

Draft Carbon Neutral Roadmap Review

Environment, Housing and
Infrastructure Scrutiny Panel

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Chair's Foreword



I'm much saddened to have to record the death of a much-valued panel member, Connétable Sadie Le Sueur-Rennard, as we arrived at the conclusion of this review.

She had an understanding of the complex issues and, in particular, the consequences on residents from actions that Government might take was always high in her thoughts.

We will miss her.

The subject of carbon neutrality is massive and a challenge for all Governments globally. It is essential that we in Jersey make our just contribution in a cost-effective manner but avoid utopian policies which will never be achieved.

Technological advancements in industrialised countries will filter through to us and we need to be in a position to adapt and accept these changes swiftly and efficiently without adversely affecting middle and low income islanders. Peer review of actions taken in other jurisdictions will need close monitoring.

Commercial implications of changes and the use of low carbon fuels is an area that requires further work if benefit is to be received by residents.

A balanced and rational approach is needed to construct a Carbon Neutral Roadmap and this is what this review attempts to introduce to the debate.

I would take this opportunity to thank those who have contributed to the review and particularly the staff of the States Greffe who have been unstinting in their support of the panel's work.

A handwritten signature in blue ink that reads "M Jackson". The signature is written in a cursive, flowing style.

Connétable Mike Jackson
Chairman
Environment, Housing and Infrastructure Scrutiny Panel

Executive Summary

Background

Informed by the [Climate Conversation](#) and the [recommendations](#) made by the Citizens' Assembly on Climate Change, the Government of Jersey (GoJ) published the [draft Carbon Neutral Roadmap](#) for a six-week period of public consultation on 17th December 2021. Subsequently, the draft Carbon Neutral Roadmap was revised and [P.74/2022](#) - Carbon Neutral Roadmap was lodged for debate by the States Assembly on 25th April 2022.

The Environment, Housing and Infrastructure Scrutiny Panel (hereafter 'the Panel') launched its review of the draft Carbon Neutral Roadmap on 20th January 2022, primarily, in response to the recommendation made by the Citizens' Assembly which requested that scrutiny of the GoJ's response to the Citizens' Assembly recommendations should be undertaken prior to the next government election. The Terms of Reference for the review can be viewed in Appendix 1 of this report.

The review has assessed the GoJ's response to the Citizens' Assembly recommendations. Additionally, how the recommendations and the GoJ's response to them is reflected within, and aligns with, the policies proposed and their delivery. An outline of how the Citizens' Assembly recommendations have fed into the policies can be viewed in Appendix 3 of this report. Moreover, the review has evaluated the public consultation responses on the draft Carbon Neutral Roadmap in line with the policies proposed. Following a high-level analysis of the five strategic policies set out in the Carbon Neutral Roadmap as well as of the four categories of carbon reduction policies for delivery for the period of 2022-2025, the Panel's review has resulted in 29 key findings, 9 recommendations and 1 amendment. A summary of which is included below.

The Roadmap's five strategic policies

When considering the five strategic policies, the Panel's review has found that Jersey has previously failed to meet its targets to achieve 80 per cent reduction in carbon emissions by 2050 under the Kyoto Agreement, and as set out in the Pathway 2050: An Energy Plan for Jersey. However, the GoJ considers that the Carbon Neutral Roadmap is more likely to succeed where Pathway 2050 failed due to the level of funding (£23 million) provided for the Roadmap's first delivery phase of policy initiatives and with there now being a clear trajectory of actions outlined up to 2050 to facilitate commitment to the pathway. However, the Panel emphasises that meeting the trajectory for the Paris Agreement to net zero by 2050 will remain a challenge which relies on the GoJ to continue to meet sufficient funding requirements over the longer term of the Roadmap.

Noting that strategic policy two of the Carbon Neutral Roadmap assumes that electricity imported to Jersey will remain carbon free or low carbon, affordable and reliable going forward. The Panel raised concern regarding the postulation on which the policy was being based given that France had recently shut down three of its nuclear power plants and the impact this might have on both Jersey's low-carbon emissions status and the reliability of supply to the Island. It is unknown how (or if) this affects Jersey's greenhouse gas emissions inventory accounting, however, the GoJ anticipates no disruption to the Island's electricity supply.

Consequently, the Panel has **recommended** that the Minister for the Environment should expand further on whether the closure of the three nuclear power plants in France affects the

provenance of the electricity supply to Jersey from that of zero emissions nuclear power to a carbonised power source, and if so, how this is being accounted for in Jersey's greenhouse gas emissions inventory.

The Panel notes that a significant consideration for the Carbon Neutral Roadmap is the longer-term security of supply and provenance of the Island's power, and strategic policy two of the Roadmap indicates the requirement for an energy market review which would include consideration for Jersey's electricity supply. The Panel identified that the likelihood of Jersey continuing to have some degree of connectivity to the European market was considered high, however, it was emphasised that recent global tensions, such as Brexit, and energy volatility, was placing urgency on Jersey to consider its security of supply. Moreover, the Panel found that the Citizens' Assembly recommended the exploration of Jersey-based renewable energy generation, infrastructure, and the promotion of self-sustainability forms of renewable energy sources, to reduce Jersey's dependency on the French grid. The Panel has observed that whilst there is long-term thinking for these types of opportunities by the GoJ (such as an offshore wind farm) even if there was immediate agreement to build an offshore wind farm, it would still take several years to accomplish.

As such, the Panel found that with a proposed target of 2030 for Jersey to achieve carbon neutrality, the Island would need to consider shorter-term initiatives that were currently feasible to achieve. It was, therefore, noted that the Roadmap's first delivery phase concentrates on the immediately available options and to ensure the easiest way to reduce carbon emissions, electrification is being used as the first step. However, sustainable energy generation from sources like wind and tidal will be considered in the long term.

The Panel has observed that to ensure a selection of the policy initiatives which will provide the best value for money in respect of the carbon reductions they intend to provide for Jersey over the next four years, a multi-analysis tool was used to score proposed policies and prioritise them according to their carbon abatement potential and other relevant factors to identify the best outcome for the available funding.

The Panel found that currently, financing of the Roadmap has remained within the Climate Emergency Fund. However, as a substantial amount of money will be required to fund the Roadmap going forward, consideration for other financing options will be researched by the GoJ as part of strategic policy three. In light of this, the Panel has **recommended** that the GoJ should consider how Covid-19 recovery packages could be utilised moving forward to support investment into Jersey's economy (post-pandemic recovery), whilst advancing Jersey's environmental goals and supporting businesses to go green.

Moreover, the Panel has identified that additional significant funding will be required to achieve the Island's carbon neutral and net-zero targets and the cost of future delivery plans will need to be considered in future Government Plans. As such, a financing strategy for Jersey's complete decarbonisation journey remains unclear. Considering that proposals for new economic instruments will need to be considered in the medium to long term to continue to fund the trajectory of Jersey's pathway to net zero, it is noted that a longer-term financing strategy is planned to conclude in 2024; with associated measures incorporated into the Government Plan 2025-28. It is further noted that the economic instruments will be subject to consultation and impact analysis.

Throughout its review, the Panel observed that there was confusion amongst the GoJ consultation responses regarding the terminology for 'carbon neutral' and 'net zero' and how either, or both, positions could be achieved as part of Jersey's pathway. The link between the two positions did not appear to be clearly understood and this highlights a need that further

information is required to inform the public that through Jersey aligning with the Paris Agreement (net zero by 2050) that becoming carbon neutral at a target date along the way would also remain achievable. In response to this, the GoJ has revised its SMART objectives across policies, where appropriate, to address the concerns raised. The Panel has **recommended** that the GoJ should roll out suitable public awareness raising campaigns in order to educate and familiarise the public with climate change terminology, as well as communicating policy aims and outcomes as simply as possible and across multiple communication channels.

Long-term governance and oversight

The Panel has observed that current proposals for governance and oversight of the Carbon Neutral Roadmap include the establishment of a Ministerial portfolio with responsibility for Energy and Climate Change; a new Standing Scrutiny Panel on Energy and Climate Change; a new Programme Office created within the Strategic Policy, Planning and Performance Department; and a 'Carbon Neutral Network' to facilitate stakeholder engagement and policy development.

Notwithstanding this, the Panel has identified that there is no formal framework proposed within the Carbon Neutral Roadmap for independent, scientific oversight and governance, despite this being considered best practice across the UK and Europe. This raises concern with the Panel given the long-term nature of the Roadmap and that climate technology will continue to advance. Policies and delivery plans will need to be continually updated in line with scientific and technological advancements, as well as Jersey's societal and economic commitments.

Considering the nature of the long-term policy ambition stretching over multiple political terms of government, the Panel considers this will make ongoing, scientifically-orientated and independent oversight difficult or inconsistent if the only independent oversight is carried out by a Scrutiny Panel which would be wholly political in its membership and would likely not comprise the necessary scientific expertise. Therefore, whilst a standing Scrutiny Review Panel would indeed have its own role to play, the Panel does not consider it sufficient or appropriate to rely on this alone for continued independent oversight of the Roadmap.

In light of this, the Panel has **recommended** that the Minister for the Environment should support the Panel's amendment to establish an independent, scientific climate council and subject to the successful adoption of the amendment by the States, should ensure that before he leaves office that Officers are instructed to set this into motion so that the necessary groundwork can progress prior to the new Government term.

The Panel also highlights that although it has been demonstrated that framework climate change legislation, along with a group of autonomous experts, is considered by experts to be beneficial in guiding mitigation and adaptation planning for climate change, Jersey does not currently have any overarching climate framework legislation. Moreover, that it was considered by the Carbon Neutral Steering Group that such primary legislation was disproportionate to Jersey's size. Instead, it was felt that requesting the Paris Agreement be extended to Jersey was a high profile, international commitment and that this, coupled with the proposed governance processes as set out in the Carbon Neutral Roadmap, was sufficient to deliver on carbon emissions reduction targets.

Despite this, the Panel learned that the Minister for the Environment considers that there would be merit in pursuing overarching legislation, provided that doing so would not hinder the delivery of the proposed Carbon Neutral Roadmap policies. The Panel has **recommended**

that the current Minister for the Environment should formally advocate to his successor that a Ministerial Decision be signed at the start of the new Government term which instructs Officers to draft climate framework legislation with the intention of this being lodged in the States for debate before the end of Q1 2023.

With regard to establishing an independent, scientific climate council for Jersey, concern was raised by Ministers which emphasised that establishing an independent scientific council would be too costly. However, the Panel has identified that it is plausible to establish and operate such councils on varied budgets, depending on their scope and size. For example, the size and available resources vary across different independent scientific councils in Europe, with members ranging from 4 to 15, and annual budgets varying significantly from €200,000 to €4 million. A similar approach has already proven possible in Jersey through the establishment of the Expert Advisory Panel for the Citizens' Assembly on Climate Change which had a 6-member membership and cost £22,000 (based on payments of £500 per day to 5 members of the expert panel).

The Panel's Amendment

Owing to concerns over the lack of a formal framework for governance and independent, scientific oversight and the known benefits this can bring, the Panel lodged an [amendment](#) to P.74/2022 which seeks to establish an independent, scientific climate council, proportionate to Jersey, to enhance the governance and oversight of the long-term delivery of the Roadmap. The Panel's amendment can be viewed in Appendix 2 of this report.

The Roadmap's carbon reduction policies

When considering the four categories of proposed carbon reduction policies, the Panel has observed that Ministers and members of the Carbon Neutral Steering Group are not completely aligned on the speed at which electrification of vehicles is being proposed. Whilst in agreement with the policy direction, the Minister for Infrastructure believes that the transition away from fossil fuels to the electrification of vehicles is happening too fast and that Jersey is not prepared. Moreover, evidence suggests that Jersey Electricity would like to see some measures to the proposed subsidies for electric vehicle (EV) chargers "fine-tuned" to avoid unintended consequences. For example, that financial support for EV chargers is reserved for 'smart' chargers "to ensure charging is restricted to off-peak, overnight periods when demand on the grid is low, power is cheaper for the consumer and capacity is plentiful." The Panel notes that it is the GoJ's intention to work on the policy details in further consultation with key stakeholders in delivery phase one.

The Panel identified that policy TR2 'Vehicle Scrappage Incentive' has been removed from the Carbon Neutral Roadmap owing to concerns raised in the public consultation that the value of the incentive would not be sufficient to meet the policy's aims and for potential abuse of the system. The £410,000 in funding previously allocated to policy TR2 has been redistributed across policies HT3 'Energy Performance Certificates'; TR1 'Speeding up adoption of electric vehicles; and TR3 'Supporting transition fuels.'

The Panel identified that concerns were raised during the GoJ public consultation, and to the Panel, regarding the absence of a policy within the draft Carbon Neutral Roadmap for the adoption of standard grade renewable content petrol and diesel. In light of this, the Panel considered the possibility of an amendment to address this gap. However, it was noted in the revised lodged version of the Carbon Neutral Roadmap that policy TR3b has been included.

This proposed policy outlines the research and market analysis that will be undertaken in consultation with industry stakeholders to determine a policy position on the suitability of renewable content fuels for Jersey regarding financial, infrastructure and spatial implications and options by the end of 2022. In respect of this research and market analysis, the Panel has **recommended** that the GoJ should ensure that the analysis in consultation with industry stakeholders for policy TR3b must also include consideration for how the Government will ensure a level playing field and competitive market across the Island's fuel industry as to avoid any competitive advantage as an unintended consequence of policy TR3 and TR3b.

With regard to policy TR5 'End the importation and registration of petrol and diesel vehicles that are new to the Island from 2030', the Panel has identified that the policy has been designed to ensure that Jersey does not become a 'dumping ground' for older, polluting vehicles. In addition, that the policy will be developed with further stakeholder engagement and consultation, and it is the further intention of the GoJ to create an exemption for historic, classic vehicles within the draft legislation.

The Panel notes that the Sustainable Transport workstream has been impacted by the Covid-19 pandemic and as result, progress has been slower than anticipated. Notwithstanding this, it is the intention for the GoJ to publish a Sustainable Transport Roadmap by the end of 2022 and it is envisaged that these policies will form a similar Roadmap-type framework to that of the Carbon Neutral Roadmap.

The Panel found that the public consultation responses highlighted the importance of taking the needs of disabled Islanders into consideration when developing the Sustainable Transport Roadmap, as well as ensuring a 'Just Transition'. In light of this, the Panel has **recommended** that the GoJ should ensure that as part of its preparation of the Sustainable Transport Roadmap, the needs of disabled Islanders are taken into full consideration, as well as how to ensure a 'Just Transition' within all the proposed policies. Moreover, as part of regular, ongoing governance and oversight, the Government must continue to review impact assessments of its policies on an annual basis, to ensure that a 'Just Transition' is adhered to throughout the life of the CNR and with a particular watching brief on global energy prices.

In respect of aviation, the Panel found that since preparing the draft Carbon Neutral Roadmap, Ports of Jersey has become a signatory to the Toulouse Declaration (an agreement to help the aviation industry become more eco-conscious) and has committed to ensure a net-zero future.

When considering the policies for heating, cooling and cooking, the Panel has observed that a potential barrier to policy HT1 'Supporting low carbon heating systems and home insulation' is the lack of available on-Island skills and expertise to roll this policy initiative out faster. The Panel notes that the GoJ has acknowledged this barrier, however, as the funding for this in the first delivery phase is capped and will therefore limit the number of heating boilers which can realistically be changed, this will allow more time for the GoJ to work on a skills strategy and to be able to train local people to deliver more heating system transitions in the future.

The Panel observed that a fundamental concern raised in the GoJ public consultation was regarding policy HT1 and ensuring a 'Just Transition.' However, to ensure that Islanders are not adversely impacted by increased income inequality as a direct result of the proposed policies, the GoJ advised that a distributional impact assessment of the policies was carried out, which helped to identify where things may be made unequal for Islanders and how to mitigate this.

The Panel has identified that although the Citizens' Assembly recommended the deadline for achieving policy HT2 'Review building bye-laws' should be 2023, the Carbon Neutral

Roadmap proposes a deadline of 2025. The Panel notes that the rationale provided for this by the Minister for the Environment is that 2023 is deemed too soon for the construction industry to be able to adjust to new building regulations. Moreover, this time is considered necessary for the industry to train and up-skill in new building methods, as well as new materials and equipment.

Given that a landlord licensing scheme is noted as a dependency for policy HT3 'Energy Performance Certificates' but has not yet been adopted by the States Assembly, the Panel observed that alternative options for identifying rental properties are being considered by the GoJ to be able to pursue the policy.

The Panel has also observed that the Minister for Children and Education acknowledges that there may be challenges in relation to resourcing the ambitious deadlines set against the objectives of Policy EN4 'Delivering the COP26 Pledge' due to multiple agendas currently being addressed within the Department for Children, Young People, Education and Skills. However, the Minister has stated that the Department remains committed to achieving the objectives as laid out in the COP26 education pledge.

With regard to soil carbon sequestration, the Panel notes that concern was raised in a submission to the Panel that whilst work had previously been undertaken by GoJ with Cranfield University to 'identify and implement additional measures to increase carbon sequestration', a soil carbon sequestration policy was notably absent in the Carbon Neutral Roadmap. When questioned as to whether this had been unduly omitted from the Roadmap, the Panel was advised by GoJ that this was reflective of Jersey's intensive agriculture industry and that the more soil is disturbed due to intense agricultural practice, the less carbon it sequesters.

The Panel identified that there was funding set aside for a PhD student to carry out further work to discover where there are possibilities for increased organic matter in soil, which can in turn lead to carbon sequestration. In light of this, the Panel has **recommended** that the GoJ should seek to complete and publish the findings of the ongoing soil research which commenced in 2019 with Cranfield University by the end of Q2 2023. The aim of which would be to provide a clearer indication in relation to Jersey's soil quality and potential for carbon sequestration and with a view to this providing a suitable evidence base to inform whether soil carbon sequestration should be considered an advantageous policy direction for inclusion in the next delivery phase of the Carbon Neutral Roadmap.

Although the Panel's review has highlighted several specific concerns throughout this report, the following key overarching concerns have arisen from the Panel's analysis of the proposed carbon reduction policies for the first delivery phase of the Roadmap from 2022-2025 (view page 103 for further detail)

Skills and training: The majority of the carbon reduction policies namely transport, heating, cooling and cooking policies will require on-Island skills and a suitably trained workforce to facilitate these workstreams and it is uncertain whether this skills gap will be addressed in a timely manner for the Roadmap's policies to succeed.

Just Transition: Achieving a 'Just Transition' is a significant concern for many members of the public and will be a significant challenge for the GoJ to address and ensure that Islanders are not unfairly or disproportionately impacted because of the carbon reduction policies imposed on them.

Sequestration: Considering the potential for carbon drawdown in Jersey's soil as well as the additional benefits from proper soil management including clean water, biodiversity, food

security, nutrition and the natural environment, the Panel raises concern that this has not been included within the workstream for policy EN5 and would encourage further research be developed in this area.

Capacity and resourcing: Given the importance of each of the carbon reduction policies within the first delivery phase of the Carbon Neutral Roadmap to initiate the journey to net zero and considering their dependency on one another to meet the intended goals of the Roadmap, the Panel raises concern regarding available capacity and resourcing within all the GoJ departments to ensure the efficient delivery of the workstream. Particularly, as the delivery of the first phase is due to commence immediately, on approval of P.74/2022 in April 2022. Therefore, there is an urgency to ensure that the available capacity and resourcing can meet the requirements of the workstream with immediate effect.

Scrutiny of Government's response to the Citizens' Assembly recommendations

In consideration of the Panel's principal task to scrutinise the Government's response to the recommendations made by the Citizens' Assembly on Climate Change, overall, the Panel is satisfied with how the Citizens' Assembly recommendations have been fed into the policy development process. Moreover, where recommendations have been rejected or will be considered for the medium to longer- term development of the policies, the Panel is satisfied with how the GoJ has demonstrated any future alignment, or the reasons for the rejection of the recommendations. The Panel notes that six recommendations were rejected, in the main, to assist with ensuring a 'Just Transition'.

Key Findings

KEY FINDING 1: Jersey has previously failed to meet its targets to achieve 80 per cent reduction in carbon emissions by 2050 under the Kyoto Agreement, and as set out in the Pathway 2050: An Energy Plan for Jersey. The GoJ considers that the Carbon Neutral Roadmap is more likely to succeed where Pathway 2050 failed due to the level of funding (£23 million) provided for the Roadmap's first delivery phase of policy initiatives (2022-25). Additionally, with there now being a clear trajectory of actions outlined up to 2050, to facilitate commitment to the pathway. However, meeting the trajectory for the Paris Agreement to net zero by 2050 will remain a challenge which relies on the GoJ to continue to meet sufficient funding requirements over the long term.

KEY FINDING 2: Strategic policy two of the Carbon Neutral Roadmap assumes that electricity imported to Jersey will remain carbon free or low carbon, affordable and reliable going forward. The Panel raised concern regarding the assumption on which the policy was being based given that France had recently shut down three of its nuclear power plants and the impact this might have on both Jersey's low-carbon emissions status and the reliability of supply to the Island. It is unknown how (or if) this affects Jersey's greenhouse gas emissions inventory accounting, however, the GoJ anticipates no disruption to the Island's electricity supply.

KEY FINDING 3: A significant consideration for the Carbon Neutral Roadmap is the longer-term security of supply and provenance of the Island's power and strategic policy two of the Roadmap indicates the requirement for an energy market review which would include consideration for Jersey's electricity supply. The likelihood of Jersey continuing to have some degree of connectivity to the European market was considered high, however, it was

emphasised that recent global tensions, such as Brexit, and energy volatility, was placing urgency on Jersey to consider its security of supply.

KEY FINDING 4: The Citizens' Assembly recommended the exploration of Jersey-based renewable energy generation, infrastructure, and the promotion of self-sustainability forms of renewable energy sources, to reduce Jersey's dependency on the French grid. The GoJ clarified that whilst there is long-term thinking for these types of opportunities (such as an offshore wind farm) even if there was immediate agreement to build an offshore wind farm, it would still take several years to accomplish.

KEY FINDING 5: With a proposed target of 2030 for Jersey to achieve carbon neutrality, the Island would need to consider shorter-term initiatives that were currently feasible to achieve. It was noted that the Roadmap's first delivery phase concentrates on the immediately available options and in order to ensure the easiest way to reduce carbon emissions, electrification is being used as the first step. However, sustainable energy generation from sources like wind and tidal will be considered in the long-term.

KEY FINDING 6: To ensure a selection of the policy initiatives which will provide the best value for money in respect of the carbon reductions they intend to provide for Jersey over the next four years, a multi-analysis tool was used to score proposed policies and prioritise them according to their carbon abatement potential and other relevant factors in order to identify the best outcome for the available funding.

KEY FINDING 7: Currently, financing of the Roadmap has remained within the Climate Emergency Fund. However, as a substantial amount of money will be required to fund the Roadmap going forward, consideration for other financing options will be researched by the GoJ as part of strategic policy three.

KEY FINDING 8: Additional significant funding will be required to achieve the Island's carbon neutral and net-zero targets and the cost of future delivery plans will need to be considered in future Government Plans. As such, a financing strategy for Jersey's complete decarbonisation journey remains unclear. Considering that proposals for new economic instruments will need to be considered in the medium to long-term to continue to fund the trajectory of Jersey's pathway to net-zero, it is noted that a longer-term financing strategy is planned to conclude in 2024; with associated measures incorporated into the Government Plan 2025-28. It is further noted that the economic instruments will be subject to consultation and impact analysis.

KEY FINDING 9: There was confusion amongst the GoJ consultation responses regarding the terminology for 'carbon neutral' and 'net-zero' and how either, or both, positions could be achieved as part of Jersey's pathway. The link between the two positions did not appear to be clearly understood and highlights a need that further information is required to inform the public that through Jersey aligning with the Paris Agreement (net-zero by 2050) that becoming carbon neutral at a target date along the way would also remain achievable. In response to this, the GoJ has revised its SMART objectives across policies, where appropriate, to address the concerns raised.

KEY FINDING 10: Current proposals for governance and oversight of the Carbon Neutral Roadmap include: the establishment of a Ministerial portfolio with responsibility for Energy and Climate Change; a new Standing Scrutiny Panel on Energy and Climate Change; a new Programme Office created within the Strategic Policy, Planning and Performance Department; and a 'Carbon Neutral Network' to facilitate stakeholder engagement and policy development.

KEY FINDING 11: There is no formal framework proposed within the Carbon Neutral Roadmap for independent, scientific oversight and governance, despite this being considered

best practice across the UK and Europe. This raises concern with the Panel given the long-term nature of the Roadmap and that technology will continue to advance. Policies and delivery plans will need to be continually updated in line with scientific and technological advancements, as well as Jersey's societal and economic commitments.

KEY FINDING 12: Framework climate change legislation, along with a group of autonomous experts, is considered by experts to be beneficial in guiding mitigation and adaptation planning. Jersey does not currently have any climate framework legislation and it was considered by the Carbon Neutral Steering Group that such primary legislation was disproportionate to Jersey's size. Instead, it was felt that requesting the Paris Agreement be extended to Jersey was a high profile, international commitment and that this, coupled with the proposed governance processes, was sufficient to deliver on carbon emissions reduction targets. Despite this, the Minister for the Environment considers that there would be merit in pursuing over-arching legislation, provided that doing so would not hinder the delivery of the proposed Carbon Neutral Roadmap policies.

KEY FINDING 13: Concerns were raised by Ministers that establishing an independent scientific council would be too costly. However, the Panel has identified that it is plausible to establish and operate such councils on varied budgets, depending on their scope and size. For example, the size and available resources vary across different independent scientific councils in Europe, with members ranging from 4 to 15, and annual budgets varying significantly from €200,000 to €4 million. A similar approach has already proven possible in Jersey through the establishment of the Expert Advisory Panel for the Citizens' Assembly on Climate Change which had a 6-member membership and cost £22,000 (based on payments of £500 per day to 5 members of the expert panel).

KEY FINDING 14: Owing to concerns over the lack of a formal framework for governance and independent, scientific oversight and the known benefits this can bring, the Panel lodged an amendment to P.74/2022 which seeks to establish an independent, scientific climate council to enhance the governance and oversight of the long-term delivery of the Carbon Neutral Roadmap.

KEY FINDING 15: Ministers and members of the Carbon Neutral Steering Group are not completely aligned on the speed at which electrification of vehicles is proposed. Whilst in agreement with the policy direction, the Minister for Infrastructure believes that the transition away from fossil fuels to the electrification of vehicles is happening too fast and that Jersey is not prepared.

KEY FINDING 16: There are significant challenges relating to the infrastructure and technology requirements for electric vehicles. Particularly, the number of charging points which are currently deemed far from sufficient to meet the required future capacity, as well as how and where to locate them; and necessary upgrades to cabling to accommodate increased demand on the electricity supply.

KEY FINDING 17: Jersey Electricity would like to see some measures to the proposed subsidies for EV chargers "fine-tuned" to avoid unintended consequences. For example, that financial support for EV chargers is reserved for 'smart' chargers "to ensure charging is restricted to off-peak, overnight periods when demand on the grid is low, power is cheaper for the consumer and capacity is plentiful." The Panel notes that it is the GoJ's intention to work on the policy details in further consultation with key stakeholders in delivery phase 1.

KEY FINDING 18: Policy TR2 'Vehicle Scrappage Incentive' has been removed from the Carbon Neutral Roadmap owing to concerns raised in the public consultation that the value of the incentive would not be sufficient to meet the policy's aims and for potential abuse of the

system. The £410,000 in funding previously allocated to Policy TR2 has been redistributed across policies HT3 'Energy Performance Certificates'; TR1 'Speeding up adoption of electric vehicles; and TR3 'Supporting transition fuels.'

KEY FINDING 19: Concerns were raised during the GoJ public consultation, and to the Panel, regarding the absence of a policy within the draft Carbon Neutral Roadmap for the adoption of standard grade renewable content petrol and diesel. The Panel considered the possibility of an amendment to address this gap. However, it was observed in the revised lodged version of the Carbon Neutral Roadmap¹ that policy TR3b has been included. This proposed policy outlines the research and market analysis that will be undertaken in consultation with industry stakeholders to determine a policy position on the suitability of renewable content fuels for Jersey regarding financial, infrastructure and spatial implications and options by the end of 2022.

KEY FINDING 20: Policy TR5 'End the importation and registration of petrol and diesel vehicles that are new to the Island from 2030' has been designed to ensure that Jersey does not become a 'dumping ground' for older, polluting vehicles. The policy will be developed with further stakeholder engagement and consultation, and it is the further intention of the GoJ to create an exemption for historic, classic vehicles within the draft legislation.

KEY FINDING 21: The Sustainable Transport workstream has been impacted by the Covid-19 pandemic and as result, progress has been slower than anticipated. It is the intention for the GoJ to publish a Sustainable Transport Roadmap by the end of 2022 and it is envisaged that these policies will form a similar Roadmap-type framework to that of the Carbon Neutral Roadmap. Public consultation responses highlighted the importance that the needs of disabled Islanders are taken into consideration when developing the Sustainable Transport Roadmap, as well as ensuring a 'Just Transition'.

KEY FINDING 22: Since preparing the draft Carbon Neutral Roadmap, Ports of Jersey has become a signatory to the Toulouse Declaration (an agreement to help the aviation industry become more eco-conscious) and has committed to ensure a net-zero future.

KEY FINDING 23: The GoJ acknowledges that a potential barrier to policy HT1 – 'Supporting low carbon heating systems and home insulation' is the lack of available on-Island skills and expertise to roll this policy initiative out faster. However, the funding for this in the first delivery phase is capped and will therefore limit the number of heating boilers which can realistically be changed, allowing more time for the GoJ to work on a skills strategy and to be able to train local people to deliver more heating system transitions in the future.

KEY FINDING 24: A fundamental concern was raised in the GoJ public consultation regarding policy HT1 'Supporting low carbon heating systems and home insulation' and ensuring a 'Just Transition.' To ensure that Islanders are not adversely impacted by increased income inequality as a direct result of the proposed policies, the GoJ confirmed that a distributional impact assessment of the policies was carried out, which helped to identify where things may be made unequal for Islanders and how to mitigate this.

KEY FINDING 25: The proposed deadline of achieving Policy HT2 'Review building bye-laws' in the Carbon Neutral Roadmap is 2025 and not 2023 (as recommended by the Citizens' Assembly). The rationale provided for this by the Minister for the Environment is that 2023 is deemed too soon for the construction industry to be able to adjust to new building regulations.

¹ [P.74/2022 – Carbon Neutral Roadmap](#)

This time is considered necessary for the industry to train and up-skill in new building methods, as well as new materials and equipment.

KEY FINDING 26: Alternative options for identifying rental properties are being considered by the GoJ to be able to pursue policy HT3 'Energy Performance Certificates' given that a landlord licensing scheme is noted as a dependency for this policy but has not yet been adopted by the States Assembly.

KEY FINDING 27: The Minister for Children and Education acknowledges that there may be challenges in relation to resourcing the ambitious deadlines set against the objectives of Policy EN4 'Delivering the COP26 Pledge' due to multiple agendas currently being addressed within the Department for Children, Young People, Education and Skills, however the Minister has stated that the Department remains committed to achieving the objectives as laid out in the COP26 education pledge.

KEY FINDING 28: Concern was raised in a submission to the Panel that whilst work had previously been undertaken by GoJ with Cranfield University to 'identify and implement additional measures to increase carbon sequestration', soil carbon sequestration policy was notably absent in the Carbon Neutral Roadmap. When questioned as to whether this had been unduly omitted from the Roadmap, the Panel was advised by GoJ that this was reflective of Jersey's intensive agriculture industry and that the more soil is disturbed due to intense agricultural practice, the less carbon it sequesters. The Panel noted that there was funding set aside for a PhD student to carry out further work to discover where there are possibilities for increased organic matter in soil, which can in turn lead to carbon sequestration.

KEY FINDING 29: The Panel is satisfied with how the Citizens' Assembly recommendations have been fed into the policy development process. Moreover, where recommendations have been rejected or will be considered for the medium to longer term development of the policies, the Panel is satisfied with how the GoJ has demonstrated any future alignment, or the reasons for the rejection of the recommendations. The Panel notes that six recommendations were rejected, in the main, to assist with ensuring a 'Just Transition.'

Recommendations

RECOMMENDATION 1: In the Ministerial Response to this report, the Minister for the Environment should expand further on whether the closure of the three nuclear power plants in France affects the provenance of the electricity supply to Jersey from that of zero emissions nuclear power to a carbonised power source, and if so, how this is being accounted for in Jersey's greenhouse gas emissions inventory.

RECOMMENDATION 2: As part of its long-term financing strategy, which is currently under development until 2024, the Government of Jersey should consider how Covid-19 recovery packages could be utilised moving forward to provide support investment into Jersey's economy (post-pandemic recovery), whilst advancing Jersey's environmental goals and supporting businesses to go green.

RECOMMENDATION 3: The Government of Jersey should, on adoption of the Carbon Neutral Roadmap and throughout each policy package life cycle, roll out suitable public awareness raising campaigns in order to educate and familiarise the public with climate change terminology, as well as communicating policy aims and outcomes as simply as possible and across multiple communication channels.

RECOMMENDATION 4: The current Minister for the Environment should formally advocate to his successor, through acceptance of this recommendation, that a Ministerial Decision be signed at the start of the new Government term which instructs officers to draft climate framework legislation with the intention of this being lodged in the States for debate before the end of Q1 2023.

RECOMMENDATION 5: The Minister for the Environment should support the Panel's amendment to establish an independent, scientific climate council and subject to the successful adoption of the amendment by the States, should ensure that before he leaves office Officers are instructed to set this into motion and so that the necessary groundwork can progress prior to the new Government term.

RECOMMENDATION 6: The Government of Jersey should ensure that the research and market analysis in consultation with industry stakeholders for policy TR3b must also include consideration for how the Government will ensure a level playing field and competitive market across the Island's fuel industry as to avoid any competitive advantage as an unintended consequence of policy TR3 and TR3b.

RECOMMENDATION 7: The Government of Jersey should ensure that as part of its preparation of the Sustainable Transport Roadmap, the needs of disabled Islanders are taken into full consideration, as well as how to ensure a 'Just Transition' within all the proposed policies.

RECOMMENDATION 8: As part of regular, ongoing governance and oversight of the Roadmap, the Government of Jersey must continue to review impact assessments of its policies on an annual basis, to ensure that a 'Just Transition' is adhered to throughout the life of the Roadmap and with a particular watching brief on global energy prices.

RECOMMENDATION 9: The Government of Jersey should seek to complete and publish the findings of the ongoing soil research which commenced in 2019 with Cranfield University by the end of Q2 2023. The aim of which would be to provide a clearer indication in relation to Jersey's soil quality and potential for carbon sequestration and with a view to this providing a suitable evidence base to inform whether soil carbon sequestration should be considered an advantageous policy direction for inclusion in the next delivery phase of the Carbon Neutral Roadmap.

1 Introduction

Background and context

Following the people-powered Climate Conversation² and Citizens' Assembly on climate change process undertaken between February and April 2021, in June 2021 the Citizens' Assembly made within its report³, a statement on sustainable finance and 14 high level recommendations (supported by several supplementary recommendations) in relation to transport, heating, cooling and cooking to achieve carbon neutrality for Jersey.

In November 2021, the Carbon Neutral Preferred Strategy⁴ was published by the Government of Jersey (GoJ) and outlined the detailed plans for the draft Carbon Neutral Roadmap

² [Jersey's Climate Conversation](#)

³ [Report of Jersey's Citizens' Assembly on Climate Change](#)

⁴ [Carbon Neutral Roadmap Preferred Strategy](#)

(hereafter the 'draft Carbon Neutral Roadmap'). The Minister for the Environment's response to the recommendations made by the Citizens' Assembly was published as an appendix to the Carbon Neutral Preferred Strategy.

On 17th December 2021, the GoJ published the draft Carbon Neutral Roadmap⁵ for a six-week period of public consultation which ended on 31st January 2022. Following the public consultation on the draft Carbon Neutral Roadmap, on 10th March 2022 the Minister for the Environment published the Carbon Neutral Roadmap Consultation Report⁶ as well as the Carbon Neutral Roadmap Consultation Response Statement⁷. Subsequently, in light of the feedback received from the consultation process, the draft Carbon Neutral Roadmap was revised and P.74/2022 - Carbon Neutral Roadmap⁸ (hereafter the 'Carbon Neutral Roadmap' or 'CNR') was lodged on 10th March 2022, for debate by the States Assembly on 25th April 2022.

The Panel launched its review of the draft Carbon Neutral Roadmap on 20th January 2022, primarily, in response to the recommendation made by the Citizens' Assembly which requested that scrutiny of the GoJ's response to the Citizens' Assembly recommendations should be undertaken prior to the election in June 2022. In scoping its review, the Panel was cognisant of the strict timeline for its review and, as such, agreed to align its scrutiny review with the GoJ public consultation process on the draft Carbon Neutral Roadmap that was being undertaken at the time.

Considering the substantial and wide-reaching engagement and consultation that had been undertaken to date in respect of the climate change workstream, the Panel's previous scrutiny⁹ review of the Climate Change Citizens' Assembly process, as well as the public consultation on the draft Carbon Neutral Roadmap that was underway, the Panel agreed this was an appropriate approach to follow. The Panel was mindful to minimise duplication of effort and any inadvertent confusion to members of the public or stakeholders during the public consultation process through it seeking further views concurrently. Although the Panel did not actively target views from stakeholders, the usual channels for submitting views to Scrutiny in relation to the review were accessible.

The Panel identified the following key areas to address within its review:

- The requirement to assess the Government's response to the Citizens' Assembly recommendations prior to the election. Additionally, how the recommendations and the Government's response to them is reflected within, and aligns with, the policies proposed and the delivery of them in the draft Carbon Neutral Roadmap.
- The need to assess and provide commentary on the outcome of the public consultation on the draft Carbon Neutral Roadmap prior to the States' debate of the Carbon Neutral Roadmap in April 2022.
- The need to evaluate the substantial evidence base in line with the proposed policies and delivery outlined within the draft Carbon Neutral Roadmap to identify any gaps and to inform any potential Panel Amendments to the proposed policies and the delivery thereof prior to the States' debate of the Carbon Neutral Roadmap in April 2022.

⁵ [Draft Carbon Neutral Roadmap](#)

⁶ [Carbon Neutral Roadmap Consultation Report](#)

⁷ [Carbon Neutral Roadmap Consultation Response statement](#)

⁸ [P.74/2022 – Carbon Neutral Roadmap](#)

⁹ [EHI Scrutiny Review – Climate Change Citizens' Assembly Process](#)

- Considering that the Panel would be assessing the draft Carbon Neutral Roadmap in tandem with the GoJ's public consultation process, the Panel was cognisant that scrutiny of any revised policies resultant of the consultation would be dependent on the timescale of the Panel being provided with sight of the final version of the Carbon Neutral Roadmap.

Due to the intricate process and timeline for the lodging of the Carbon Neutral Roadmap, the Panel notes that its scrutiny focus has been on the draft Carbon Neutral Roadmap in the main, however, consideration has been given to the outcomes of the public consultation on the draft Carbon Neutral Roadmap in respect of any fundamental changes that the GoJ has made to the draft Carbon Neutral Roadmap as a result, and which are now reflected within the final version of the Carbon Neutral Roadmap.

The Panel's full Terms of Reference for the review can be found in Appendix 1 of this report.

Review methodology

Although the Panel did not write directly to targeted stakeholders for their views, the Panel received several submissions from members of the public, and these can be viewed [here](#).

Public Hearings were held with the Minister for Infrastructure, the Minister for the Environment and ATF Fuels between February and March 2022. The transcripts for these hearings can be viewed [here](#).

The Panel wrote to the Minister for Infrastructure, Minister for the Environment, Minister for Home Affairs, Minister for Children and Education, Minister for Economic Development, Tourism, Sport and Culture, Minister for External Relations and Financial Services and Minister for Treasury and Resources with additional written questions. The written responses can be viewed [here](#).

The Panel's review has also been informed by the responses received as a result of the Government's public consultation on the draft Carbon Neutral Roadmap. The Carbon Neutral Roadmap Consultation Report can be found [here](#).

Report structure

Chapter 2 of this report will provide high-level analysis of the five strategic policies outlined in Carbon Neutral Roadmap:

1. Jersey's net-zero emissions pathway¹⁰ (what the CNR seeks to achieve)
2. Island energy market (implications for Jersey's energy market)
3. Financing strategy (how action will be funded)
4. Policy programme and development (how investment will be prioritised)

¹⁰ **'Net-zero carbon'** means making changes to reduce carbon emissions to the lowest amount – and offsetting as a last resort and only if carbon emissions are above the agreed emissions pathway and arise from projects that remove carbon from the atmosphere (rather than projects that avoid the further release of carbon into the atmosphere). Strategic Policy 1 of Jersey's proposed Carbon Neutral Roadmap seeks to have the Paris Agreement on Climate Change extended to Jersey which would require the Island's commitment to deliver net-zero emissions by 2050.

5. Becoming carbon neutral¹¹ (what the CNR seeks to achieve)

It will draw from evidence received from the public hearings, responses to written questions and submissions from members of the public. It will provide commentary on the Governments' response to the public consultation and identify any areas of concern.

Chapter 3 of this report will identify and discuss the Panel's concerns regarding the proposed long-term governance and oversight of the delivery of the Carbon Neutral Roadmap. It will provide an overview of the governance framework currently proposed, as well as summary detail of the purpose and rationale for the Panel's proposed amendment to P.74/2022, which proposes the establishment of an independent, scientific climate council [see Appendix 2].

Chapter 4 of this report will provide high-level analysis of the four categories of carbon reduction policies outlined in the Carbon Neutral Roadmap with particular focus on the policies proposed for delivery for the period of 2022-2025:

1. Transport (transport emission reduction policies)
2. Heating (heating, cooling and cooking emissions reduction policies)
3. Other on and off-Island emissions (policies that tackle other on and off-island emissions)
4. Enabling policies (policies that enable delivery and implementation and support the systemic change needed to transition the Island to a low carbon economy equitably)

It will draw from evidence received from the public hearings, responses to written questions and submissions from members of the public. In respect of the four categories of carbon reduction policies, it will consider the recommendations made by the Citizens' Assembly and the Minister for the Environment's response to the recommendations made, as well as provide commentary on the Governments' response to the public consultation.

2 The Roadmap's strategic policies

Five strategic policies: high level analysis

The Carbon Neutral Roadmap outlines five strategic policies which have not only provided a framework against which the recommendations of the Citizens' Assembly could be tested, it has also enabled the development of the carbon reduction policies based on a consistent strategic direction. The five strategic policies are outlined within the Carbon Neutral Roadmap as follows:

1. Jersey's net-zero emissions pathway (what the CNR seeks to achieve)
2. Island energy market (implications for Jersey's energy market)
3. Financing strategy (how action will be funded)
4. Policy programme and development (how investment will be prioritised)
5. Becoming carbon neutral (what the CNR seeks to achieve)

In respect of the Panel's review, strategic policy four was of particular focus, as it identifies the carbon reduction policies for development and implementation over the next four years. These

¹¹ **'Carbon neutral'** refers to a policy of not increasing carbon emissions and of achieving carbon reduction through offsets. Offsetting is a way of paying for others to reduce emissions or absorb CO₂ to compensate for your own emissions. Jersey's proposed Carbon Neutral Roadmap provides the option for Jersey to become Carbon Neutral by 2030 whilst still working to achieve net-zero emissions by 2050 under the Paris Agreement.

are the policies that will be funded through the available £23 million allocation in the Climate Emergency Fund and are the policies being proposed for States' approval within P.74/2022.

Strategic policy one: Jersey's net-zero emissions pathway

This strategic policy establishes the intention to secure the extension of the Paris Agreement¹² on Climate Change to Jersey and sets an emissions pathway for Jersey to:

- reduce emissions by at least 68% compared to the Islands 1990 baseline by 2030.
- reduce emissions by at least 78% by 2035.
- deliver net-zero emissions by 2050.
- stay in line with science-based global emissions reduction targets needed to limit global warming to 1.5°C.

Strategic policy two: Island energy market

This strategic policy sets the framework for establishing whole-of-market transition plans over the coming years to respond to the requirement to decarbonise Jersey's energy supply. Currently, the Islands electricity model provides affordable, low carbon, reliable and secure electricity, however, this policy outlines the requirement for the investigation of further new and emerging energy solutions for Jersey.

Strategic policy three: financing strategy

This strategic policy describes how the first delivery stage of the Carbon Neutral Roadmap will be supported through the Climate Emergency Fund. It also sets out the research into additional fiscal levers endorsed by Ministers and frames the longer-term financing challenge that will need to be addressed in the coming years.

Strategic policy four: policy programme and development

This strategic policy identifies the carbon reduction policies for the next four years which will be funded through the Climate Emergency Fund. It is the Panel's understanding that the development and prioritisation of the policies proposed in P.74/2022 has drawn on the following:

- the ideas generated in Jersey's Climate Conversation
- the recommendations of the Citizens' Assembly on Climate Change and other available evidence and advice
- an understanding of carbon abatement potential
- an analysis of potential costs and co-benefits
- a distributional analysis of the impacts of policies on different sectors of the Island's community
- input from stakeholders
- appropriate political guidance.

It is the Panel's understanding that the policy programme and subsequent delivery plans will continue to take a people-powered approach by supporting Islanders to respond as citizens

¹² [European Commission – Paris Agreement](#)

(not consumers) with an active role to play in the transition to net-zero. In addition, a 'Just Transition'¹³ will be ensured and, overall, an increase in income inequality will be avoided.

Strategic policy five: becoming carbon neutral

This strategic policy explores the relationship between carbon neutral and net zero and specifically the role of offsets in becoming carbon neutral. It ensures that the option for carbon neutral remains available to Jersey while work continues to fully understand the associated costs and benefits, ahead of a future decision being taken in the next term of government.

Public consultation: Government's response

The Panel has analysed the submissions received resultant of the GoJ's public consultation process on the draft Carbon Neutral Roadmap to identify any concerns raised. The Panel notes that the GoJ provided a broad landscape of opportunities for Islanders to engage with the public consultation process including through stakeholder events and focus groups held, targeted youth engagement, a public survey, social media and via electronic mail.

It is the Panel's understanding that 2,574 responses were received through the consultation process from organisations and members of the public. The below table¹⁴ outlines the responses that were received.

Responses were received as follows:

Source	Number of respondents (total people)
Consultation survey	1,925
Social media comments	449
Organisation written submission	49
Individual written submission	14
Focus group participants	30
Pop-up sessions	Approximately 100
Other (e.g., phone calls)	7
Total	2,574

The Panel notes that due to the implementation of the updated Covid-19 Winter Strategy at the time of the public consultation, the initial plans to hold in-person events were instead converted to virtual events. However, it is the Panel's understanding that as the stakeholder events were effectively moved to virtual events, the consultation could proceed with little impact. However, the Panel identified that the change in approach had likely impacted the engagement with young people, in the main, as most of the engagement sessions that had been planned in educational establishments needed to be cancelled.¹⁵

¹³ Funding the transition could be particularly challenging for lower-income households in Jersey. This Roadmap commits to a 'Just Transition', where the costs do not disproportionately fall on people on lower incomes, or on those currently employed in carbon-heavy industries. The impacts of the transition, when considered in the round, should be distributed fairly, and Carbon Neutral Roadmap delivery plans will need to continue to consider relevant socio-economic criteria, including the impact of policies on employment and how acceptable they might be to the public overall.

¹⁴ [Carbon Neutral Roadmap Consultation Report – Pg. 15](#)

¹⁵ [Carbon Neutral Roadmap Consultation Report – Pg. 12](#)

Through the consideration of the Minister for the Environment's Response Statement¹⁶ to the public consultation responses, the Panel has tracked how the public consultation responses have fed into the redrafting of the draft Carbon Neutral Roadmap which has resulted in the final version of the Carbon Neutral Roadmap, as reflected in P.74/2022.

The responses to the consultation were aligned to the five strategic policies in the Carbon Neutral Roadmap and the primary concerns highlighted were as follows:

Strategic policy one: Jersey's net-zero emissions pathway

The Panel notes that the consultation responses depicted varied views regarding this policy. Although the majority were supportive of strategic policy one, confusion was reflected within submissions regarding the proposed emissions pathway for Jersey and how carbon neutrality by 2030 (which was the target date to aim for as agreed by the States Assembly and the date voted for by the Citizens' Assembly on Climate Change) aligned with Jersey's pathway to net-zero emissions. Moreover, conflicting views were identified in relation to the pace at which Jersey was proposing to meet its targets, with some respondents expressing views that Jersey should up the pace and others expressed concerns that Jersey was being too overly ambitious in its approach.

Noting that Jersey has historically failed to meet its targets to achieve 80 per cent reduction in carbon emissions by 2050 under the previous Kyoto Agreement as set out in the Pathway 2050: An Energy Plan for Jersey and, the conflicting views on Jersey's ambitions as set out in strategic policy one, the Panel explored this further during the public hearing with the Minister for the Environment:

The Connétable of St. Brelade:

...Given that Jersey has historically failed to meet its target set out in the Pathway 2050: Energy Plan trajectory to achieve 80 per cent reduction in carbon emissions by 2050 under the previous Kyoto agreement, how do you propose that if adopted the draft carbon neutral roadmap will successfully or be successful in achieving net zero emissions by 2050 under the Paris agreement? Can you illustrate what has been done differently to ensure the success of the roadmap?¹⁷

The Minister for the Environment:

To start, it is a roadmap. What we were asked to do by the States, the States set us off on this journey, which we all agreed, unanimous I think, that we should seek to respond to the climate emergency. We were given the objective of exploring that on the basis of achieving carbon neutrality by 2030 and then of course since then we initiated, we went back to the States with a process involving setting up a citizens' assembly, investing in a whole lot of expert work and procuring that work, and then using it to answer those questions on how best we could do it. We have got to that point now, having gone through a draft and consultation. The honest reality ... I mean it is a start...My answer would be, I do not think there are any guarantees but this answers the questions: how can we do this? It asked the States ... where we are at the stage now is we are about to lodge the final outcome to say to the States: "We want

¹⁶ [Carbon Neutral Roadmap Consultation Response statement](#)

¹⁷ [Transcript – Minister for the Environment – Pg. 2-3](#)

you to sign up for this”, as the States asked us to bring forward, and we have done it in time; that is where we are now.¹⁸

Assistant Minister for the Environment:

The first thing is that as soon as the proposition was voted that we wanted to be carbon neutral we set aside some money, so we immediately created a £5 million fund... This has been raised. We have been putting more of a share of the fuel duty into the fund and that means that the initial part of the roadmap, the one that we will be voting for in a few days, has £23 million to spend, which is actually quite a good start. What we are looking at is processes that were going to take place anyway and that we are just trying to accelerate. We need a little bit of money to make things happen faster, but the processes are laid out, they are things that were not avoidable. The second part, and we have thought about this when we created the carbon neutral roadmap, the roadmap set out what we would like to do to get or what we would need to do to get to carbon neutrality of zero emissions in the end. We knew that we would have to ask other Governments to follow suit. What we are doing is we are presenting it with an implementation schedule. That is a new device that will put in time all the decisions and all the actions that need to be taken if we want to reach neutrality. Instead of just saying: “This is what we would like to do and it is up to you to do it”, say : “On that date you need to have decided this and we need to have found money for that or you need to have done this.” So we are going to be extremely descriptive. We cannot make decisions for the next Government but we can tell them exactly what they need to do if they want to reach zero at the end.¹⁹

Noting in a submission received by the Panel from Jersey Electricity (JE), where JE raised in respect of strategic policy one its view that Jersey ‘could do more and faster’,²⁰ the Panel explored this further during its public hearing with the Minister for the Environment:

Head of Sustainability and Foresight:

... Jersey Electricity has said that they would like to see us go faster. Just taking us back, the Paris trajectory of emissions reduction, which has milestones that we have to hit, asks us to be 68 per cent lower in our carbon emissions in 2030 than in 1990. It asks us to be 78 per cent lower by 2035. There is a lot to do in those 5 years. Now, 2022 we are 37 per cent lower than 1990. So we have to get from 37 per cent to 68 per cent in 8 years. That is pretty ambitious. Now we could go faster but we cannot go faster than £23 million. We could incentivise people more. We could help people more. We could do things more if we had more money but we have stuck at the moment with the delivery plan on the £23 million. We are asking for the rest of the money. If there was more money we could help people transition more quickly. And that is the position that Ministers have taken, is to go with the money that we currently have and recognise that more money needs to come in to help the transition. So J.E. (Jersey Electricity) may be of the view that we need to go faster than double what we have done in the last 30 years in the next 8 years, but I think we have set ourselves a pretty ambitious target already.²¹

From the evidence observed during the public hearing with the Minister for the Environment, it is the Panel's understanding that the assumption for meeting the objectives of the Paris

¹⁸ [Transcript – Minister for the Environment – Pg. 2-3](#)

¹⁹ [Transcript – Minister for the Environment – Pg. 2-3](#)

²⁰ [Submission – Jersey Electricity](#)

²¹ [Transcript – Minister for the Environment - pg. 10](#)

Agreement will depend on continued resourcing and commitment. Considering that £23 million of funding has been earmarked specifically for the policies as outlined in strategic policy four, and that previously funding was not available under the Pathway 2050 under the Kyoto Agreement. Moreover, a clear trajectory of actions has been outlined up to 2050 to facilitate commitment to the pathway. It is projected that the foundations for success are now in place, as opposed to previously. However, although the Carbon Neutral Roadmap outlines the pathway to net zero, in order to meet the trajectory for the Paris Agreement the challenge remains for Jersey to meet the funding requirements over the long term.

KEY FINDING 1: Jersey has previously failed to meet its targets to achieve 80 per cent reduction in carbon emissions by 2050 under the Kyoto Agreement, and as set out in the Pathway 2050: An Energy Plan for Jersey. The GoJ considers that the Carbon Neutral Roadmap is more likely to succeed where Pathway 2050 failed due to the level of funding (£23 million) provided for the Roadmap’s first delivery phase of policy initiatives (2022-25). Additionally, with there now being a clear trajectory of actions outlined up to 2050, to facilitate commitment to the pathway. However, meeting the trajectory for the Paris Agreement to net zero by 2050 will remain a challenge which relies on the GoJ to continue to meet sufficient funding requirements over the long term.

The Panel understands that the consultation outcome demonstrated a clear support for Jersey adopting the Paris Agreement targets which was evident in the outcomes from the 2000 survey respondents received, where 78% of respondents were either supportive or very supportive of adopting the Paris Agreement targets and 11.5% were undecided or unsure and 10% were unsupportive.

When considering the GoJ’s response²² to the public consultation responses²³ received on strategic policy one and any consequential changes to the draft Carbon Neutral Roadmap, it is the Panel’s understanding, as a result of the support demonstrated, that no amendments were carried through in strategic policy one in the final version of the Carbon Neutral Roadmap. However, in response to the responses received on strategic policy one, some clarifications have been reflected in other policies within the Carbon Neutral Roadmap, where applicable. For example, the SMART objectives of policy EN5 have been updated to provide clarity on the dates and workstreams to deliver the strategic policy one objective. The below table summarises the Minister’s response regarding strategic policy one and further detail can be viewed [here](#).

Response summary	SP1
Outcome	No change
Amendments in the policy wording	No change
Amendments to proposed dates	No change
Amendments to budget and dates	No change
Next steps	Continue as planned

²² [Carbon Neutral Roadmap Consultation Response statement](#)

²³ [Carbon Neutral Roadmap Consultation Report – Pg. 12](#)

Strategic policy two: Island energy market

The Panel notes that many of the consultation responses reflected concerns regarding the energy trilemma in respect of the Island's energy market.

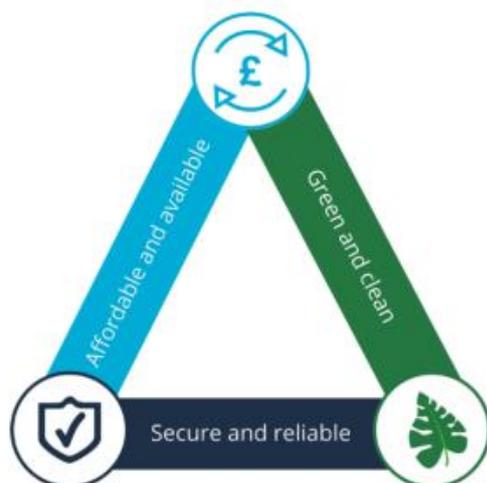


Figure 3: The energy trilemma.

we believe rapid electrification using low carbon grid power is the fastest and most economic route to net-zero. We believe the use of non-fossil second generation biofuels may have a small role to play in selective 'difficult-to electrify' transport but in most cases electric solutions are already available and are less costly, less risky and better support the local economy.²⁴

Concerns raised included those for security, availability and price of energy. Considering that JE is the sole provider of electricity for Jersey, JE as the monopoly provider was also a concern that was raised. In addition, infrastructure concerns and related challenges were raised through the consultation process.

In a submission to the Panel, JE commented on strategic policy two as follows:

The Panel explored strategic policy two during its public hearing with the Minister for the Environment to understand its challenges further. The Panel noted that strategic policy two assumed that electricity imported to Jersey will remain carbon free or low carbon, affordable and reliable going forward. The Panel raised concern regarding the assumption on which the policy was being based. Particularly, as the Island's importation of electricity is derived from zero emission nuclear energy power sources and concern that France had shut down three of its nuclear power plants in recent months. The Panel also sought further clarity regarding available future capacity in relation to Jersey's energy supply, considering the Roadmap's objectives for electrification.

The Minister for the Environment noted, due to global uncertainty, that energy availability and price was an uncertain aspect and therefore the Carbon Neutral Roadmap applied focus on energy security being paramount for Jersey. However, the Minister emphasised that, currently, no disruption to the Island's electricity supply was anticipated.

KEY FINDING 2: Strategic policy two of the Carbon Neutral Roadmap assumes that electricity imported to Jersey will remain carbon free or low carbon, affordable and reliable going forward. The Panel raised concern regarding the assumption on which the policy was being based given that France had recently shut down three of its nuclear power plants and the impact this might have on both Jersey's low-carbon emissions status and the reliability of supply to the Island. It is unknown how (or if) this affects Jersey's greenhouse gas emissions inventory accounting, however, the GoJ anticipates no disruption to the Island's electricity supply.

RECOMMENDATION 1: In the Ministerial Response to this report, the Minister for the Environment should expand further on whether the closure of the three nuclear power plants in France affects the provenance of the electricity supply to Jersey from that of zero emissions

²⁴ [Submission – Jersey Electricity](#)

nuclear power to a carbonised power source, and if so, how this is being accounted for in Jersey's greenhouse gas emissions inventory.

The Minister continued to explain that Jersey was not facing energy challenges alone:

The Minister for the Environment:

...I know that we are not alone in having that conversation because I have had approaches from committee Ministers in Guernsey and Guernsey Ministers wanting to engage in exploratory talks about renewable energy possibilities and the Channel Islands going forward. Because we are all in the same situation. As I see it, that would fall under the energy triangle which appears loud and clear in the plan. ...but, as well as that, I think also it adds to the case for micro-renewables and doing things to encourage much more of a, if you like, dealing with that energy security situation.²⁵

In a submission to the Panel, JE shared the following view:

JE believes it can greatly assist in the rapid electrification of Jersey and crucially, do so in a manner that ensures continued delivery of affordable, secure and sustainable energy for our Island. We believe that the grid will provide a critical role in the energy system for many years. Fully leveraging these grid assets, which are entirely compatible with future technologies, will result in more competitive electricity prices for consumers because the greater the volumes of electricity distributed through the network, the more efficient and economical it is to operate.²⁶

It was clarified further during the hearing that consideration for the longer-term security of supply and provenance of the Island's power was significant and that strategic policy two indicates the requirement for an energy market review which would include consideration for the electricity supply. The likelihood of Jersey continuing to have some degree of connectivity to the European market was considered high, however it was emphasised that the recent global tensions, Brexit, and energy volatility was placing urgency on Jersey to consider its security of supply.

Head of Sustainability and Foresight:

...what the Minister was talking about in saying that realistically the time may well be right for us to start far more seriously discussing things like, for example, offshore wind, which we do know we have an investable resource. The electricity contract is up for renewal in 2027 and, as you can imagine, that is a long, complicated process to retender that supply contract. Jersey Electricity are preparing for that now thinking about what that contract might look like and getting ready to go to tender. As part of that work, there are discussions under way as to whether there is the potential to look at offshore renewables or on-Island renewables as a way to contribute to some of our baseload power. I think the point that the Minister made about security of supply, affordability of supply, sustainability of supply, are never stronger. The Government-led energy strategy, that we talk about developing in strategic policy 2, I think is really important to help us shape our energy market. The reassurance is over the next 18 months to 2 years we will be unpicking that work with local suppliers, energy actors, but led by Government. That will be the plan.²⁷

²⁵ [Transcript – Minister for the Environment – Pg. 6](#)

²⁶ [Submission – Jersey Electricity](#)

²⁷ [Transcript – Minister for the Environment – Pg. 6](#)

It was also highlighted that the new electricity contract will need to ensure that Jersey obtains the sort of power of choice, and at an affordable price for Islanders. It was noted that it was not inconceivable that the power prices will rise in the coming years.

KEY FINDING 3: A significant consideration for the Carbon Neutral Roadmap is the longer-term security of supply and provenance of the Island's power and strategic policy two of the Roadmap indicates the requirement for an energy market review which would include consideration for Jersey's electricity supply. The likelihood of Jersey continuing to have some degree of connectivity to the European market was considered high, however, it was emphasised that recent global tensions, such as Brexit, and energy volatility, was placing urgency on Jersey to consider its security of supply.

During the public hearing the Panel also raised concern for the potential practical challenges with electrification in respect of infrastructure and cable requirements.²⁸ It was noted that the concern for network availability was strongly raised in the consultation responses. It was also explained that Jersey has a lot of capacity in the interconnectors, so Jersey would be able to receive the increased power supply. Moreover, Jersey's main distribution network was strong. However, it was noted that it had been acknowledged that the 'last mile' – the distribution from the distribution network to houses and businesses required improvement which JE was aware of and was working to resolve.

Head of Sustainability and Foresight:

They (JE) understand that and they have acknowledged it in their 2021 report that has just come out that they recognise that there will have to be a programme of network expansion, and they have been planning that for a very long time... They are prepared to do that network investment, which is over £100 million worth of investment over a long period of time, to help bolster the network to make sure that everybody has the ability to run electric cars and heating systems or whatever it might be...²⁹

It was acknowledged that electricity systems will need to develop to consider a more dynamic system as technologies and ways of power generation evolve.

Head of Sustainability and Foresight:

...So the reassurance I think to people of where that investment is going to be made will come from Jersey Electricity. It will come through the energy market review where we will be asking energy providers to show us their transition plans, so how do other industries intend to transition in with the zero-carbon agenda? Part of that, for Jersey Electricity, will be sharing their network expansion plans to help people realise where and when options are open for them, if those options are not there already, and of course many people can already make the transition.³⁰

In a submission to the Panel, JE shares the following view:

Given that electricity in Jersey is already virtually completely decarbonised, we have long maintained that the fastest and most cost-effective route to further reducing Jersey's emissions is therefore by displacing fossil fuels for heating and road transport with low carbon electricity. Low carbon power is already available to Jersey in almost limitless supplies (in the context of the Island) due to JE's strategy of investing in secure infrastructure and importing a blend of nuclear (4g CO2e/kWh) and hydro (6g

²⁸ [Transcript – Minister for the Environment – Pg. 11](#)

²⁹ [Transcript – Minister for the Environment – Pg. 11](#)

³⁰ [Transcript – Minister for the Environment – Pg. 11](#)

CO₂e/kWh) power from the European grid. Furthermore, this strategy is entirely compatible with the development of large-scale local renewables (such as offshore wind, tidal power and ground based solar PV) as and when they become economically viable – technologies which JE is exploring and investing in.³¹

During the hearing the Panel sought further detail regarding the potential for renewable energy noting that this Citizens' Assembly recommendation had encouraged the exploration of Jersey-based renewable energy generation infrastructure and the promotion of self-sustainability from renewable energy sources to reduce Jersey's dependency on the French grid. Also, the promotion of the early adoption of renewable energy.³²

The Connétable of Grouville:

What consideration has been given to large scale development of local renewable energy sources to provide alternative sources of energy when tidal and solar close up?³³

Head of Sustainability and Foresight:

So decarbonising energy generation is there. You are absolutely right. I think long term, the understanding is so many of these options are now investable. So offshore wind has been on the cusp for a while and now it is pretty likely to be investable and we have some more work with Jersey Electricity to look at feasibility work we did a few years ago and dust it off, bring it up to date, do some work with people who might look to purchase our power and start to see if we have an investable case for Government to consider if they want to go in that direction. Of course, all of that is long-term thinking.³⁴

It was further clarified that even if there was agreement with immediate effect to build an offshore wind farm, it would still take several years to accomplish and therefore with the target of 2030 for carbon neutrality for Jersey, the Island needed to use the options that were currently feasible to achieve that. Notwithstanding this, looking to energy sovereignty; sustainable energy generation from sources like wind and tidal will be considered. It was noted that the first delivery phase of the Roadmap concentrates on the immediately available options and in order to ensure the easiest way to reduce carbon emissions, electrification is being used as the first step.³⁵

KEY FINDING 4: The Citizens' Assembly recommended the exploration of Jersey-based renewable energy generation, infrastructure, and the promotion of self-sustainability forms of renewable energy sources, to reduce Jersey's dependency on the French grid. The GoJ clarified that whilst there is long-term thinking for these types of opportunities (such as an offshore wind farm) even if there was immediate agreement to build an offshore wind farm, it would still take several years to accomplish.

KEY FINDING 5: With a proposed target of 2030 for Jersey to achieve carbon neutrality, the Island would need to consider shorter-term initiatives that were currently feasible to achieve. It was noted that the Roadmap's first delivery phase concentrates on the immediately available

³¹ [Submission – Jersey Electricity](#)

³² [Report of Jersey's Citizens' Assembly on Climate Change](#)

³³ [Transcript – Minister for the Environment – Pg. 13](#)

³⁴ [Transcript – Minister for the Environment – Pg. 13](#)

³⁵ [Transcript – Minister for the Environment – Pg. 13](#)

options and in order to ensure the easiest way to reduce carbon emissions, electrification is being used as the first step. However, sustainable energy generation from sources like wind and tidal will be considered in the long-term.

Considering that the Island Plan would need to support the advancement of local renewable energy sources, the Panel explored this during the public hearing. The Minister for the Environment confirmed that work to dovetail the Bridging Island Plan and the Carbon Neutral Roadmap workstreams had been undertaken to facilitate the Carbon Neutral Roadmap, particularly for the term of the Bridging Island Plan. However, considering the prolonged timeline for the Carbon Neutral workstream, the continued adaptation of policies and regulation to facilitate the Carbon Neutral Roadmap going forward was expected to extend over several Government terms.³⁶

When considering the GoJ’s response³⁷ to the public consultation responses³⁸ received on strategic policy two and any consequential changes to the draft Carbon Neutral Roadmap, it is the Panel’s understanding, as a result of the concerns raised, that an amendment to the policy wording has been made to include reference to cross-channel island working on utility scale renewable energy which was carried through in strategic policy two in the final version of the Carbon Neutral Roadmap. In addition, clarity was provided to demonstrate that work will be undertaken with stakeholders as part of the workstream to scope the review work as outlined within the policy. Otherwise, the outcome of strategic policy two has remained unchanged from how it was reflected within the draft Carbon Neutral Roadmap. The below table summarises the Minister’s response regarding strategic policy two and further detail can be viewed [here](#).

Response summary	SP2
Outcome	No change
Amendments in the policy wording	Include reference to cross channel island working group on utility scale renewable energy
Amendments to proposed dates	No change
Amendments to budget and dates	No change
Next steps	Working with external stakeholders to scope review work and then commission as planned

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response³⁹ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with strategic policy two in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response⁴⁰ for further detail on how the recommendations align).

³⁶ [Transcript – Minister for the Environment – Pg. 14](#)

³⁷ [Carbon Neutral Roadmap Consultation Response statement](#)

³⁸ [Carbon Neutral Roadmap Consultation Report – Pg. 12](#)

³⁹ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

⁴⁰ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

Strategic policy three: financing strategy

The Panel notes that the financing challenge for the Carbon Neutral Roadmap was wholly recognised within the consultation responses received as well as an acceptance for the requirement for further economic instruments to provide funding for the delivery of the Carbon Neutral Roadmap workstream going forward. The responses also provided insight into concerns in relation to achieving a 'Just Transition' (overall income inequality should not be increased) and considerations for types of incentives and disincentives (including the use of taxes) and the fair placement thereof within society.

In a submission to the Panel, JE expressed the following view on strategic policy three:

we agree with hypothecated revenue and that a carbon tax or fuel duty should be considered to discourage emitters of carbon since it is presently 'free to pollute' with carbon and other emissions. Any funds raised from these mechanisms could be invested in low-carbon solutions or into support for the vulnerable.⁴¹

The Panel notes that the Citizens' Assembly on Climate Change also recognised within its report⁴² the cost implications in respect of its recommendations.

Strategic policy three details how the carbon reduction policies for the next four years will be supported through the Climate Emergency Fund. However, it is evident that continued work will be needed to develop the future resource requirements up to 2050 through this strategy.

Noting that only £23 million (as agreed in the Government Plan 2022-2025) of funding is available for the policies within the first delivery stage of the roadmap, the Panel sought to understand how the proposed use of that funding was decided upon and whether it would represent the best value in respect of the carbon reductions it would provide for Jersey over the next four years. The Panel raised this along with the funding challenge with the Minister for the Environment during its review hearing.

Deputy I. Gardiner:

However, we have a budget currently at £23 million. We have proposed incentives between now and 2025. How confident are you that the proposed incentives will deliver the best value for money in respect of carbon reduction outcomes?⁴³

The Minister for the Environment:

Well, the work has been done in the draft roadmap, it is to focus very much on that, of what can be done to best effect in the next few years and how to use that £23 million to give the best outcomes. So that has been the challenge of the work that has been done. So the recommendations put forward are the ones that give the biggest payoff. You have seen various degrees of financial support structures to be able to support transition but of course will that be enough? Well, no, it is not.⁴⁴

Assistant Minister for the Environment:

We are really positive that we have made the right decision.⁴⁵

⁴¹ [Submission – Jersey Electricity](#)

⁴² [Report of Jersey's Citizens' Assembly on Climate Change](#)

⁴³ [Transcript – Minister for the Environment – Pg. 16](#)

⁴⁴ [Transcript – Minister for the Environment – Pg. 17](#)

⁴⁵ [Transcript – Minister for the Environment – Pg. 17](#)

In respect of the £23 million available funding, it was further explained that a multi-criteria analysis tool from PricewaterhouseCoopers was used to score the proposed policies and to prioritise them according to their carbon abatement potential and other relevant factors to identify the best outcome for the available funding.⁴⁶

KEY FINDING 6: To ensure a selection of the policy initiatives which will provide the best value for money in respect of the carbon reductions they intend to provide for Jersey over the next four years, a multi-analysis tool was used to score proposed policies and prioritise them according to their carbon abatement potential and other relevant factors in order to identify the best outcome for the available funding.

During the review hearing the Panel sought to understand what consideration for other financing options, outside of the options proposed within the draft Carbon Neutral Roadmap, had been considered. The Panel asked whether consideration had been given to taxes or duties in respect of the marine and aviation industries. Also, whether consideration had been given to the utilisation of Covid-19 recovery packages to stimulate Jersey's recovery plan post-pandemic, while providing support for the objectives of the Carbon Neutral Roadmap concurrently.⁴⁷

Although it was noted that the consideration for imposing duties on private planes and boats for leisure use had been raised through the public consultation responses and would be beneficial to consider in the next phase of the Roadmap, it was explained that Jersey would need to be careful regarding where it placed fiscal levers more broadly across the aviation or marine industries because, as an island, economically Jersey depended upon external links to keep it competitive.⁴⁸

It was noted that currently the financing for the Roadmap has remained within the Climate Emergency Fund. However, as a substantial amount of money would be required to fund the Roadmap going forward, consideration for other financing options would be researched as part of strategic policy three. Considering that Jersey would need to continue to invest in its economy post-pandemic, it was the Panel's view that further consideration should be given to how Covid-19 recovery packages could be used going forward to provide support for Jersey's economy (post-pandemic recovery) while advancing Jersey's environmental goals and supporting businesses to go green.⁴⁹

KEY FINDING 7: Currently, financing of the Roadmap has remained within the Climate Emergency Fund. However, as a substantial amount of money will be required to fund the Roadmap going forward, consideration for other financing options will be researched by the GoJ as part of strategic policy three.

RECOMMENDATION 2: As part of its long-term financing strategy, which is currently under development until 2024, the Government of Jersey should consider how Covid-19 recovery packages could be utilised moving forward to provide support investment into Jersey's economy (post-pandemic recovery), whilst advancing Jersey's environmental goals and supporting businesses to go green.

⁴⁶ [Transcript – Minister for the Environment – Pg. 18](#)

⁴⁷ [Transcript – Minister for the Environment – Pg. 18](#)

⁴⁸ [Transcript – Minister for the Environment – Pg. 18](#)

⁴⁹ [Transcript – Minister for the Environment – Pg. 18](#)

Noting that the Carbon Neutral Roadmap tasks the Minister for Treasury and Resources to progress the financing strategy in delivery phase one of the Roadmap, the Panel wrote to the Minister to further understand the Minister's input regarding the strategy to date and any envisaged continued involvement as a result. The Panel received the following response regarding the financing strategy:

This policy remains under development. The development and implementation process will be supported by myself, the Assistant Minister and the wider department. Senior members of the department participated in preparatory analysis to support relevant aspects of the draft CNR⁵⁰

The Minister for Treasury and Resources explained the following regarding the departments ongoing involvement:

Delivering the CNR will be a government-wide effort, as I say above. The development and implementation of tax policy designed to achieve the ambition of a number of the CNR policies will, naturally, fall to the Minister for Treasury and Resources. Beyond this, I expect that the Minister for Treasury and Resources will be involved in helping set expenditure-side policies to make sure that taxpayer's money is protected.⁵¹

The Panel sought further clarity from the Minister for Treasury and Resources on the departments available resourcing and capacity to deliver on the Minister's responsibilities over the next four years. The Minister noted within the letter to the Panel that although resourcing constraints are commonplace, steps have been taken to improve the resilience of the Treasury and Exchequer department in respect of the Carbon Neutral Roadmap workstream. The Minister was confident in the departments resources and capacity to deliver on its responsibilities within the Carbon Neutral Roadmap.⁵²

From the evidence gathered, including through the responses from the consultation process,⁵³ it is recognised that additional funding will be required and the cost of future delivery plans will need to be considered in future Government Plans. As such, a financing strategy for the complete decarbonisation journey remains unclear. Considering that proposals for new economic instruments will need to be considered in the medium to long-term to continue to fund the trajectory of Jersey's pathway to net zero, it is noted within the Carbon Neutral Roadmap that a longer-term financing strategy is planned to conclude in 2024; with associated measures incorporated into the Government Plan 2025-28. Within the GoJ's response to the public consultation responses, it is noted that the economic instruments will be subject to consultation and impact analysis. The Carbon Neutral Roadmap⁵⁴ (Pg.65) notes the following funding options, used within other jurisdictions, which may be considered for Jersey:

⁵⁰ [Letter – Minister for Treasury and Resources](#)

⁵¹ [Letter – Minister for Treasury and Resources](#)

⁵² [Letter – Minister for Treasury and Resources](#)

⁵³ [Carbon Neutral Roadmap Consultation Report](#)

⁵⁴ [P.74/2022 – Carbon Neutral Roadmap](#)

Taxation and charges	Monetising assets
General taxation	Privatisation
Hypothecated taxes	Equity issuance of government-owned entities
User fees and charges, including carbon fee and dividend models	Reserves
Borrowing	Encouraging private investment
Issuing general bonds	Guarantees and government insurance
Investment-specific bonds	Subsidised loans
Savings schemes	Grants
International financial institutions	Match-funding
Commercial bank loans	Public-private finance
Performance improvement	Crowd and community-based funding
Public services	Regulations and standards
Commercialised services	Carbon offset markets

KEY FINDING 8: Additional significant funding will be required to achieve the Island’s carbon neutral and net-zero targets and the cost of future delivery plans will need to be considered in future Government Plans. As such, a financing strategy for Jersey’s complete decarbonisation journey remains unclear. Considering that proposals for new economic instruments will need to be considered in the medium to long-term to continue to fund the trajectory of Jersey’s pathway to net-zero, it is noted that a longer-term financing strategy is planned to conclude in 2024; with associated measures incorporated into the Government Plan 2025-28. It is further noted that the economic instruments will be subject to consultation and impact analysis.

When considering the GoJ’s response⁵⁵ to the public consultation responses⁵⁶ received on strategic policy three and any changes to the draft Carbon Neutral Roadmap as a result, it is the Panel’s understanding that no changes have been carried through in strategic policy three in the final version of the Carbon Neutral Roadmap. The below table summarises the Minister’s response regarding strategic policy three and further detail can be viewed [here](#).

⁵⁵ [Carbon Neutral Roadmap Consultation Response statement](#)

⁵⁶ [Carbon Neutral Roadmap Consultation Report – Pg. 12](#)

Response summary	SP3
Outcome	No change
Amendments in the policy wording	No change
Amendments to proposed dates	No change
Amendments to budget and dates	No change
Next steps	Develop scope for strategy development

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response⁵⁷ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with strategic policy three in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response⁵⁸ for further detail on how the recommendations align).

Strategic policy four: policy programme and development

As strategic policy four outlines the carbon reduction policies for the next four years, the four categories of the carbon reduction policies for 2022-2025 which were a focal point of the Panel’s review, are separately addressed in more detail within chapter 4.

As well as seeking the public’s views on the proposed policy package for 2022-2025 (which the Panel covers in chapter 4 of its report), views were also sought by the GoJ on the overall design of the policy programme. Concerns were raised in respect of a ‘Just Transition’ (any impact on income inequality) and on the monitoring, reporting and evaluation aspects for the programme. Concerns highlighted during the consultation process included those regarding the impact of the cost on a ‘Just Transition’ in relation to the proposed policies for both the transport and heating categories and also on the effectiveness of the proposed incentives in supporting a fair and effective change regarding carbon reductions (this was also raised within the consultation responses in respect of strategic policy 3). This was a particular concern considering the requirements to transition from using fossil fuels to fuel cars and heat homes and businesses on the Island to reduce Jersey’s greenhouse gas emissions.

In a submission to the Panel, JE expressed the following view on strategic policy four:

*we believe that the focus of Jersey’s limited resources should be weighted towards measures that deliver the fastest on-Island carbon reduction per unit investment, with measures in place to protect the vulnerable on a means-tested basis.*⁵⁹

In respect of the GoJ’s response⁶⁰ to the concerns raised during the public consultation on a ‘Just Transition’, the GoJ response outlines the steps that have been taken to support a ‘Just Transition’ to net zero, including an iterative assessment as part of the policy design process.

⁵⁷ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

⁵⁸ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

⁵⁹ [Submission – Jersey Electricity](#)

⁶⁰ [Carbon Neutral Roadmap Consultation Response statement](#)

When considering the GoJ's response⁶¹ to the public consultation responses⁶² received on strategic policy four and any consequential changes to the draft Carbon Neutral Roadmap, it is the Panel's understanding that changes have been made to provide further clarity on the next steps of the programme under strategic policy four - to provide reassurance regarding the next delivery stage for the Roadmap. The Panel notes that the Carbon Neutral Roadmap includes clarification on the implementation of a Programme Office and its function within the department for Strategic Policy, Planning and Performance (SPPP). The Panel sought further clarity regarding the composition, function and independent oversight of the Programme Office in written questions to the Minister for the Environment and received the following response:

The Programme Office will be part of the Government of Jersey and, as such, the delivery of policies will be in accordance with the agreed CNR, as well as the financial directions, ethical codes and corporate governance of the GoJ. The various workstreams within the CNR will be governed in accordance with established project management structures of the GoJ, including appointing Accountable Officers and the appropriate programme boards. The work carried out by the officer governance process will be overseen by the relevant Minister(s) as outlined in the implementation schedule. The design of the policy interventions will be accompanied by the preparation of strategic outline business cases at the first stage of development and further iterated into full business cases. The Programme Office will sit within SPPP and report up through the Sustainability and Foresight team into the Strategy and Innovation Directorate. Annual greenhouse gas monitoring is carried out for Jersey by an independent company who compile data for the UK government who hold responsibility for the Island's inventory. This process is used by the UK Government to track the Island's progress against its Kyoto Protocol commitments. If the CNR is adopted, this same process will be used for the Island's reporting requirements under the Paris Agreement...a standing Scrutiny Panel is also proposed to oversee the delivery of the CNR.⁶³

Considering that strategic policy four will commence immediately once P.74/2022 is approved by the States Assembly, the Panel sought to identify whether the required resourcing and capacity was available to ensure the immediate commencement of the workstream and asked this of the Minister for the Environment in written questions. In a response received from the Minister, the Minister for the Environment explained that Officers within SPPP were continuing to work on the detailed design of the Carbon Neutral Roadmap policies up until the States' debate. In addition, preparatory work for the new Programme Office, which will enable recruitment for two full time new roles (Programme Manager and Programme Officer roles) to commence immediately after the debate of the CNR, should it be adopted, was also proceeding. The Minister noted that during the transition period and until the new Officers are in post, existing policy Officers will work with colleagues across the GoJ to progress the first tranche of policies for the first delivery phase to be ready, as required, by the prescribed implementation schedule.⁶⁴

Within the written response⁶⁵ received from the Minister for the Environment the Panel also observed that the Programme Office resource will be dedicated only to the workstream of the Carbon Neutral Roadmap.

⁶¹ [Carbon Neutral Roadmap Consultation Response statement](#)

⁶² [Carbon Neutral Roadmap Consultation Report – Pg. 12](#)

⁶³ [Letter – Minister for the Environment](#)

⁶⁴ [Letter – Minister for the Environment](#)

⁶⁵ [Letter – Minister for the Environment](#)

The Panel also sought further clarity on the monitoring and reporting process in relation to the Programme Office’s obligations regarding the Carbon Neutral Roadmap workstream. The following written response was received from the Minister for the Environment:

The CNR includes a commitment to report on progress in delivering its policies in 2026 ahead of the next term of Government. This will allow the next Government to set their priorities in the subsequent Common Strategic Priorities and in the context of a long-term financing Strategy (SP2). Within a year, the progress in delivering the CNR will be reported via the normal GoJ reporting framework, including the use of Perform, a corporate project and portfolio management software used at the executive level for reporting, governance and actionable intelligence...there is also reporting on the greenhouse gas inventory on an annual basis. The Island’s overall decarbonisation progress will be monitored by the UK Government via the Island’s commitment to feed into the UK’s national communications under the Paris Agreement.⁶⁶

The Panel has identified that the main revision to strategic policy four has been to include the establishment on the Programme Office within SPPP. The below table summarises the Minister’s response regarding strategic policy four and further detail can be viewed [here](#).

Response summary	SP4
Outcome	No change
Amendments in the policy wording	Include programme office Clarify monitoring reporting and evaluation Clarify review timetable end 2025
Amendments to proposed dates	No change
Amendments to budget and dates	No change
Next steps	Establish programme office in SPPP

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response⁶⁷ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with strategic policy four in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response⁶⁸ for further detail on how the recommendations align).

Strategic policy five: becoming carbon neutral

The Panel notes in respect of the responses received regarding strategic policy five that the policy appeared to cause some confusion amongst responders. A misunderstanding was prevalent in respect of the pathway to becoming carbon neutral and reaching net zero, and regarding how the interim carbon reduction targets for 2030, 2035 on the path to net zero by 2050, aligned. Having considered the consultation responses it appears that confusion regarding the terminology for carbon neutral and net zero exists and how either, or both,

⁶⁶ [Letter – Minister for the Environment](#)

⁶⁷ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

⁶⁸ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

positions could be achieved as part of Jersey's pathway. The link between the two positions did not appear to be clearly understood. The Panel highlights that further information is required to help ascertain the public that through aligning with the Paris Agreement (net zero by 2050) that becoming carbon neutral at a target date along the way would also remain achievable.

Strategic policy one also acknowledges the use of carbon offsets as a means of becoming net zero. The Panel notes that through the public consultation responses received that mixed views were demonstrated for the use of carbon offsets. It was evident that local sequestration projects were seen as a more favourable option to offset Jersey's carbon emissions, instead of purchasing carbon offsets.

In a submission to the Panel, JE expressed the following view on strategic policy five:

we believe Jersey should develop local sequestration projects that keep funding within the Island. We suggest Jersey analyses i) those activities that can reasonably be abated through local measures that can support the local economy and ii) those that will ultimately require procurement of high-quality carbon offsets or biofuels. Offsets or biofuels should only be procured from high quality, authentic and traceable sources and as a last resort, not first choice.⁶⁹

For the purpose of clarity, the Panel sought further detail on strategic policy five during its review hearing⁷⁰ and subsequently in written questions⁷¹ to the Minister for the Environment:

The Connétable of St. Brelade:

It's our understanding that by Jersey aligning to the Paris Agreement that Jersey would need to reach net-zero emissions by 2050, however, this will not detract for Jersey reaching carbon neutral status earlier (by 2030 or otherwise), if so wished. In addition, that carbon offsets would be a necessary requirement in achieving this (Policy EN6 – carbon offsets). For the benefit of the public listening can you confirm whether our assumption is correct?

The Minister for the Environment responded to the Panel's written questions to reiterate the comments made within the review hearing as follows:

To reiterate the comments made, it was confirmed that carbon offsets would be required in order to achieve carbon neutral status by an agreed date, be that 2030 or otherwise. The overall aim of the Paris agreement is to reach net-zero by 2050.⁷²

When considering the GoJ's response⁷³ to the public consultation responses⁷⁴ received on strategic policy five and any consequential changes to the draft Carbon Neutral Roadmap, it is the Panel's understanding that no changes have been carried through to the final version of the Carbon Neutral Roadmap in respect of strategic policy five. However, in response to the requirement for further information and clarity regarding the link between net zero and carbon neutrality, the SMART objectives across policies have been revised as appropriate to address the concerns raised. In addition, to provide further information regarding the timeline for a sequestration strategy and regarding the workstream for offset options for Jersey. The

⁶⁹ [Submission – Jersey Electricity](#)

⁷⁰ [Transcript – Minister for the Environment – Pg. 41](#)

⁷¹ [Letter – Minister for the Environment](#)

⁷² [Letter – Minister for the Environment](#)

⁷³ [Carbon Neutral Roadmap Consultation Response statement](#)

⁷⁴ [Carbon Neutral Roadmap Consultation Report](#)

below table summarises the Minister’s response regarding strategic policy five and further detail can be viewed [here](#).

Response summary	SP5
Outcome	No change
Amendments in the policy wording	No change
Amendments to proposed dates	No change
Amendments to budget and dates	No change
Next steps	Continue as planned

KEY FINDING 9: There was confusion amongst the GoJ consultation responses regarding the terminology for ‘carbon neutral’ and ‘net-zero’ and how either, or both, positions could be achieved as part of Jersey’s pathway. The link between the two positions did not appear to be clearly understood and highlights a need that further information is required to inform the public that through Jersey aligning with the Paris Agreement (net-zero by 2050) that becoming carbon neutral at a target date along the way would also remain achievable. In response to this, the GoJ has revised its SMART objectives across policies, where appropriate, to address the concerns raised.

RECOMMENDATION 3: The Government of Jersey should, on adoption of the Carbon Neutral Roadmap and throughout each policy package life cycle, roll out suitable public awareness raising campaigns in order to educate and familiarise the public with climate change terminology, as well as communicating policy aims and outcomes as simply as possible and across multiple communication channels.

Panel’s key concerns: overview

In respect of the five strategic policies, it’s the Panel’s understanding that together the five policies will continue to enable the development of the carbon reduction policies based on a consistent strategic direction for the longer term of the Roadmap in the same manner in which the five policies have facilitated the development of the Roadmap to date.

In light of the significant role that each strategic policy has had to date to provide the framework and strategic direction, the Panel raises concern whether there is an effective process in place for longer-term governance, oversight, scientific input, monitoring and reporting to appropriately inform and oversee the process going forward. Particularly, considering the obligations that are associated with each strategic policy.

The Panel emphasises that through extending the Paris Agreement to Jersey (strategic policy one) significant scientific input as well as monitoring and reporting obligations will be required. The energy market review (strategic policy two) will require significant research, scientific input, stakeholder engagement as well as cross jurisdictional working to manage the transition in a manner that is appropriate for Jersey.

Although the first delivery stage of the Carbon Neutral Roadmap will be delivered through the £23 million available funding within the Climate Emergency fund, the longer-term financing strategy (strategic policy 3) will need to be researched and established to address the challenge for acquiring the substantial funds that the Island will need to meet its targets up to

2050. In addition, further carbon reduction policies will need to be developed between now and 2050 to facilitate the Island’s trajectory to net-zero and this will also require further expert input as well as civic and stakeholder engagement. Particularly, considering that science and technologies will advance during this time. Concurrently, the above-mentioned will need to be efficiently fulfilled via cross-government department working and will expand multiple government terms.

In light of the above, the Panel raises a key concern regarding the longer-term governance and oversight of the Carbon Neutral Roadmap. The next chapter outlines the Panel’s concerns in more detail and considers proposals for addressing these concerns.

3 Long-term governance and oversight of the Roadmap

As noted previously the draft Carbon Neutral Roadmap has been revised to include a Programme Office within SPPP in response to the public consultation responses⁷⁵ received regarding concerns for monitoring, reporting and evaluation aspects in relation to how the policy programme will be delivered on an ongoing basis.

The Programme Office aims to provide overall coordination and management of the design of the Carbon Neutral Roadmap programme, and assurance of programme delivery, including spend. In addition to the establishment of a Ministerial Portfolio with responsibility for Energy and Climate Change, as recommended by the Citizens’ Assembly on Climate Change, the Panel also notes that further commitment devices are being proposed within the Carbon Neutral Roadmap as follows:⁷⁶

Committing to the Carbon Neutral Roadmap			
Transparent reporting	International commitment	Leadership from Government	Strengthening civic voice
Greenhouse gas emissions published annually with commentary on progress against trajectory	Extension of the UK’s ratification of the Paris Agreement on Climate Change to Jersey	Establish a Ministerial portfolio with responsibility for Energy and Climate Change	Establish a mechanism to take a representative snapshot of citizens’ views about progress in delivering the Roadmap, no later than 2028 and at least once a decade until 2050
Improved sustainability reporting for Government and public sector agencies	Continued compliance with existing international agreements	Commitment to meet the identified milestones and take the preparatory steps needed to meet future milestones, and to publish a projection of progress	Invest in building civic and business capacity and leadership on decarbonisation
Commitment to high quality Environmental, Social and Governance reporting by Jersey businesses	Extension of other relevant treaties (including Kigali amendment to Montreal Protocol)	Commitment to publish an updated delivery plan after each general election	Introduction of a small grants scheme to invest in grassroots action to tackle climate change

Underpinned by a new Standing Scrutiny Review Panel on Energy and Climate Change

Figure 11: Summary of proposed commitment devices required for the Carbon Neutral Roadmap.

The Panel notes that the Roadmap’s wide-ranging implications across Jersey are emphasised in the Carbon Neutral Roadmap, as well as the need for strong governance to oversee the delivery of policies and to continue to anchor and strategically align the many networks and groups that will need to work together on the workstream.⁷⁷ As such, the Carbon Neutral

⁷⁵ [Carbon Neutral Roadmap Consultation Report](#)

⁷⁶ [P.74/2022 – Carbon Neutral Roadmap -Pg.49](#)

⁷⁷ [P.74/2022 – Carbon Neutral Roadmap -Pg.80](#)

Roadmap does propose that internal steps will be taken for governance and accountability of the Roadmap over the long term and the Panel has identified that the following is being proposed by the GoJ to enhance commitment and accountability of the Roadmap:

- the establishment of a Ministerial portfolio with responsibility for Energy and Climate Change with a number of responsibilities as outlined in the implementation schedule⁷⁸ including to oversee the planned energy market review, which will need to ensure Jersey's statutory and regulatory framework remains fit-for-purpose in a new energy future to balance energy affordability, sustainability, and security of supply issues.
- a new Standing Scrutiny Panel on Energy and Climate Change is recommended to underpin commitment to the Carbon Neutral Roadmap.
- revised programme governance and management arrangements will be in place. This includes a new Programme Office in SPPP and a review planned for 2026.
- a Carbon Neutral Network will be created which will be coordinated by the Programme Office to facilitate further stakeholder engagement and policy development.

KEY FINDING 10: Current proposals for governance and oversight of the Carbon Neutral Roadmap include: the establishment of a Ministerial portfolio with responsibility for Energy and Climate Change; a new Standing Scrutiny Panel on Energy and Climate Change; a new Programme Office created within the Strategic Policy, Planning and Performance Department; and a 'Carbon Neutral Network' to facilitate stakeholder engagement and policy development.

The Panel has also identified, as outlined in the Carbon Neutral Roadmap⁷⁹, a series of governance issues in relation to the design and delivery of the programme that would need to be addressed, including the following:

- designing incentive payment schemes to high standards and in order that they ensure a 'Just Transition' and are compliant with the Public Finance Manual.
- exploring whether Government should commission or directly deliver many of the policies, particularly the provision of incentives.
- consumption inequality as highlighted in the distributional impact assessment.
- data requirements for monitoring, further policy design and impact evaluation.
- further distributional impact analysis of policies as they are developed, and, how the proposed small grants scheme might be effectively implemented.

Role of independent, scientific oversight and climate law frameworks in governance

Considering the extended timeline for the Carbon Neutral Roadmap workstream, the Panel notes that the development, implementation and delivery of policies will expand multiple Government terms. Moreover, policies will need to be coordinated across different layers of Government, as well as across the public and private sectors. During this time, technology will continue to advance, and the policies and delivery plans will need to be continually updated in line with scientific and technological advancements, as well as Jersey's societal and economic commitments.

In light of this and on reviewing the proposals for governance in the Carbon Neutral Roadmap, the Panel raises concern that no formal framework for independent, scientific oversight is being proposed for the complete term of the Roadmap. It therefore appears that the GoJ will

⁷⁸ [P.74/2022 – Carbon Neutral Roadmap -Pg.149](#)

⁷⁹ [P.74/2022 – Carbon Neutral Roadmap -Pg.79](#)

be 'marking its own homework' in respect of this aspect of the delivery of the Roadmap's objectives between 2022-2050.

The Panel notes from a response to written questions⁸⁰ received from the Minister for the Environment, that Jersey's greenhouse gas monitoring is undertaken independently on behalf of the UK government who hold responsibility for the Island's inventory. Through this process, the UK Government is tracking the Island's progress against its Kyoto Protocol commitments. The assumption is that this same process will be used for the Island's reporting requirements under the Paris Agreement, should the Carbon Neutral Roadmap be adopted.

However, having identified the absence of a formal framework for continued independent, scientific oversight of the Carbon Neutral Roadmap over the longer term, the Panel has undertaken desktop research to consider best practice in relation to climate policy governance within other jurisdictions. The Panel has found that, as researched and documented by the Ecologic Institute for the European Environment Agency (EEA),⁸¹ independent, scientific councils are being used across Europe and in the United Kingdom (the Climate Change Committee is one such council) to fulfil an independent governance and scientific advisory role within these jurisdictions which are proving beneficial to climate policy governance.

KEY FINDING 11: There is no formal framework proposed within the Carbon Neutral Roadmap for independent, scientific oversight and governance, despite this being considered best practice across the UK and Europe. This raises concern with the Panel given the long-term nature of the Roadmap and that technology will continue to advance. Policies and delivery plans will need to be continually updated in line with scientific and technological advancements, as well as Jersey's societal and economic commitments.

The Panel has also identified that together with framework climate legislation, an autonomous group of experts can help guide mitigation and adaptation planning. In light of this, the Panel wrote to the Minister for the Environment requesting further clarification regarding any climate legislative framework for Jersey and asked the Minister to confirm whether any climate laws or Jersey legislation formalises government processes in relation to the Carbon Neutral Roadmap. In addition, whether iterative cycles for policy-making, planning and progress monitoring as well as assigning responsibilities are enshrined within Jersey legislation in any way in respect of the Carbon Neutral Roadmap. The Panel received the following response from the Minister for the Environment:

The CNR does not propose any overarching legislation around Jersey's greenhouse gas emissions reduction targets or the processes for policy-making, planning and progress monitoring to achieve them. It does propose a number of pieces of key legislation to deliver carbon savings, including that to prohibit the importation, registration and sale of petrol and diesel vehicles that are new to Jersey and changes to the buildings regulations that will include the prohibition against installing new oil and gas boilers from 2026 and new Energy Performance Certificate legislation that will require property owners to complete energy audits of their properties and bring in sequentially increasing minimum energy standards for existing buildings.⁸²

Recognising that the EEA research had identified merit in framework climate legislation, the Panel also sought further clarity regarding the rationale for Jersey not proposing to formalise government processes for the Carbon Neutral Roadmap within legislation and asked whether

⁸⁰ [Letter – Minister for the Environment](#)

⁸¹ [EEA Report – Climate Governance Systems in Europe: the role of national advisory bodies](#)

⁸² [Letter – Minister for the Environment](#)

this had been considered in any way. The Panel received the following response from the Minister for the Environment:

During the development of the CNR, the Carbon Neutral Steering Group considered a number of different commitment devices to ensure that the Island's ambitious emissions reduction targets were delivered across different terms of government. This included legislation along similar lines to the UK's Climate Change Act. The conclusion was that the development of such primary legislation was disproportionate to the size of the Island, and that the work involved in getting such legislation passed would distract decision makers and islanders from the rapid decarbonisation that is required in the coming years. With agreement to request that the Paris Agreement be extended to the Island, it was felt that this high profile, international commitment, coupled with the proposed CNR governance processes, ought to be sufficient in holding the Island to account in delivering its emissions reduction targets. As a retiring Minister, I am of the mind that in future there could be a case for introducing a law, especially if it can be progressed in conjunction with the establishment of a portfolio for Energy and Climate Change. However, this work is very much a task for my successor and the new Council of Ministers to consider and should not in any way hinder the crucial first step that is the CNR when it comes to our addressing climate change.⁸³

KEY FINDING 12: Framework climate change legislation, along with a group of autonomous experts, is considered by experts to be beneficial in guiding mitigation and adaptation planning. Jersey does not currently have any climate framework legislation and it was considered by the Carbon Neutral Steering Group that such primary legislation was disproportionate to Jersey's size. Instead, it was felt that requesting the Paris Agreement be extended to Jersey was a high profile, international commitment and that this, coupled with the proposed governance processes, was sufficient to deliver on carbon emissions reduction targets. Despite this, the Minister for the Environment considers that there would be merit in pursuing over-arching legislation, provided that doing so would not hinder the delivery of the proposed Carbon Neutral Roadmap policies.

RECOMMENDATION 4: The current Minister for the Environment should formally advocate to his successor, through acceptance of this recommendation, that a Ministerial Decision be signed at the start of the new Government term which instructs officers to draft climate framework legislation with the intention of this being lodged in the States for debate before the end of Q1 2023.

The Panel is of the opinion that for effective governance to be achieved, benchmarking is fundamental to that process. This should involve the comparison of Jersey's governance framework (structures and processes) with best practice in other jurisdictions. The EEA's report provides an overview of each jurisdiction's governance systems ([Pg.54 of EEA's Report](#)) and the full typology of national climate change advisory bodies ([Pg.62 of EEA's Report](#)). This research could be a useful baseline on which to benchmark Jersey's existing or proposed governance structure with best practice. The Panel notes that the United Kingdom's Climate Change Committee has been typified within the research as a truly independent, scientific climate advisory body. Essentially, it is regarded as the gold standard for independent, scientific councils on which other jurisdictions are founding their councils, however, with a scope and focus that is proportionate and appropriate for their jurisdiction.

⁸³ [Letter – Minister for the Environment](#)

Considering the outcomes evidenced through the Panel's research⁸⁴ and in respect of the Panel's previous observations⁸⁵ of the benefits provided through the establishment of the Expert Advisory Panel to assist in the Citizens' Assembly on Climate Change process, the Panel highlights the importance of maintaining the same level of scientific contribution and oversight going forward, in line with the previous provisions. Particularly, considering that following the Assembly's approval of the Carbon Neutral Roadmap, Jersey's transition to net-zero will effectively only be the start of a long journey. As such, the same level of commitment, expertise and oversight should be afforded over the long-term, to ensure as robust a governance framework as possible.

The Panel raised the importance of an independent, scientific body for Jersey to receive expert advice, monitoring and reporting for the delivery of the Carbon Neutral Roadmap during its public review hearing with the Minister for the Environment and explored further whether any consideration had been given to the merits, or otherwise, of implementing such a body for Jersey, to oversee this workstream. From the evidence observed during the hearing, the Minister for the Environment appears satisfied with the governance structure as proposed within the Carbon Neutral Roadmap; whereby a new Ministerial portfolio for Energy and Climate Change, underpinned by a new standing Scrutiny Panel is proposed to hold the Government to account on the long-term delivery of the workstream.⁸⁶

During the Panel's review hearing with the Minister for the Environment, concern was raised by the Ministerial team regarding the cost impact of implementing such a council for Jersey.⁸⁷ However, the Panel has identified that it is plausible to establish and operate such councils on varied budgets depending on their scope and size. For example, the size and available resources vary across different independent scientific councils in Europe, with members ranging from 4 to 15, and annual budgets vary significantly from €200,000 to €4 million.⁸⁸

As a result, when scoping an independent, scientific council for Jersey this can be factored in as a proportionate response relative to Jersey's small size. This approach has already proven possible through the establishment of the Expert Advisory Panel for the Citizens' Assembly on Climate Change which had a 6-member membership. The expert advisory panel to the Citizens' Assembly on Climate Change cost £22,000 (based on payments of £500 per day to 5 members of the expert panel).⁸⁹

KEY FINDING 13: Concerns were raised by Ministers that establishing an independent scientific council would be too costly. However, the Panel has identified that it is plausible to establish and operate such councils on varied budgets, depending on their scope and size. For example, the size and available resources vary across different independent scientific councils in Europe, with members ranging from 4 to 15, and annual budgets varying significantly from €200,000 to €4 million. A similar approach has already proven possible in Jersey through the establishment of the Expert Advisory Panel for the Citizens' Assembly on Climate Change which had a 6-member membership and cost £22,000 (based on payments of £500 per day to 5 members of the expert panel).

⁸⁴ Further detail can be viewed on the benefits and barriers to establishing such councils within the Panel's report to its amendment to P.74/2022 – see Appendix 2 of this report

⁸⁵ [EHI Scrutiny Review – Climate Change Citizens' Assembly Process](#)

⁸⁶ [Transcript – Review Hearing with the Minister for the Environment – Pg.20 -25](#)

⁸⁷ [Transcript – Review Hearing with the Minister for the Environment – Pg.20 -25](#)

⁸⁸ [European Environment Agency \(EEA\) – Climate Governance Systems in Europe: the role of national advisory bodies](#)

⁸⁹ Public Accounts Committee Report 'Use and Operation of Citizens' Panels, Assemblies and Juries in Jersey' [[P.A.C.1/2022](#)]

The Panel has also identified that the establishment of an independent, scientific council does not make any existing stakeholder platforms and/or inter-ministerial roundtables obsolete. Therefore, the establishment of a Carbon Neutral Network as proposed in the Carbon Neutral Roadmap to facilitate further stakeholder engagement and policy development will maintain its relevance and function for further stakeholder engagement.

New Ministerial portfolio for Energy and Climate Change and Standing Scrutiny Panel

The Panel notes that the Carbon Neutral Roadmap is proposing a Ministerial portfolio for Energy and Climate Change and a standing Scrutiny Panel. The Panel emphasises that it is not discounting that Ministers, Government departments (including Strategic Policy, Planning and Performance), as well as Scrutiny, will indeed have a key role to play in oversight of the continued policy development and delivery of the Carbon Neutral Roadmap. However, it notes that a standing Scrutiny Panel will likely not encompass the expertise of a specially established scientific oversight body such as the Climate Change Committee in the UK, and indeed would have its own very different role to play regardless.

A separate, independent, non-political body comprising the relevant expertise will instead enhance the overall governance and accountability of the process over the long-term policy cycle. Particularly, given that the nature of the long-term policy ambition will stretch over multiple political terms of government, arguably making ongoing, scientifically-orientated and independent oversight difficult or inconsistent if the oversight body was wholly political in its membership, which a Scrutiny panel would be. The Panel notes that due consideration would also need to be given to the resourcing of a new standing Scrutiny panel which in any case would need to consider States Member availability and associated increases in staffing and Scrutiny budget.

Taking on board the above considerations, and without certainty in respect of resourcing, the Panel is unconvinced that reliance on the Scrutiny function as the only form of independent governance and oversight is neither sufficient, nor appropriate, in this circumstance.

Panel's Amendment

It is the Panel's view that an independent, scientific council which is established with the appropriate composition, mandate, capacity and overall visibility in the climate policy discourse, will enhance the governance and oversight of the long-term delivery of the Carbon Neutral Roadmap, by providing weight and accountability to climate policy processes. It will enhance the governance framework already proposed by P.74/2022 to further the commitment and accountability of the Roadmap over the longer term. Fundamentally, it will assist in keeping the GoJ on track to meet its climate objectives and to hold the GoJ accountable. As such, the Panel has proposed its amendment⁹⁰ to P.74/2022 to establish an independent, scientific climate council for Jersey, to address the gap the Panel has identified as a result of its review. For further detail, the Panel's amendment can be viewed in Appendix 2 of this report.

KEY FINDING 14: Owing to concerns over the lack of a formal framework for governance and independent, scientific oversight and the known benefits this can bring, the Panel lodged an amendment to P.74/2022 which seeks to establish an independent, scientific climate council

⁹⁰ [EHI Panel amendment to P.74/2022](#)

to enhance the governance and oversight of the long-term delivery of the Carbon Neutral Roadmap.

RECOMMENDATION 5: The Minister for the Environment should support the Panel's amendment to establish an independent, scientific climate council and subject to the successful adoption of the amendment by the States, should ensure that before he leaves office Officers are instructed to set this into motion and so that the necessary groundwork can progress prior to the new Government term.

4 The Roadmap's carbon reduction policies

Four categories of carbon reduction policies: high level analysis

The Carbon Neutral Roadmap⁹¹ describes the delivery plan for the period 2022-2025 as encompassing a combination of the following:

- new policy interventions, including new incentive schemes to support Islanders to transition to lower carbon technologies.
- commitments to introduce or amend regulations, such as to require greater energy efficiency in our buildings and heating systems.
- new targets, to focus action across the Island, such as the ambition to make Jersey a centre of excellence for Blue Carbon research and industries.
- confirmation of futures milestones, such as the requirement to decide, by 2028, if – having made substantial reductions in its emissions - Jersey needs to purchase offsets to reach a carbon neutral position.

As previously touched on in chapter 2 of this report in relation to strategic policy three, the carbon reduction policies in the delivery plan have been decided according to their carbon abatement potential and have been prioritised using a multi-criteria analysis tool. Moreover, the Carbon Neutral Roadmap notes that each policy is supported by detailed analysis and impact assessments. In addition, policies to build capacity and capability to continue to decarbonise the Island over the longer term are also included within the policies for the 2022-2025 delivery period.

The below table summarises the four categories of policies outlined within the Carbon Neutral Roadmap⁹² for the delivery period 2022-2025:

⁹¹ [P.74/2022 – Carbon Neutral Roadmap -Pg.72](#)

⁹² [P.74/2022 – Carbon Neutral Roadmap -Pg.72](#)

Initials	Category	Explanation
TR0	Transport policies	Transport emission reduction policies
HT0	Heating policies	Heating emissions reduction policies
OE0	Other on and off-Island emissions policies	Policies that tackle other on and off-Island emissions
EN0	Enabling policies	Policies that enable delivery and implementation and support the systemic change needed to make a just transition to a low-carbon economy

In total: 11 transport policies, 3 heating policies, 6 other on and off-Island emissions policies, and 6 enabling policies have been carried through in P.74/2022. The Panel notes that following the public consultation on the draft Carbon Neutral Roadmap, one transport policy was removed (TR2- Vehicle Scrappage Incentive) and a further transport policy was added in response to concerns raised (TR3b – Investigate potential for renewable content petrol diesel in Jersey).

A submission⁹³ received by the Panel from JE, reflects the following view regarding the carbon reduction policies:

We believe we are well positioned to facilitate low-carbon electric solutions for heating, cooking and road transport (which together comprise around 70% of Jersey’s total carbon emissions) to provide an early, critical impact on the Roadmap. Many of these technologies when coupled with energy efficiency are readily available today – with Jersey’s challenge largely being one of incentivisation (and dis-incentivisation) and delivery. We are therefore supportive of the policy proposals that encourage this, for example, EV subsidies, grant support for EV charging infrastructure, vehicle scrappage support, an end to petrol and diesel vehicle imports and installation of new fossil fuel boilers, home energy certificates, grants to aid energy conservation and fuel switches.

Within JE’s submission⁹⁴, the following observation regarding the incentives proposed within the draft Carbon Neutral Roadmap was also shared with the Panel:

It is acknowledged in the Roadmap that even delivery of the stated interventions are insufficient in aggregate to meet net-zero by 2050. Although we welcome the funding incentives, we question whether they are sufficient to meet the defined targets. We would therefore support more generous incentives delivered with more pace. Early delivery of the ‘low hanging fruit’ is very important.

Within the Carbon Neutral Roadmap⁹⁵, further detail can be viewed in relation to the funding allocations attributed to the policies for the 2022-2025 delivery plan (Pg.76) and regarding the Implementation Schedule (Pg.149) for their delivery.

⁹³ [Submission – Jersey Electricity](#)

⁹⁴ [Submission – Jersey Electricity](#)

⁹⁵ [P.74/2022 – Carbon Neutral Roadmap -Pg.72](#)

Public consultation: Government's response

The Panel has undertaken high-level analysis of the consultation responses received in relation to the public consultation on the draft Carbon Neutral Roadmap as well as of the Minister for the Environment's response to concerns raised. Where the Panel has identified particular concern as a result of its review and evidence gathering process, further evidence has been sought through public hearings and written questions. As such, whilst the below section makes reference to all of the policies, it primarily delivers focus on the policies that have been identified by the Panel as necessitating distinct reference within its report.

Transport

The transport policies in the Carbon Neutral Roadmap for delivery for the period 2022-2025 include:

- TR1 - Speeding up adoption of electric vehicles
- TR2 - Vehicle scrappage incentive (REMOVED)
- TR3 - Supporting transition fuels
- TR3b - Investigate potential for use of renewable content petrol and diesel in Jersey (ADDED)
- TR4 - Vehicle emissions duty
- TR5 - End the importation and registration of petrol and diesel vehicles that are new to the Island from 2030
- TR6 - Roads law review
- TR7 - Green number plates for electric vehicles
- TR8 - Sustainable transport roadmap
- TR9 - Bus service development trials
- TR10 - Active travel
- TR11 - Emissions from aviation and marine transport

TR1 - Speeding up adoption of electric vehicles

Having considered the public consultation responses⁹⁶ received on TR1, the Panel notes that concerns were raised regarding several areas. In respect of the value of the incentive, the majority view observed was that the subsidy of £3,500 being proposed was not sufficient. Moreover, the general view was that the vehicle cap of £30,000 was too low. Concern was also raised in respect of the potential impact of the policy on commercial vehicles and whether the incentive being proposed was appropriate across commercial vehicle application. A fundamental concern raised was in relation to the infrastructure requirement to support the transition to electric vehicles and the barriers in that regard for the adoption of electric vehicles going forward. Also, as the Panel has raised previously in this report under the section on strategic policy two, concerns were highlighted regarding the Island's electricity network and its ability to meet the increased demand as a result of electrification. Concern was also raised in respect of the targets for electric vehicle adoption, considering the increased demand and the impact that would have on the supply chain and in relation to how Jersey will establish a second-hand market for electric vehicles on-Island.

⁹⁶ [Carbon Neutral Roadmap Consultation Report – Pg. 12](#)

The Panel raised several of these concern areas during its review hearing with the Minister for Infrastructure as well as the Minister for the Environment to understand further the challenges in relation to this policy.

During the hearing with the Minister for Infrastructure, the Panel explored the Minister's involvement regarding the policy development process, considering the Minister is a member of the Carbon Neutral Steering Group. The Minister highlighted that although the members of the group were 'heading in the same direction' the members were not completely aligned. This was expanded on further during the hearing⁹⁷.

The Deputy of St. Martin:

... Minister, you said you were not completely aligned? Can you tell us where you are not aligned?

The Minister for Infrastructure:

Basically, obviously, electrification. I do not believe that we are anywhere ready as yet. We all agree and we are heading in the same direction but I do not agree with the speed that things are intending to happen regarding the change over from petrol and diesel engines to electric.

The Deputy of St. Martin:

Do you want it to happen faster, Minister?

The Minister for Infrastructure:

Slower. I think it is going too fast. I do not think we are ready yet. Obviously things are very tight at the moment, we are hopefully coming out of COVID and money is very tight, things are happening in the world, money is very tight, food is getting expensive, fuel generally is very expensive and I just feel that we are running a little bit too fast

The Connétable of St. Brelade:

What you are suggesting is that the projections are unrealistic?

The Minister for Infrastructure:

Yes

KEY FINDING 15: Ministers and members of the Carbon Neutral Steering Group are not completely aligned on the speed at which electrification of vehicles is proposed. Whilst in agreement with the policy direction, the Minister for Infrastructure believes that the transition away from fossil fuels to the electrification of vehicles is happening too fast and that Jersey is not prepared.

During the hearing with the Minister for Infrastructure, the Panel recalled that the Citizens' Assembly's recommendation to introduce and financially support carbon reduction technologies for transport had been accepted by the Minister for the Environment and questioned how the process of incentives would work to speed up the adoption of electric vehicles and what modes of transport would be covered during 2022-2025 or in the future. The following explanation was received:

Head of Sustainability and Foresight:

⁹⁷ [Transcript – Minister for Infrastructure - Pg.2](#)

*That was the Citizens' Assembly recommendation? The response to that was, yes, we believe that absolutely there should be an incentive made available for electric vehicles so that is translated into the transport policy in the roadmap ... sorry, the vehicle incentive policy in the roadmap, which is the one that we just discussed, which was about an incentive for the purchase of an electric vehicle, be it a car or be it another version of an electric transport mechanism. So you can see that the Citizens' Assembly were very keen to see that happen immediately. That has been recognised and understood by the carbon neutral steering group, they have turned that into a policy that suggest a grant or an incentive. We have heard through the consultation process a lot of feedback on what was proposed in the policy, which was a proportion of the cost of the vehicle would be reimbursed and how that might happen, so that was a proposal as a policy. Where we are now, Ministers are considering the consultation response, their original proposal and reworking that into a proposal that will go forward in the final carbon neutral roadmap. So we are in that bit of examining the consultation responses and what we have heard from stakeholders.*⁹⁸

During the hearing with the Minister for Infrastructure, the Panel explored further whether means testing would be carried out as part of the subsidy process and, if so, how that would work:

Deputy G.J. Truscott:

Regarding subsidies, and I am a great believer in making what fund we do have go as far as possible, including obviously taxpayers' money, what thought has been given to means testing going forward because really we should not be subsidising people who can well afford to buy an electric vehicle?

Head of Sustainability and Foresight:

That is a very good point. Part of the carbon neutral strategy that was approved by the States, you remember there was fifth principle introduced by the Deputy Morel amendment that was about not reducing income inequality, that also speaks to the same space that you are talking about, which is making sure that we target grants appropriate. It is a tricky one because, as you know, means testing is very difficult, particularly if was for something like a vehicle purchase, someone would turn up wanting to buy a vehicle and then they are asked to provide information about how much they earn and what their income status is. That is pretty tricky. As part of the programme design, which would be the next stage of the principle of the policies that you are seeing in the roadmap, is we are trying to look at a way that we might be able to work within the markets to ensure that everyone has access to the grants that could pay for the vehicle upfront. Now, your point, Deputy, is absolutely right, if you have more income you will likely be able to buy a new car and then get the maximum grant. One of the things that has come out of the consultation that Ministers are considering at the moment is around how you might play that into the second-hand market. At the moment we are saying that the vehicle has to be new to Jersey but it does not have to be a new vehicle. Now, if there was a way of developing local second-hand markets and importation of vehicles that were not of full cost price but great quality vehicles that are totally appropriate for Jersey but not at full price, you start to allow people to take advantage at a lower capital investment and get the grant. Those are the sorts of things we are trying to unpick through the consultation process. I am sure you recognise it is not easy to get perfect. That is also why the policy does not just make it about cars

⁹⁸ [Transcript – Minister for Infrastructure - Pg.22](#)

because obviously if it is only about cars then it is only if you can afford a car can you get the grant, whereas a second-hand electric moped would be far more accessible for lots of people who are on a lower income. That is where we are trying to go. It is certainly true that distributional impact assessment, which is work we have done on all of the policies as proposed, is helping us guide where those inequalities might lie. Sometimes you have carbon policies that are about carbon. They must not make social policies worse but they do not necessarily improve ... you cannot mend income inequality through some carbon policies, if you see what I mean, but what you must not do is make it worse. What we are doing is going through our policies to be absolutely clear where those lines are and then it will be a political decision as to whether you feel that that line has been drawn in the right place or not.⁹⁹

The Panel sought to explore further the infrastructure challenges regarding the policy and discussed this during the hearing with the Minister for Infrastructure. The Panel noted that the uptake of the policy will heavily depend on the ability to enhance the roll-out of the required infrastructure and technology across the Island. It was the Panel's understanding that JE will assist with the implementation of the charging infrastructure for electric vehicles, the Panel questioned what JE's level of involvement will be in that regard. The Minister for Infrastructure explained the following¹⁰⁰:

The Minister for Infrastructure:

We have at least 2 charging points in all our multi-storeys. Some have 4. I think Pier Road has about 10 charging points now. We encourage a lot of parishes to put in their own charging points. It is not a problem for people who have their own garages or driveways to charge up their vehicles, but a lot of people live in apartments and have to park in the street. It is obviously a trickier process. The team are talking to Jersey Electric Company on this matter. There is obviously considerable work to do. Even if we tapped into street lights, it needs infrastructure because you would have to bury all the cables, there would have to be charging units at the side of the streets and it would be quite in depth, so we would have to tear up quite a few streets. They have tried certain sections in the West of England at the moment I am aware of, but it is early days yet.

In respect of the available charging points mentioned, the Panel highlighted that the numbers were far from meeting the required future capacity. The infrastructure challenge facing Jersey was duly noted during the hearing, as well as JE's recognition of it.

The Panel questioned further the electricity capacity that would be needed from the cable infrastructure and JE's network. The Minister for Infrastructure noted that the current cables would need to be replaced to accommodate for the increased capacity. It was noted that JE had responsibility, in the main, for upgrading the cable infrastructure. The Panel raised concern regarding the significant impact of the policy on the implication on the JE network for charging infrastructure and the implications of reinforcing the networks to support electrification.¹⁰¹

Director General for Infrastructure, Housing and Environment:

I think the work is showing we need to have a wide-ranging conversation, which we are, with J.E.C. in terms of charging points at homes and the intended timeline is to

⁹⁹ [Transcript – Minister for Infrastructure -Pg. 24](#)

¹⁰⁰ [Transcript – Minister for Infrastructure -Pg.31-34](#)

¹⁰¹ [Transcript – Minister for Infrastructure -Pg.31](#)

put charging points in as well as where the vehicles are during the day, whether it be in a works car park or a public car park or on the street. We are having conversations about where is the best mix of charging points, to map where the vehicles are. A vehicle spends a lot of its time on someone's driveway or in a garage, for instance, so is it more appropriate to have charging points there and just charge once a week or do we need more charging points in our public car parks, especially if we are incentivising different uses of those public car parks for charging? I would advocate from a personal perspective more at home charging because that gives you your charge for the day, plugging in again overnight.

The Minister for Infrastructure:

If you are lucky enough to have your own home but if you live in an apartment, things are a bit trickier. With hybrid vehicles you get the best of both worlds.

In a submission, JE expressed the following view:

We would like to see some measures fine-tuned to avoid unintended consequences. For example, it is very important that financial support for EV chargers is reserved for 'smart' chargers that ensure charging is restricted to off-peak, overnight periods when demand on the grid is low, power is cheaper for the consumer and capacity is plentiful. JE is working on a home charging solution to be launched shortly.¹⁰²

The Panel explored further the possibility of placing charging points in streetlamps, noting this has been done in central London. It was explained that due to the position of the lampposts in Jersey (on pavements), this would be challenging for Jersey as it would create accessibility issues. However, it was noted that conversations were ongoing regarding the opportunities for charging facilities including the utilisation of road space and lampposts.¹⁰³

KEY FINDING 16: There are significant challenges relating to the infrastructure and technology requirements for electric vehicles. Particularly, the number of charging points which are currently deemed far from sufficient to meet the required future capacity, as well as how and where to locate them; and necessary upgrades to cabling to accommodate increased demand on the electricity supply.

KEY FINDING 17: Jersey Electricity would like to see some measures to the proposed subsidies for EV chargers "fine-tuned" to avoid unintended consequences. For example, that financial support for EV chargers is reserved for 'smart' chargers "to ensure charging is restricted to off-peak, overnight periods when demand on the grid is low, power is cheaper for the consumer and capacity is plentiful." The Panel notes that it is the GoJ's intention to work on the policy details in further consultation with key stakeholders in delivery phase 1.

The Panel sought further understanding regarding the incentives for charging facilities and whether households and businesses would be incentivised to install charging facilities. The following was explained:¹⁰⁴

Head of Sustainability and Foresight:

The charging issue is quite difficult. It is multiple. You are right in the points you both raised. There are some issues around which network is better placed to serve certain

¹⁰² [Submission – Jersey Electricity](#)

¹⁰³ [Transcript – Minister for Infrastructure -Pg.34](#)

¹⁰⁴ [Transcript – Minister for Infrastructure -Pg.35](#)

parts of the Island compared to others so there is that overlaying jigsaw on it. It is also about understanding what stops people being able to charge a vehicle. One policy that was looked at was a charging incentive and is it really the few hundred pounds it costs you to get a fast charger in your home if you are lucky enough to have it in your home, that would stop you having an electric vehicle? The answer is that is probably not what is stopping you. What is stopping you is the cost of the whole vehicle. You could propose policies that spend money on that. I am sure people would uptake it, but is that the best use of the money? At the moment the incentive is towards the vehicle. What probably is helpful for people, and we recognise the move to electrification, which is where we are looking at a lot of our decarbonisation, has to be helped with an education programme. For example, there are a lot of myths around electric vehicles, like "I have to have a fast charger to charge my car overnight", which you do not necessarily if you can just plug into a plug and you are lucky enough to be able to do that. "A fast charger will cost £2,000." It does not. You can buy one and get a local electrician to put it in. There are a lot of myths that understandably people do not know the answers to and feel that might be a barrier to uptake new technology for them. Part of the electrification move is about network capacity, the availability of electricity in the right bits of the Island to make a sensible rollout, because there are some bits that will be harder than others. It is also about helping people to decide when electrification is best for them and some of that is about myth-busting and costs. It is not necessarily the cost of the charger. People may think it costs £2,000, which probably would put you off, but if you discover it costs £300 you may have a completely different view, particularly if you have had an incentive to get the vehicle. I think it is about piecing all those bits together.

The Panel also questioned the financial modelling undertaken to decide the funds that have been allocated to the incentives for this policy (for 1,606 electric vehicles and 1,031 electric chargers) to understand how these numbers were identified. It was noted that the financial modelling had used a population growth scenario like the one used for the Island Plan modelling process. It was emphasised that if the population exceeds the growth parameters used it will impact the policy position and the proposed targets for the policy.¹⁰⁵

The Panel explored the environmental impact of the policy due to battery production and replacement, and the considerations to date in that regard. Moreover, regarding Jersey's infrastructure requirements for the recycling or disposal of batteries from the electric vehicles. It was explained that the lifecycle analysis for any type of vehicle was heavy. However, that evidence suggests that the lifecycle analysis of an electric vehicle being fuelled by low-carbon electricity is significantly lower than that of a petrol or diesel vehicle. It was also felt that consideration would need to be given to the Island's infrastructure requirements, in order to manage end of life products. However, it was envisaged that as it is a growing market and as the area advances, so will vehicle industries to accommodate and manage the reuse of vehicle components.¹⁰⁶

Having considered the GoJ's response¹⁰⁷ to the consultation responses, the panel notes that the feedback received has been taken on board in respect of the concerns regarding the appropriate level of incentive and the eligibility criteria to improve the adoption of the policy. As such, the GoJ is proposing to undertake work to develop the policy to address the concerns

¹⁰⁵ [Transcript – Minister for Infrastructure -Pg.35](#)

¹⁰⁶ [Transcript – Minister for Infrastructure -Pg.37](#)

¹⁰⁷ [Carbon Neutral Roadmap Consultation Response statement](#)

raised. The below table summarises the Minister’s response regarding policy TR1 and further detail can be viewed [here](#).

Response summary	TR1
Outcome	TR1 is retained
Amendments to the policy wording	Clarify that the policy applies to second hand vehicles
Amendments to proposed date, budget & targets	No change Include reference to future possible inclusion of a vehicle scrappage scheme – reference to change to TR2
Next steps	The policy details will be worked up with key stakeholders in delivery Phase 1

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response¹⁰⁸ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy TR1 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response¹⁰⁹ for further detail on how the recommendations align).

TR2 – Vehicle scrappage incentive

Having considered the public consultation responses¹¹⁰ received on TR2, the Panel notes that very little support was received for this policy due to concerns regarding the application of the incentive. In the main, views reflected that the value of the incentive was not sufficient to meet its aims. Moreover, concerns were raised regarding the potential abuse of the system.

The Panel discussed the financial modelling used to determine the funding for policy TR2 during its hearing with the Minister for Infrastructure.¹¹¹

The Connétable of St. Brelade:

... funding for a total of 500 old vehicles has been allocated for 2022-2025. How has that number been identified as appropriate to meet the policy objectives and how will the uptake of the incentive be encouraged?

Head of Sustainability and Foresight:

As you can imagine, piecing the policies together is about the available funding you have in the first tranche, which is only £23 million, and where we think it might have impact. We did a short analysis of the number of oldest vehicles on the road that you would get the best bang for buck to get them off the road, and looked at where we felt the emissions modelling told us the policies would be best directed. Electric vehicle swappage schemes, people into buses gives it to you more quickly than getting the odd vehicle off the road. We made an assessment of the number of vehicles we

¹⁰⁸ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹⁰⁹ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹¹⁰ [Carbon Neutral Roadmap Consultation Report – Pg. 12](#)

¹¹¹ [Transcript – Minister for Infrastructure -Pg.28](#)

thought we could get off the road, which is about 1,000, that contributed to the emissions savings in a balanced way. I would not say it is an art as a science, but there is a balance you make. You could throw all the money at the scrappage scheme or you could throw very little at it. We put that out there as our policy...

During the hearing it was explained that through considering the feedback received as a result of the public consultation on the draft Carbon Neutral Roadmap that responses had reflected negatively in respect of the policy.

Head of Sustainability and Foresight:

...You will know from looking at the consultation feedback that this has not been a particularly powerful policy in terms of consultation responses. People have felt that £500 is not enough to make them scrap, even with a new vehicle incentive to help them purchase a new vehicle if that vehicle was available. Because we know there are quite a lot of commercial vehicles that are not yet available for electrification, those are some of the vehicles you might want to get off the road, the high-mileage commercial vehicles that are very old. We are taking that into account and Ministers are considering that particular policy in their revamp of the carbon neutral roadmap. That is a policy under development but one that has caused us a lot of thinking the first time around, trying to piece how it might work with other policies and whether it would be effective in doing so. Is it the best use of money in the first place?

When considering the Carbon Neutral Roadmap,¹¹² having observed that the policy was removed, the Panel sought further clarity in written questions to the Minister for the Environment regarding the reallocation of the funds that had been attributed to policy TR2. The following response was received:

The £410,000 initially allocated to policy TR2 ('Vehicle Scrappage Incentive') has been distributed across HT3 ('Energy Performance Certificates'), TR1 ('Speeding up adoption of electric vehicles), and TR3 ('Supporting transition fuels').

KEY FINDING 18: Policy TR2 'Vehicle Scrappage Incentive' has been removed from the Carbon Neutral Roadmap owing to concerns raised in the public consultation that the value of the incentive would not be sufficient to meet the policy's aims and for potential abuse of the system. The £410,000 in funding previously allocated to Policy TR2 has been redistributed across policies HT3 'Energy Performance Certificates'; TR1 'Speeding up adoption of electric vehicles; and TR3 'Supporting transition fuels.'

Having considered the GoJ's response¹¹³ to the consultation responses, the Panel notes that the feedback received has been taken on board and has resulted in the removal of the TR2 policy from the Carbon Neutral Roadmap. The below table summarises the Minister's response regarding policy TR2 and further detail can be viewed [here](#).

¹¹² [P.74/2022 – Carbon Neutral Roadmap](#)

¹¹³ [Carbon Neutral Roadmap Consultation Response statement](#)

Response summary	TR2
Outcome	Policy TR2 removed.
Amendments to the policy wording	Remove policy. Include reference within TR1 to consideration of a scrappage incentive in the future.
Amendments to proposed date, budget & targets	2022-2025 budget reallocated to other policies
Next steps	Not applicable

TR3 – Supporting transition fuels

Although the Panel observed from the public consultation responses a recognition for the requirement for this policy, several concerns were raised. A summary of the concerns raised in the public consultation responses¹¹⁴ received on TR3 are noted as follows:

- second generation renewable diesel needs to be same price or cheaper than regular diesel.
- the proposed incentive would not encourage those who currently use red diesel to make the switch.
- should demand outstrip supply then the subsidy and availability of second-generation renewable diesel should be prioritised for larger, commercial vehicles over cars and small vans where suitable alternatives such as electric vehicles already exist.
- the source obtained needs to meet ethical standards.

In a submission¹¹⁵ to the Panel, ATF Fuels raised concerns regarding the consultation in respect of this policy and the policy's scope and application. It was ATF's view that despite their proposals submitted to the Climate Conversation and public consultation on the draft Carbon Neutral Roadmap, the proposals had not been taken forward by the GoJ. Particularly, as it was the view of ATF that their proposals in relation to policy TR3 would prove valuable to reducing Jersey's carbon emissions as they had proven effective in the UK and in other jurisdictions. ATF expressed the following view:

...in March 2021, as part of our submission to the 'Climate Conversation', we set-out a proposal whereby Jersey could introduce a mandatory requirement that all road fuel sold in the island should contain a minimum level of renewable fuels, Ethanol in petrol and FAME in diesel (10% Ethanol in petrol known as E10 and 7% FAME in diesel, known as B7). Our analysis shows that this would make an important and valuable contribution to reducing Jersey's carbon emissions. Since we made that submission, you may be aware that the UK has legislated for E10.

We were disappointed that our proposal this was not included in the final report. However, the evidence of other jurisdictions clearly shows that Jersey can still and should seize the opportunity presented by the introduction of E10 and B7. We believe that this would lead to both an immediate and long-term reduction in carbon emissions. In relation to the proposals contained in the roadmap, specifically TR3, we believe a

¹¹⁴ [Carbon Neutral Roadmap Consultation Report – Pg. 12](#)

¹¹⁵ [Submission – ATF Fuels](#)

more effective approach would be to focus spending on supporting a transition to a greener public transport fleet.

The Panel raised this during the hearing¹¹⁶ with the Minister for Infrastructure on the draft Carbon Neutral Roadmap and asked what consideration had been given to proposing a policy to mandate low-emission petrol or diesel alternatives for domestic vehicles. Noting that fuels such as E10 and B7 may allow an immediate carbon reduction and be used as an interim position where those vehicles will still be used for the next few years.

Head of Sustainability and Foresight:

I would agree. That is absolutely right and I think where we are using transition fuels, we must make sure they are as low-carbon as possible. There are issues around the use of E10 locally. We have received some feedback, although feedback in this area differs so there is some unpicking to do before the final carbon neutral roadmap. It is about the distribution networks having, I believe, the right kind of dispensing equipment. If you use E10 and you blend E10 locally, you need blending services and you need to put it on forecourts that can take E10. A policy might be, as it is in the U.K., to mandate E10 but you would still have some of the old fuel available for vehicles that could not take E10. That is quite a big change-over and a capital cost for the distribution petrol stations because they must change their equipment. It is entirely possible to do it. There is not a clear position on it in the draft carbon neutral roadmap as it is but I think that is something we have picked up from consultation that Ministers need to revisit and they are doing so.

The Panel also sought to understand whether benchmarking against other jurisdiction regarding this policy had been undertaken and continued to ask the following:

The Connétable of St. Brelade:

Have you looked at policies in other jurisdictions that may have mandated for E10 and other ethanol fuel blends and have demonstrated any success in this regard?

Head of Sustainability and Foresight, SP3:

That is absolutely right. There are places that do it and it does work. Those places have rolled out the capital infrastructure earlier. For us, as I understand it, it would mean bringing in blended or having a blending station, which has land use impacts down at La Collette. That is not to say that could not happen. It would mean we would have to make sure the distributors, retailers and importers are in a position to get that fuel in and send it through the networks. I know that some already can because they buy pre-blended fuel. It comes in and can be sent out. For those that use the La Collette fuel station, there are some logistical issues. That is not to say it cannot happen but it cannot happen immediately and we have to take into account the ability of the industry to respond. That is one we are working up a bit further because, I take your point completely, it is not something we are clear enough on.

The Panel raised concern regarding why GoJ was relying on the industry to make the decision and questioned why GoJ was not being progressive and mandating for this change instead:

The Deputy of St. Martin:

Will you be telling the industry what to do over interim fuels?

¹¹⁶ [Transcript – Minister for Infrastructure](#)

The Minister for Infrastructure:

Interim fuels are coming in. There are a few issues with B7 and E10, but it is something we encourage but do not dictate to the industry.

The Deputy of St. Martin:

We do not seem to be moving very fast in either of those 2 types of fuel, though, Minister. This is the point I am getting at.

Head of Sustainability and Foresight, SP3:

It is as I just described. We are not clear in the policy. We accept that criticism. The stakeholder feedback we have had has been really valuable in helping us think that through and perhaps Ministers will want to take a clearer approach in the future.

In a submission¹¹⁷ to the Panel, JE shared the following views:

While we accept biofuels have a role in ‘hard-to-abate’ sectors, such as aviation and marine applications (for which there are presently no alternatives), we have serious concerns around their widespread use in applications such as home heating and transportation where, in the vast majority of cases, low-carbon electric solutions are readily available....We believe it is a far better for Islanders to benefit now from investment into energy efficiency coupled with the right long-term, low-carbon solutions rather than deflect funding to subsidising short-term, imported ‘transition’ fuels the price of which is likely to rise significantly as demand increases. This will syphon funding and economic support away from Jersey and this funding will in any case only have a single-year impact. There is considerable risk that this policy will slow the transition and create a reliance on biofuels with potential supply chain issues that could become costly.

Subsequent to receiving a further submission¹¹⁸ from ATF Fuels and following their request to meet the Panel, the Panel held a public review hearing¹¹⁹ to provide an opportunity for ATF to share their views and concerns regarding the policy position.

Following the publication of the Carbon Neutral Roadmap (P.74/2022), ATF Fuels provided a further submission¹²⁰ to the Panel, in which it welcomed the revisions that had been made to the policy. Notwithstanding this, further concerns were raised and areas where, in their view, clarity was still needed (this is reflected on further in the below section - policy TR3b).

Having considered the GoJ’s response¹²¹ to the consultation responses, the Panel notes that the concerns raised through the consultation process have been taken on board and has resulted in the proposal of further work to reflect on the concerns and develop the policy detail further in consultation with local key stakeholders. The Panel notes that as part of the work to consider the concerns raised on this policy, consideration will also be given to the implications for the marine and aviation sector in line with concerns raised on policy TR11. The below table summarises the Minister’s response regarding policy TR3 and further detail can be viewed [here](#).

¹¹⁷ [Submission – Jersey Electricity](#)

¹¹⁸ [Submission – ATF Fuels](#)

¹¹⁹ [Transcript – ATF Fuels](#)

¹²⁰ [Submission – ATF Fuels](#)

¹²¹ [Carbon Neutral Roadmap Consultation Response statement](#)

Response summary	TR3
Outcome	Policy TR3 is retained
Amendments to the policy wording	Amend policy wording to include annual review of policy impact and manage exposure to risk Amend policy wording to include consideration of other renewable content fuels, marine and aviation fuels
Amendments to proposed date, budget & targets	No change
Next steps	The policy details will be worked up with key stakeholders between April-July 2022 in delivery Phase 1

Government's Response to Citizens' Assembly Recommendations

When considering the GoJ's response¹²² to the Citizens' Assembly recommendations, the Panel has identified the recommendations that align with policy TR3 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response¹²³ for further detail on how the recommendations align).

TR3b - Investigate potential for use of renewable content petrol and diesel in Jersey

Through the evidence observed it is the Panel's understanding that policy TR3b has been included as a new policy within the Carbon Neutral Roadmap as a direct result of the concerns raised on the absence of a policy within the draft Carbon Neutral Roadmap for the adoption of standard grade renewable content petrol and diesel. ATF Fuels also raised this concern with the Panel.

As referred to in policy TR3 above, the Panel reflected on this during its review hearing with the Minister for Infrastructure¹²⁴ as well as during its hearing¹²⁵ with ATF Fuels. In addition, ATF Fuels shared its views on the matter with the Panel through written submissions.¹²⁶

In order to address the concerns raised, the Carbon Neutral Roadmap¹²⁷ proposes policy TR3b and outlines the research and market analysis that will be undertaken to determine by end of 2022 a policy position on the suitability of renewable content fuels for Jersey in respect of financial, infrastructure and spatial implications and options. The Carbon Neutral Roadmap notes that the research will consider the following:

- the potential impact of widespread use of renewable content fossil fuels on the Island's greenhouse gas inventory.
- the market availability and price point.
- supply and distribution networks throughout the Island.

¹²² [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

¹²³ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

¹²⁴ [Transcript – Minister for Infrastructure](#)

¹²⁵ [Transcript – ATF Fuels](#)

¹²⁶ [Submission – ATF Fuels](#)

¹²⁷ [P.74/2022 – Carbon Neutral Roadmap](#)

- identify spatial and infrastructure changes required and the implications for import and distribution networks.
- the possible implementation timescale and cost effectiveness considering the alignment with policy TR5.
- consider options and implications for possibility of a differential fuel duty rate for non-fossil hydrocarbons or subsidy through policy TR3.

The Panel sought further clarity from the Minister for the Environment on the areas that the research would cover and asked as part of the workstream whether research and market analysis would be carried out on the compatibility, or otherwise, of renewable content fuels in respect of the vehicles in use in Jersey (type and age of vehicle, for example). In addition, whether research would be carried out on potential fuel additive products with regard to their benefit, or otherwise, in relation to potential associated carbon emissions reduction. The response¹²⁸ received confirmed that the research and market analysis would cover those areas.

The Panel is of the view that the Government's research and market analysis in consultation with industry stakeholders must also include consideration for how the Government will ensure a level playing field and competitive market across the Island's fuel industry as to avoid any competitive advantage as an unintended consequence of policy TR3 and TR3b. The Panel highlights that ensuring a successful competitive market is vital to address the cost-of-living crisis.

In a submission¹²⁹ to the Panel, ATF fuels raised further concerns regarding policy TR3b, including the lengthy time that was being proposed for the policy analysis. ATF fuels expressed the following view:

Since that time, the government has now published its updated Carbon Neutral RoadMap. There are certainly elements of this roadmap which we welcome, TR3b which includes a commitment to review the mandatory requirement for the sale of E10 and B7 on the Island. Although we would again note, that given the sale of E10 and B7 is already happening an 8-month assessment period is too long...

...As both fuels are already sold and are contributing to lower carbon emissions, we do believe this review can be undertaken in a quick manner.

In addition, ATF Fuels also felt that the policy position remained unclear in respect of whether the current subsidy, proposed under TR3, would extend to all next generation fuels, including E10 and B7. ATF fuels noted the following:

We are unclear as to the government position regarding the application of a subsidy contained within TR3 for second generation diesel. On the one hand it does seem to suggest that the government is open to applying this subsidy more broadly to all biofuels, but this is not explicitly referenced. We believe not applying this subsidy more broadly is a real missed opportunity for the Island for the following reasons

- *57% of the cars on the road run on petrol, not providing a subsidy to those vehicles reduces drivers' incentive to switch,*

¹²⁸ [Letter – Minister for the Environment](#)

¹²⁹ [Submission – ATF Fuels](#)

- *Supporting a single fuel type, without competing types, will simply mean that an upstream supplier of second-generation fuel will simply add the subsidy to their wholesale price thus mitigating its impact,*
- *The changing situation because of the conflict in Ukraine means government should do everything possible to ensure as broad a range of fuel supply as possible.*

In respect of the concerns raised by ATF Fuels as outlined above, the Panel notes that on reviewing the Carbon Neutral Roadmap it has identified the following which may provide some further clarity.

The below table within the Carbon Neutral Roadmap recognises the research that will be carried out to produce a policy position on renewable content fossil fuels by the end of 2022.

TR3	Supporting transition fuels	<ul style="list-style-type: none"> • Approximately 32ppl subsidy for second generation renewable diesel 	10 million litres of subsidised biodiesel	£3,189,000	4	3.42
TR3b	Investigate the potential for renewable content fossil fuels in Jersey	<ul style="list-style-type: none"> • Carry out research and market analysis to produce a policy position on renewable content fossil fuels by the end of 2022 	Policy position report	n/a	n/a	n/a

In addition, policy TR3b within the Carbon Neutral Roadmap clarifies the following:

- To encourage Islanders to replace traditional fossil-fuel diesel with second generation renewable diesel (SGRD) in road transport. Government will also consider fuel duty in respect of other renewable content fuels, marine and aviation fuels in line with policies TR3b and TR11.
- The research considerations for TR3b notes that research will consider the options and implications for the possibility of a differential fuel duty rate or subsidy through policy TR3.

In consideration of ATF’s concerns of a lengthy timescale proposed by the GoJ to undertake the policy analysis, the Panel observes that the outlined scope for the research and market analysis would necessitate the anticipated time. The Panel notes that time would be required to assess the implication of the possible implementation timescale and cost effectiveness of mandating for such fuels considering the alignment with policy TR5 which proposes to end the importation and registration of petrol and diesel vehicles that are new to the Island from 2030.

A submission received from a member of the public reflected concern in respect of the cost of renewable content fuels. The submission¹³⁰ expressed the following views:

The USA, Europe and UK have closed their own sources of fuel (sacrificing energy independence) and imported from foreign powers, purchasing at spot price and influenced by strained relations. E10 petrol- adding 10 ethanol may reduce co2 emissions by 0.5 - 2%. Ethanol for E10 fuel is made from corn. Corn requires nitrogen fertiliser, however, the price of fertilisers is going through the roof due to world wide closures of urea manufacturing. By the end of this year it is likely that the price of corn ethanol is too high to add it to petrol.

¹³⁰ [Submission – C. Pasturel](#)

When reviewing the draft Carbon Neutral Roadmap, the Panel observed that a policy was absent regarding the renewable content fuels that policy TR3b now proposes to explore. As such, the Panel was considering whether this would be an area for a potential amendment to address that gap that it had identified, should the concern not have been addressed within the revised version of the Roadmap. The Panel is therefore pleased to observe that the GoJ has acted to include this new policy in the Carbon Neutral Roadmap to research an appropriate position in respect of renewable content petrol and diesel fuels.

KEY FINDING 19: Concerns were raised during the GoJ public consultation, and to the Panel, regarding the absence of a policy within the draft Carbon Neutral Roadmap for the adoption of standard grade renewable content petrol and diesel. The Panel considered the possibility of an amendment to address this gap. However, it was observed in the revised lodged version of the Carbon Neutral Roadmap¹³¹ that policy TR3b has been included. This proposed policy outlines the research and market analysis that will be undertaken in consultation with industry stakeholders to determine a policy position on the suitability of renewable content fuels for Jersey regarding financial, infrastructure and spatial implications and options by the end of 2022.

RECOMMENDATION 6: The Government of Jersey should ensure that the research and market analysis in consultation with industry stakeholders for policy TR3b must also include consideration for how the Government will ensure a level playing field and competitive market across the Island’s fuel industry as to avoid any competitive advantage as an unintended consequence of policy TR3 and TR3b.

Having considered the GoJ’s response¹³² to the consultation responses, the Panel notes that the concerns raised through the consultation process have been taken on board and has resulted in the proposal of further work to develop an appropriate policy position. The below table summarises the Minister’s response regarding policy TR3b and further detail can be viewed [here](#).

Response summary	TR3b
Outcome	Policy TR3b – new policy added
Amendments to the policy wording	New policy to be included in final CNR as outlined above
Amendments to proposed date, budget & targets	Options analysis will identify costs that will be brought forward in delivery phase 1, report by end of Q4 2022
Next steps	The policy details will be worked up with key stakeholders in delivery Phase 1

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response¹³³ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy TR3b in the final version of

¹³¹ [P.74/2022 – Carbon Neutral Roadmap](#)

¹³² [Carbon Neutral Roadmap Consultation Response statement](#)

¹³³ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response¹³⁴ for further detail on how the recommendations align).

TR4 - Vehicle emissions duty

A summary of the concerns raised in the public consultation responses¹³⁵ received on TR4 noted that concerns were raised in relation to the potential impact of this policy on commercial vehicles where no electric (or other fuel) alternatives are currently viable options. Also concerns regarding the potential impact of this policy on the ‘Just Transition’ were highlighted through the public consultation.

Having considered the GoJ’s response¹³⁶ to the consultation responses, the Panel notes that no notable changes have been reflected in the policy in the Carbon Neutral Roadmap as a result of the responses received. The below table summarises the Minister’s response regarding policy TR4 and further detail can be viewed [here](#).

Response summary	TR4
Outcome	Policy TR4 is retained
Amendments to the policy wording	No change
Amendments to proposed date, budget & targets	No change
Next steps	Options analysis of VED rates and associated revenue forecasts

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response¹³⁷ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy TR4 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response¹³⁸ for further detail on how the recommendations align).

TR5 – End the importation and registration of petrol and diesel vehicles that are new to the Island from 2030

A summary of the concerns raised in the public consultation responses¹³⁹ received on TR5 noted that the responses recognised the necessity for the policy, however, demonstrated mixed views regarding the target date of 2030. Confusion was also observed regarding the types of vehicles that would be impacted at the various stages between now and 2030. In addition, comments were received regarding the inclusion of exemptions for historic and collectable vehicles and for commercial vehicles where no alternative replacement was available.

¹³⁴ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹³⁵ [Carbon Neutral Roadmap Consultation Response statement](#)

¹³⁶ [Carbon Neutral Roadmap Consultation Response statement](#)

¹³⁷ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹³⁸ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹³⁹ [Carbon Neutral Roadmap Consultation Response statement](#)

The Panel sought further clarity in written questions on the ban specified by policy TR5 and whether a phased approach for the electrification of all Jersey's vehicles will take place between 2030 and 2050. The Panel sought to understand the how the phased approach would work in respect of the types of vehicles that would be banned at each stage. The Panel received the following response from the Minister for the Environment:

The policy, as proposed in the draft CNR, is intended to align with relevant UK legislation. The policy will commence with the phase out of petrol and diesel vehicles in 2030 and 2035 for hybrids. The policy is designed to ensure that Jersey does not become a 'dumping ground' for older polluting vehicles. The policy will be developed further following additional stakeholder engagement and consultation, which will take place as part of the statutory process when preparing the required primary legislation.¹⁴⁰

KEY FINDING 20: Policy TR5 'End the importation and registration of petrol and diesel vehicles that are new to the Island from 2030' has been designed to ensure that Jersey does not become a 'dumping ground' for older, polluting vehicles. The policy will be developed with further stakeholder engagement and consultation, and it is the further intention of the GoJ to create an exemption for historic, classic vehicles within the draft legislation.

The Panel also sought to understand how the asset life of purchases will be appropriately managed to avoid vehicles being replaced or scrapped when they remain useful, and also replaced timely to avoid delays in carbon reductions through not making the shift sooner. In addition, whether a balance could be appropriately achieved. It was noted within a response¹⁴¹ from the Minister for the Environment that the matter will be addressed during the design phase of the Roadmap following further stakeholder engagement and consultation.

The Panel notes that the Minister for Home Affairs has political accountability for the delivery of policy TR5 in the Roadmap. In light of this, the Panel sought to understand the Minister for Home Affairs involvement to date regarding the workstream and the Minister's envisaged involvement over the longer-term of the delivery of the Roadmap. The Panel asked this of the Minister through written questions. The response¹⁴² received explained that the Minister currently held dual roles as Minister for Home Affairs as well as Assistant Minister for the Environment. Therefore, to date, the Minister has had an integral role in the development of the policies within the Carbon Neutral Roadmap, as Chair of the Carbon Neutral Steering Group. The Minister also noted that the Jersey Customs and Immigration Service (JCIS) have been consulted and involved in the development of the relevant policies, including the phase out of hydrocarbon vehicles and also the use of transition fuels.

Having considered the GoJ's response¹⁴³ to the consultation responses, the Panel notes that changes have been reflected in the policy TR5 in the Carbon Neutral Roadmap as a result of the responses received. Including to reflect exemptions in respect of the policy and to amend the policy wording to provide further clarity regarding the application of the policy due to the concerns raised during the public consultation. The below table summarises the Minister's response regarding policy TR5 and further detail can be viewed [here](#).

¹⁴⁰ [Letter – Minister for the Environment](#)

¹⁴¹ [Letter – Minister for the Environment](#)

¹⁴² [Letter – Minister for Home Affairs](#)

¹⁴³ [Carbon Neutral Roadmap Consultation Response statement](#)

Response summary	TR5
Outcome	Policy TR5 retained
Amendments to the policy wording	Amend policy wording to clarify legislation will only apply to vehicles that are new to the Island and that vehicles already in the Island will be allowed to be retained. Exemption will be made for classic cars – details to be confirmed Consideration will be given to extending the date to 2035 for hybrid vehicles Clear reference to completing a disability impact assessment on the policy
Amendments to proposed date, budget & targets	No change
Next steps	The policy details will be worked up with key stakeholders in 2022

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response¹⁴⁴ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy TR5 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response¹⁴⁵ for further detail on how the recommendations align).

TR6 – Roads law review

The Panel notes that the public consultation responses¹⁴⁶ received on TR6 highlighted the requirement for the improvement of safety for pedestrians and cyclist on Jersey’s roads. Mixed views were also received regarding the use of micro-mobility modes of transport (including the use of electric scooters) on Jersey’s roads with some responses reflecting that these forms of transport should be legalised for use on Jersey’s roads and others that their prohibition should be strongly enforced.

As well as seeking further detail on the review of the Roads Law from the Minister for Infrastructure, the Panel also raised the use of electric scooters during its hearing with the Minister for Infrastructure.

Considering that policy TR6 would be dependent on the outcomes of the review of the Roads Law, in written questions to the Minister for Infrastructure, the Panel sought clarity on the review, as well as the legislative changes envisaged as a result and their impact on the carbon reduction technologies that Jersey will be able to adopt. The Panel received the following response from the Minister for Infrastructure¹⁴⁷:

The Road Law review will consider ways to facilitate carbon neutrality in Jersey by introducing measures to facilitate active travel (e.g. safe walking and cycling) and the use of other ultra-low and zero emission vehicles referred to in the document ‘A Framework for a Sustainable Transport System 2020-2030’. The aim of the review is

¹⁴⁴ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹⁴⁵ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹⁴⁶ [Carbon Neutral Roadmap Consultation Response statement](#)

¹⁴⁷ [Letter – Minister for Infrastructure](#)

to create futureproof primary legislation that supports sustainable transport into the future by incorporating known / anticipated requirements and by providing a framework that is adaptable over time to take account of rapid technological developments...

Recalling a discussion¹⁴⁸ during the hearing with the Minister for Infrastructure regarding the subsidy criteria for policy TR1 and that e-scooters were noted as currently illegal to use on Jersey's roads, the Panel explored this further with the Minister.

Deputy I. Gardiner:

Minister, you mentioned e-scooters that are currently not legal in Jersey. It has been raised by parishioners that teenagers and adults that would like to commute to work in St. Helier would like to use this transport. I know it is not legal. What are you doing around this?

The Minister for Infrastructure:

There are experiments going on in the U.K. (United Kingdom) that we are monitoring very closely. Private e-bikes [sic]¹⁴⁹ are illegal throughout the U.K. They do have some experiments going on in certain boroughs regarding the Bird rental scooters but they are geo-fenced, which means they can only go in certain areas and if they stray outside of that area or into parks or on pavements even the vehicle will shut down immediately. That is something that is still going on at the moment so we are watching that very carefully. There are quite a few privately owned e-scooters in the U.K. and in Jersey which are illegal. I believe Westminster police are confiscating some of them or giving people warnings but over here they are illegal because they do not conform to constructing use with D.V.S. (Driver and Vehicle Standards), they can get up to a fair speed and obviously there is no test involved, people are not wearing helmets, people are riding them on the pavements and they are very dangerous. There are people in the U.K. that have been killed on them. If you google e-scooter accidents on YouTube you will see some real horror stories. We are trying to keep abreast of changing technology and there is all sorts of electrification coming out but personally I find it quite scary. People are using them and they are illegal.

Director General for Infrastructure, Housing and the Environment:

They pose a real challenge in terms of the consumer pressure to use them. There is a big consumer demand.

...The biggest challenge for the e-scooters is certainly ... there are lot of cities around Europe where you can hire them. There are lots of trouble in the public realm so just left all over the place literally, but also trying to manage them on the road network so you do not find yourself next to a vehicle you do not want to be squashed by, so that is the real challenge.

Having considered the GoJ's response¹⁵⁰ to the consultation responses, the Panel notes that no notable changes have been reflected in policy TR6 in the Carbon Neutral Roadmap as a result of the responses received. The below table summarises the Minister's response regarding policy TR6 and further detail can be viewed [here](#).

¹⁴⁸ [Transcript – Minister for Infrastructure – Pg. 23](#)

¹⁴⁹ The Panel was advised that the Minister for Infrastructure was referring to E-scooters and not E-bikes.

¹⁵⁰ [Carbon Neutral Roadmap Consultation Response statement](#)

Response summary	TR6
Outcome	Policy TR6 retained
Amendments to the policy wording	Further detail added into the policy to provide clarification of micro mobility devices
Amendments to proposed date, budget & targets	No change
Next steps	Policy development will continue in 2022 and 2023.

Government's Response to Citizens' Assembly Recommendations

When considering the GoJ's response¹⁵¹ to the Citizens' Assembly recommendations, the Panel has identified the recommendations that align with policy TR6 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response¹⁵² for further detail on how the recommendations align).

TR7 – 'Green' number plates for electric vehicles

The Panel notes in respect of the public consultation responses¹⁵³ received on policy TR7 although the concept was seen to have merit by some respondents through its links with other initiatives proposed in the draft Carbon Neutral Roadmap, the policy was primarily deemed tokenistic and was not well received.

Having considered the GoJ's response¹⁵⁴ to the consultation responses, the Panel notes that no notable changes have been reflected in the policy TR7 in the Carbon Neutral Roadmap as a result of the responses received. The below table summarises the Minister's response regarding policy TR7 and further detail can be viewed [here](#).

Response summary	TR7
Outcome	Policy TR7 retained
Amendments to the policy wording	No change
Amendments to proposed date, budget & targets	No change
Next steps	Policy and legislative development will continue in 2022 to bring into force in 2023

TR8 - Sustainable transport roadmap

Although the importance of the policy was recognised in the consultation responses¹⁵⁵ received on TR8, as the final Sustainable Transport Roadmap had not been published at the time of the public consultation, respondents' comments were limited in that regard. However,

¹⁵¹ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

¹⁵² [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

¹⁵³ [Carbon Neutral Roadmap Consultation Response statement](#)

¹⁵⁴ [Carbon Neutral Roadmap Consultation Response statement](#)

¹⁵⁵ [Carbon Neutral Roadmap Consultation Response statement](#)

the Panel has observed that sustainable transport was recognised as a primary tool to enable the Island to meet its net-zero goal. As such further investment in infrastructure was needed. A 'Just Transition' was recognised as significant in respect of further policy development.

The principles of sustainable transport were adopted by the States in early 2020 and considers transport areas in the Island including active travel, public transport, road safety, parking, improving the Islands roads and the use of technology to aid how Islanders' travel. The second interim report¹⁵⁶ on Sustainable Transport Policy was published in December 2021 to set out the GoJ's commitments to the principles and provides an update on the strategic issues (including how the Sustainable Transport Policy links to the draft Carbon Neutral Roadmap) and delivery. The update on delivery builds on progress made in each of the rapid plans, including:

- Active Travel Plan
- Bus Service Development Plan
- Parking Plan
- Mobility as a Service

Recognising that the Ministerial responsibility for the Sustainable Transport Roadmap was under the Minister for Infrastructure¹⁵⁷, the Panel explored policy TR8 further during a public hearing¹⁵⁸ with the Minister. The Panel sought to understand the overlap of the sustainable transport workstream with that of the Carbon Neutral Roadmap and any challenges that had been experienced progressing the workstreams in tandem and how these have been overcome. It was noted that an overlap existed on both an Officer and Ministerial level and this was managed through the Carbon Neutral Steering Group.

Noting that the draft Carbon Neutral Roadmap identified that the final Sustainable Transport Roadmap would be published in 2022, the Panel sought clarity on the date for publication and the on how the Sustainable Transport Policy links with the Carbon Neutral Roadmap.

Head of Sustainability and Foresight:

...The hope is that by the end of this year is what we would hope for. Naturally we have the break of purdah in that to break the ongoing ministerial set of decisions because there will be a period where we do not have a Minister known to us, but that does not mean the work behind the scenes cannot happen. The thing to say about the roadmap as well is it will be very much like the carbon neutral roadmap in that it is a framework for decision-making...The roadmap approach allows us to set a framework for decision-making that does not close doors, allows us to be flexible at the right time to make decisions but also recognise when some decisions are not right for us. What we have done in the roadmap, the carbon neutral roadmap, we have seen is staged decision making quite a lot in the next term of Government but some thereafter contingent on pieces of work that will give us further ability to make those decisions or for future Assemblies to make those decisions. The sustainable transport roadmap will be a bit the same.¹⁵⁹

¹⁵⁶ [Sustainable Transport Policy – Second Interim Report](#)

¹⁵⁷ [Transcript – Minister for Infrastructure](#)

¹⁵⁸ [Transcript – Minister for Infrastructure](#)

¹⁵⁹ [Transcript – Minister for Infrastructure](#)

During the hearing¹⁶⁰, the Panel sought to understand the progress that has been made to date in each of the rapid plans within the Sustainable Transport Policy and discussed areas for active travel, bus service development, the parking plan and mobility as a service.

Head of Sustainability and Foresight:

... if we ignore the carbon neutral roadmap for a second and concentrate solely on the Sustainable Transport Policy, because they are, in effect, totally independent, the workstream within the bus rapid plan is to get not only the behavioural side research we now have, it is also we are undertaking, and it is still ongoing at the moment - it is proving slightly trickier than we thought when we first set out - reviews of the ticketing, reviews of the network itself. We will be pulling all of that together alongside the rest of the rapid plan on active travel, parking and mobility as a service to create our own sustainable transport roadmap, which will give us later on this year a timeframe for delivery including the bus trials. We are also looking at the non-decarbonised bus network development to put it altogether into one place so we have an investment and delivery plan across all of the sustainable transport rather than them just sitting in the siloes which they tend to sit in a little bit

The Panel sought to understand what challenges have been experienced due to progressing the two workstreams in tandem (Sustainable Transport and Carbon Neutral).

Head of Sustainability and Foresight:

...obviously we have lost time because of COVID and we have fallen out of step with the 2 pieces of work because of COVID. That has been difficult. The resource required, bringing in the Senior Policy Officer as a new position to really take a hold of that work has been ... we had to recruit the Senior Policy Officer, get her onto the Island, she has been with us a year now and been able to work really well and to work with the I.H.E. (Infrastructure, Housing and Environment) team, because it is about delivery as much as policy development. So, of course, matters always ... you know, it is challenging to get it up and running. I think the 4 key pieces of work that we have done this year are the rapid plan work and there has been an update on the last years' worth of work that was also published...

It was further explained that the final stages of the rapid plan analysis were being worked on at that time and that the work had commenced regarding the engagement process for the active travel workstream. It was explained that this work was to understand the conceptual networks that exist for active travel around the Island, to help identify the investment and delivery plan that will be needed to make tangible changes in Jersey to improve the infrastructure and encourage and incentivise Islanders to use active travel, rather than vehicles.

The Panel has observed that although progress is picking up, the Sustainable Transport Workstream has been impacted by the Covid-19 pandemic and as a result the progress has been slower than anticipated.

From considering the public consultation responses¹⁶¹ the Panel highlights the importance for the consideration of the needs of disabled Islanders when developing the Sustainable Transport Roadmap and to ensure consideration for a 'Just Transition'.

¹⁶⁰ [Transcript – Minister for Infrastructure-Pg.7](#)

¹⁶¹ [Carbon Neutral Roadmap Consultation Report – Pg. 49](#)

KEY FINDING 21: The Sustainable Transport workstream has been impacted by the Covid-19 pandemic and as result, progress has been slower than anticipated. It is the intention for the GoJ to publish a Sustainable Transport Roadmap by the end of 2022 and it is envisaged that these policies will form a similar Roadmap-type framework to that of the Carbon Neutral Roadmap. Public consultation responses highlighted the importance that the needs of disabled Islanders are taken into consideration when developing the Sustainable Transport Roadmap, as well as ensuring a ‘Just Transition’.

RECOMMENDATION 7: The Government of Jersey should ensure that as part of its preparation of the Sustainable Transport Roadmap, the needs of disabled Islanders are taken into full consideration, as well as how to ensure a ‘Just Transition’ within all the proposed policies.

Having considered the GoJ’s response¹⁶² to the consultation responses, the Panel notes that no notable changes have been reflected in the policy TR8 in the Carbon Neutral Roadmap as a result of the responses received. The below table summarises the Minister’s response regarding policy TR8 and further detail can be viewed [here](#).

Response summary	TR8
Outcome	Policy TR8 retained
Amendments to the policy wording	Change wording to reference 2021 as being in the past. Added a definition of Sustainable Transport.
Amendments to proposed date, budget & targets	No change
Next steps	Sustainable Transport Roadmap published in 2022

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response¹⁶³ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy TR8 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response¹⁶⁴ for further detail on how the recommendations align).

TR9 – Bus service development trials

The Panel notes from the public consultation responses¹⁶⁵ received relating to policy TR9 that the bus trials have been welcomed. However, the Panel observed that due to the lack of information available at the time of the consultation on the type of trials and how they will be delivered, respondents’ comments were limited in that regard. However, many suggestions were provided on types of buses and style of service. Views were also received on the importance of transitioning buses away from diesel fuel.

¹⁶² [Carbon Neutral Roadmap Consultation Response statement](#)

¹⁶³ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹⁶⁴ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹⁶⁵ [Carbon Neutral Roadmap Consultation Response statement](#)

It is the Panel's understanding that the bus service development trials will be informed by the Bus Service Development Plan which is required under the Sustainable Transport Policy. The policy states that the trials could include:

- increased frequency services on some routes.
- changes to pricing and/or ticketing.
- promotion of bus use within workplace travel plans.
- exploration of demand responsive service options.
- use of low-carbon energy solutions.

The bus service development trials were broadly discussed during the Panel's hearing.¹⁶⁶ The Panel sought to understand the type of trials that would be undertaken and asked this of the Minister for Infrastructure:

The Connétable of St. Brelade:

...it is our understanding that through funding made available from the Climate Emergency Fund the trials will be implemented between 2022 and 2024 as part of the bus development plan you mentioned. Can you just outline the types of trials that will be implemented? Will the trials reflect the elements proposed by the Citizens' Assembly recommendation, such as including more bus routes, more frequent service, electric mini buses, fares, journeys designed to Islanders needs, is that where you are going?

Senior Policy Officer:

Yes, so we are in discussions myself and I.H.E currently around what we can do as part of these trails and there are a few options on the table. Part of the work that was originally done within the bus development rapid plan was to create some network planning guidelines, so if we wanted to look to put on different routes on there these network planning guidelines would help identify where that route would positively benefit the most people. We want to get more people on buses and putting a route where there is nobody is counterintuitive to that. So we are taking the opportunity for these trials to in effect test those network planning guidelines but then we are also doing a few different ways of thinking. So we are looking at the opportunity to potentially put fast routes in that do not go to St. Helier, they link different parishes together where there are heavy population centres but they do not necessarily have a direct bus link. We are looking at potentials of increasing frequency on routes where the frequency is not there but we know people potentially would use that bus if there was more frequency. We are also potentially looking at how we could utilise the resources that are currently used for the school bus network that then head back into town empty but do not commonly pick up passengers as to whether we could utilise those resources, the bus and a driver, at busier times of the day to increase the frequency of routes where those buses are travelling anyway. So lots of options on the table, all quite expensive to do. We cannot do them all but because we have the funding going forward for the next 3 years we will try and cut as much of that as possible to ensure we are testing what we can do with the buses, so when we come to having a new contract we can implement some of the new ideas as to how the bus service should run.

¹⁶⁶ [Transcript – Minister for Infrastructure-Pg.7](#)

It was noted that the work was still in its infancy at the time of the hearing. Therefore, detail on the use of bus routes, bus lanes and infrastructural changes to encourage bus use was not yet known. However, it was noted that all options were being explored through conversation.

Noting that the GoJ would be supporting LibertyBus to use second generation renewable diesel in six double decker buses starting in 2022, the Panel sought further understand when the transition will commence. The following was explained:

Senior Policy Officer:

Yes, so all funding is in place for that, it is all going through the process now. LibertyBus are working with their contracted fuel supplier to provide them with the second generation renewable diesel. There are a few logistical things that they need to sort out, they need to get a new tank, which is being provided free of charge for them, and then once that has all been fed into their existing fuel system, the fuel will be in their 6 double-deckers for the foreseeable future, going up to the end of 2024. End of the contract.

In respect of expanding the trial to the rest of the bus fleet it was noted that certain barriers existed to doing this including the impact of alternate fuels on invalidating insurance conditions for the buses and the challenge of funding the entire fleet to transition as the fuel was currently costly. It was emphasised that the fuel was a transition fuel and therefore the intention was not to commit to it for the longer-term. As such, it was a time limited policy while alternative options are considered.

Head of Sustainability and Foresight:

...In order to go forward and have the market with more of this product in we probably need to do more work to make sure that the markets can deliver the fuel for Jersey that we would want. There are lesser biofuels out there but they have a higher palm oil content and we do not want to use those, so you recognise the problem. Of course you recognise that the main constituent of second generation renewal diesel is waste products that come from waste refineries. That is a good use of a closed loop alternative. At the moment the markets are growing and that is why we are in a bit of a trial place rather than a full-time commitment.¹⁶⁷

The Minister for Infrastructure:

Growing and changing. I was in Northern Ireland a few weeks ago and their double-deckers are hydrogen. It was an expensive set up but perfectly good ride and fantastic service. That may be a way to go for the heavier vehicles. Electrification of the smaller vehicles, possibly hydrogen for more industrial vehicles.

Having considered the GoJ's response¹⁶⁸ to the consultation responses, the panel notes that no notable changes have been reflected in the policy TR9 in the Carbon Neutral Roadmap as a result of the responses received. However, policy wording will be revised to include further detail on the bus trial process to provide further clarity in that area. The below table summarises the Minister's response regarding policy TR9 and further detail can be viewed [here](#).

¹⁶⁷ [Transcript – Minister for Infrastructure-Pg.19](#)

¹⁶⁸ [Carbon Neutral Roadmap Consultation Response statement](#)

Response summary	TR9
Outcome	Policy TR9 retained
Amendments to the policy wording	Further details added to the policy narrative to explain what the trials will involve
Amendments to proposed date, budget & targets	No change
Next steps	Bus service development trials to commence in 2022

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response¹⁶⁹ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy TR9 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response¹⁷⁰ for further detail on how the recommendations align).

TR10 – Active travel

The Panel notes from the public consultation responses¹⁷¹ that policy TR10 was welcomed. Concern was raised regarding a ‘Just Transition’ and respondents highlighted the importance of the consideration of incentives to ensure accessibility to bikes, electric bikes and required accessories for those on lower incomes. Infrastructure was highlighted as a barrier to active travel, as well as road safety concerns and the need for more cycle routes and bike storage options.

It is the Panel’s understanding that an Active Travel Plan is being developed under the Sustainable Transport Policy which will provide the framework for the Island’s active travel network and will include associated policies and investment. The Panel discussed this during its hearing with the Minister for Infrastructure.

The Connétable of St. Brelade:

As part of the active travel plan a programme of detailed route audits was to be undertaken and I understand has been currently commissioned with an expectation of completion in April 2022. Can you advise us on the progress of this and on its anticipated outcomes?

Senior Policy Officer:

Yes, absolutely. We had the inception meeting 2 weeks ago and I was on call with the team yesterday to talk through some exciting opportunities that have just landed at just the right time for the Dutch Cycling Embassy to begin the programme of the delivery of this active travel investment plan project that we are doing. It is all on track. The site audits are going to be happening towards the end of March but what we are going to be trying to deliver within the current programme without making too many changes, although things might shift around a little bit, is to hold a core cycling event, an engagement event. It would have 2 strands. The first strand is more around the

¹⁶⁹ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹⁷⁰ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹⁷¹ [Carbon Neutral Roadmap Consultation Response statement](#)

concept of why we want people to be cycling and walking more and what that means and what that means to the Island and individuals as well. The second side is actually having that engagement with people to understand - it is a bit like the buses - what they think their barriers are to cycling and walking at the moment and we could try and do to support them to make those decisions. On top of all of that we are going to be hopefully - and I am waiting for a response to an email I sent yesterday - starting to do the consultation, engagement with the parishes around what we have done so far. So explaining all the stage 1 work that we have done, explain the data streams and how that has led us to where we are now with stage 2 and getting the parishes' feedback on the areas within the first stage of the active travel work that is relevant to them, what their thoughts, ideas are to feed into our programme for the rest of stage 2...

It was explained during the hearing that many innovative ideas existed and that some jurisdictions are ahead in sustainable and active travel strategies. It was recognised that Jersey has a lot more work to do to progress in the area. However, it was highlighted that the progress would be determined by the funding that was made available and it would be a States' decision regarding the areas to progress and to what degree.¹⁷²

Having considered the GoJ's response¹⁷³ to the consultation responses, the panel notes that no notable changes have been reflected in the policy TR10 in the Carbon Neutral Roadmap as a result of the responses received. However, policy wording will be revised to include further detail. The below table summarises the Minister's response regarding policy TR10 and further detail can be viewed [here](#).

Response summary	T10
Outcome	Policy TR10 retained
Amendments to the policy wording	Further details added to the policy narrative
Amendments to proposed date, budget & targets	No change
Next steps	Active Travel Plan to be published in 2022

Government's Response to Citizens' Assembly Recommendations

When considering the GoJ's response¹⁷⁴ to the Citizens' Assembly recommendations, the Panel has identified the recommendations that align with policy TR10 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response¹⁷⁵ for further detail on how the recommendations align).

TR11 – Emissions from aviation and marine transport

The Panel notes from the public consultation responses¹⁷⁶ that policy TR10 was welcomed. However, it was noted that the policy area required further consideration regarding emissions from private or leisure planes and boats (including consideration for the removal of 'red diesel'). Comments were received in respect of the price of maritime fuel in Jersey being too

¹⁷² [Transcript – Minister for Infrastructure-Pg.17](#)

¹⁷³ [Carbon Neutral Roadmap Consultation Response statement](#)

¹⁷⁴ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

¹⁷⁵ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

¹⁷⁶ [Carbon Neutral Roadmap Consultation Response statement](#)

low which was incentivising people to fuel their vessels in Jersey. It was the general view that those who fly most should pay for the privilege as this would disincentivise frequent flyers. It was accepted that Jersey would have little control over aviation and marine sectors moving toward sustainable fuel options. It was observed that a provision of information on sustainable travel choices would help to inform Islanders on sustainable travel options and to better understand the impact of their travel choices.

The Panel raised this policy area through written questions to the Minister for the Environment as well as the Minister for Economic Development, Tourism, Sport and Culture. The Panel asked for the Ministers' views on how the demand or requirement for air travel and the associated carbon emissions reduction aims can be balanced, considering that air travel is a fundamental aspect of island life and Islanders will need to travel for personal and business reasons.

The response¹⁷⁷ from the Minister for the Environment noted that policy OE1 (this is considered within the section on other on and off-Island emissions) proposes a resourced programme to develop and deliver an education and engagement programme to help Islanders reduce their off-Island (scope 3 emissions) which includes enabling Islanders to make informed decisions and choices regarding air travel. In addition, the response explained that it is accepted that until low carbon aircrafts are commercially available, unavoidable air travel will be integral to our location and island living and. Therefore, it may be that offsetting is deemed the appropriate way to balance those emissions.

During the hearing with the Minister for the Environment, it was emphasised that although it was noted that the consideration for imposing duties on private planes and boats for leisure use had been raised through the public consultation responses and would be beneficial to consider in the next phase of the Roadmap, it was explained that Jersey would need to be careful regarding where it placed fiscal levers more broadly across the aviation or marine industries because, as an island, economically Jersey depended upon external links to keep it competitive.¹⁷⁸

The Panel noted that Ports of Jersey had recently signed the Toulouse Declaration, an agreement to help the aviation industry become more eco-conscious and has committed to ensure a net-zero future. In addition, Ports of Jersey was due to outline further adjustments to their sustainability strategy in March and the Panel sought to understand how this aligned with the policy TR11 of the draft Carbon Neutral Roadmap and whether it had been actioned in accordance with the Roadmap. In a response¹⁷⁹ received the following was explained:

Minister for the Environment:

Ports of Jersey have actively engaged in the development of the proposed policy TR11 in the draft CNR. We are delighted that since preparing the draft CNR, Ports of Jersey have become a signatory to the 'Toulouse Declaration', and we have been liaising with them to ensure that this will be reflected in the final version of the CNR.

KEY FINDING 22: Since preparing the draft Carbon Neutral Roadmap, Ports of Jersey has become a signatory to the Toulouse Declaration (an agreement to help the aviation industry become more eco-conscious) and has committed to ensure a net-zero future.

¹⁷⁷ [Letter – Minister for the Environment](#)

¹⁷⁸ [Transcript – Minister for the Environment – Pg. 18](#)

¹⁷⁹ [Letter – Minister for the Environment](#)

Having considered the GoJ’s response¹⁸⁰ to the consultation responses, the Panel notes that no notable changes have been reflected in the policy TR11 in the Carbon Neutral Roadmap as a result of the responses received. However, policy wording will be revised to reflect the commitments that have been made by Ports of Jersey resultant of the Toulouse Declaration. The below table summarises the Minister’s response regarding policy TR11 and further detail can be viewed [here](#).

Response summary	TR11
Outcome	TR11 retained
Amendments to the policy wording	Change to reflect Ports of Jersey signing of Toulouse Declaration Commitment to consider marine fuel and private aircraft fuel use under policy TR3
Amendments to proposed date, budget & targets	No change
Next steps	Continue as planned

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response¹⁸¹ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy TR11 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response¹⁸² for further detail on how the recommendations align).

Heating

Most of Jersey’s on-Island emissions are generated through the use of petrol and diesel vehicles (addressed in the transport section above) and from the boilers used to heat buildings. A key priority policy is therefore accelerating the switch from fossil fuel to low-carbon property heating. The heating emissions reduction policies in the draft Carbon Neutral Roadmap set out the plan for how Jersey will make the move to low-carbon heating.

The heating policies in the Carbon Neutral Roadmap for delivery for the period 2022-2025 include:

- HT1 - Supporting low carbon heating systems and home insulation
- HT2 - Update building bye-laws
- HT3 - Energy Performance Certificates

HT1 – Supporting low carbon heating systems and home insulation

The Panel notes from the public consultation responses¹⁸³ received regarding policy HT1 that concern was raised regarding the cost implications for domestic as well as commercial properties. In general, it was felt that alternative fuel options needed to be considered,

¹⁸⁰ [Carbon Neutral Roadmap Consultation Response statement](#)

¹⁸¹ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹⁸² [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹⁸³ [Carbon Neutral Roadmap Consultation Response statement](#)

considering the cost associated with electric heating and that an electric alternative would not be appropriate or efficient for all circumstances or properties. It was felt that further consideration needed to be given to the level of the subsidies being proposed. In addition, concern was raised on the impact of the policy on domestic rental properties. Additionally, on-Island skills and the need for a suitably trained workforce to facilitate this workstream. As referenced in previously in the section on strategic policy two, the electricity grid capacity was questioned and the network capabilities to provision electricity throughout the Island, as well as concern for Jersey's dependency on supply from France. Considering the above concerns, a 'Just Transition' was a fundamental concern raised regarding policy HT1.

The Panel discussed policy HT1 during its hearing¹⁸⁴ with the Minister for the Environment to understand these concerns further. The Panel sought to understand, considering the cost of electric heating equipment, whether it was realistic to believe that electric heating was appropriate and achievable in all circumstances. The following was explained:

Head of Sustainability and Foresight:

No, it is not. At the very moment there are some homes that it would be much harder to achieve it than others. It will just completely depend on where the systems were. So this goes back to the answer that I gave before about the network expansion plans and helping people to understand if they are in a zone or an area where, for them, it will be much more easy to transition than perhaps another home in a different part of the Island. So this is where it gets quite tricky and what you are rightly challenging is how simple is it going to be to do this. You are completely right. To do an Island rollout at the level that we need to do to meet the objectives requires a really concerted effort. Jersey Electricity inform us that they stand ready to help co-ordinate that effort in terms of providing the network availability. But it is true, absolutely true, that some places will be able to transition quicker than others just by virtue of where they sit on the network and the type of property they are as well, that makes a big difference as well. You would be familiar, very big houses that have poor energy performance are going to require energy efficiency improvements before they change their heating systems. Compared to perhaps small properties that are well-insulated, you can change a heating system and reap the benefits very quickly in the most efficient way. So it will come down to the type of properties and their position in the network as well.

The Panel sought to understand whether, in light of this, whether alternative fuel sources for heating would be considered and encouraged for use.

Head of Sustainability and Foresight:

Yes. We are using electric heating systems as sort of shorthand but what we say are low-carbon heating systems in the policy. It would not necessarily have been an electric system that people might choose, they might choose a P.V. array backed up with an electric system. Quite a lot of the feedback that we got in the consultation process was around asking what technologies the grant would be applicable to or what they should be applicable to. That is certainly work that is going to move into the design phase. We will not be just saying it is only an electric heating system, we will be saying if it is a low-carbon alternative then that is fine. It is about the carbon, not the fuel type, if you see what I mean. For example, people could use that grant towards putting a P.V. system on the roof, perhaps battery storage, all of that sort of thing. That would be the intention; it is not just electric.

¹⁸⁴ [Transcript – Minister for the Environment Pg.32](#)

The Panel sought further detail on the skills requirement that would be needed to facilitate the delivery of policy HT1, noting that local skills will be needed for the installation and service of the heating systems.

Head of Sustainability and Foresight:

...I think skills are really important. The reality is currently the Island probably puts in about 300 heating systems a year, switches to electricity or puts in new electricity, so that is roughly the metric. Obviously we are going quite possibly several times faster than that, which means several times as many heating engineers for whatever the technologies are. We fully accept that that may be an issue for us because those skills on Island, they are fully utilised at the moment. If we are going faster we might need more heating engineers. There is an important piece of parallel work with the skills strategy and the education providers to help skill-up people to be able to fulfil what the market should be creating as a new market force, which is spaced in these systems. I think the skills is, potentially, something that is a barrier to us for being as fast as we would like to be. Of course the money we have in the first tranche will only buy so many boilers, so you have not got hundreds of thousands of boilers to change because you have only got money for so many. It gives us time to work on that skills strategy to make sure that we, ideally, train and use local people or local talent or locally-based companies to deliver those heating system transitions because clearly that is money back into the local economy. What they have done in other places is they have brought in people to do that work from elsewhere. I do not know that that would fit well with our normal wish to keep money locally and to invest in our own people; I am sure we would rather do that, so that is an important opportunity. If you think about just transition, it might be that people who have skills in the industry in fossil fuels may find that it makes sense for them to retrain and reskill in different areas. ...Again, it is about helping people transition with good skilled, well-paid, understood, respected work to help the transition and that can create new jobs, it is not a case of destroying ones that exist.

KEY FINDING 23: The GoJ acknowledges that a potential barrier to policy HT1 – ‘Supporting low carbon heating systems and home insulation’ is the lack of available on-Island skills and expertise to roll this policy initiative out faster. However, the funding for this in the first delivery phase is capped and will therefore limit the number of heating boilers which can realistically be changed, allowing more time for the GoJ to work on a skills strategy and to be able to train local people to deliver more heating system transitions in the future.

Considering the fundamental concern regarding a ‘Just Transition’, the Panel explored that further during the hearing¹⁸⁵ and asked how that had been considered in respect of the workstream for policy HT1. The following was explained:

The Minister for the Environment:

That is the key thing. I think we need to have systems in place that prevent disadvantage. At the moment the truth is that I think lots of people that are pretty well-off can afford to make investments anyway. Obviously what we are seeking to do is to speed that progress up and in time the costs will come down. But I think because we are needing to speed that up for all the reasons we have spoken of, we need to have systems in place and that means subsidies and also tariffs... Of course that means that the solution there, I think it means we need to work with the energy providers and I think it takes us into the work that I spoke about the structure of the energy market. I

¹⁸⁵ [Transcript – Minister for the Environment Pg.35](#)

think that implies moving away from a single business model approach into a more multiple model which can factor that in. But there is no question, Government will need to put some money into that. What we have started to do is to put in here some support with initial grants but beyond that, I suppose, you have got the issue about ongoing energy costs and what support we need provided.

Head of Sustainability and Foresight:

Your point is absolutely well made. What is the cost of running any system and is it more or less than another system? That point is well made. We should certainly not be putting people into a position where their new heating system of whatever type cost them more; that is of course right...

Head of Sustainability and Foresight:

... One of the big issues that we have looked at is income inequality and that was principle 5 of the carbon neutral strategy brought by Deputy Morel, who wanted to make sure that nothing that we did in this made things worse for people and increased income inequality as a result of bringing in policies. We carried out a distributional impact assessment of the policies, which began to help us identify where things may be made unequal for people. There are 2 issues here: it is very difficult to solve social policy issues within environmental policy but you certainly cannot make it worse. What you must not be doing is putting environmental policies in place that create social problems. What you may need to do or what we may need to do as a community is help people who have social pressures with additional social policies. I suspect, although we do not know yet, the impacts of global energy price rises are going to put more people into fuel poverty across the world, let alone just Jersey... But the recognition, if that were the case, is that, firstly, we would need the immediate social support mechanisms to help those people but then to make sure they are living in really well-built, well-insulated, high-performing properties so that they get the comfort that they deserve and need to keep them healthy and comfortable and safe.

KEY FINDING 24: A fundamental concern was raised in the GoJ public consultation regarding policy HT1 ‘Supporting low carbon heating systems and home insulation’ and ensuring a ‘Just Transition.’ To ensure that Islanders are not adversely impacted by increased income inequality as a direct result of the proposed policies, the GoJ confirmed that a distributional impact assessment of the policies was carried out, which helped to identify where things may be made unequal for Islanders and how to mitigate this.

RECOMMENDATION 8: As part of regular, ongoing governance and oversight of the Roadmap, the Government of Jersey must continue to review impact assessments of its policies on an annual basis, to ensure that a ‘Just Transition’ is adhered to throughout the life of the Roadmap and with a particular watching brief on global energy prices.

Having considered the GoJ’s response¹⁸⁶ to the consultation responses, the Panel notes that no notable changes have been reflected in the policy HT1 in the Carbon Neutral Roadmap as a result of the responses received. However, policy wording will be revised in accordance with the detail required to alleviate concerns raised through the consultation. The below table summarises the Minister’s response regarding policy HT1 and further detail can be viewed [here](#).

¹⁸⁶ [Carbon Neutral Roadmap Consultation Response statement](#)

Response summary	HT1
Outcome	Policy HT1 retained
Amendments to the policy wording	Amendments made to clarify the intention around the incentive value and to commit to further consideration of eligibility for multiple properties by individuals and ensuring that the scheme is accessible to those on lower incomes. Note added that the design assumptions are subject to change.
Amendments to proposed date, budget & targets	No change
Next steps	The policy details will be worked up with key stakeholders in delivery Phase 1

Government's Response to Citizens' Assembly Recommendations

When considering the GoJ's response¹⁸⁷ to the Citizens' Assembly recommendations, the Panel has identified the recommendations that align with policy HT1 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response¹⁸⁸ for further detail on how the recommendations align).

HT2 – Update building bye-laws

The Panel notes that HT2 proposes that the building bye-laws need to be reviewed. The Panel notes from the public consultation responses¹⁸⁹ that policy HT2 was welcomed, however, that the importance of engaging the industry during the process was emphasised. Comment was also received on the policy needing to align to the Bridging Island Plan.

Noting that the Citizens' Assembly had recommended that all new builds must be carbon neutral by 2023 and Government and commercial buildings by 2030, the Panel sought to understand the policy position further. The Panel received the following response from the Minister for the Environment:

Policies HT1, HT2 and HT3 are policies for both domestic and commercial buildings, proposing a heat switch incentive, building bye-law review and legislation for Energy Performance Certificates. They include a requirement for all new buildings (including commercial) to be zero-carbon by 2025 and a prohibition on new fossil fuel boilers being installed in any property after 1 January 2026. The purpose of these policies is to reduce the greenhouse gas emissions associated with the building stock as much as possible by 2030. In 2030 there will be remaining greenhouse gas emissions from pre-existing fossil fuel boilers in commercial buildings. Carbon sequestration or the purchase of carbon offsets will be needed in order for them to be carbon neutral at this date. There is not a proposed policy within the draft CNR mandating that private businesses must have carbon neutral buildings by 2030.¹⁹⁰

¹⁸⁷ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

¹⁸⁸ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

¹⁸⁹ [Carbon Neutral Roadmap Consultation Response statement](#)

¹⁹⁰ [Letter – Minister for the Environment](#)

During the hearing¹⁹¹ the Panel sought to understand why the policy position did not reflect the Citizens' Assembly recommended timeframe of 2023 and instead has proposed a deadline of 2025.

The Minister for the Environment:

We are in the hand of industry. My recollection of working with the construction industry is that when you introduce new building regulations and new rules the industry needs time to adjust. It needs time to, if you like, train up in the new methods and the new methodologies and is a learning thing. Also, in terms of the equipment and the gear and the materials they use, the industry has to gear itself up with new supply lines to be able to do that and also everybody in the chain. That, I think, requires proper notice, proper consultation. I cannot recall we have ever introduced building regulation changes inside 6 months early warning; 6 months and nobody said once you even get to the point of saying this is the new rules, there is still another 6 months before they are put into effect. Those are the sort of processes by the commitment to work under the building regs...

The Connétable of Grouville:

What you are really saying is that 2023 was a bit too ambitious, it is not possible.

The Minister for the Environment:

I do not know it is not possible.

KEY FINDING 25: The proposed deadline of achieving Policy HT2 'Review building bye-laws' in the Carbon Neutral Roadmap is 2025 and not 2023 (as recommended by the Citizens' Assembly). The rationale provided for this by the Minister for the Environment is that 2023 is deemed too soon for the construction industry to be able to adjust to new building regulations. This time is considered necessary for the industry to train and up-skill in new building methods, as well as new materials and equipment.

Noting that an assumption of policy HT2 is that the construction industry will be able to support all the required implementation changes; the Panel sought to understand the consultation process that had been undertaken with industry, to date, on the associated requirements and whether these can be met locally. The Panel received the following response:

A number of sector specific workshops were held with the construction industry during the consultation period. A written response to the consultation was received from the Jersey Construction Council which was considered as part of the preparation of the final CNR. The issues regarding skills in this sector were covered during the Hearing.¹⁹²(see section on policy HT1 above where skills are considered)

The Panel also sought information on how the industry engagement will be ensured as part of the review of the building bye-laws and legislative drafting process to ensure a thorough process is undertaken that results in appropriated legislative outcomes. The following response was received:

¹⁹¹ [Transcript – Minister for the Environment](#)-Pg. 38

¹⁹² [Transcript – Minister for the Environment](#)

*The review of the building bye-laws and associated drafting or updating of legislation is a statutory process with associated consultation requirements. Other aspects of the review of the building bye-laws were covered in the Hearing.*¹⁹³

Having considered the GoJ’s response¹⁹⁴ to the consultation responses, the Panel notes that no notable changes have been reflected in the policy HT2 in the Carbon Neutral Roadmap as a result of the responses received. However, policy wording will be revised in accordance with the detail required to provide further clarity. The below table summarises the Minister’s response regarding policy HT2 and further detail can be viewed [here](#).

Response summary	HT2
Outcome	Policy HT2 retained
Amendments to the policy wording	Clarification provided that the legislation preventing the installation of fossil fuel boilers after 1.1.2026 is intended to include commercial as well as domestic properties. Reference made that energy efficiency of historic buildings will be part of the review. Clarified that the energy efficiency proposals will align with the Bridging Island Plan.
Amendments to proposed date, budget & targets	No change
Next steps	Building bye-law review to be completed

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response¹⁹⁵ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy HT2 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response¹⁹⁶ for further detail on how the recommendations align).

HT3 – Energy Performance Certificates

The Panel notes from the public consultation responses¹⁹⁷ received on policy HT3 that generally Energy Performance Certificates were accepted as a good idea. However, concerns were raised, particularly regarding the application of the scheme as it would need to be specific to a Jersey context. Moreover, that would necessitate a local skill to facilitate the scheme (local auditors and trades people to undertake the work to identify the need for and audit). As such there was a training requirement to consider. In addition, the responses showed a need for clarity regarding the minimum standards and the proposed incremental increases. The ‘Just Transition’ was a huge concern and Islanders would wish to see more understanding of how policy HT3 will impact rental properties and those who are asset rich but cash poor.

¹⁹³ [Letter – Minister for the Environment](#)

¹⁹⁴ [Carbon Neutral Roadmap Consultation Response statement](#)

¹⁹⁵ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹⁹⁶ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

¹⁹⁷ [Carbon Neutral Roadmap Consultation Response statement](#)

The Panel reflected on the skills and training requirement for an on-Island auditing team in written questions to the Minister for the Environment and received the following response:

As part of the policy development process, discussions took place with Highlands College and Skills Jersey. Both organisations reviewed the policy as presented in the draft CNR. Policy EN3 recognises that further work is required in consultation with the industry and training providers.¹⁹⁸

In respect of the impact of HT3 on rental properties the Panel recalled a Citizens' Assembly recommendation that stated to - '*Immediately revise residential tenancy law to ensure that costs of energy efficiency measures may not be passed on to the tenant and to ensure that the tenant does not have legal powers to oppose energy efficient refurbishment*'. Considering that the tenancy legislation was the responsibility of the Minister for Housing and Communities, the Panel sought to understand whether the Minister was aware of any concerns in relation to the heating policies (HT1, HT2, HT3) which may need to be addressed through the tenancy legislation. A response¹⁹⁹ to the Panel noted that The Minister for Housing and Communities will be aware of this recommendation via their officer team. It was also noted that:

...the Minister for the Environment has asked his officers to continue to work with key stakeholders, including colleagues within the Housing and Environmental Health teams, the Consumer Council, and relevant associations to consider the implications of this recommendation as relevant to all three of the heating policies in Delivery Phase 1. As was the case with historic work on energy efficiency improvements for socio-economic individuals who live in rented properties, it is possible to protect tenants from the unreasonable transfer of costs as described. This will be considered in the next phase of policy development.

Energy Performance Certificates are recognised in other jurisdictions to encourage improvement of standards for energy efficiency. Noting that a landlord licensing scheme (which has not yet been successfully passed by the States Assembly despite previous attempts) is noted as a dependency for this policy so that rental properties can be identified; the Panel asked how confident the Minister for the Environment was that this can be progressed in a timely manner and to not detract from the objectives of this policy. The Minister responded stating that other options for identifying rental properties are being considered by the Strategic Policy, Planning and Performance Department in the next phase of detailed policy design.²⁰⁰

KEY FINDING 26: Alternative options for identifying rental properties are being considered by the GoJ to be able to pursue policy HT3 'Energy Performance Certificates' given that a landlord licensing scheme is noted as a dependency for this policy but has not yet been adopted by the States Assembly.

The Panel notes that an additional £70,000 has been allocated to policy HT3 to cover additional development work (domestic EPC review and tool development) that was highlighted as a requirement through the public consultation process. This has been reallocated from the Vehicle Scrappage Incentives which has been removed from the Carbon Neutral Roadmap.²⁰¹

¹⁹⁸ [Letter – Minister for the Environment](#)

¹⁹⁹ [Letter – Minister for the Environment](#)

²⁰⁰ [Letter – Minister for the Environment](#)

²⁰¹ [Letter – Minister for the Environment](#)

Having considered the GoJ’s response²⁰² to the consultation responses, the Panel notes that the policy remains, however, changes have been reflected in policy HT3 in the Carbon Neutral Roadmap as a result of the responses received. The below table summarises the Minister’s response regarding policy HT3 and further detail can be viewed [here](#).

Response summary	HT3
Outcome	Policy HT3 retained
Amendments to the policy wording	Additional SMART objective to review the current Jersey domestic Energy Performance Certificate system
Amendments to proposed date, budget & targets	£70,000 additional budget allocated to this policy to cover extended costs of the domestic EPC review and tool development ahead of the legislation.
Next steps	The policy details will be worked up with key stakeholders in 2022

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response²⁰³ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy HT3 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response²⁰⁴ for further detail on how the recommendations align).

Other on and off-Island emissions

The other on and off-Island emissions policies in the Carbon Neutral Roadmap for delivery for the period 2022-2025 include:

- OE1 - Promoting low-carbon lifestyles
- OE2 - Construction sector emissions
- OE3 - Agricultural sector emissions
- OE4 - Emissions from waste and water management
- OE5 - F-gas emissions
- OE6 - Delivering a sustainable finance framework

OE1 – Promoting low-carbon lifestyles

The Panel notes from the public consultation responses²⁰⁵ received on policy OE1 that generally the policy was recognised as very important. In summary, concerns highlighted included the following:

- There is a lot of misinformation - it was recognised that Islanders need to understand the truth about which behaviours are better for the environment.
- Information needs to be accessible and from a trusted source, as well as specific to Jersey.

²⁰² [Carbon Neutral Roadmap Consultation Response statement](#)

²⁰³ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²⁰⁴ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²⁰⁵ [Carbon Neutral Roadmap Consultation Response statement](#)

- There needs to be more publicity and education on the differences on the devastating effects of climate change and how Jersey will all be impacted by it.
- Education is an important tool to encourage change.
- Help is needed to understand the life cycle analysis and the circular economy.
- There was a real desire to be able to calculate scope 3 emissions so that reduction targets can be set.
- There was some negativity around this policy when consideration is given to Jersey's emissions compared to significantly larger and more polluting countries such as China.
- It was suggested that funding this policy may not be a good use of public money.

The Panel sought to understand from the Minister for the Environment how policy OE1 will be facilitated and resourced to shift Islanders' behaviours and received the following response:

Policy OE1 in the draft CNR proposes a resourced programme to develop and deliver an education and engagement programme to help Islanders to reduce their off-Island (scope 3) emissions. The new programme will build on the eco active network, and the work carried out through Jersey's Climate Conversation, which have begun to build momentum to the conversation, raising awareness and helping to educate Islanders through engagement and action. The programme will engage individuals, businesses, community organisations and Parishes to explore how they can act to reduce scope 3 emissions. This will include the development of climate-action plans that might subsequently secure funding through the small grants programme proposed under policy EN2. Policy EN4 in the draft CNR outlines how the COP26 education pledge will embed climate education of a high quality into Islander's education and learning.²⁰⁶

Having considered the GoJ's response²⁰⁷ to the consultation responses, the Panel notes that the policy remains the same in the Carbon Neutral Roadmap as a result of the responses received. The below table summarises the Minister's response regarding policy OE1 and further detail can be viewed [here](#).

Response summary	OE1
Outcome	Policy OE1 retained
Amendments to the policy wording	No change
Amendments to proposed date, budget & targets	No change
Next steps	Work to commence in mid-2022

Government's Response to Citizens' Assembly Recommendations

When considering the GoJ's response²⁰⁸ to the Citizens' Assembly recommendations, the Panel has identified the recommendations that align with policy OE1 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response²⁰⁹ for further detail on how the recommendations align).

²⁰⁶ [Letter – Minister for the Environment](#)

²⁰⁷ [Carbon Neutral Roadmap Consultation Response statement](#)

²⁰⁸ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

²⁰⁹ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

OE2 – Construction sector emissions

The Panel notes from the public consultation responses²¹⁰ received on policy OE2 that generally the policy was recognised as very important. Moreover, the importance of consulting with a wide range of businesses within the sector was evident. It is noted that further consideration needs to be given to the development of the policy and how to ensure continual engagement with industry on developing this policy area.

During its review, the Panel observed that for reducing carbon emissions in the construction sector, the Policy framework will depend on other policies (those proposed in the Bridging Island Plan - for example) being agreed, as well as legislative changes taking place.

The Panel notes where the policy areas involve specific sectors including those for construction (Policy OE2), agriculture (Policy OE3) and finance (Policy OE5), it is evident that these policies would require significant consultation and support from the local industries to ensure the deliverables are realistic and achievable for Jersey.

Having considered the GoJ's response²¹¹ to the consultation responses, the Panel notes that the policy has been retained. However, as a result of the amendment²¹² to the Bridging Island Plan relating to the Passivhaus policy, the policy wording within the Carbon Neutral Roadmap has been amended accordingly. The below table summarises the Minister's response regarding policy OE2 and further detail can be viewed [here](#).

Response summary	OE2
Outcome	Policy OE2 retained
Amendments to the policy wording	Reference to PassivHaus removed to align with Bridging Island Plan amendments
Amendments to proposed date, budget & targets	No change

Government's Response to Citizens' Assembly Recommendations

When considering the GoJ's response²¹³ to the Citizens' Assembly recommendations, the Panel has identified the recommendations that align with policy OE2 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response²¹⁴ for further detail on how the recommendations align).

OE3 – Agricultural sector emissions

Policy OE3 sets out the need to develop and implement a new net-zero Rural Economy Strategy in 2022 that aims to support the agricultural sector (including aquaculture) to continue to reduce emissions from their activities, and to adapt to the effects of climate change.

²¹⁰ [Carbon Neutral Roadmap Consultation Response statement](#)

²¹¹ [Carbon Neutral Roadmap Consultation Response statement](#)

²¹² [EHI Amendment – P.36/2021 -Changes to Passivhaus Policy](#)

²¹³ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

²¹⁴ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

The Panel notes in respect of the public consultation responses²¹⁵ received on policy OE3 that there was recognition that new Rural Economy Strategy is required. Moreover, the responses reflect that industry and Islanders both would encourage increased diversity in the agricultural sector as a way of providing food security and reducing the need to import foods.

As mentioned previously, the Panel notes the importance of industry consultation and support for the development and delivery of this policy area.

Having considered the GoJ's response²¹⁶ to the consultation responses, the panel notes that the policy has been retained, however, as it is anticipated that the Rural Economy Strategy will be published in Q2 2022 therefore has been amended to reflect this. The below table summarises the Minister's response regarding policy OE3 and further detail can be viewed [here](#)

Response summary	OE3
Outcome	Policy OE3 retained
Amendments to the policy wording	Change of reference to bridging Rural Economy Strategy and the fact that aquaculture will be covered in a new Marine Economy Strategy
Amendments to proposed date, budget & targets	No change
Next steps	Continue as planned

Government's Response to Citizens' Assembly Recommendations

When considering the GoJ's response²¹⁷ to the Citizens' Assembly recommendations, the Panel has identified the recommendations that align with policy OE3 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response²¹⁸ for further detail on how the recommendations align).

OE4 – Emissions from waste and water management

Policy OE4 proposes that on-Island solid waste disposal will be made net-zero by 2040 and a net-zero water management strategy will be prepared by 2024. The Panel notes from the public consultation responses²¹⁹ that policy OE4 was welcomed. Responses reflected that Islanders are keen to improve waste management, moreover, recycling. Respondents did, however, raise concern regarding the impacts of commercial waste charging.

Considering that policy OE4 notes that the waste strategy will be based on a circular economy principle which will be recognised by the Circular Economy Strategy, for clarity the Panel requested an outline of the circular economy principle from the Minister for the Environment. The following response was received:

The first step in the development of this policy will be to scope the requirements and ambition that is appropriate for the Island's context using a circular economy principle.

²¹⁵ [Carbon Neutral Roadmap Consultation Response statement](#)

²¹⁶ [Carbon Neutral Roadmap Consultation Response statement](#)

²¹⁷ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

²¹⁸ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

²¹⁹ [Carbon Neutral Roadmap Consultation Response statement](#)

The objective is to identify the steps for the reduction of waste and to establish an ambitious and credible long-term path for waste reduction, management and recycling. A cross departmental working group will be meeting to define how this approach will be adopted in the development of this important policy work. The development of the policy will require extensive stakeholder engagement and will be the subject of public consultation in line with the usual processes. The circular economy can be described a model of production and consumption, which involves sharing, leasing, reusing, repairing, refurbishing and recycling existing materials and products as long as possible. In this way, the life cycle of products is extended.²²⁰

Having considered the GoJ’s response²²¹ to the consultation responses, the Panel notes that policy OE4 has been retained, however, amendments have been made to policy wording. Moreover, it notes that a Circular Economy Strategy will be confirmed in 2025. The below table summarises the Minister’s response regarding policy OE4 and further detail can be viewed [here](#).

Response summary	OE4
Outcome	Policy OE4 retained
Amendments to the policy wording	Add dependency as being the population policy. Amended wording to produce a Circular Economy Strategy.
Amendments to proposed date, budget & targets	Circular Economy Strategy confirmed to be in 2025
Next steps	Circular Economy Strategy to be brought to the States Assembly by end of 2025

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response²²² to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy OE4 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response²²³ for further detail on how the recommendations align).

OE5 – F-gas emissions

Policy OE5 sets out an ambition to extend the UK’s compliance with the Kigali Amendment²²⁴ to Jersey by 2025. The Panel notes from the public consultation responses²²⁵ that feedback was limited on policy OE5 as no specific question was asked in the survey. However, support for the principle was recognised from respondents who referenced it within their written responses.

²²⁰ [Letter – Minister for the Environment](#)

²²¹ [Carbon Neutral Roadmap Consultation Response statement](#)

²²² [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²²³ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²²⁴ [Montreal protocol and Kigali agreement for the protection of the ozone layer](#)

²²⁵ [Carbon Neutral Roadmap Consultation Response statement](#)

Having considered the GoJ’s response²²⁶ to the consultation responses, the Panel notes that policy OE5 has been retained, however, amendments have been made to policy wording to include a dependency on policy EN3 to ensure the availability of suitably qualified local tradesmen to install the sustainable refrigeration systems and to service them. The below table summarises the Minister’s response regarding policy OE5 and further detail can be viewed [here](#).

Response summary	OE5
Outcome	OE5 retained
Amendments to the policy wording	Added dependency to EN3 regarding skills
Amendments to proposed date, budget & targets	No change
Next steps	Continue as planned

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response²²⁷ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy OE5 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response²²⁸ for further detail on how the recommendations align).

OE6 – Delivering a sustainable finance framework

The Panel notes from the public consultation responses²²⁹ that policy OE6 was well received. It is noted in the public consultation report that the framework would complement strategic policy three. Moreover, the role of providing finance to enable the transition to a decarbonised economy is an important role that must be considered in the framework. It is viewed that the sustainable finance framework could position Jersey’s finance sector as a credible sustainable finance centre. As the sector employs a significant number of Islanders, it is believed that the reach of this framework will also have a considerable benefit on supporting low-carbon lifestyles.

Considering that the Minister for External Relations and Financial Services will have political accountability for the delivery of policy OE6, the Panel sought to understand the Minister’s involvement or that of the Minister’s department to date. Moreover, the envisaged future involvement and any consideration that has been given to the requirements for the delivery of the workstream in respect of capacity and resourcing. The response²³⁰ received noted that the workstream involved three areas of delivery including:

1. Sustainable Government of Jersey Investment
2. Climate Finance
3. Jersey Sustainable Financial Centre

It was noted that the political accountability would be shared across the Ministry for Treasury, External Relations and Financial Services and the Environment. Furthermore, that financial

²²⁶ [Carbon Neutral Roadmap Consultation Response statement](#)

²²⁷ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²²⁸ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²²⁹ [Carbon Neutral Roadmap Consultation Response statement](#)

²³⁰ [Letter – Minister for External Relations and Financial Services](#)

services policy officials have been kept up to date on the environmental policy informally over the course of the development of the draft Carbon Neutral Roadmap in 2021, but also formally as part of the financial services team's quarterly, multi-agency sustainable finance group meeting, which incorporated Jersey's domestic climate activities into its scope. The response notes that policy officials have reviewed and framed the financial industry deliverables which have been combined with treasury deliverables for public finance and international climate finance deliverables under the Paris Agreement. These form the GoJ's proposed sustainable finance policy. The Panel was also informed that a representative from the financial services policy team attended the finance industry consultation workshop on the draft Carbon Neutral Roadmap during the formal consultation period.

In consideration of any delivery issues and how to address them, the Minister for External Relations and Financial Service's response²³¹ noted that better engagement and coordination across relevant policy teams will be needed to ensure an appropriate resourcing and financing policy is put in place, which reflects the wider policy objectives of each respective team and their own independence in allocating budget and resource.

Having considered the GoJ's response²³² to the consultation responses, the Panel notes that policy OE6 has been retained, however, amendments have been made to the policy wording to include a definition for sustainable finance. The below table summarises the Minister's response regarding policy OE6 and further detail can be viewed [here](#).

Response summary	OE6
Outcome	Policy OE5 retained
Amendments to the policy wording	Definition of Sustainable Finance added.
Amendments to proposed date, budget & targets	No change
Next steps	Continue as planned

Government's Response to Citizens' Assembly Recommendations

When considering the GoJ's response²³³ to the Citizens' Assembly recommendations, the Panel has identified the recommendations that align with policy OE6 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response²³⁴ for further detail on how the recommendations align).

Enabling policies

The Enabling policies in the Carbon Neutral Roadmap for delivery for the period 2022-2025 include:

- EN1 - Decarbonising Government of Jersey
- EN2 - Create a Carbon Neutral Alliance (now termed Carbon Neutral Network)
- EN3 - Developing supply chains and on-Island skills for a sustainable economy

²³¹ [Letter – Minister for External Relations and Financial Services](#)

²³² [Carbon Neutral Roadmap Consultation Response statement](#)

²³³ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

²³⁴ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

- EN4 - Delivering the COP26 education pledge
- EN5 - Blue Carbon, biodiversity and sequestration
- EN6 - Carbon offsets

EN1 - Decarbonising Government of Jersey

The Panel notes from the public consultation responses²³⁵ that policy EN1 was well received and that there was an acceptance for its delivery. Policy EN1 proposes how the GoJ will reduce its operation emissions in line with the Paris Agreement, as set out in strategic policy one. It was clear within the responses received on EN1 that the GoJ should lead by example.

The Panel sought to further understand how GoJ would lead by example and asked the Minister for Infrastructure for an update on the progress regarding the work to develop a decarbonisation programme to inform future GoJ fleet contracts, based on the recommendations made through the GoJ's commissioned review in July 2021 of its fleet. The response²³⁶ received demonstrated the progress anticipated for 2022:

Increase the number of Electric Vehicles

IHE will take the lead with fleet decarbonisation in 2022. This will commence in Q2 of 2022 with the 1-year lease cars replacement with Electric Vehicles. Jersey Fleet Management vehicles will be replaced at the next cycle, where suitable to ensure best value for the Government.

Policy

A new policy for purchasing and using Electric Vehicles cars by default will be developed.

Prioritising Vehicle Replacements

Efficiently A vehicle phasing plan will be produced to identify where reductions and efficiencies can be made within the fleet and to prioritise which vehicles should be changed to Electric Vehicles first to provide best long-term benefits for Government.

Preparing charging infrastructure

A plan is to be developed to assess requirements for new charging infrastructure to ensure that when Electric Vehicles are purchased, the equipment required to get best value is in place.

Gathering better data

Investigation of new vehicle management software will commence to ensure that data and vehicle telematics can help us demonstrate the progress we are making and ensure we are targeting the big win...

Having considered the GoJ's response²³⁷ to the consultation responses, the Panel notes that policy EN1 has been retained, however, amendments have been made to the policy wording as appropriate, as well as minor changes to the dates within the policy. The below table

²³⁵ [Carbon Neutral Roadmap Consultation Response statement](#)

²³⁶ [Letter – Minister for Infrastructure](#)

²³⁷ [Carbon Neutral Roadmap Consultation Response statement](#)

summarises the Minister’s response regarding policy EN1 and further detail can be viewed [here](#).

Response summary	EN1
Outcome	Policy EN1 retained
Amendments to the policy wording	Added in a statement “Encourage social value initiatives which will upskill in the Island in addressing carbon neutrality within the working environment.”
Amendments to proposed date, budget & targets	Minor changes to dates within policy but not to SMART objectives
Next steps	The programme will be developed during delivery phase 1. A Programme Board will be established and led by Chief Operating Office to design and deliver the decarbonisation programme.

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response²³⁸ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy EN1 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response²³⁹ for further detail on how the recommendations align).

EN2 - Create a Carbon Neutral Network

The Panel notes that through the creation of a Carbon Neutral Network (previously the Carbon Neutral Alliance), the GoJ aims to involve Jersey businesses and local organisations to provide a central point for the vast amount of support and energy for decarbonisation in Jersey. The Carbon Neutral Network will help to mobilise action across the Island to provide support for businesses and organisations to decarbonise their activities and to support and fund community decarbonisation projects.

The Panel notes from the public consultation responses²⁴⁰ that policy EN2 was recognised within some submissions as an important policy to implement, however, was not commented on through the survey or social media routes of the public consultation.

During the hearing with the Minister for the Environment the Panel sought further detail in respect of how the funding for policy EN2 will be utilised to achieve the best outcomes in respect of the policy’s objectives:²⁴¹

The Connétable of St. Brelade:

The draft roadmap proposes creation of a carbon neutral alliance, which is policy EN2, which would encompass businesses and community groups to encourage decarbonisation in Jersey. Considering that £500,000 has been allocated to support

²³⁸ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²³⁹ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²⁴⁰ [Carbon Neutral Roadmap Consultation Response statement](#)

²⁴¹ [Transcript – Minister for the Environment Pg.25](#)

this policy, how will this money be utilised and are you confident it will demonstrate the best use of money in respect to the policy objectives and carbon emission reduction?

...

Head of Sustainability and Foresight:

...The idea within that, and I am sure you have seen it yourself, is that there is an idea that there would be the provision of small grants to help stimulate local networks. So some of that money is clearly some resource to make things happen. Again, going back to the very first question, why did Pathway 2050 not do as well as it wanted to? Probably because it did not have the resources. So we have been very clear in this one where we are putting additional resource and people to help other people. So the alliance network ...

Assistant Minister for the Environment:

Is that where we put the Parishes?

Head of Sustainability and Foresight:

Yes, so the Parishes would be with us in this. The idea behind the network is that it would be businesses, third sector, Parishes, all of those sorts of groups, the local community, who are all making incredible progress in many different ways, to work together, leverage knowledge, help one another. But also the concept would be that there might be a small grants funding there to help people with micro-initiatives. There might be some training, so for example you might want to bring over someone who could do training on energy performance certificates. That is probably not a good example. But micro-initiatives like that, which can help a network of people in practical measures. So that is what the budget in there is for. Some of that will help generate momentum within the network for learning and expansion. So that is the idea behind that. Just to add one thing, the important point about the network will also be to help signpost people to best practice. So what we often hear is imagine a small business owner, you are running a small business, that is a fulltime job in itself in a difficult marketplace. Perhaps it is incredibly difficult to find the space in your day, in your business planning, to be able to think about your carbon neutral objectives. You can see something like the network having toolkits and resource to help those small businesses, as an example, to be able to point them towards grants that they might be eligible for, towards tools that might help them, benchmark their environmental performance and make progress. Point them at other members of the network who can share best practice. That sort of knowledge exchange and signposting would be very useful for a lot of small businesses. Of course what we know about the Jersey economy, and many, many of our businesses are very small with very few employees, which obviously means that the day-to-day running of their businesses is a full-time job for them and there are plenty of other things they would like to be able to do that perhaps they do not have the space for. So that would be the idea behind the network to help with that.

Having considered the GoJ's response²⁴² to the consultation responses, the Panel notes that policy EN2 has been retained, however, amends have been made to the policy wording to

²⁴² [Carbon Neutral Roadmap Consultation Response statement](#)

reflect the new name for the policy. The below table summarises the Minister’s response regarding policy EN2 and further detail can be viewed [here](#).

Response summary	EN2
Outcome	EN2 retained
Amendments to the policy wording	Change of policy name to Carbon Neutral Network
Amendments to proposed date, budget & targets	No change
Next steps	The policy details will continue to be worked up with key stakeholders between April-July 2022 and in delivery Phase 1

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response²⁴³ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy EN2 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response²⁴⁴ for further detail on how the recommendations align).

EN3 - Developing supply chains and on-Island skills for a sustainable economy

The Panel notes from the public consultation responses²⁴⁵ received on policy EN3 that the need for training and additional skills, as well as improvement of the on-Island supply chain, was emphasised. The Panel notes that many of the responses reflect on the requirement for skilled workers on-Island to support the decarbonisation journey. Reference was made to the training being provided potentially through courses at Highlands College and via the school curriculum. The following were noted as areas that would require additional skilled workers:

- mechanics for electric vehicles
- green politics
- green agricultural practices
- organic farming
- renewable energy mechanics

The policy was recognised as very important. It was recognised that careful consideration should be given to the timescale in which training should be delivered to ensure the capacity is developed within the market before the demand increases.

Noting that the Minister for Children and Education will have political responsibility in respect of policy EN3 and will be progressing the policy in the first delivery phase of the Roadmap (implementation commencing 2022), the Panel sought to understand the Minister’s and the department for Children, Young People, Education and Skill’s (CYPES) involvement in the workstream of the policy to date and whether any concerns had been identified. The Panel received the following response²⁴⁶:

²⁴³ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²⁴⁴ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²⁴⁵ [Carbon Neutral Roadmap Consultation Response statement](#)

²⁴⁶ [Letter – Minister for Children and Education](#)

I have been updated on the development of the CNR through briefings at the Council of Ministers and have been involved in separate discussions specific to the COP26 pledge.

To better understand the skills gaps and programmes needed to tackle these the following actions are planned:

- *Questions in planned JeCC / skills jersey skills survey to be launched in Q2 2022*
- *Improved Labour Market Information (LMI) reports being commissioned to give greater detail no skills gaps*

The draft Further Education and Skills white paper includes a proposal to work closely with Jersey Employer Group to review LMI and design and deliver relevant training programmes to support closure of these skills gaps. This is to be coupled with the proposed skills fund to support short term training to close skills gaps and support Jersey’s employers to move towards a carbon neutral economy.

Having considered the GoJ’s response²⁴⁷ to the consultation responses, the Panel notes that policy EN3 has been retained. The below table summarises the Minister’s response regarding policy EN3 and further detail can be viewed [here](#).

Response summary	EN3
Outcome	Policy EN3 retained
Amendments to the policy wording	TBC
Amendments to proposed date, budget & targets	No change
Next steps	Continue as planned

Government’s Response to Citizens’ Assembly Recommendations

When considering the GoJ’s response²⁴⁸ to the Citizens’ Assembly recommendations, the Panel has identified the recommendations that align with policy EN3 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response²⁴⁹ for further detail on how the recommendations align).

EN4 - Delivering the COP26 education pledge

The Panel notes from the public consultation responses²⁵⁰ received on policy EN4 that clear support for the policy and delivering of the COP26 education pledge was demonstrated. The importance of the policy to help Islanders to understand climate change, its impacts and the required actions from Islanders to help meet the net-zero targets was also recognised. As already reflected on within this report, many Islanders are not clear on the terminology (net-zero and carbon neutral – for example) used within this workstream and as a result this policy can aid in providing the clarity that is needed to support Islanders’ understanding of the concepts and terminology of the Carbon Neutral Roadmap workstream. As such, responses recognised that the policy would require a broader reach (for all Islanders) rather than only focused to school and college settings.

²⁴⁷ [Carbon Neutral Roadmap Consultation Response statement](#)

²⁴⁸ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²⁴⁹ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²⁵⁰ [Carbon Neutral Roadmap Consultation Response statement](#)

Noting that the Minister for Children and Education has political responsibility in respect of policy EN4 and will be progressing the policy in the first delivery phase of the Roadmap (commencing implementation in 2022), the Panel sought to understand whether any initial consideration has been given to the workstream and whether any concerns have been identified as a result. The Panel received the following response:²⁵¹

Yes, CYPES officers worked closely in collaboration with staff in SPPP in advance of the COP26 pledge and subsequently to have input into the CNRP objectives. This partnership working will continue to support developments going forward. There may be some challenges in relation to the ambitious deadlines set against objectives and because of the multiple agendas currently being addressed in CYPES, however the department remains committed to achieving the objectives as laid out in the COP26 Education pledge.

In light of the Minister for Children and Education's responsibilities regarding the Carbon Neutral Roadmap workstream (policy EN3 and EN4), the Panel sought to understand whether any capacity and resourcing issues had been identified by the department for CYPES. The Panel received the following response²⁵²:

The development of Policy EN4 has been done in collaboration by CYPES and IHE staff and as mentioned above the ambitious deadlines may present some challenges which officers will work to overcome as far as possible. Policy EN3, skills gaps analysis and development of targeted training are part of normal BAU for Skills Jersey and Highlands College so I do not envisage any issues...

There are always competing priorities and my team of officers across CYPES are experienced at managing these as part of their work. We have an experienced team of senior advisors and school leaders who routinely develop and advance the Jersey Curriculum offer across schools and working together I am confident they will deliver on Policy EN4.

KEY FINDING 27: The Minister for Children and Education acknowledges that there may be challenges in relation to resourcing the ambitious deadlines set against the objectives of Policy EN4 'Delivering the COP26 Pledge' due to multiple agendas currently being addressed within the Department for Children, Young People, Education and Skills, however the Minister has stated that the Department remains committed to achieving the objectives as laid out in the COP26 education pledge.

Having considered the GoJ's response²⁵³ to the consultation responses, the Panel notes that policy EN4 has been retained. The below table summarises the Minister's response regarding policy EN4 and further detail can be viewed [here](#).

²⁵¹ [Letter – Minister for Children and Education](#)

²⁵² [Letter – Minister for Children and Education](#)

²⁵³ [Carbon Neutral Roadmap Consultation Response statement](#)

Response summary	EN4
Outcome	Policy EN4 retained
Amendments to the policy wording	Wording changes to ensure clear that all educational settings will be included and not just schools
Amendments to proposed date, budget & targets	No change
Next steps	Continue as planned

Government's Response to Citizens' Assembly Recommendations

When considering the GoJ's response²⁵⁴ to the Citizens' Assembly recommendations, the Panel has identified the recommendations that align with policy EN4 in the final version of the Carbon Neutral Roadmap. These can be viewed in Appendix 3 of this report. (View the GoJ response²⁵⁵ for further detail on how the recommendations align).

EN5 - Blue Carbon, biodiversity and sequestration

The Panel notes from the public consultation responses²⁵⁶ that policy EN5 was well received, and that blue carbon, biodiversity and sequestration were recognised as positive initiatives. The responses demonstrated that Islanders agree with implementing nature-based solutions to help tackle the climate emergency while addressing the biodiversity crisis.

The Panel received a submission²⁵⁷ from a member of the public raising concern in respect of the absence of any mention within the policy regarding soil carbon sequestration. It was noted within the submission that work had previously been undertaken by the then Growth, Housing and Environment department with Cranfield University to 'identify and implement additional measures to increase carbon sequestration' which had been prompted in response to a States Member's question in 2019 on how Jersey manages its soils and carbon drawdown into its soils. The following was explained within the submission received by the Panel:

In 2019 Rob Ward asked the Assembly a question about how Jersey manages its soils - specifically carbon drawdown into our soils. The response indicated that GHE was working on "more accurate baseline studies of soil organic matter across the island" (with Cranfield University) and GHE would "identify and implement additional measure[s] to increase carbon sequestration". Subsequently in 2020 Aether produced a report for Government "Carbon sequestration and the role of soil and crops" which focused on the methodology and data required to account for local carbon sequestration. Calculations about the potential carbon sequestration in Jersey soil were based on UN global figures and heavily caveated by the need for real local data on current soil carbon and soil management.²⁵⁸

²⁵⁴ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

²⁵⁵ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

²⁵⁶ [Carbon Neutral Roadmap Consultation Response statement](#)

²⁵⁷ [Submission - Anonymous](#)

²⁵⁸ [Submission - Anonymous](#)

Several concerns and unanswered questions were raised in the submission²⁵⁹ in relation to soil carbon. During the hearing²⁶⁰ with the Minister for the Environment the Panel sought further clarity and answers in respect of the potential for soil carbon sequestration in Jersey's soils and regarding the work undertaken to date to identify the quality of Jersey's soil and its potential for carbon sequestration. In addition, to determine the implications of Jersey's potato industry on Jersey's soil and the implication on the soil's carbon abatement potential.

The Connétable of St. Brelade:

... Although the draft roadmap notes that work is being led by the Marine Resources team to investigate blue carbon, what work is being done to investigate soil carbon storage and who is leading that work?

Head of Sustainability and Foresight:

There was some money put aside under the Biodiversity Crisis of the Climate Emergency Fund a couple of years ago to put towards a P.h.D. (Doctor of Philosophy) in soil quality on the Island. That is to develop a piece of work that would measure our current soil organic matter, but a number of other issues around our soil, because obviously we know our agricultural soil has been very heavily worked in the Island. So the purpose of that study was to look in depth at our soil quality and where it has room for improvement or not and map that out and see where there are possibilities for increased organic matter in soil, which of course can lead to carbon sequestration. So the answer to your question: what are we going to do about it? There is some money put aside and there is a project being worked up at the moment to attract a P.h.D. student to come and work on that matter for the Island

The Connétable of St. Brelade:

Do you have a timeline for that?

Head of Sustainability and Foresight:

I believe that the business case is in the process of being signed off at the moment, so we would be able to start recruiting a student this year.

The Panel asked how the previous work undertaken with Cranfield University on identifying and implementing additional measures to increase sequestration would align with the further work that was being planned.

The Connétable of St. Brelade:

...It is our understanding that the Government was undertaking work in 2019 with Cranfield University on more accurate baseline studies of soil organic matter across the Island. This was to identify and implement additional measures to increase the sequestration. Is that the same student?

Head of Sustainability and Foresight:

Not necessarily the same student, but the same package of work; so the work that we are doing around soil to better understand the position. Then probably baseline work

²⁵⁹ [Submission - Anonymous](#)

²⁶⁰ [Transcript – Minister for the Environment Pg.26](#)

that has helped setting up what the P.h.D. student might look at. So that is all packaged together.²⁶¹

Noting that soil management supports other initiatives including clean water, biodiversity, food security, nutrition and the natural environment, the Panel asked whether soil management as a target for investment in the draft Carbon Neutral Roadmap has been inappropriately dismissed:

The Minister for the Environment:

I do not know that it has...

Assistant Minister for the Environment:

I will put it in another way. Demonstrated offsets have a market. So if you can say: "I am farming this way but if I farm that way I would save that much carbon," you can sell that. So again we need the science behind it to show exactly how many tonnes of carbon you save. Farmers would be creating offsets that have value. So, even if we do not directly invest in it, it has an intrinsic value, we do not need to put money in it

Head of Sustainability and Foresight:

... So the reality is that the more soils are disturbed, the less carbon they can sequester. So, for example, land that is in permanent pasture will sequester an awful lot more carbon than land that is ploughed every year. So it is a bigger question about what we do with our land in the Island. If we have an intensive agricultural industry around potatoes, which we do, that is our cultural heritage and where we currently stand at the moment, then that will have the impact on carbon that it has. If, as an Island, and as an industry, the agricultural sector move, they start to think about different practices, then of course that will have a carbon impact. So what is really interesting, as part of the development work we have been doing around the carbon neutral roadmap, is working with the agricultural sector. They are very keen to make themselves a net-zero industry, so in line with the objectives of the roadmap. They are doing some really interesting work at the moment with U.K. experts to look at their existing agricultural practices, not just for carbon sequestration, but for biodiversity, because of course we know that there are impacts on biodiversity and helping improve the biodiversity crisis is really important as well. So the industry are doing quite a lot of leading work in this area. We have been working alongside them to help identify where those opportunities lie. But a lot of it is about the shape of the industry. If the industry carry on being an intensive agricultural potato industry that leaves us one paradigm and one set of carbon issues. If, for example, they move towards biofuel growth as a possibility that would be different again. As the Assistant Minister just said, carbon credit growth is a possibility as well, although that interlinks with issues like food security, food supply locally. So there is a lot going on in the industry. What I am trying to say is a lot of this is about the shape of the agricultural industry.²⁶²

KEY FINDING 28: Concern was raised in a submission to the Panel that whilst work had previously been undertaken by GoJ with Cranfield University to 'identify and implement additional measures to increase carbon sequestration', soil carbon sequestration policy was notably absent in the Carbon Neutral Roadmap. When questioned as to whether this had been unduly omitted from the Roadmap, the Panel was advised by GoJ that this was reflective of

²⁶¹ [Transcript – Minister for the Environment](#)

²⁶² [Transcript – Minister for the Environment](#)

Jersey’s intensive agriculture industry and that the more soil is disturbed due to intense agricultural practice, the less carbon it sequesters. The Panel noted that there was funding set aside for a PhD student to carry out further work to discover where there are possibilities for increased organic matter in soil, which can in turn lead to carbon sequestration.

RECOMMENDATION 9: The Government of Jersey should seek to complete and publish the findings of the ongoing soil research which commenced in 2019 with Cranfield University by the end of Q2 2023. The aim of which would be to provide a clearer indication in relation to Jersey’s soil quality and potential for carbon sequestration and with a view to this providing a suitable evidence base to inform whether soil carbon sequestration should be considered an advantageous policy direction for inclusion in the next delivery phase of the Carbon Neutral Roadmap.

Noting that £1,325 million of funding has been allocated to biodiversity between 2022-2025, the Panel sought to understand why the blue carbon workstream’s funding allocation was very limited:

The Connétable of St. Brelade:

In policy EN5, much of the funding for 2022 to 2025 is allocated to biodiversity, namely £1.325 million. Is that not short-sightedly cutting off support for the development of blue carbon beyond the delivery of the marine spatial plan

Head of Sustainability and Foresight:

The sequestration plan will identify the need for some funding, which will probably then have to be turned into business cases. The reason it is not in there at the moment is because we do not know what that looks like...²⁶³

Having considered the GoJ’s response²⁶⁴ to the consultation responses, the Panel notes that policy EN5 has been retained. The below table summarises the Minister’s response regarding policy EN5 and further detail can be viewed [here](#).

Response summary	EN5
Outcome	EN5 retained
Amendments to the policy wording	SMART objectives to be strengthened Added reference to restoration
Amendments to proposed date, budget & targets	No change
Next steps	Continue as planned

EN6 - Carbon offset purchasing strategy

The Panel notes that policy EN6 sets out how reaching carbon neutral by 2030 can be achieved. As stated previously within this report clarity has been sought within the responses regarding how carbon neutral status and reaching net-zero align. A misconception was observed that through Jersey aligning with the Paris Agreement (to reach net zero by 2050)

²⁶³ [Transcript – Minister for the Environment](#)

²⁶⁴ [Carbon Neutral Roadmap Consultation Response statement](#)

that achieving carbon neutral status had been deferred. The Panel notes from the public consultation responses²⁶⁵ that it is recognised, should Jersey choose to reach carbon neutral status by 2030, that carbon offsets will need to be purchased. Some responses expressed, however, that on-Island emissions reduction projects and local sequestration projects should be prioritised over the purchasing of offsets from elsewhere. Whereas others expressed the view that carbon offset purchasing has a role to play in the transition.

In a response²⁶⁶ received from the Minister for the Environment, the Minister confirms that policy EN6 covers carbon offsets and the broader decision on the Island becoming carbon neutral. The response confirms that a decision on becoming carbon neutral will be taken no later than 2028.

Considering that the Minister for Treasury and Resources has political accountability for policy EN6, the Panel sought understand the department’s involvement in the workstream to date and asked this of the Minister. The Panel received the following response²⁶⁷:

Although this policy is still under development, the Assistant Minister and myself, supported by the department, have provided input. For instance, senior members of the department participated in preparatory analysis to support relevant aspects of the draft CNR.

Having considered the GoJ’s response²⁶⁸ to the consultation responses, the Panel notes that policy EN5 has been retained. The below table summarises the Minister’s response regarding policy EN5 and further detail can be viewed [here](#).

Response summary	EN6
Outcome	Policy EN6 retained
Amendments to the policy wording	Title and policy wording amended to provide clarity over carbon neutrality remaining the aim for 2030. Changed to ‘Carbon Offset Purchase Strategy’
Amendments to proposed date, budget & targets	No change
Next steps	Continue as planned

Panel’s key concerns: overview

The Panel has already highlighted throughout chapter 4 the areas of concern, where concern has been observed or raised, in respect of the carbon reduction policies proposed for the first delivery phase of the Roadmap from 2022-2025. However, it is the view of the Panel that the following specific areas require particular attention:

Skills and training

The majority of the carbon reduction policies proposed will require an element of skills and training to ensure that the policies can be delivered as well as maintained going forward. This

²⁶⁵ [Carbon Neutral Roadmap Consultation Response statement](#)

²⁶⁶ [Letter – Minister for the Environment](#)

²⁶⁷ [Letter – Minister for Treasury and Resources](#)

²⁶⁸ [Carbon Neutral Roadmap Consultation Response statement](#)

is true for many of the transport policies as well as the heating, cooling and cooking policies, which will require on-Island skills and a suitably trained workforce to facilitate the workstreams. The Panel highlights the importance of ensuring that training is aligned so that the demand can be met when the requirement is needed to facilitate the delivery of the carbon reduction policies. The Panel has observed that the enabling policies set out ways to develop supply chains and to grow on-Island skills as required. However, the highlights the significance of this area as it is evident that to meet the objectives as set out in the Carbon Neutral Roadmap the skills gap will need to be identified and met in a timely manner. The Panel notes that by not fulfilling this function, the effective delivery of the carbon reduction policies will be impacted and therefore, ultimately, the objectives of the Carbon Neutral Roadmap.

Just Transition

The Panel is aware that the GoJ is committed to achieving a 'Just Transition'. However, the Panel highlights the difficult task of fulfilling this goal in respect of all of the policies that are delivered. The Panel notes that not achieving a 'Just Transition' is a significant concern for many members of the public and therefore highlights the importance of ensuring that a 'Just Transition' remains a key focus throughout policy development and delivery, so that Islanders are not unfairly or disproportionately impacted by any carbon reduction policies imposed on them.

Sequestration

The Panel raises concern that soil carbon sequestration, or the potential thereof, is not featured within policy EN5. The Panel notes Jersey's links to potato farming may impact the ability for soil carbon sequestration. However, considering work commenced in 2019 to review the quality of Jersey's soil and to consider the possibilities for soil carbon sequestration, the Panel raises concern that no outcome has been published in respect of that work. Moreover, that no mention has been made of this research within the Carbon Neutral Roadmap or any further research in that regard (even though further research has been alluded to during the public hearing with the Minister for the Environment). Considering the potential for carbon drawdown in Jersey's soil as well as the additional benefits from proper soil management including clean water, biodiversity, food security, nutrition and the natural environment, the Panel raises concern that this has not been included within the workstream and would encourage further research in this area.

Capacity and resourcing

Given the importance of each of the carbon reduction policies within the first delivery phase of the Carbon Neutral Roadmap to initiate the journey to net zero and considering their dependency on one another to meet the intended goals of the Roadmap; the Panel raises concern regarding available capacity and resourcing within all the GoJ departments to ensure the efficient delivery of the workstream. Particularly, as the delivery of the first phase is due to commence immediately, on approval of P.74.2022 in April 2022. Therefore, there is an urgency to ensure that the available capacity and resourcing can meet the requirements of the workstream with immediate effect.

The Panel has also observed that a significant part of the workstream is dependent on the delivery of other pieces of work which are distinct from that of the Carbon Neutral Roadmap. For example: the Sustainable Transport Roadmap, the Rural Economy Strategy, the Net-Zero Waste Strategy and the Climate Finance Strategy, to name a few.

During its review, the Panel has identified several Ministers who have political accountability and associated departments with responsibility for delivering the carbon reduction policies as set out for 2022-2025. Although all Ministers have reflected their commitment to deliver on the

objectives of the Carbon Neutral Roadmap; the Panel notes that adequate capacity and resourcing across the departments will necessitate whether the work aligns and progresses punctually and efficiently.

Having previously observed resourcing and capacity issues within GoJ departments, in particular, and most recently, across the Department for Infrastructure, Housing and Environment; the Panel is concerned that should any resourcing matters go unresolved, this will impact the timely progress of the Roadmap, and ultimately the timeline for the objectives to be met. Moreover, this may have a knock-on effect for the delivery of other policies going forward.

The Panel realises that competing priorities and resourcing pressures will be unavoidable, however, considering the importance of the workstream raises awareness of its concern.

Citizens' Assembly recommendations: Government's response

The Citizens' Assembly for Climate Change was tasked with:

- voting on the date Jersey should be carbon neutral.
- working together and coming up with recommendations on how to be carbon neutral.
- deciding which recommendations to focus on first.

The recommendations were published in the Citizens' Assembly report²⁶⁹ on achieving Carbon Neutrality. The Assembly made 14 high-level recommendations: seven recommendations on transport (supported by supplementary recommendations) and seven recommendations on heating, cooking and cooling (supported by supplementary recommendations).

In addition, a statement on sustainable finance (five headline themes and the rationale for the themes) was produced which has resulted in five recommendations.

The Government has provided two responses on the recommendations made to date. The first response²⁷⁰ was published as an appendix to the Preferred Strategy report for the Carbon Neutral Roadmap and the second²⁷¹ on completion of the Carbon Neutral Roadmap which has been lodged (P.74/2022) for States debate in April 2022 (The Government's initial response to the recommendations made did not include a response in respect of the Citizens' Assembly recommendations for sustainable finance, however, this was included within the second response on completion of the Carbon Neutral Roadmap).

The initial response to the recommendations (as reflected in an appendix to the Preferred Strategy report for the Carbon Neutral Roadmap) notes the following:

²⁶⁹ [Report of Jersey's Citizens' Assembly on Climate Change](#)

²⁷⁰ [Carbon Neutral Roadmap Preferred Strategy](#)

²⁷¹ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

Response	Number of responses in this category
Accept	9 high-level recommendations 47 sub-level recommendations Total: 56
Reject	0 high-level recommendations 5 sub-level recommendations Total: 5
Under active consideration – Carbon Neutral Roadmap	5 high-level recommendations 31 sub-level recommendations Total: 36
Under consideration – medium/long term plans	0 high-level recommendations 9 sub-level recommendations Total: 9
Not for government	0 high-level recommendations 2 sub-level recommendations Total: 2

The overall response to the recommendations (as it aligns with the final lodged version of the Carbon Neutral Roadmap) notes the following:

Response	Number of responses in this category
Accept	13 high-level recommendations 64 sub-level recommendations* 3 sustainable finance recommendations Total: 80
Reject	0 high-level recommendations 6 sub-level recommendations* Total: 6
Under consideration medium/long term plans or Sustainable Transport Roadmap	1 high-level recommendation 22 sub-level recommendations 2 sustainable finance recommendations Total: 25
Not for government	0 high-level recommendations 3 sub-level recommendations Total: 3

The Citizens' Assembly recommended that scrutiny be undertaken of the GoJ's response to the recommendations made prior to the election period (May-June 2022). The Panel has analysed the GoJ's overall response to the Citizens' Assembly recommendations and how the recommendations are reflected in the carbon reduction policies for 2022-2025. The Panel sought further information as necessary regarding the alignment of the recommendations

through its public hearings²⁷² and written questions²⁷³ (where additional detail can be viewed) with the Minister for Infrastructure and the Minister for the Environment. Notwithstanding this, The Panel has demonstrated, where appropriate, the recommendations are aligned in respect of the policies – see Appendix 3 of this report.

Having considered the GoJ's response²⁷⁴ to the recommendations made by the Citizens' Assembly the Panel is satisfied with how the recommendations have been fed into the policy development process. Moreover, where the recommendations have been rejected or will be considered for the medium to longer term development of the policies, the Panel is satisfied with how the GoJ as demonstrated any future alignment or the reasons for the rejection of the recommendations. The Panel notes that six recommendations were rejected. In the main, to assist with ensuring a 'Just Transition'. The following recommendations were rejected:

- T1: b - No General Sales Tax or import duty on electric vehicles including bikes. *(Reason – to ensure a Just Transition)*
- T1: f - Investigate glass/solar roads (roads that generate renewable energy, as used in Denmark) for the main arterial roads. *(Reason – Solar roads are very specific nascent technology. Early trials are mixed but suggest the technology is difficult to commercialise in an efficient and effective way yet, so this is unlikely to be a priority for Jersey)*
- T2: d - Remove import taxes and other applicable taxes for electric vehicles in 2022. Introduce punitive import taxes on second-hand petrol and diesel vehicles. *(Reason - to ensure a Just Transition)*
- T5: c - Ambition for St Helier to be car free by 2035. *(Reason - the Bridging Island Plan proposes significant reuse of road space for cycling and walking in town, as set out in the Public Realm and Movement Strategy, the objective of an entirely 'car free' St Helier is not supported and would have unworkable aspects for Islanders (particularly the mobility impaired), town residents and businesses)*
- T7: o - Every other Government, Parish, and commercial parking space to have an electric charging point *(Reason - Policy TR1 – Speeding up adoption of electric vehicles includes a commitment to working with Jersey Electricity to agree a scale-up plan for electric vehicle charging infrastructure. The policy recognises that most drivers will be looking to charge where they are parked overnight. For around 65% of the Island this could be in off-street parking areas at private domestic or commercial properties. However, this will not be an option for all Islanders or for those visiting the Island, and the network of public charging points will need to be increased to support this. The optimum distribution of electric charging infrastructure is informed by a number of factors, including evolution of charging technology and changes in travel patterns over time. Given the expected use of 'charge at home' solutions it is not considered likely that half of all available public parking spaces will require a charging point)*
- H3: f - Establish, by 2022, a Goods and Services Tax-exempt building works framework for contractors - existing and new - to support refurbishment and to take on apprentices with additional incentives. Partial tax break on carbon neutral refurbishments. *(Reason - to ensure a Just Transition)*

KEY FINDING 29: The Panel is satisfied with how the Citizens' Assembly recommendations have been fed into the policy development process. Moreover, where recommendations have been rejected or will be considered for the medium to longer term development of the policies,

²⁷² [Transcripts – public review hearings](#)

²⁷³ [Responses to written questions](#)

²⁷⁴ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

the Panel is satisfied with how the GoJ has demonstrated any future alignment, or the reasons for the rejection of the recommendations. The Panel notes that six recommendations were rejected, in the main, to assist with ensuring a ‘Just Transition.’

Where recommendations are not directly aligned with the CNR policies, they may align with other workstreams. As such, the Panel has identified the following recommendations which align with other workstreams and will still feed into the aims of the Carbon Neutral Roadmap.

Government’s Response to Citizens’ Assembly Recommendations

Transport:

When considering the GoJ’s response²⁷⁵ to the Citizens’ Assembly recommendations, it is the Panel’s understanding that the following recommendations align with workstreams outside of the Carbon Neutral Roadmap, although, have links to its workstream (view the GoJ response²⁷⁶ for further detail on how they align):

- Recommendation T4:e - Ensure that all essential services are within safe walking distance to reduce the need for travel. This could include shops, gyms, nurseries, and social opportunities at a parish level. **(ACCEPT)**

The current Island Plan and Bridging Island Plan have strategic policies that seek to locate new development and the provision of public and local services near to existing areas population clusters (although the range of local services that can be economically supported varies across different population centres). The Bridging Island Plan proposes policies to increase the provision of services in the Les Quennevais area for a range of reasons, including reducing the need for travel from the west of the Island to town.

- Recommendation T4:a - Business to allow and support their workforce to work from home with consideration for wellbeing, practicality, and expenses. **(NOT FOR GOVERNMENT)**

This is a recommendation to Jersey businesses, rather than the Government of Jersey. However, the benefit of business-led activity in this area is entirely supported by government. Policy EN2 – Create a Carbon Neutral Alliance includes a commitment to create a network of businesses and community groups to drive forward decarbonisation. The creation of this network will include promoting this sort of sustainable practice.

- Recommendation T5:c - Ambition for St Helier to be car free by 2035. **(REJECT)**

Ambition for St Helier to be car free by 2035 is rejected. While the Bridging Island Plan²¹ proposes significant reuse of road space for cycling and walking in town, as set out in the Public Realm and Movement Strategy, the objective of an entirely ‘car free’ St Helier is not supported and would have unworkable aspects for Islanders (particularly the mobility impaired), town residents and businesses

- Recommendation T6:c - Work towards pedestrianisation of the centre of St. Helier by 2025 (with access for disabled, business deliveries etc.) **(ACCEPT)**

The Bridging Island Plan proposes policies around space and place making which support the Carbon Neutral Strategy and Roadmap. These are informed by the Public Realm and

²⁷⁵ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

²⁷⁶ [Ministerial Response to the Citizens’ Assembly Recommendations – Second Response](#)

Movement strategy which proposes a significant increase in pedestrianised areas in the town centre, as well investment in cycle routes

- Recommendation T7:f - Commercial building bye-laws to provide for green fuelling needs. **(ACCEPT)**

The Bridging Island Plan proposes new policies to support the Carbon Neutral Strategy and Roadmap. Necessary steps can be taken in both building-bye laws and supplementary Planning Guidance.

- Recommendation T7:i - Residential building byelaws to provide for green fuelling needs for new builds **(ACCEPT)**

The Bridging Island Plan proposes new policies to support the Carbon Neutral Strategy and Roadmap. Necessary steps can be taken in both building-bye laws and supplementary Planning Guidance.

- Recommendation T7:q - Government to facilitate the conversion of fossil fuel stations to green fuelling stations **(ACCEPT)**

Where such conversion required changes to planning or other regulatory policies, these would be positively considered.

- Recommendation T7:r - Government must develop legislation and regulation to support the development and maintenance of a green transport infrastructure **(ACCEPT)**

The new Bridging Island Plan provides policies to support the development of green infrastructure and proposes the development of a long-term infrastructure roadmap that will identify any areas that require changes to law and regulation. A review of the Roads Law is underway, informed by the Sustainable Transport Policy.

Heating, cooling and cooking:

- Recommendation H1:e - Immediately revise Planning Law to encourage the redevelopment of property that is no longer fit for purpose. Ensure existing properties are used and not allowed to stand empty for want of investment to make them carbon neutral, with the Government of Jersey leading by example. **(UNDER CONSIDERATION MEDIUM/LONG TERM)**

The Island Plan proposes policies to support redevelopment of buildings where that is more carbon efficient with regard to the embodied energy of an existing building. Work on vacant homes is underway as part of delivering the Creating Better Homes action plan, published by the Minister for Housing and Communities. This includes an assessment of the number homes currently empty, and work to gather up to date data on the locations of these homes and the reason they are vacant. Planning law does not directly affect the use of buildings, other than as the legal foundation for relevant planning policies.

- Recommendation H2:e - Educate landlords to help them understand the aim and what can be achieved. **(ACCEPT)**

The eco active programme already provides advice on residential energy efficiency. As set out in strategic policy 4, the Carbon Neutral Roadmap will include policies to support community and business engagement.

- Recommendation H3:b - b) Publicise carbon neutral approved changes that are tax-deductible for property owners and for rental investments: projects such as solar panels/electric boilers and setting up a pioneering Jersey Carbon Neutral Fund. Eliminate Goods and Services Tax on eco-friendly improvements. **(ACCEPT)**

The first part of this recommendations mentions incentives for ‘those with limited funds’ which suggests a recognition of the need to best target available funding However, as noted in response to policy T1: b, the Carbon Neutral Roadmap seeks to deliver a Just Transition. Removing Goods and Services Tax (GST) is not supported as it uses the limited available funds for an untargeted incentive that would primarily benefit households with the existing means to invest in new technologies.

- Recommendation H3:f - Establish, by 2022, a Goods and Services Tax-exempt building works framework for contractors - existing and new - to support refurbishment and to take on apprentices with additional incentives. Partial tax break on carbon neutral refurbishments. **(REJECT)**

Ministers are pursuing a Just Transition and removing Goods and Services Tax is not supported as it uses the limited available funds for an untargeted incentive that would primarily benefit households with the existing means to invest in new technologies. Furthermore, it is considered prohibitively difficult to assess and enforce such a scheme.

- Recommendation H4:c - Immediately require all new developments to have community renewables built in through updates to building regulations. **(UNDER CONSIDERATION MEDIUM/LONG TERM)**

Installation of domestic solar and wind technologies can already be undertaken without planning permission. The Bridging Island Plan proposes new policies to support larger solar installations, installation of thermally efficient windows, and off-shore utility scale renewables; as well as policies (ME1, ME2 and ME3) that require enhanced energy efficiency from new development. However, policies to immediately mandate the installation of community renewable generation schemes are not supported as these systems can add cost to development and in many instances will not contribute directly to carbon abatement.

- Recommendation H4:e - Require all community Government/Parish owned buildings to include renewables **(UNDER CONSIDERATION MEDIUM/LONG TERM)**

Installation of domestic solar and wind technologies can already be undertaken without planning permission. The Bridging Island Plan proposes new policies to support larger solar installations, installation of thermally efficient windows, and off-shore utility scale renewables; as well as policies (ME1, ME2 and ME3) that require enhanced energy efficiency from new development.

- Recommendation H4:d - Parishes to incentivise community energy generation through a link to residential rates and by supporting community initiatives, with Parish Halls acting as an information hub to showcase what’s possible to motivate others. **(NOT FOR GOVERNMENT)**

This is a recommendation to Parishes rather than the Government of Jersey, however the benefit of Parish-led activity in this area is entirely supported by government. Policy EN2 – Create a Carbon Neutral Alliance includes a commitment to establish an appropriately constituted community impact fund to support the development and delivery of grass roots climate action and innovation through the provision of small grants.

- Recommendation H7:b - Government of Jersey to manage the roll-out of the retrofit programme of residential properties (including allocation of a budget and employing experts), leveraging the successful model used for the roll -out of fibre - optic cabling. **(UNDER CONSIDERATION MEDIUM/LONG TERM)**

It is recognised that significant government support for a scaled up retrofit programme will be required. The Carbon Neutral Roadmap sets out policies to decarbonise heating and cooling. The role of government in the direct delivery of such a programme remains under active consideration, recognising that there are significant skills and experience in the commercial market that may be better placed to make progress in this area.

Sustainable Finance

- Recommendation SF:1 - Jersey establishes itself as a sustainable finance hub. **(UNDER CONSIDERATION MEDIUM/LONG TERM)**

"Jersey for Good - A Sustainable future" is a cross agency initiative seed funded by Government and led by its industry representative body, Jersey Finance Limited (JFL) to develop with Jersey's finance industry a 10-year vision and an initial two-year plan for Sustainable Finance is already underway and was launched on 3 March 2021. This collaboration aims to catalyse stakeholder action and accelerate Jersey's transition into being a leading sustainable (rather than just 'green') international finance centre aligned with the goals of Paris and the UN Sustainable Development Goals (UN SDGs) and to support the global transition to carbon net zero. Captured within its scope are the following objectives: (i) to encourage product innovation and quality of delivery by local finance providers by accelerating the adoption of international standards; (ii) to deliver awareness, education and training to the private sector (iii) to create an enabling environment with both incentives and a robust supportive regulatory framework (iv) to communicate action and impact to embed and encourage behavioural change (v) to foster and enable collaboration locally and internationally. The appropriate standards by which financial companies should operate will be considered in the context of Jersey's role as an international hub. We will adopt international standards that work in a global context to avoid conflicting or duplicating requirements for participants operating across a number of jurisdictions The Government of Jersey will consider within its Sustainable Finance strategy the Government's role in promoting and / or incentivising particular types of industry to come to the Island.

- Recommendation SF:3 - Jersey introduces the legislation required for sustainable finance. **(UNDER CONSIDERATION MEDIUM/LONG TERM)**

In June 2021 the Jersey Financial Services Commission made changes to its regulations in response to their sustainable investments consultation to put measures in place to prevent greenwash (www.jerseyfsc.org/newsand-events/sustainable-investments-consultation-leads-to-codes-of-practice-and-jersey-private-fund-guidechanges/). Government of Jersey does not consider mandatory carbon or ESG reporting of private companies to be appropriate at the current time, given the lack of an international standard. However, it supports voluntary carbon reporting and is proposing mechanisms to support businesses to monitor, report on and reduce their carbon footprint within the Carbon Neutral Roadmap. The requirement for further legislation / regulations will be kept under review.

- Recommendation SF:5 - Investors should have choices. **(ACCEPT)**

As an international consensus develops around ESG taxonomies, Jersey will look to ensure it can be applied effectively to Jersey-based investments to guide evaluation of green products.

The financial services market is itself best place to advise its customers on the sustainability profiles of investments, as it does at present with risk profiles.

5 Conclusion

Considering the significant role that each strategic policy has played to date to provide the framework and strategic direction of the Carbon Neutral Roadmap, the Panel raises concern regarding whether there is an effective process in place for longer-term governance, oversight, scientific input, monitoring and reporting to appropriately inform and oversee the process going forward.

The Panel emphasises that through extending the Paris Agreement on Climate Change to Jersey (strategic policy one) significant scientific input, as well as monitoring and reporting obligations will be required. The energy market review (strategic policy two) will require considerable research, scientific input, stakeholder engagement, as well as cross jurisdictional working to manage the transition in a manner that is appropriate for Jersey.

Although the first delivery stage of the Carbon Neutral Roadmap will be delivered through the £23 million available funding within the Climate Emergency Fund, the longer-term financing strategy (strategic policy 3) will need to be researched and established to address the challenge for acquiring the substantial funds that the Island will need to meet its targets up to 2050. In addition, further carbon reduction policies will need to be developed between now and 2050 to facilitate the Island's trajectory to net-zero and this will also require further expert input as well as civic and stakeholder engagement. Particularly, considering that science and technologies will advance during this time. Concurrently, the above-mentioned will need to be efficiently fulfilled via cross-government department working and will expand multiple government terms.

It is the Panel's view that an independent, scientific council which is established with the appropriate composition, mandate, capacity and overall visibility in the climate policy discourse, will enhance the governance and oversight of the long-term delivery of the Carbon Neutral Roadmap, by providing weight and accountability to climate policy processes. It will enhance the governance framework already proposed by P.74/2022, to further the commitment and accountability of the Roadmap over the longer term. Fundamentally, it will assist in keeping the GoJ on track to meet its climate objectives and to hold the GoJ accountable. The Panel has therefore **lodged its proposed amendment to P.74/2022: to establish an independent, scientific, climate council proportionate to Jersey.**

The Panel also found that framework climate change legislation, along with a group of autonomous experts, is considered by experts to be beneficial in guiding mitigation and adaptation planning. As Jersey does not currently have any climate framework legislation, the Panel considers that this should be progressed in the next term of Government with the aim of enshrining Jersey's commitment to carbon emissions reduction in Law and to underpin and reinforce the policies within the Carbon Neutral Roadmap.

The Panel highlights the following key areas of concern in respect of the carbon reduction policies proposed for the first delivery phase of the Roadmap from 2022-2025:

Skills and training: The majority of the carbon reduction policies namely transport, heating, cooling and cooking policies will require on-Island skills and a suitably trained workforce to facilitate these workstreams. The Panel highlights the importance of ensuring the training is aligned so that the demand can be met when the requirement is needed to facilitate the

delivery of the carbon reduction policies. The Panel has observed that the enabling policies set out ways to develop supply chains and to grow on-Island skills as required. However, it is evident that in order to meet the Roadmap's objectives, the skills gap will need to be identified and met in a timely manner to succeed.

Just Transition: The Panel is aware that the GoJ is committed to achieving a 'Just Transition'. However, it highlights the difficult task in fulfilling this goal in respect of all of the policies that are delivered. The Panel notes that not achieving a 'Just Transition' is a significant concern for many members of the public and therefore stresses the importance of ensuring that a 'Just Transition' remains a key focus throughout policy development and delivery so that Islanders are not unfairly or disproportionately impacted because of the carbon reduction policies imposed on them.

Sequestration: The Panel raises concern that soil carbon sequestration, or the potential thereof, is not featured within policy EN5. The Panel notes Jersey's links to potato farming may impact the effective ability for soil carbon sequestration, however, considering work commenced in 2019 to review the quality of Jersey's soil and to consider the possibilities for soil carbon sequestration, the Panel raises concern that no outcome has been published in respect of that work. Moreover, that no mention has been made of this research within the Carbon Neutral Roadmap or any further research in that regard. Considering the potential for carbon drawdown in Jersey's soil as well as the additional benefits from proper soil management including clean water, biodiversity, food security, nutrition and the natural environment, the Panel raises concern that this has not been included within the workstream and would encourage further research be developed in this area.

Capacity and resourcing: Given the importance of each of the carbon reduction policies within the first delivery phase of the Carbon Neutral Roadmap to initiate the journey to net-zero and considering their dependency on one another to meet the intended goals of the Roadmap, the Panel raises concern regarding available capacity and resourcing within all the GoJ departments to ensure the efficient delivery of the workstream. Particularly, as the delivery of the first phase is due to commence immediately, on approval of P.74.2022 in April 2022. Therefore, there is an urgency to ensure that the available capacity and resourcing can meet the requirements of the workstream with immediate effect.

The Panel has also observed that a significant part of the workstream is dependent on the delivery of other pieces of work which are distinct from that of the Carbon Neutral Roadmap. For example, the Sustainable Transport Roadmap, the Rural Economy Strategy, the Net-Zero Waste Strategy and the Climate Finance Strategy, to name a few.

Having previously observed resourcing and capacity issues within GoJ departments, in particular, and most recently, across the Department for Infrastructure, Housing and Environment; the Panel is concerned that should any resourcing matters go unresolved, this will impact the timely progress of the Roadmap, and ultimately the timeline for the objectives to be met. Moreover, this may have a knock-on effect for the delivery of other policies going forward. The Panel realises that competing priorities and resourcing pressures will be unavoidable, however, considering the importance of the Carbon Neutral Roadmap workstream, raises awareness of its concern.

Overall, the Panel is satisfied with how the Citizens' Assembly recommendations have been fed into the policy development process. Moreover, where recommendations have been rejected or will be considered for the medium to longer term development of the policies, the Panel is satisfied with how the GoJ has demonstrated any future alignment, or the reasons for the rejection of the recommendations. The Panel notes that, as reflected in the lodged version

of the Carbon Neutral Roadmap, and of the recommendations applicable to Government: 80 have been accepted, 25 are under consideration in the medium-to-long term and only six recommendations have been rejected which, in the main, is to assist with ensuring a 'Just Transition.'

Appendix 1

Panel Membership



Constable Mike Jackson (Chair)



Constable John Le Maistre (Vice-Chair)



Constable Sadie Le Sueur-Rennard*



Deputy Inna Gardiner



Deputy Graham Truscott



Deputy Steve Luce

* Constable Le Sueur-Rennard passed away suddenly on 8th April 2022, just prior to the presentation of this report.

Terms of Reference

1. To analyse and provide commentary on the Government of Jersey's response to the Citizens' Assembly on Climate Change recommendations, including how the recommendations are reflected within, and align with, the policies proposed and their delivery thereof within the draft Carbon Neutral Roadmap.
2. To evaluate the evidence base accumulated through the development of the draft Carbon Neutral Roadmap, including the outcomes from the GoJ public consultation, in conjunction with the following and to identify any areas of concern or gaps:
 - a. The five strategic policies which provide the framework and strategic direction for the draft Carbon Neutral Roadmap:
 - i. Jersey's net-zero emissions pathway (what the CNR seeks to achieve)

- ii. Island energy market (implications for Jersey's energy market)
 - iii. Financing strategy (how action will be funded)
 - iv. Policy programme and development (how investment will be prioritised)
 - v. Becoming carbon neutral (what the CNR seeks to achieve)
 - b. The proposed carbon reduction policies for 2022-2025 and their delivery thereof. The carbon reduction policies in the Carbon Neutral Roadmap are divided into four categories:
 - i. Transport (transport emission reduction polices)
 - ii. Heating (heating, cooling and cooking emissions reduction policies)
 - iii. Other on and off-Island emissions (policies that tackle other on and off-island emissions)
 - iv. Enabling policies (policies that enable delivery and implementation and support the systemic change needed to transition the Island to a low carbon economy fairly).
3. To utilise the outcomes of the Panel's evidence gathering and analysis process to inform any Amendments it may wish to make to the draft Carbon Neutral Roadmap prior to the States debate scheduled for April 2022.

Evidence Considered

Public hearings

- Public Hearing with the Minister for Infrastructure
- Public Hearing with the Minister for the Environment
- Public Hearing with ATF Fuels

The public hearing transcripts can be viewed on the States Assembly website [here](#).

The webcast of the hearings can also be viewed here up until 6 months after the hearing was held.

Written Submissions

A total of six written submissions were received by the Panel and can be viewed [here](#).

Written Questions

The Panel wrote to the following Ministers and received responses to written questions from:

- Minister for the Environment
- Minister for Children and Education
- Minister for Home Affairs
- Minister for Treasury and Resources
- Minister for External Relations and Financial Services

The Panel also wrote to the Minister for Economic Development, Tourism, Sport and Culture with written questions on 17th March 2022, however, a response had not been received as at the time of presenting this report.

Other evidence considered

- [R.170/2021 Carbon Neutral Roadmap: Preferred Strategy](#)
- [Draft Carbon Neutral Roadmap](#)
- [Jersey's Climate Conversation](#)
- [R.95/2021 - Achieving Carbon Neutrality – Report of Jersey's Citizens' Assembly on Climate Change](#)
- [S.R.10/2021 - Climate Change Citizens' Assembly Process: Observers Interim report](#)
- [R.120/2021 - Carbon Neutral Jersey: In- Committee Debate](#)
- [Carbon Neutral Jersey: Response to In – Committee Debate](#)
- [Sustainable Transport Policy – Framework for a Sustainable Transport System 2020-2030](#)
- [United Nations Convention on the Rights of the Child Impact Assessment - CNR](#)
- [Evidence base](#)
- [The Government's Public Consultation Evidence Base](#)
- [Carbon Neutral Roadmap Final P.74/2022](#)
- [Draft Carbon Neutral Roadmap Consultation Report](#)
- [Carbon Neutral Roadmap Response Statement](#)

Review costs

The costs of this review totaled £572.00 for Public Hearing transcription costs.

What is Scrutiny?

Scrutiny panels and the Public Accounts Committee (PAC) work on behalf of the States Assembly (Jersey's parliament). Parliamentary Scrutiny examines and investigates the work of the Government, holding ministers to account for their decisions and actions. They do this by reviewing and publishing reports on a number of areas:

- Government policy;
- new laws and changes to existing laws;
- work and expenditure of the Government;
- issues of public importance.

This helps improve government policies, legislation and public services. If changes are suggested, Scrutiny helps to make sure that the changes are fit for purpose and justified.

The Environment, Housing and Infrastructure Scrutiny Panel, scrutinise Government on matters within these three remits. To learn more about the Panel's work – [CLICK HERE](#)

STATES OF JERSEY



CARBON NEUTRAL ROADMAP (P.74/2022): AMENDMENT

**Lodged au Greffe on 7th April 2022
by the Environment, Housing and Infrastructure Scrutiny Panel
Earliest date for debate: 25th April 2022**

STATES GREFFE

CARBON NEUTRAL ROADMAP (P.74/2022): AMENDMENT

PAGE 2 –

Insert a new paragraph (c) as follows;

(c) to request the Minister for the Environment (or if created following the successful adoption of paragraph (b), the new Minister for Energy and Climate Change) to –

- i. establish an independent, scientific Climate Council for Jersey with a composition, scope and focus that is proportionate to Jersey's size, the full terms of reference and membership of which should be agreed by the States following a detailed proposal brought forward by the Minister before the end of 2022;
- ii. bring forward a budget proposal for the Climate Council, to be agreed by the States before the end of 2022, and reviewed every 4 years to ensure that the Council is provided with appropriate funding;
- iii. present to the States, on behalf of the Climate Council, an annual report prepared autonomously by the council which reports on and evaluates the Government of Jersey's progress on reducing carbon emissions and the climate change policy initiatives being delivered by the Carbon Neutral Roadmap;
- iv. ensure that the membership of the Climate Council shall not include members of the States and must include:
 - (a) an odd number of members.
 - (b) a Chair chosen by the membership.
 - (c) one member with expertise in the field of Energy.
 - (d) one member with expertise in the field of Economics.
 - (e) one member with expertise in the field of Climate Technology; and
- v. ensure that the focus of the Climate Council includes (but is not necessarily limited to):
 1. providing independent science-based advice on setting and meeting carbon budgets and preparing for climate change.
 2. monitoring progress in reducing emissions and achieving carbon budgets and targets and recommending actions to keep Jersey on track.
 3. conducting independent analysis into climate change science, economics and policy.
 4. engaging with a wide range of organisations and individuals to share evidence and analysis.

PAGE 2 –

Insert a new paragraph (d) as follows –

(d) the Carbon Neutral Roadmap should be further amended in such respects as may be necessary consequent upon the adoption of paragraph (c).

ENVIRONMENT, HOUSING AND INFRASTRUCTURE SCRUTINY PANEL

Note: After this amendment, the proposition would read as follows –

THE STATES are asked to decide whether they are of opinion –

(a) to refer to their Act dated 2nd May 2019, in which they agreed that there existed a climate emergency likely to have profound effects in Jersey and, in order to respond to the climate emergency, to approve the Carbon Neutral Roadmap for Jersey as set out in the Appendix to the report accompanying the proposition; and

(b) to recommend that, at the start of the next Assembly, the Chief Minister considers creating a new ministerial portfolio for Energy and Climate Change.

(c) to request the Minister for the Environment (or if created following the successful adoption of paragraph (b), the new Minister for Energy and Climate Change) to –

- i. establish an independent, scientific Climate Council for Jersey with a composition, scope and focus that is proportionate to Jersey's size, the full terms of reference and membership of which should be agreed by the States following a detailed proposal brought forward by the Minister before the end of 2022;
- ii. bring forward a budget proposal for the Climate Council, to be agreed by the States before the end of 2022, and reviewed every 4 years to ensure that the Council is provided with appropriate funding;
- iii. present to the States, on behalf of the Climate Council, an annual report prepared autonomously by the council which reports on and evaluates the Government of Jersey's progress on reducing carbon emissions and the climate change policy initiatives being delivered by the Carbon Neutral Roadmap;
- iv. ensure that the membership of the Climate Council shall not include members of the States and must include:
 - (a) an odd number of members.
 - (b) a Chair chosen by the membership.
 - (c) one member with expertise in the field of Energy.
 - (d) one member with expertise in the field of Economics.
 - (e) one member with expertise in the field of Climate Technology; and
- v. ensure that the focus of the Climate Council includes (but is not necessarily limited to):
 1. providing independent science-based advice on setting and meeting carbon budgets and preparing for climate change.
 2. monitoring progress in reducing emissions and achieving carbon budgets and targets and recommending actions to keep Jersey on track.
 3. conducting independent analysis into climate change science, economics and policy.
 4. engaging with a wide range of organisations and individuals to share evidence and analysis.

(d) the Carbon Neutral Roadmap should be further amended in such respects as may be necessary consequent upon the adoption of paragraph (c).

REPORT

Summary

Resultant of the Environment, Housing and Infrastructure Scrutiny Panel's (hereafter 'the Panel') review of the Carbon Neutral Roadmap, the Panel has identified that no independent oversight process has been established for [P.74/2022](#) - Carbon Neutral Roadmap. The Panel has undertaken desktop research to consider best practice in relation to climate policy governance within other jurisdictions. Considering the outcomes evidenced through its research, in accordance with the terms of reference for its review, the Panel is proposing this amendment to P.74/2022 to address the gap which has been identified. The Panel's amendment seeks to enable the creation of an independent, scientific council; the membership, composition and size of which would be determined by the Government of Jersey (GoJ) as a proportionate undertaking for Jersey as a small island.

The independent, scientific council will enhance the governance and oversight of the long-term delivery of the Carbon Neutral Roadmap through providing weight and accountability to climate policy processes. It will enhance the governance framework already proposed by P.74/2022 to further the commitment and accountability of the Roadmap over the long-term. Fundamentally, it will assist in keeping the GoJ on track to meet its climate objectives and to hold the GoJ accountable.

Background and context

P.74/2022 proposes the high-level carbon reduction policies for the next four years (2022-2025) and a pathway between 2022-2050 for Jersey's journey to net-zero carbon emissions by 2050.

Considering the extended timeline for the Carbon Neutral Roadmap workstream; the development, implementation and delivery of policies will expand multiple Government terms. Moreover, policies will need to be coordinated across different layers of Government, as well as across the public and private sectors. During this time, climate technology²⁷⁷ will continue to advance and the policies and delivery plans will need to be continually updated in line with scientific and technological advancements, as well as Jersey's societal and economic commitments.

The policy systems developed and implemented must aim to reconcile short-term mitigation actions with long-term goals, while tracking progress to remain on course. Moreover, to be ultimately effective, the ongoing policy decisions must not only be based on the up-to-date scientific knowledge but should also allow for public and stakeholder participation to enhance transparency and societal support for what is an economy-wide undertaking.

In light of the above, many jurisdictions have implemented:

1. **framework climate laws** - climate laws formalise government processes, often enshrining iterative cycles for policy-making, planning and progress monitoring, and assigning responsibilities to new or existing institutions.
2. **national advisory bodies** - broaden the scope of stakeholder consultation and, especially in the case of independent, scientific councils, inject evidence-based input into policy formulation.

²⁷⁷ [What are climate technologies?](#)

Technologies that we use to address climate change are known as climate technologies. Climate technologies that help us reduce GHGs include renewable energies such as wind energy, solar power and hydropower. To adapt to the adverse effects of climate change, we use climate technologies such as drought-resistant crops, early warning systems and sea walls. There are also 'soft' climate technologies, such as energy-efficient practices or training for using equipment.

Types of national advisory bodies

A commissioned 2021 report²⁷⁸ by the European Environment Agency (EEA) provides a comprehensive mapping of 57 national climate change advisory bodies in its 32 member countries, including in the United Kingdom, and provides analysis of their national governance contexts. All 57 advisory bodies can be grouped into four types based on their composition and connections to government:

1. **Independent, scientific councils** (are autonomous and consist solely of scientific experts).
2. **In-house scientific advisory bodies** (are formal governmental bodies that engage/employ scientific experts to advise).
3. **Stakeholder engagement platforms** (are independent stakeholder engagement and advisory forums and provide opportunity for input from civil society, private sector and government).
4. **Stakeholder and/or inter-ministerial roundtables** (are positioned within or connected to government and therefore are not a fully independent or autonomous function).

It's the Panel's understanding that Jersey has utilised, and will continue to utilise within its proposed governance structure, some of the functions attributed to the above-mentioned bodies. The Panel has already observed this through the Climate Conversation and Citizens' Assembly on Climate Change process, to date. Whereby, an independent, Expert Advisory Panel on Climate Change was established to facilitate the process, as well as through the utilisation of numerous methods to involve stakeholder and civic engagement. Notwithstanding this, the Panel has observed that the governance framework for the long-term development and delivery of the Roadmap's climate policies does not propose any form of continued independent, scientific oversight or involvement.

Composition and focus of national advisory bodies

While the research of the EEA identifies that almost every European country has a national advisory body on climate change policy, these may differ greatly, in terms of composition and focus.

By May 2021, twelve countries had established independent scientific climate councils to varied degrees including the United Kingdom (typified as a truly independent, scientific climate advisory body), Denmark, Estonia, Finland, France, Greece, Ireland, Luxembourg, Netherlands, Norway, Sweden, Germany and Switzerland.

The size and available resources also vary across the independent scientific councils, with members ranging from 4 to 15, however, most councils purposefully encompass an odd number of members to mitigate deadlock of opinions. In addition, annual budgets vary significantly from EUR 200,000 to EUR 4 million.

During the Panel's review hearing with the Minister for the Environment, concern was raised by the Ministerial team regarding the cost impact of implementing such a council for Jersey.²⁷⁹ However, as previously mentioned, it is plausible to establish and operate such councils on varied budgets depending on their scope and size. As a result, when scoping an independent, scientific council for Jersey this can be factored in as a proportionate response relative to Jersey's small size. This approach has already proven possible through the establishment of the Expert Advisory Panel for the Citizens' Assembly on Climate Change which had a 6-member membership. The expert advisory panel to the Citizens' Assembly on Climate Change cost £22,000 (based on payments of £500 per day to 5 members of the expert panel)²⁸⁰.

²⁷⁸ [European Environment Agency \(EEA\) – Climate Governance Systems in Europe: the role of national advisory bodies](#)

²⁷⁹ [Transcript – Review Hearing with the Minister for the Environment – Pg.20 -25](#)

²⁸⁰ Public Accounts Committee Report 'Use and Operation of Citizens' Panels, Assemblies and Juries in Jersey' [[P.A.C.1/2022](#)]

It is noted in the EEA report that the establishment of an independent, scientific council does not make any existing stakeholder platforms and/or inter-ministerial roundtables obsolete. As a result, many jurisdictions have established numerous bodies with overlapping competencies. However, the research has revealed that independent, scientific councils do provide unique added-value for evidence-based policy making and accountability.

The Panel notes that Jersey's Roadmap proposes the establishment of a Carbon Neutral Network (previously the Carbon Neutral Alliance) to facilitate further stakeholder engagement and policy development work which will be implemented by the Minister for the Environment upon the Assembly's agreement of the Carbon Neutral Roadmap. Therefore, as evidenced within the research, the establishment of an independent, scientific council for Jersey will provide added value, while the proposed Carbon Neutral Network will maintain its relevance and function for stakeholder engagement.

Why Jersey should establish an independent, scientific council

The EEA's research identified that beginning with the Climate Change Committee²⁸¹ in the United Kingdom in 2008 and accelerating in the lead-up and years following the adoption of the Paris Agreement, independent, scientific climate councils are increasing across Europe.

Independent, scientific climate councils, are composed solely of scientific experts in a range of topics, including climate science, economics and political and behavioural science. The work of these independent scientific councils is conducted outside government and viewed as fully autonomous; they are often mandated specifically to serve an oversight role.

Based on their mandates, independent scientific climate councils appear to serve three key functions in a governance context:

1. **Watchdogs:** act as policy monitors, adding weight and accountability to climate policy processes through policy evaluation and targeted quality checks.
2. **Advisors:** seek to improve climate policy by providing scientific guidance and making concrete policy recommendations.
3. **Convenors:** engage stakeholders and/or private citizens through formal or informal channels to broaden climate policy discourse.

Benefits of independent, scientific councils

Evidence suggests that of the four types of advisory bodies, independent, scientific councils provide tangible advantages including the following:

- the provision of **reliable, evidence-based recommendations**.
- there may be a **greater perceived objectivity of policy assessments** conducted by scientific councils compared to advisory bodies that include government officials or stakeholders with private interests.
- working outside government, they are often **viewed by civil society as credible monitors of progress** towards a country's climate aims (a check on government action or inaction).
- generally **observed in countries having more robust climate governance systems** overall, in most cases enshrined in overarching framework laws.
- can be positioned to **enhance the accountability of a national governance system**.
- there is a high potential for **cross-border coordination and exchange**.
- there is a large appetite for **continued good practice exchange** as advisory bodies begin to take on additional responsibilities and roles against the backdrop of EU-level developments.

²⁸¹ [The United Kingdom's Climate Change Committee](#)

- advisory body representatives emphasised the potential **value of a continuous dialogue on evaluation methodologies, pooling resources and data** as well as the **weight and added legitimacy** that a European network of climate advisors would have in EU policy circles.

Barriers to effectiveness of independent, scientific councils

The Panel is mindful that barriers to the effectiveness of an independent, scientific council also exist and raises awareness that the evidence suggests that this is only as strong as the associated governance context allows. Therefore, to achieve the benefit of such councils, the following barriers must be understood and accordingly addressed by the GoJ:

- **Effectiveness depends on several factors**, including its composition, mandate, capacity and overall visibility in the climate policy discourse.
- **Resource constraints** were found to be one of the primary barriers to policy impact.
- The **level of funding** directly influences the size of the supporting staff, operating capacity, depth of analysis carried out and capacity to engage with stakeholders.
- Numerous climate councils are **unable to provide the quantitative detail** they would like when it comes to policy evaluations and assessment of projected policy impact, both of which require in-depth analysis or modelling.
- The specific (or unspecific) nature of the **mandate influences the degree of influence** that councils have in policy formulation, as well as their overall effectiveness in keeping governments on track and holding them accountable.

Notwithstanding the barriers noted above, it has been evidenced throughout jurisdictions that through establishing a specific mandate, with concrete tasks, reporting requirements, and timeframes within which to provide science-based input - that an independent, scientific council can have an impactful role in the climate policy process.

Jersey's proposed approach to governance

P.74/2022 proposes that internal steps will be taken for governance and accountability of the Roadmap over the long term. However, the Panel is not aware of any independent oversight, monitoring and reporting being proposed. Though, the following is being proposed within the Roadmap to enhance commitment and accountability:

- the establishment of a Ministerial Portfolio with responsibility for Energy and Climate change to oversee the planned energy market review, which will need to ensure Jersey's statutory and regulatory framework remains fit-for-purpose in a new energy future to balance energy affordability, sustainability, and security of supply issues.
- a new Standing Scrutiny Panel on Energy and Climate Change is recommended to underpin commitment to the Carbon Neutral Roadmap.
- revised programme governance and management arrangements will be in place. This includes a new Programme Office in SPPP and a review planned for 2026.
- a Carbon Neutral Network will be created which will be coordinated by the Programme Office to facilitate further stakeholder engagement and policy development.

The Carbon Neutral Roadmap outlines the following structure for improving commitment to the process:

Committing to the Carbon Neutral Roadmap			
Transparent Reporting	International commitment	Leadership from Government	Strengthening civic voice
Greenhouse gas emissions published annually with commentary on progress against trajectory	Extension of the UK's ratification of the Paris Agreement on Climate Change to Jersey	Establish a Ministerial portfolio with responsibility for Energy and Climate Change	Establish a mechanism to take a representative snapshot of citizens' views about progress in delivering the Roadmap, no later than 2028 and at least once a decade until 2050
Improved sustainability reporting for Government and public sector agencies	Continued compliance with existing international agreements	Commitment to meet the identified milestones and take the preparatory steps needed to meet future milestones, and to publish a projection of progress	Invest in building civic and business capacity and leadership on decarbonisation
Commitment to high quality Environmental Social and Governance reporting by Jersey businesses	Extension of other relevant treaties (including Kigali amendment to Montreal Protocol)	Commitment to publish an updated delivery plan after each general election	Introduction of a small grants scheme to invest in grassroots action to tackle climate change
Underpinned by a new Standing Scrutiny Review Panel on Energy and Climate Change			

Figure 11: Summary of proposed commitment devices required for the Carbon Neutral Roadmap

Purpose of the Panel's amendment

On reviewing the proposals for governance in the Roadmap, the Panel raises concern that no formal framework for independent, scientific oversight is being proposed for the complete term of the Roadmap, therefore it appears that the GoJ will be 'marking its own homework' in respect of this aspect of the delivery of the Roadmap's objectives between 2022 -2050.

The Panel is of the opinion that for effective governance to be achieved, benchmarking is fundamental to that process. This should involve the comparison of Jersey's governance framework (structures and processes) with best practice in other jurisdictions. The EEA's report provides an overview of each jurisdiction's governance systems ([Pg.54 of EEA's Report](#)) and the full typology of national climate change advisory bodies ([Pg.62 of EEA's Report](#)). This research could be a useful baseline on which to benchmark Jersey's existing or proposed governance structure with best practice. The Panel notes that the United Kingdom's Climate Change Committee has been typified within the research as a truly independent, scientific climate advisory body. Essentially, it is regarded as the gold standard for independent, scientific councils on which other jurisdictions are founding their councils, however, with a scope and focus that is proportionate and appropriate for their jurisdiction.

On observing the Citizens' Assembly on Climate Change process, the Panel highlights that the process undertaken to date to develop the Carbon Neutral Roadmap has involved an independent, Expert Advisory Panel, which would not be dissimilar to the type of independent, scientific council that the Panel is proposing through its amendment to P.74/2022. The Panel highlights the importance of maintaining the same level of scientific contribution and oversight going forward, considering that with the Assembly's approval of the Carbon Neutral Roadmap, Jersey's transition to net-zero will effectively only be the start of a long journey. As such, the same level of commitment, expertise and oversight should be afforded over the long-term to ensure as robust a governance framework as possible.

The Panel raised the importance of an independent, scientific body for Jersey to receive expert advice, monitoring and reporting for the delivery of the Carbon Neutral Roadmap during its public review hearing with the Minister for the Environment and explored further whether any consideration had been given to the merits, or otherwise, of implementing an independent, scientific body for Jersey to oversee this workstream. From the evidence observed during the hearing it appears that the Minister for the Environment is satisfied with the governance structure as proposed within the Carbon Neutral Roadmap; whereby a new Ministerial portfolio for Energy and Climate Change, underpinned by a new

standing Scrutiny Panel is proposed to hold the Government to account on the long-term delivery of the workstream.²⁸²

The Panel is not discounting that Ministers, Government departments (including Strategic Policy, Planning and Performance), as well as Scrutiny, will indeed have a key role to play in oversight of the continued policy development and delivery of the Carbon Neutral Roadmap. However, it notes that a standing Scrutiny Review Panel will likely not encompass the expertise of a specially established scientific oversight body such as the Climate Change Committee in the UK, and indeed would have its own very different role to play, in any case.

Therefore, a separate, independent, non-political body comprising the relevant expertise will instead enhance the overall governance and accountability of the process over the long-term policy cycle. Particularly, given that the nature of the long-term policy ambition will stretch over multiple political terms of government, arguably making ongoing, scientifically-orientated and independent oversight difficult or inconsistent if the oversight body was wholly political in its membership. In addition to this, due consideration would need to be given to the resourcing of a new standing Scrutiny panel which in any case would need to consider States Member availability and associated increases in staffing and Scrutiny budget.

Taking on board the above considerations, and without certainty in respect of resourcing, the Panel is unconvinced that reliance on the Scrutiny function as the only form of independent governance and oversight is neither sufficient, nor appropriate, in this circumstance.

Research has identified that together with framework climate legislation, an autonomous group of experts can help guide mitigation and adaptation planning. It has been recognised that despite the barriers highlighted within this report that independent, scientific climate councils add unique value to national governance of climate action. Moreover, in many jurisdictions, independent, scientific councils have proven to enhance transparency and accountability of existing government structures.

Conclusion

The Panel emphasises that through its amendment to P.74/2022 to create an independent, scientific climate council for Jersey, the transparency and accountability of Jersey's existing governance structure can be enhanced.

As previously mentioned, it is important to note that research has identified that the effectiveness of an independent, scientific council is only as effective as its governance context allows. Therefore, its effectiveness will depend on numerous factors including its composition, mandate, capacity and overall visibility in the climate policy discourse. In addition, available resources and funding will influence the council's capacity and resultant impact. This must be understood and accordingly addressed by the GoJ, should the Assembly choose to support and adopt this amendment.

Financial and manpower implications

The manpower implications in accepting this amendment will involve commissioning Government Officials to determine options for establishing an independent, scientific climate council that is proportionate to Jersey as a small island.

The financial implications of establishing such a council for Jersey will be dependent on the scope and focus of the council including its membership, composition and size. In addition to the financial implications to fund the membership of the council, further secretariat resource would be required to facilitate the council's work.

²⁸² [Transcript – Review Hearing with the Minister for the Environment – Pg.20 -25](#)

As explored earlier in this report, the budget for an independent, scientific council need not be an overly costly undertaking, if implemented in a proportionate manner. The expert advisory panel to the Citizens' Assembly on Climate Change cost £22,000 (based on payments of £500 per day to 5 members of the expert panel)²⁸³. Although, it is accepted that the scope and operating context of a newly formed scientific council would be slightly different to that process, the Panel considers that establishing such a robust and independent governance framework would nevertheless bring considerable benefit to justify the additional cost.

As a result of revisions that were made to the proposed policy package for 2022-2025, the Vehicle Scrappage Incentive scheme will not be taken forward during 2022-2025 which has resulted in £410,000 available funding for that term. The Minister has advised²⁸⁴ the Panel this funding has been reallocated to policies HT3 ('Energy Performance Certificates'), TR1 ('Speeding up adoption of electric vehicles'), and TR3 ('Supporting transition fuels'). However, the Panel is of the view that consideration could also be given to whether there is scope to reallocate the funds (at least in part) to the establishment of a climate council. Should this not be achievable, the Panel proposes that the Minister for the Environment seeks to secure additional funding from revenue allocated to the Climate Emergency Fund, and/or by raising a further funding bid in the next Government Plan 2023. It being noted that, if successful in its adoption, this amendment would also require a budget for the climate council to be approved by the States Assembly, in the first instance.

²⁸³ Public Accounts Committee Report 'Use and Operation of Citizens' Panels, Assemblies and Juries in Jersey' [P.A.C.1/2022]

²⁸⁴ [Minister for the Environment – Response to Written Questions – 28 March 2022](#)

Appendix 3

Government's Response to Citizens' Assembly Recommendations

When considering the GoJ's response²⁸⁵ to the Citizens' Assembly recommendations, it is the Panel's understanding that the following recommendations align with the policies in the final version of the Carbon Neutral Roadmap (view the GoJ response²⁸⁶ for further detail on how the recommendations align):

Strategic policy two: Island energy market

Transport:

- Recommendation T1:g - Investigate introduction of hydrogen powered vehicles. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation T1:f - Investigate glass/solar roads (roads that generate renewable energy, as used in Denmark) for the main arterial roads. (REJECT)

Heating, cooling and cooking:

- Recommendation H1:b - Amend planning restrictions to promote the early adoption of renewable energy (e.g., solar panels) and carbon reduction measures (e.g., new windows). (ACCEPT)
- Recommendation H3:c - Give fuel suppliers until 2025 to change to a renewable energy supply. Current oil customers have to change to Hydrotreated Vegetable Oil (HVO) fuel by 2025 as an interim measure until their heating/cooking/boiler needs replacing. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation H4:b - Government to commission a feasibility study to explore the potential for shared community micro-renewables across Jersey (including a survey of willingness to participate in community schemes) - to be complete by end of 2022. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation H5:b - Immediately ensuring the availability of domestic and other building infrastructure that has been adapted to work with Hydrotreated Vegetable Oil instead of high carbon fuels and that it's affordable to people (e.g., subsidy to encourage uptake). (ACCEPT)
- Recommendation H5:c - Government using its powers (e.g., taxation and incentives) to enable the transition to sustainable biofuels such as Hydrotreated Vegetable Oils in as short a time as possible and no later than by 2025 (e.g., upgrading systems when they are serviced and supporting the industry to be ready for this). (ACCEPT)
- Recommendation H5:a - An end to importing high-carbon diesel by 2030 or sooner and ensuring that there is sufficient Hydrotreated Vegetable Oil for the Island's energy needs. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation H5:d - Government must seriously and regularly explore the prospect of Jersey-based renewable energy generation infrastructure (including tidal energy infrastructure) and work with energy companies to invest in it - cost should not be an excuse (UNDER CONSIDERATION MEDIUM/LONG TERM)

²⁸⁵ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

²⁸⁶ [Ministerial Response to the Citizens' Assembly Recommendations – Second Response](#)

- Recommendation H5:f - Plan for diversification of energy sources through competition and collaboration. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation H5:e Promoting self-sustainability from renewable energy sources to reduce dependency on French grid - becoming a world leader (perhaps together with other Channel Islands).(UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation H6:c - The Government to introduce legislation banning new carbon heavy heating systems with the ban to come into force by 2025. Ensure the transition to less heavy heating systems is efficient and sustainable by the use of Hydrotreated Vegetable Oils, green gas or similar fuels as an alternative until the end of the life of the current heating system (ACCEPT)

Sustainable Finance:

- Recommendation SF:2 - Jersey as a pioneer and global leader in sustainable finance. (ACCEPT)

Strategic policy three: financing strategy

Transport:

- Recommendation T1:a - Government should provide funding to subsidise and facilitate the new technologies and investigate carbon reduction systems for fossil fuel vehicles (ACCEPT)
- Recommendation T1:d - Reintroduce car tax (yearly) for certain types of vehicles based on emissions and size (ACCEPT)
- Recommendation T1:b - No General Sales Tax or import duty on electric vehicles including bikes (REJECT)
- Recommendation T2:e - Implement means tested grant and/or tax relief system for low income families and small businesses to purchase electric vehicles or other low carbon transport from 2022/3. (ACCEPT)
- Recommendation T2:d - Remove import taxes and other applicable taxes for electric vehicles in 2022. Introduce punitive import taxes on second-hand petrol and diesel vehicles. (REJECT)
- Recommendation T4:b - Reduce the number of personal air travel trips targeting frequent flyers using a quota system that gets more expensive the more you do it. This applies to fossil-fuelled aircraft (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation T5:d - By 2025, provide free access to bikes, including e-bikes, to incentivise use (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation T7:j - Government facilitating a viable second hand electric vehicles market (ACCEPT)
- Recommendation T7:k - 'Emissions' tax for visitors bringing fossil fuelled cars to the Island from 2024. (ACCEPT)

Heating, cooling and cooking:

- Recommendation H3:b - a) Immediately incentivise those with limited funds to speed up change. (ACCEPT)
- Recommendation H3:d - Immediately set up a rental scheme, interest free loans or partial grants for all types of solar/thermal panels for old and new buildings. New builds have to generate an agreed percentage of their own energy needs. (ACCEPT)
- Recommendation H6:d - The Government to provide means-tested incentives as soon as possible to encourage and support people to make their properties carbon neutral.

The Government to consider a full range of options such as grants, loans, subsidies, taxation measures, stamp duty and private finance such as green bonds. (ACCEPT)

- Recommendation H7:c - Government of Jersey to provide a range of different financial options and incentives which are means tested based on income, such as grants and loans (regulated lenders). Packages in place to help vulnerable people. Government of Jersey approved lenders for retrofit projects, targeted loan products for retrofit projects. Tax breaks for retrofit projects to incentivise builders and owners to prioritise this work. Contribution towards home energy audit, free for those on low incomes. (ACCEPT)

Strategic policy four: policy programme and development

Transport:

- Recommendation T2:c - Ensure an extensive Island-wide network of electric vehicle charging points by 2023. (ACCEPT)
- Recommendation T5:a - Immediately invest in our infrastructure - fix roads and create cycle lanes and pavements, ensuring an extensive connected network of walking and cycling routes across the Island (including connected green lanes in all parishes) and free safe, secure storage for bikes. Where appropriate, introduce separate cycle lanes and safe crossings, creating signage and a map (like the London tube map) and an app of all the walking and cycling routes across the Island. (ACCEPT)

TR1 - Speeding up adoption of electric vehicles

Transport:

- Recommendation T2:c - Ensure an extensive Island-wide network of electric vehicle charging points by 2023. (ACCEPT)
- Recommendation T2:e - Implement means tested grant and/or tax relief system for low income families and small businesses to purchase electric vehicles or other low carbon transport from 2022/3. (ACCEPT)
- Recommendation T2:a - Ban registration of new petrol/diesel vehicles (all personal and commercial vehicles) from 2025 that includes a scrappage scheme for diesel/petrol vehicles with particular emphasis on higher polluting vehicles. Introduce a special licence fee for “collector” vehicles that funds carbon-free future projects. (ACCEPT)
- Recommendation T2:b Ban all petrol/diesel vehicles (all personal and commercial vehicles) on the road by 2050 and build a secondary market of electric vehicles to support availability and affordability from now. (ACCEPT)
- Recommendation T5:f - By 2027, Government to restrict the size of cars in Jersey and the number of cars allowed. (ACCEPT)
- Recommendation T6:a Phase out fossil fuel cars. Ban registration of new petrol and diesel cars by 2025. Bring in emission-based MOTs and phase out the worst polluters. Replace fossil fuel diesel with biodiesel (HVO). Introduce appropriate financial support/ incentives for low income households to make their next car an electric vehicle. Hire car fleet to transition to electric vehicles by 2022. (ACCEPT)
- Recommendation T7:j - Government facilitating a viable second hand electric vehicles market (ACCEPT)
- Recommendation T7:p - Island-wide network of charging points for commercial vehicles. (ACCEPT)

- Recommendation T7:h - Free installation of domestic charge points where necessary by the Government to encourage a transition to electric vehicles. (ACCEPT)
- Recommendation T7:o - Every other Government, Parish, and commercial parking space to have an electric charging point. (REJECT)

TR3 – Supporting transition fuels

Transport:

- Recommendation T1:c - Introduce green fuel vouchers (ACCEPT)
- Recommendation T1:f - Mandate the most fuel efficient alternative for heavy goods vehicles where there is no electric vehicle alternative by 2025. (ACCEPT)
- Recommendation T6:a Phase out fossil fuel cars. Ban registration of new petrol and diesel cars by 2025. Bring in emission-based MOTs and phase out the worst polluters. Replace fossil fuel diesel with biodiesel (HVO). Introduce appropriate financial support/ incentives for low-income households to make their next car an electric vehicle. Hire car fleet to transition to electric vehicles by 2022. (ACCEPT)
- Recommendation T7:a - Government transport No longer buy or lease fossil fuel vehicles after 2024, technology permitting. A Government budget for green transport agreed by 2022. All diesel vehicles transition to lowest carbon alternative, where a no carbon alternative is not yet available. Have appropriately sized vehicles for purpose. Apply logistics to reduce unnecessary journeys. Limit number of cars within fleet. (ACCEPT)
- Recommendation T7:b - No longer buy or lease bus or coach fossil fuel vehicles after 2024, technology permitting. Company owned and privately owned taxis to transition by 2025. All diesel vehicles transition to lowest carbon alternative, where a no- carbon alternative is not yet available. Look at and learn from other successful electric bus services. Encourage regulated ride sharing schemes. Introduce bike taxis. (UNDER CONSIDERATION MEDIUM/LONG TERM)

Heating, cooling and cooking:

- Recommendation H5:b - Immediately ensuring the availability of domestic and other building infrastructure that has been adapted to work with Hydrotreated Vegetable Oil instead of high carbon fuels and that it's affordable to people (e.g., subsidy to encourage uptake). (ACCEPT)
- Recommendation H5:c - Government using its powers (e.g. taxation and incentives) to enable the transition to sustainable biofuels such as Hydrotreated Vegetable Oils in as short a time as possible and no later than by 2025 (e.g. upgrading systems when they are serviced and supporting the industry to be ready for this). (ACCEPT)

TR3b - Investigate potential for use of renewable content petrol and diesel in Jersey

Transport:

- Recommendation T1:c - Introduce green fuel vouchers (ACCEPT)
- Recommendation T1:f - Mandate the most fuel efficient alternative for heavy goods vehicles where there is no electric vehicle alternative by 2025. (ACCEPT)
- Recommendation T3:a - Working with public transport contractors to decarbonise their fleets by 2025, with contracts making sure that low emission technologies are mandatory and that all vehicles are updated to cleaner technologies (ACCEPT)

- Recommendation T6:a Phase out fossil fuel cars. Ban registration of new petrol and diesel cars by 2025. Bring in emission-based MOTs and phase out the worst polluters. Replace fossil fuel diesel with biodiesel (HVO). Introduce appropriate financial support/incentives for low-income households to make their next car an electric vehicle. Hire car fleet to transition to electric vehicles by 2022. (ACCEPT)
- Recommendation T7:b - No longer buy or lease bus or coach fossil fuel vehicles after 2024, technology permitting. Company owned and privately owned taxis to transition by 2025. All diesel vehicles transition to lowest carbon alternative, where a no- carbon alternative is not yet available. Look at and learn from other successful electric bus services. Encourage regulated ride sharing schemes. Introduce bike taxis. (UNDER CONSIDERATION MEDIUM/LONG TERM)

Heating, cooling and cooking:

- Recommendation H5:b - Immediately ensuring the availability of domestic and other building infrastructure that has been adapted to work with Hydrotreated Vegetable Oil instead of high carbon fuels and that it's affordable to people (e.g., subsidy to encourage uptake). (ACCEPT)

TR4 - Vehicle emissions duty

Transport:

- Recommendation T5:f - By 2027, Government to restrict the size of cars in Jersey and the number of cars allowed. (ACCEPT)
- Recommendation T6:a Phase out fossil fuel cars. Ban registration of new petrol and diesel cars by 2025. Bring in emission-based MOTs and phase out the worst polluters. Replace fossil fuel diesel with biodiesel (HVO). Introduce appropriate financial support/incentives for low-income households to make their next car an electric vehicle. Hire car fleet to transition to electric vehicles by 2022. (ACCEPT)

TR5 – End the importation and registration of petrol and diesel vehicles that are new to the Island from 2030

Transport:

- Recommendation T2:a - Ban registration of new petrol/diesel vehicles (all personal and commercial vehicles) from 2025 that includes a scrappage scheme for diesel/petrol vehicles with particular emphasis on higher polluting vehicles. Introduce a special licence fee for “collector” vehicles that funds carbon-free future projects. (ACCEPT)
- Recommendation T2:b Ban all petrol/diesel vehicles (all personal and commercial vehicles) on the road by 2050 and build a secondary market of electric vehicles to support availability and affordability from now. (ACCEPT)
- Recommendation T6:a Phase out fossil fuel cars. Ban registration of new petrol and diesel cars by 2025. Bring in emission-based MOTs and phase out the worst polluters. Replace fossil fuel diesel with biodiesel (HVO). Introduce appropriate financial support/incentives for low income households to make their next car an electric vehicle. Hire car fleet to transition to electric vehicles by 2022. (ACCEPT)
- Recommendation T6:e - Introduce a limit on the total number of private cars (including electric cars) on the Island and cars per household (as population increases.) This measure to be used if other policies fail to deliver a significant reduction in car use by 2025. (UNDER ACTIVE CONSIDERATION MEDIUM/LONG TERM)

TR6 – Roads law review

Transport:

- Recommendation T7:r - Government must develop legislation and regulation to support the development and maintenance of a green transport infrastructure (ACCEPT)

TR8 - Sustainable transport roadmap

Transport:

- Recommendation T3:f - Making information about public transport (as well as other sustainable transport options such as walking/cycling) available to everyone through public promotion, an integrated mobility app, and working with schools and others. (ACCEPT)
- Recommendation T3:d - Commit to an investigation into the viability of introducing trams. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation T5:a - Immediately invest in our infrastructure - fix roads and create cycle lanes and pavements, ensuring an extensive connected network of walking and cycling routes across the Island (including connected green lanes in all parishes) and free safe, secure storage for bikes. Where appropriate, introduce separate cycle lanes and safe crossings, creating signage and a map (like the London tube map) and an app of all the walking and cycling routes across the Island. (ACCEPT)
- Recommendation T5:e - By 2027, introduce monthly car free Sundays across the Island - designed to change the mindset of the population to establish Jersey as a walking and cycling Island. To be enforced by the police but with exceptions e.g., for emergencies, workers, and people with disabilities. (ACCEPT)
- Recommendation T5:b - By 2025, implement cycling education and training for all road users, starting within schools accompanied by courses for people of all ages and abilities. On completion of training participants receive free registration and cycle insurance. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation T5:c - By 2025, legislate for a walking and cycling first transport model (aligned with the education programme) (ACCEPT)
- Recommendation T6:b - Provide safe, convenient, and affordable alternatives. Trial and then introduce on-demand transport services to reduce car dependence. Support car-sharing to support reduction in single passenger car journeys (e.g., through car sharing app, businesses incentivising employees to car share). Invest in the best possible public transport service we can provide (in terms of routes, frequency, cost, clean technology) (ACCEPT)
- Recommendation T7:a - Government transport No longer buy or lease fossil fuel vehicles after 2024, technology permitting. A Government budget for green transport agreed by 2022. All diesel vehicles transition to lowest carbon alternative, where a no carbon alternative is not yet available. Have appropriately sized vehicles for purpose. Apply logistics to reduce unnecessary journeys. Limit number of cars within fleet. (ACCEPT)
- Recommendation T7:c - No longer buy or lease fossil fuel vehicles after 2024. (ACCEPT)
- Recommendation T7:d - All diesel vehicles transition to lowest carbon alternative, where a no-carbon alternative is not yet available. (ACCEPT)
- Recommendation T7:g - No longer buy or lease new fossil fuel vehicles after 2025 (ACCEPT)

- Recommendation T7:l - Encourage community car ownership or sharing. (ACCEPT)
- Recommendation T7:b - No longer buy or lease bus or coach fossil fuel vehicles after 2024, technology permitting. Company owned and privately owned taxis to transition by 2025. All diesel vehicles transition to lowest carbon alternative, where a no- carbon alternative is not yet available. Look at and learn from other successful electric bus services. Encourage regulated ride sharing schemes. Introduce bike taxis. (UNDER CONSIDERATION MEDIUM/LONG TERM)

TR9 – Bus service development trials

Transport:

- Recommendation T1:e - Source electric minibuses and introduce a bus mobility app (UNDER ACTIVE CONSIDERATION – SUSTAINABLE TRANSPORT ROADMAP)
- Recommendation T3:a - Working with public transport contractors to decarbonise their fleets by 2025, with contracts making sure that low emission technologies are mandatory and that all vehicles are updated to cleaner technologies (ACCEPT)
- Recommendation T3:b - Government to subsidise public transport fares so that there's an affordable rate for all passengers (e.g., £1 or incentivisation) and that young people and students can travel for free (and making sure that people know about it through effective promotion) (ACCEPT)
- Recommendation T3:c - Serving all communities with the help of new accessible electric minibuses which provide more bus routes and more frequent services, especially in rural parishes, regardless of the immediate viability of each individual route. (ACCEPT)
- Recommendation T3:e - Bus and minibus services to be designed around Islanders' needs such as connecting to ferry, school times, church services, night shifts, hospital visits, flights, hospitality, etc. (ACCEPT)
- Recommendation T6:b - Provide safe, convenient, and affordable alternatives. Trial and then introduce on-demand transport services to reduce car dependence. Support car-sharing to support reduction in single passenger car journeys (e.g., through car sharing app, businesses incentivising employees to car share). Invest in the best possible public transport service we can provide (in terms of routes, frequency, cost, clean technology) (ACCEPT)
- Recommendation T6:d - Decarbonise school transport by 2022. Provide free shared transport to and from school for children from all parishes, coupled with car-free zones outside schools during drop-off and pick-up times. Provide free Evie bike and scooter hubs at secondary schools and parish halls (UNDER ACTIVE CONSIDERATION – SUSTAINABLE TRANSPORT ROADMAP)
- Recommendation T7:s - Review of bus routes and timetables to provide a comprehensive network fit for purpose) (ACCEPT)

TR10 – Active travel

Transport:

- Recommendation T5:a - Immediately invest in our infrastructure - fix roads and create cycle lanes and pavements, ensuring an extensive connected network of walking and cycling routes across the Island (including connected green lanes in all parishes) and free safe, secure storage for bikes. Where appropriate, introduce separate cycle lanes and safe crossings, creating signage and a map (like the London tube map) and an app of all the walking and cycling routes across the Island. (ACCEPT)

- Recommendation T6:b - Provide safe, convenient, and affordable alternatives. Trial and then introduce on-demand transport services to reduce car dependence. Support car-sharing to support reduction in single passenger car journeys (e.g., through car sharing app, businesses incentivising employees to car share). Invest in the best possible public transport service we can provide (in terms of routes, frequency, cost, clean technology) (ACCEPT)
- Recommendation T7:m - Provide an Island-wide network of designated routes for walking and cycling. (ACCEPT)

TR11 – Emissions from aviation and marine transport

Transport:

- Recommendation T1:f - Mandate the most fuel efficient alternative for heavy goods vehicles where there is no electric vehicle alternative by 2025. (ACCEPT)
- Recommendation T4:b - Reduce the number of personal air travel trips targeting frequent flyers using a quota system that gets more expensive the more you do it. This applies to fossil-fuelled aircraft (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation T7:b - No longer buy or lease bus or coach fossil fuel vehicles after 2024, technology permitting. Company owned and privately owned taxis to transition by 2025. All diesel vehicles transition to lowest carbon alternative, where a no- carbon alternative is not yet available. Look at and learn from other successful electric bus services. Encourage regulated ride sharing schemes. Introduce bike taxis. (UNDER CONSIDERATION MEDIUM/LONG TERM)

HT1 – Supporting low carbon heating systems and home insulation

Heating, cooling and cooking:

- Recommendation H1:f - Immediately revise residential tenancy law to ensure that costs of energy efficiency measures may not be passed on to the tenant and to ensure that the tenant does not have legal powers to oppose energy efficient refurbishment. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation H2:c - The Government provides subsidies and incentives (e.g., grants, low-cost loans, tax breaks) to be implemented on a time sensitive sliding scale, to help pay for attaining at least the minimum standard required for the Energy Performance Certificate (EPC). Once the EPC is completed the incentive value starts high then decreases as time passes. (ACCEPT)
- Recommendation H5:a - An end to importing high-carbon diesel by 2030 or sooner and ensuring that there is sufficient Hydrotreated Vegetable Oil for the Island's energy needs. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation H6:d - The Government to provide means-tested incentives as soon as possible to encourage and support people to make their properties carbon neutral. The Government to consider a full range of options such as grants, loans, subsidies, taxation measures, stamp duty and private finance such as green bonds. (ACCEPT)
- Recommendation H6:b - All existing commercial properties to be retrofitted to be carbon neutral by 2030, with offsets where this is not possible, and with grants provided for small business owners on a means-tested basis to enable retrofitting. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation H7:c - Government of Jersey to provide a range of different financial options and incentives which are means tested based on income, such as grants and loans (regulated lenders). Packages in place to help vulnerable people. Government

of Jersey approved lenders for retrofit projects, targeted loan products for retrofit projects. Tax breaks for retrofit projects to incentivise builders and owners to prioritise this work. Contribution towards home energy audit, free for those on low incomes. (ACCEPT)

HT2 – Update building bye-laws

Heating, cooling and cooking:

- Recommendation H1:d - Monitor and update standards continually to reflect technological developments.(ACCEPT)
- Recommendation H1:a - Immediately revise the Jersey Building Standards to ensure that all new builds are carbon neutral by 2023. (ACCEPT)
- Recommendation H3:g - Introduce regulations that eliminate old, outdated building practices by 2025. (ACCEPT)
- Recommendation H5:a - An end to importing high-carbon diesel by 2030 or sooner and ensuring that there is sufficient Hydrotreated Vegetable Oil for the Island's energy needs. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation H6:a - Government to immediately adopt globally recognised best practice and standards for all new and existing government and commercial buildings to achieve carbon neutrality. (ACCEPT)
- Recommendation H6:c - The Government to introduce legislation banning new carbon heavy heating systems with the ban to come into force by 2025. Ensure the transition to less heavy heating systems is efficient and sustainable by the use of Hydrotreated Vegetable Oils, green gas or similar fuels as an alternative until the end of the life of the current heating system (ACCEPT)

HT3 – Energy Performance Certificates

Heating, cooling and cooking:

- Recommendation H1:c - Introduce by January 2023 a mandatory Energy Performance Certificate Scheme for all buildings which must be completed by 2025, or on the sale or rental of the property, if earlier. Use the scheme to ensure carbon neutrality across all buildings by 2030. (ACCEPT)
- Recommendation H1:f - Immediately revise residential tenancy law to ensure that costs of energy efficiency measures may not be passed on to the tenant and to ensure that the tenant does not have legal powers to oppose energy efficient refurbishment. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation H2:a - The Government of Jersey to devise an asset survey to be included within the annual rates return. The survey should include: Is it a rental property, what fuels are used for heating/cooking and the type of glazing/ insulation etc. To be distributed with the next parish rates return and collated by June of 2022. To provide the Government of Jersey with a comprehensive database. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation H2:b - Legislation for rental properties to include Energy Performance Certificate (EPC's) with properties required to meet a minimum grade before being leased. EPC's to be implemented for both commercial and residential properties. All rental properties to have this in place by 2025. Penalties for nonconformity to the legislation. Penalties to be ring-fenced for use to upgrade/ retrofit Island owned heritage/ historic buildings. Legislation to ensure costs are not passed

on to tenants, as well as legislation to ensure tenants are not unduly prejudiced. (ACCEPT)

- Recommendation H2:c - The Government provides subsidies and incentives (e.g., grants, low-cost loans, tax breaks) to be implemented on a time sensitive sliding scale, to help pay for attaining at least the minimum standard required for the Energy Performance Certificate (EPC). Once the EPC is completed the incentive value starts high then decreases as time passes. (ACCEPT)
- Recommendation H3:g - Introduce regulations that eliminate old, outdated building practices by 2025. (ACCEPT)
- Recommendation H4:a - Government to immediately fund energy audits to determine options for shared measures and economies of scale. (ACCEPT)
- Recommendation H6:b - All existing commercial properties to be retrofitted to be carbon neutral by 2030, with offsets where this is not possible, and with grants provided for small business owners on a means-tested basis to enable retrofitting. (UNDER CONSIDERATION MEDIUM/LONG TERM)
- Recommendation H6:e - Make compulsory energy certificates that include both energy performance and carbon footprint by 2025 on all buildings. (ACCEPT)
- Recommendation H7:c - Government of Jersey to provide a range of different financial options and incentives which are means tested based on income, such as grants and loans (regulated lenders). Packages in place to help vulnerable people. Government of Jersey approved lenders for retrofit projects, targeted loan products for retrofit projects. Tax breaks for retrofit projects to incentivise builders and owners to prioritise this work. Contribution towards home energy audit, free for those on low incomes. (ACCEPT)
- Recommendation H7:e - Government Trading Standards and Building Control to promote, educate and enforce on quality of products and workmanship to avoid inferior retrofitting. (ACCEPT)
- Recommendation H7:a - All residential houses to have an Energy Performance Certificate from an approved supplier, together with a costed action plan by 2025 to achieve carbon neutrality. Clear guidance to be provided for all types of construction materials, including listed buildings. (ACCEPT)

Other on and off-Island emissions

Transport:

- Recommendation T4:c - Increase the self sustainability of the Island to reduce the need for air and sea freight of goods (ACCEPT)
- Recommendation T4:d - Education that emphasises wider benefits of a reduction in travel to achieve a change in mindset and culture (ACCEPT)

Heating, cooling and cooking:

- Recommendation H3:a - Educate the residents in 2022, or sooner, on the costs and benefits of studying, living, and working in a carbon neutral community, starting with young people. Organise accessible multigenerational events on different platforms to reduce fear and increase understanding (ACCEPT)
- Recommendation H4:f - Government to appoint paid Community liaison officers (one per Parish) to lead implementation, building trust, supporting communities, education and promoting opportunities. They should act as a bridge between community and technical experts (ACCEPT)

OE2 – Construction sector emissions

Transport:

- Recommendation T4:c - Increase the self sustainability of the Island to reduce the need for air and sea freight of goods (ACCEPT)
- Recommendation T4:d- Education that emphasises wider benefits of a reduction in travel to achieve a change in mindset and culture (ACCEPT)

Heating, cooling and cooking:

- Recommendation H3:g - Introduce regulations that eliminate old, outdated building practices by 2025. (ACCEPT)

OE3 – Agricultural sector emissions

Transport:

- Recommendation T4:c - Increase the self sustainability of the Island to reduce the need for air and sea freight of goods (ACCEPT)
- Recommendation T4:d- Education that emphasises wider benefits of a reduction in travel to achieve a change in mindset and culture (ACCEPT)

OE4 – Emissions from waste and water management

Transport:

- Recommendation T4:c - Increase the self sustainability of the Island to reduce the need for air and sea freight of goods (ACCEPT)
- Recommendation T4:d- Education that emphasises wider benefits of a reduction in travel to achieve a change in mindset and culture (ACCEPT)

OE5 – F-gas emissions

Transport:

- Recommendation T4:c - Increase the self sustainability of the Island to reduce the need for air and sea freight of goods (ACCEPT)
- Recommendation T4:d- Education that emphasises wider benefits of a reduction in travel to achieve a change in mindset and culture (ACCEPT)

OE6 – Delivering a sustainable finance framework

Transport:

- Recommendation T4:c - Increase the self sustainability of the Island to reduce the need for air and sea freight of goods (ACCEPT)
- Recommendation T4:d- Education that emphasises wider benefits of a reduction in travel to achieve a change in mindset and culture (ACCEPT)

Heating, cooling and cooking:

- Recommendation H6:d - The Government to provide means-tested incentives as soon as possible to encourage and support people to make their properties carbon neutral. The Government to consider a full range of options such as grants, loans, subsidies, taxation measures, stamp duty and private finance such as green bonds.(ACCEPT)

- Recommendation H7:c - Government of Jersey to provide a range of different financial options and incentives which are means tested based on income, such as grants and loans (regulated lenders). Packages in place to help vulnerable people. Government of Jersey approved lenders for retrofit projects, targeted loan products for retrofit projects. Tax breaks for retrofit projects to incentivise builders and owners to prioritise this work. Contribution towards home energy audit, free for those on low incomes. (ACCEPT)

Sustainable Finance:

- Recommendation SF:2 - Jersey as a pioneer and global leader in sustainable finance. (ACCEPT)

EN1 - Decarbonising Government of Jersey

Transport:

- Recommendation T7:a - Government transport no longer buy or lease fossil fuel vehicles after 2024, technology permitting. A Government budget for green transport agreed by 2022. All diesel vehicles transition to lowest carbon alternative, where a no carbon alternative is not yet available. Have appropriately sized vehicles for purpose. Apply logistics to reduce unnecessary journeys. Limit number of cars within fleet. (ACCEPT)
- Recommendation T7:e - Encourage flexible working hours to reduce congestion and high carbon emissions at peak times. (ACCEPT)
- Recommendation T7:n - Encourage flexible working to enable greener transport choices to be made. (ACCEPT)

Heating, cooling and cooking:

- Recommendation H2:d - Government buildings should be the example for landlords to follow, by setting the standard and conducting surveys of their own buildings. (ACCEPT)
- Recommendation H4:e - Require all community Government/Parish owned buildings to include renewables (UNDER CONSIDERATION MEDIUM/LONG TERM)

EN2 - Create a Carbon Neutral Network

Transport:

- Recommendation T7:e - Encourage flexible working hours to reduce congestion and high carbon emissions at peak times. (ACCEPT)
- Recommendation T7:n - Encourage flexible working to enable greener transport choices to be made. (ACCEPT)

Heating, cooling and cooking:

- Recommendation H3:a - Educate the residents in 2022, or sooner, on the costs and benefits of studying, living, and working in a carbon neutral community, starting with young people. Organise accessible multigenerational events on different platforms to reduce fear and increase understanding (ACCEPT)
- Recommendation H4:f - Government to appoint paid Community liaison officers (one per Parish) to lead implementation, building trust, supporting communities, education and promoting opportunities. They should act as a bridge between community and technical experts (ACCEPT)

EN3 - Developing supply chains and on-Island skills for a sustainable economy

Transport:

- Recommendation T4:c - Increase the self sustainability of the Island to reduce the need for air and sea freight of goods (ACCEPT)
- Recommendation T4:d- Education that emphasises wider benefits of a reduction in travel to achieve a change in mindset and culture (ACCEPT)

Heating, cooling and cooking:

- Recommendation H3:e - Immediately identify the gap in key skills and stay up to date with new technologies to enable a carbon neutral Jersey. Government to provide funding for apprenticeships and upskilling existing work force on a continuing basis for any age during the transition period and beyond. Partner apprentices from Highlands College with existing and new contractors. (ACCEPT)
- Recommendation H7:e - Government Trading Standards and Building Control to promote, educate and enforce on quality of products and workmanship to avoid inferior retrofitting. (ACCEPT)
- Recommendation H7:d - Employers to pay for continued professional development. Government of Jersey to lead training of professionals, like Highlands College and other providers (such as Jersey Gas, Jersey Electricity) to offer courses. Leading to registration of approved trade persons (ACCEPT)

EN4 - Delivering the COP26 education pledge

Heating, cooling and cooking:

- Recommendation H3:a - Educate the residents in 2022, or sooner, on the costs and benefits of studying, living, and working in a carbon neutral community, starting with young people. Organise accessible multigenerational events on different platforms to reduce fear and increase understanding (ACCEPT)

Sustainable Finance:

- Recommendation SF:4 - Jersey as a pioneer and global leader in sustainable finance. (ACCEPT)



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