tr>
<tr>
<td>19 - 22 units</td>
</tr>
</tbody>
</table>

Table B.7 Site Details
Affordable Housing Site Assessments

Location Plan

Map B.4 Field 402, St. Martin

Availability For Housing

The Parish of St Martin have expressed interest in this site for a Parish development to assist first time buyers.

Planning History

The field is approximately 1.5 acre (3.4 vergees) along with the adjacent disused garage site.

The site was safeguarded for Category A housing in the 2002 Island Plan, however the 2011 Island Plan subsequently re-designated the site as green zone.

The Parish has previously identified the site as a possible affordable housing site in a parish-led study.

Planning Remarks

Spatial Strategy

- The site is adjacent to the village of St Martin and with careful design and landscaping, can be reasonably integrated into the built-up area. The site is also a short walk to the existing Parish community facilities and shops.
Affordable Housing Site Assessments

Suitability

- **Accessibility** – The site near existing facilities and amenities; the nearest being St Martin’s Village and is accessible by public transport.
- **Constraints and implementation** – the field is in agricultural use and the disused garage land may be contaminated.
- **Surrounding Development** - The height of the surrounding development is predominantly two storey and the densities of adjacent existing development no greater than 65 habitable rooms per acre (13 dwellings per acre).
- **Environmental Improvement** - The redevelopment of the disused garage site would involve some remediation of the site. However the loss of a 1.5 acre agricultural field is significant and has to be considered against the social benefits of providing homes in close proximity to the village centre.

Landscape Sensitivity

**Island Plan Zone** - The site is in the green zone where there is a presumption against all forms of new development, accordingly the land would need to be rezoned for Cat A housing.

**Countryside Character Appraisal** – The site is located in area E7 of the Countryside Character Appraisal which states there is some capacity to accept new development, allied with measures of conservation and enhancement. Any development can have a high impact in the long views and any new development should generally be limited to the existing village areas.

Existing Land Use

**Existing Land Use** - The proposal makes use of land that is currently used in agriculture

Response from Consultees and Other Findings

<table>
<thead>
<tr>
<th>CONSULTEES</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Agricultural Status</strong></td>
<td>No Objection</td>
</tr>
<tr>
<td>Field 402 is currently used for grazing, however the size of the field</td>
<td></td>
</tr>
<tr>
<td><strong>Ecological Status</strong></td>
<td>None known</td>
</tr>
<tr>
<td>The site has a number of mature trees which provide habitat for birds and possibly squirrels, accordingly further site investigation will be required as part of any application.</td>
<td></td>
</tr>
<tr>
<td><strong>Environmental Health Conditions</strong></td>
<td>Mitigation required</td>
</tr>
</tbody>
</table>
## Affordable Housing Site Assessments

### CONSULTEES | COMMENTS
---|---
1. The historic garage use presents the risk of contaminated land. A contaminated land assessment for this site is necessary prior to development. |  

### Traffic And Vehicular Access | Yes
The site has direct access to La Grande Route de Faldouet. A new vehicular access/egress will be required to comply with TTS Highways visibility requirements and is likely to involve the loss of roadside trees and hedging, and a possible realignment of the road side.

### Public Transport | Good access to frequent service
The site is near to a frequent bus route which provides a public transport service for both commuters and shoppers.

### Educational Facilities – Primary | Capacity in St Martin's Primary School
The new St Martin's primary school is predicted to have sufficient capacity to cope with the potential number of children generated from this site if developed for family housing.

### Educational Facilities – Secondary | Capacity in Grainville School
The site is within the secondary school catchment of Grainville which is predicted to have sufficient capacity to cope with the potential number of children generated from this site if developed for family housing.

### Other Community Facilities
The site is near existing community facilities and amenities of the village of St Martin.

### Mains Water | Yes
Jersey Water has confirmed that the site is relatively close to water mains infrastructure, which is capable of supplying the size of development identified for this site.

### Foul Drainage | Yes
There is a public foul sewer in La Grande Route de Faldouet which may accept flows from this site.

### Surface Water Drainage | Yes
Affordable Housing Site Assessments

<table>
<thead>
<tr>
<th>CONSULTEES</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Soakaways would be the preferred option for the disposal of surface water.</td>
<td>Yes</td>
</tr>
<tr>
<td>Electricity</td>
<td>Yes</td>
</tr>
<tr>
<td>It is likely that a substation would be required to serve the development.</td>
<td>Yes</td>
</tr>
<tr>
<td>Other Services</td>
<td>Yes</td>
</tr>
<tr>
<td>Other services – telecoms and gas may also be investigated by the developer.</td>
<td></td>
</tr>
</tbody>
</table>

Table B.8 Consultee Summary
Glossary
Glossary

Appendix C Glossary

**Affordable (Category A) Housing**: A range of both rented and discount sale housing available for households in priority need whose incomes deny them the opportunity to purchase or rent housing on the open market. The full definition can be found in the 'Affordable housing' section.

**Allocation**: site identified in a development plan as appropriate for a specific land use(s) in advance of any planning permission for that use.

**Annual Monitoring Report (AMR)**: the annual monitoring report will assess the implementation of the strategic planning policies and the extent to which policies in the Plan are being successfully implemented.

**Area of Archaeological Importance**: A designated area regarded as being an area of special archaeological interest, which is desirable to preserve or examine.

**Biodiversity**: according to the World Conservation Union (IUCN), is "the variety of life in all its forms, levels and combinations. Includes ecosystem diversity, species diversity, and genetic diversity."

**Brownfield Site**: Land which is, or has previously been, developed.

**Conservation Areas**: A designated area regarded as being an area of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.

**Composting**: an aerobic, biological process in which organic wastes, such as garden and kitchen waste are converted into a stable granular material which can be applied to land to improve soil structure and enrich the nutrient content of the soil.

**Dwelling**: The definition of a dwelling is a self contained unit of accommodation. Self-containment is where all rooms in a household are behind a door, which only that household can use. Non-self contained household spaces at the same address should be counted together as a single dwelling. Therefore, a dwelling can consist of one self-contained household space or two or more non-self contained spaces at the same address.

**Evidence Base**: information gathered to support preparation of the Plan documents. Includes quantitative and qualitative data.

**Greenfield Site**: An area of land that has never been built upon.

**Gross internal floorspace**: Gross internal floorspace has been used, which is the entire area inside the external walls of a building and includes corridors, lifts, plant rooms, and service accommodation but excludes internal walls. Typically, the difference between gross external area and gross internal floorspace is between 2.5 and 5%.
Glossary

**Housing Trajectories**: means of showing past and future housing performance by identifying the predicted provision of housing over the lifespan of the Plan.

**Monitoring**: regular and systematic collection and analysis of information to measure policy implementation.

**Primary aggregates**: Naturally occurring materials, including sands and gravels and rocks, but excluding reused/recycled materials or the waste materials of other processes that are capable of being used for aggregate purposes (secondary aggregates).

**Ramsar site**: A wetland of international importance. The Convention on Wetlands, signed in Ramsar, Iran, in 1971, is an intergovernmental treaty, which provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources. There are presently 147 Contracting Parties to the Convention, with 1524 wetland sites, totalling 129.2 million hectares, designated for inclusion in the Ramsar List of Wetlands of International Importance.

**Recycling**: involves the reprocessing of wastes, either into the same product or a different one. Many non-hazardous industrial wastes such as paper, glass, cardboard, plastics and scrap metals can be recycled. Special wastes such as solvents can also be recycled by specialist companies, or by in-house equipment.

**Spatial Strategy**: sets out the Island's policies in relation to the development and use of land and forms part of the Plan.

**Secondary aggregates**: Materials (such as mineral wastes, recycled materials from the construction and demolition industries, and industrial by-products) processed and used for aggregates purposes.

**Site of Special Scientific Interest (SSSI)**: An area of land notified under the xxx law as being of special nature conservation interest by reason of its flora, fauna, geological or physiological features.

**Strategic Environmental Assessment (SEA)**: generic term used internationally to describe environmental assessment as applied to policies, plans and programmes.

**Strategic Planning Policies**: sets out the long-term spatial vision for the local planning authority area, the spatial objectives and strategic policies to deliver that vision.

**Supplementary planning Guidance (SPG)**: provide supplementary information in respect of the policies in development plan documents. They do not form part of the development plan and are not subject to independent examination.

**Sustainable Development**: A widely used and accepted international definition of sustainable development is: ‘development, which meets the needs of the present without compromising the ability of future generations to meet their own needs.'
Glossary

Targets: thresholds, which identify the scale of change to be derived from policies over a specific time period (e.g. number of affordable homes to be built by a set date.

The Island Plan: Includes the Strategic Planning policies, site-specific allocations of land, generic development control policies, some of which are shown on the proposals map.

Use Class Order: This Order provides that a change of use of a building or other land does not involve development for the purposes of the law if the new use and the former use are both within the same specified class.

Windfalls: Windfall sites are those, which have not been specifically identified as available in the Island Plan process through land use allocations. They comprise previously developed sites that have become unexpectedly available. These could include for example, large sites such as might result from a hotel closure or very small changes to the built environment, such as a residential conversion or a new flat over a shop.
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