

**ISLAND PLAN**

---

**Lodged au Greffe on 30th April 2002  
by the Planning and Environment Committee**

---



**STATES OF JERSEY**

**STATES GREFFE**

150

2002

P.69

Price code: C

## PROPOSITION

### THE STATES are asked to decide whether they are of opinion -

to approve the revised draft Island Plan as a Development Plan under Article 3 of the Island Planning (Jersey) Law 1964, as amended, and in particular -

- (a) the key principles outlined in Section 3.6 of the Plan;
- (b) the zoning of land for Category A housing listed in Policy H2 of the Plan, to be developed in accordance with development briefs to be prepared under Policy H6 of the Plan;
- (c) the zoning for development and the safeguarding of sites listed Nos. 1-14 in Policy H4 for future Category A housing;
- (d) the Island Proposals Map, 1/02, to take the place of Island Map, as amended 1/87, approved by the States on 3rd November 1987;
- (e) the Town Proposals Map, 2/02, to take the place of Town Map, as amended 2/87, approved by the States on 10th November 1987.

### PLANNING AND ENVIRONMENT COMMITTEE

- Notes:
1. The draft Island Plan referred to in this proposition is published separately and can be viewed at <http://www.planning.gov.je/departments/Planning/islandplan2002/islandplanconsultationindex.htm>.
  2. The Finance and Economics Committee's comments are to follow.
  3. The Human Resources Committee's comments are to follow.

# REPORT

## 1.0 Introduction

- 1.1 For a small Island, land is a precious and finite resource of fundamental importance to the economy and the environment, and it is essential that it is used wisely. The importance of land-use planning cannot be overstated. It affects the quality of life of everyone living in the Island by balancing the competing demands for land with the need to protect the environment.
- 1.2 The principal document for the planning and use of land in Jersey is the Island Plan. It sits at the heart of the ‘planned system’ and is crucial to the success of the economy, the quality of the environment and the welfare of the community. The current Island Plan was approved by the States of Jersey in Autumn 1987 (the 1987 Plan). Although it has served the Island well, and its underlying principles have generally stood the test of time, there have simply been too many economic and social changes over the last fifteen years for it to remain a useful guide to the future.
- 1.3 The need for an effective and up-to-date plan was recognised some time ago, in order to maintain the integrity of the planning system and public confidence in its outcomes. Indeed, as part of the Island’s Strategic Policy Review, 1995, the Planning and Environment Committee was requested to “*review the Island Plan, which should reflect the strategic policy objectives adopted by the States*”.

## 2.0 The format of the Plan

- 2.1 In common with the 1987 Plan, the new Plan contains two major components -

### The Written Statement

This comprises relevant background information relating to the context for the plan and its direction. However, the bulk of the text relates to policies and proposals regulating the development and use of land (on an Island-wide, area and topic basis), together with a reasoned justification of each of those policies and proposals. Members should note the strong emphasis on more detailed criteria based policies, which will help ensure rational and consistent decisions in respect of future planning applications.

### The Town and Island Proposals Maps

These illustrate the Committee’s proposals for the development or use of land on a geographical basis.

## 3.0 The form of the Proposition

- 3.1 The States are asked to approve the new Plan under Article 3 of the Planning Law. However, given that the new Plan is an extremely complex document and effectively represents an evolution of well-established land use planning policies to reflect changing States strategic objectives, the proposition lays particular emphasis on the States approving -
- (a) the general principles which underpin the review process and the policies and proposals in the new plan;
  - (b) the most fundamental proposals which will make the greatest demands on land throughout the plan period, involving the zoning of land specifically for the purpose of constructing Category A homes; and
  - (c) the Island and Town Proposals Maps which serve to summarise general and specific proposals that will guide development over the plan period.
- 3.2 To assist members in their deliberations, this report includes a summary of -
- the purposes of the Island Plan;
  - how the review has been undertaken;
  - the context for the review;
  - the main principles underpinning the new Plan;
  - the direction of the new Plan; and

- each of the policy areas covered by the Plan.

#### 4.0 Purposes of Island Plan

4.1 The purposes of the new Plan are set out in the Introduction. Its main purpose is to provide a framework of policies and proposals as a basis for land use planning decisions up to the year 2011. In so doing, the Plan will provide -

- **Guidance and Information** for the community, landowners, the development industry and other States' bodies and agencies with an interest in the use of land;
- **Incentive** to stimulate necessary development on appropriate land;
- **Control** to prevent change which would be against the public interest; and
- **A measure of certainty** about the types of development which will or will not be permitted and where.

4.2 In contrast to the 1987 Plan, the new Island Plan will provide a far more comprehensive policy basis for the determination of planning applications. It contains a wide range of specific policies addressing many forms of development, which will provide a tool for the control of development and guidance and clarity for those preparing development proposals. The Plan and the policies therein will become the primary consideration in the determination of planning applications in a shift towards a plan-led system. This should ensure consistency and rigour in the development control process.

#### 5.0 The review process

5.1 The word 'review' implies a somewhat limited process, which simply involves rolling forward the current plan to reflect changing circumstances. In reality, however, the age of the 1987 Plan and the scale of change which has occurred since its adoption, has made it necessary to embark on a much more extensive and comprehensive planning process, a process more akin to that required when preparing a plan for the first time.

5.2 The review process is set out in full in the Introduction and has involved -

- a comprehensive survey of information from a wide range of sources;
- a series of Review Working Groups tackling key topic areas and made up of officers of States Departments, members of the community and Island interest groups;
- extensive consultations with various agencies and interest groups; and
- public consultation.

5.3 In April 2000, having completed the main Survey Stage, the Planning and Environment Committee appointed professional planning consultants WS Atkins to assist with the Review.

5.4 The other main documents published to-date in connection with the Review include -

- Issues Report, 2000;
- Vision and Objectives Report, September 2000;
- Island Plan Working Draft, January 2001;
- Island Plan Consultation Draft, June 2001; and
- Report of the Independent Reviewer of the Draft Island Plan and the Response of the Planning and Environment Committee, November 2001.

5.5 The remaining stages of the review include the States debate on the Final Draft Plan and the procedure for adoption of the new Plan, as amended. However, once the plan is operational it is the intention of the Planning and

Environment Committee to regularly monitor its performance and effectiveness. The Plan will be reviewed as appropriate, where it has strayed from its course, or where changing circumstances have overtaken it. In effect, therefore, the Plan will continue to evolve and there will be endless re-cycling of the process.

## **6.0 Public consultation**

6.1 Land use planning affects everyone in the Island and the Committee has, from the outset of the review process, been keen to ensure that local people are provided with an opportunity to participate in the plan-making. A major public consultation exercise was undertaken in July 2001, following the publication of the Consultation Draft Plan. This included widespread media coverage, the distribution of a brochure to households and businesses, and public exhibitions and public meetings at each of the twelve Parish Halls. In addition, invitations were extended to members of the public and interested parties to submit written representations.

6.2 Over 350 representations were submitted, which, together with the generally good attendance at the exhibitions and public meetings, reflects the high level of critical and informed interest in planning issues. Not surprisingly, a very large proportion of the representations concerned housing and the principal concerns included -

- objections to the sites proposed for housing;
- concern about the total number of sites proposed for housing;
- suggestions for suitable alternative sites for housing.

6.3 In the interests of transparent and open scrutiny, the Planning and Environment Committee appointed Professor Patrick McAuslan, MBE as an independent reviewer to undertake a thorough and impartial review of all the representations received.<sup>[1]</sup> The Committee has carefully considered the representations and the subsequent comments and recommendations of Professor McAuslan, and these have been taken into account in preparing this modified plan.

## **7.0 Section 2: context for the Plan**

7.1 There are numerous factors, which form the context for new Plan, and those taken into account include -

- Jersey's constitutional, legislative and institutional framework;
- relevant international treaties, conventions and protocols which have been extended to Jersey;
- existing and emerging States' strategic policies;
- existing and emerging strategic plans of States committees;
- other key policy documents (including The Environmental Charter, 1996; The Sustainability Strategy for Jersey, 2001; The Waterfront Design Framework and Viability Study; The Jersey Mineral Strategy; The Solid Waste Management Strategy and The Sustainable Island Transport Policy);
- economic and social trends anticipated during the plan period;
- demographic trends and projections, which make use of the latest Census results;
- identified environmental and land-use issues facing the Island.

7.2 The over-arching strategic policy context for the new Plan remains the States' Strategic Plan, "2000 and Beyond - Strategic Policy Review", 1995. Members will be aware that this document sets out a 'vision' of the future for the Island, with which the majority of Island residents were thought to agree. The vision is translated into a 'mission statement' comprising a series of higher and lower level policy objectives. Most importantly, the document fully embraces the concept of 'sustainable development' and calls for it to be brought to bear on all areas of policy.

## **8.0 Population**

8.1 Population studies effectively represent the starting point for land use planning, providing guidelines for deciding

total land requirements and as a basis for allocating land between competing uses. These are addressed in Section 2 of the Plan. The major source of population data is the Jersey Census and the Plan is fortunate in benefiting from the early results of the 2001 Census.

8.2 In the absence of an earlier States debate on population policy, the Planning and Environment Committee has made assumptions about the most appropriate population scenario for forecasting purposes during the plan period. This scenario is based on natural growth plus a net inward migration of 200 persons per annum. This is not intended as a target, but rather a basis upon which to plan for the future. It was selected, having taken into account a number of factors, including -

- the need for some degree of flexibility in the new Plan;
- the performance of the economy;
- pressures associated with labour shortages;
- the changing structure of the Island's population; and
- the difficulties historically experienced by the States in controlling in-migration (notwithstanding recent trends).

8.3 The draft Population Policy Report published by the Policy and Resources Committee in March 2002 accepts the notion of a planning assumption of net inward migration of up to 200 persons per annum.

8.4 The performance of the Plan relative to forecast and actual population change will be kept under review.

## 9.0 Principles underpinning the Plan

9.1 The process of developing the new Plan is founded on five general principles, which are set out in the Plan as follows -

1. **sustainability:** ensuring that development takes place to provide for the needs of the present without compromising the ability of future generations to meet their own needs;
2. **inclusion:** making sure everyone is able to take part in Jersey society and in planning for its future, regardless of gender, age or ability;
3. **partnership:** encouraging States' committees, parishes, interest groups, businesses, communities and individuals to work together to achieve the Vision and objectives;
4. **flexibility:** making sure the Plan is able to adapt to economic, environmental, social and cultural changes; and
5. **equity:** making sure as far as possible that the impacts of development do not fall unduly onto particular communities.

9.2 In effect, the overriding principle is 'sustainability' and the other four principles represent ways of helping to overcome the challenges of working towards 'sustainability' in general and 'sustainable development' in particular.

## 10.0 Sustainable development

10.1 The most widely quoted and accepted definition of 'sustainable development' is "*development that meets the needs of the present without compromising the ability of future generations to meet their own needs*" (Brundtland Commission, 1987). This concept sits at the very heart of the new Island Plan, which seeks to reconcile the desire to achieve economic development and secure higher standards of living with the need to protect and enhance the environment, both now and for future generations. Getting this balance right is regarded as the main challenge, which faces land-use planning in the Island.

10.2 To this end, the commonality of interests and considerable overlap between the Island Plan Review and Sustainable Development Strategy processes has been used to advantage. They have effectively run in tandem and the consultation processes have been married whenever possible.

10.3 Of course, the expectations for achieving sustainable development through the plan must always be kept in perspective. The Island Plan is only one of the delivery mechanisms (albeit a very important one) necessary for achieving sustainable development. Furthermore, there will always be difficulties in balancing environmental issues against social and economic issues, local against global needs and the long-term view against immediate concerns. As a consequence, it is inevitable that certain trade-offs are made.

10.4 It should also be recognised that the objectives of 'sustainable development' cannot be achieved overnight. Especially if one considers that the pattern of new development in the Island in the next few years is already set by current commitments and there are many current unsustainable activities which may be difficult to reverse. Nevertheless, by embodying the principles of sustainable development in the new Plan, it is hoped that what is set in motion and achieved during the plan period will also impact significantly in determining the Island of 2050.

### **11.0 Section 3: Jersey 2001 - the way forward**

11.1 This section sets the direction of the Plan, primarily through the development of -

- **A Vision** for what Jersey should be like in the future, which looks beyond the Plan period. It reflects States policies and builds upon the vision produced by the Policy and Resources Committee in 1995 as part of the Strategic Policy Review - 2000 and Beyond.
- **Objectives**, which indicate more precisely what the Plan is trying to achieve and provide the basis for monitoring its performance.
- **Strategies** which form the basic approach for achieving the plan objectives and include spatial, economic and community, environmental and transport strategies.

11.2 The new 'spatial strategy' is of particular importance to land use planning in the Island in that it primarily determines where new development should be located over the Plan period. Having carefully considered the options, the Planning and Environment Committee has settled on a strategy, which is similar to that of the 1987 Plan. It looks to concentrate new development, as far as possible, in and around the main built-up areas in order to, *inter alia*, reduce the impact of development on the countryside and to locate development where it is best related to services. However, there is greater emphasis placed on the benefits of such a strategy for achieving more sustainable development and for providing the opportunity to regenerate the town of St. Helier into an exciting and desirable place to live. The spatial strategy also seeks to ensure the continued viability and vitality of other urban areas in the Island by supporting some development in those local communities whilst seeking to ensure that the impact of development is distributed equitably amongst those communities.

11.3 In order to assist the spatial strategy, this section goes on to develop for the first time a 'settlement hierarchy' which classifies existing built-up areas throughout the Island.

### **12.0 Section 4: general policies**

12.1 This section sets out general policies, which apply to different types of development on an Island-wide basis. It incorporates keynote policies on sustainable development and the general criteria for assessing development proposals. Included among the wide range of other policies are those which seek to -

- promote high quality design;
- secure access for all;
- conserve the cultural and historical heritage and natural features; and
- encourage examination of the potential for upgrading and extending the life of existing buildings in appropriate circumstances.

### **13.0 Section 5: countryside**

13.1 The character and quality of the Jersey countryside is crucial to the Island. It provides a beautiful working environment, helps to support the economy and represents Jersey's cultural and environmental heritage.

13.2 The 1987 Plan establishes principles and policies to help safeguard and manage countryside resources. Its countryside protection policies have performed particularly well and have generally prevented the spread of unnecessary and uncontrolled development in open countryside. The need for wise use of resources and for ensuring the sustainability of countryside activities has been carried over into the new plan.

13.3 To assist the formulation of new policies for the countryside, the Committee commissioned Land Use Consultants (LUC) to carry out a detailed landscape character assessment of the Island's countryside and marine environment and to make recommendations for their protection and management.<sup>[2]</sup> Based on LUC's findings and having regard to the changing face of Jersey's countryside and notably the agricultural industry, the new Plan puts forward a modified system for zoning countryside areas, as follows -

#### Zone of Outstanding Character

This includes the cliffs and heath land of the north coast, the south-western headlands and Les Quennevais dune system. The low wooded coastline in the north-east of the Island has been added to this zone. The unique and very special quality of the environment in this zone is to be afforded the highest level of protection and this will take priority over all other planning considerations. New development will generally be restricted to the redevelopment of existing residential properties within the same or lesser-sized footprint.

#### Green Zone

The concept of the Green Zone is well established and understood by Island residents and is carried forward into the new Plan. However, its boundaries vary significantly from those in the current plan. The new Green Zone comprises areas of countryside with an intact character and an important range of environmental features. These areas are particularly sensitive to the effects of intrusive development and include -

- the St. Ouen's Bay coastal plain;
- the main escarpments and valleys; and
- the agricultural landscapes of the north coast.

In order to ensure that the character of the zone is conserved and enhanced there is a general presumption against all forms of **new** development. However, the policy allows for exceptions to the general presumption against development, where this does not serve to detract from the character of the zone and environmental benefit is secured. Subject to these provisos, the policy continues to allow for small-scale extensions, alterations, conversions, redevelopment and essential agricultural development. Furthermore, it allows for diversification proposals, the development of cultural, tourism and recreational activities and other developments, which are proven to be in the Island interest, where they will not detract from the sensitive character of the zone, and where there are no more suitable alternative sites. The 'sequential test' referred to in this last point will be key to the operation of the new policy. In appropriate circumstances, applicants will be required to demonstrate why their proposed development could not be accommodated within the built-up area or the Countryside Zone.

#### Countryside Zone

This new zone includes the remaining countryside areas, which are predominantly farmed landscapes and coastal plains. It will largely replace the existing Agricultural Priority Zones and small areas of the existing Green Zone. The quality and distinctiveness of the Countryside Zone has begun to be eroded due to new development and changing agricultural practices. It is considered important to prevent new development which further erodes the quality and character of the zone, and to ensure new development contributes to the conservation and enhancement of local character. Accordingly, the policy restrictions are similar to those in the new Green Zone.

13.4 These new zones underpin a range of supporting policies, which, inter alia, aim to -

- protect the countryside, agricultural land and natural and historic features;
- support proper land stewardship and agricultural diversification;
- encourage improved access to the countryside on foot, cycle or horse on publicly owned land and by agreement with private landowners;



- provide for the development of suitable tourism and recreation support facilities;
- allow for essential agricultural development; and
- encourage appropriate reuse of redundant agricultural buildings.

13.5 The quality of design and respect for Jersey's distinctive character will be important factors in achieving development permission.

#### **14.0 Section 6: built environment**

14.1 In recent years, the built-up area has come under increasing pressure from a continually rising demand for built floor space, particularly in the residential and commercial sectors. There has been growing concern about the sustainability of these trends, fuelled by perceptions of erosion in environmental quality. This is particularly true in the town of St. Helier, where historic buildings and frontages have been replaced by buildings, which are not perceived by everyone as enhancements and where streets have been blighted by increased traffic.

14.2 The main thrusts of the 1987 Plan were to protect the built heritage and to improve conditions in the existing built-up area in order to make them more attractive places for people to live. Unfortunately, resources were not made available to complete the ambitious work programme of area improvement. It is only in more recent times that a concerted effort has been made to bring about environmental improvements in the built-up area, through the work of the Urban Renewal Sub-Committee.

14.3 The basic approach of the new Plan to the built environment is to create a sound balance between the need to develop, enhance and renew the built environment and the need to preserve existing historic, architectural and environmental quality.

14.4 The Plan includes policies for new developments in the town and for promoting the viability and vitality of the town centre, in particular, through the enhancement of the public realm in Pedestrian Improvement Areas. Action Areas have been identified in the town where special attention is needed and where redevelopment will be approached in a strategic, holistic and comprehensive manner through the development of planning frameworks. The Plan highlights the requirement for an Urban Character Appraisal of St. Helier, in order to increase understanding of its physical character and townscape qualities, inform future urban policy formulation and aid the future preservation and enhancement of the town. Outside St. Helier the Plan supports the role of key settlements and calls for the preparation of several settlement development plans.

14.5 The new Plan continues to support the well-established concepts of the 'Green Backdrop Zone', the 'Shoreline Zone' and 'Conservation Areas'. However, the proposed designation of Conservation Areas has been prioritised to include only the most important places where the existing character and quality deserve special care and attention. (i.e. Gorey Pier, St. Aubin, Gorey Village and St. Helier town centre).

14.6 Other new policies are geared to supporting the Waterfront Development Framework, protecting important open spaces, promoting public art, avoiding harmful frontage parking and encouraging improvements to street furniture and materials in the public realm.

#### **15.0 Section 7: marine environment**

15.1 The absence of policies on Jersey's exceptional marine environment was a major omission of the 1987 Plan, and rectified only in the mid-1990s. The shores and seas surrounding Jersey are an essential part of the character and quality of the Island and help to define its special identity. They comprise a wide range of habitats and are home to a diverse and abundant marine life. This environment is potentially under threat from a range of human activities, including land reclamation, contaminated run-off from the Island, pollution from shipping, coastal defence work, over fishing, fish farming, marina construction, human disturbance etc.

15.2 The overarching policy for the safeguarding and sustainable use of the Island's marine resources is that relating to the Marine Protection Zone, which extends from mean high water to the Island's territorial limits. This will presume against new development unless it is essential for navigation, access to water, fishing and fish farming and coastal defence.

#### **16.0 Section 8: housing**

- 16.1 There can be no doubt that housing and, in particular, the location of new housing development is the most contentious and controversial subject area to be tackled by the new Plan. Few issues raise fiercer passions in the local community, as evidenced by several contested housing debates, the public response to the Consultation Draft Plan and the extent to which housing matters preoccupy local media coverage.
- 16.2 The 1987 Plan has not performed well in this area, not least because the projected housing requirements proved inadequate. This is due not only to unforeseen economic and demographic change, but also to the failure of the States to control population growth in line with its stated aims. Subsequent residential land availability reviews have led to the intermittent ad hoc release of new green field sites for housing and the acquisition of expensive but environmentally acceptable sites in the built-up area. The release of the green field sites has perhaps, more than any other factor, served to undermine public confidence in the 1987 Plan.
- 16.3 The new Plan generally aims to ensure that, as far as possible, sufficient land and opportunities are made available for new homes to meet the requirements of all Island residents over the plan period. In 2000, David Couttie Associates was commissioned to help identify the housing requirements of Island residents over the next 5 years. It undertook a comprehensive household survey in the summer of 2000 and the findings of this survey have recently been re-analysed by the Policy and Resources statistics unit using information from the 2001 Census.
- 16.4 The broad analysis shows that over the five-year period from 2001 estimated 3,180 new homes are required in residentially qualified sectors (i.e. owner-occupied, States' rental or equivalent and private rented). A further 1,160 new homes are required for non-residentially qualified households (i.e. private lodgings, lodging houses and staff accommodation).<sup>[3]</sup> For the purposes of the Plan these figures are broken down by tenure, size and type of property.
- 16.5 The new Plan provides sufficient land and opportunities to accommodate 90% of the estimated requirements for the qualified sector (2,860 additional homes) in the first half of the Plan period. It recognises that a significant proportion of the requirements for new homes (1,990 or 70%) can be met from existing sources, including -
- previous commitments (i.e. previously zoned land and permitted developments);
  - opportunities in the Town of St. Helier for infill and redevelopment;
  - the St. Helier Waterfront;
  - windfall developments throughout the Island's built-up areas;
  - redevelopment of outworn housing estates.
- 16.6 However, the scale of likely future housing requirements in the qualified sectors (and notably for Category A purposes) means that they cannot be met without the release of new land for development. The new Plan proposes that the shortfall of some 870 homes be met by -
- Policy H2 - the rezoning of land for Category A housing purposes (including social rented housing and homes for first-time buyers); and
  - Policy H3 - other identified sites which, pending Public Consultation, will be brought forward for rezoning after the adoption of the Plan.
- The new Plan also puts forward sites to be safeguarded to assist in providing for longer-term Category A housing needs. (Policy H4).
- 16.7 It is assumed that the requirements in the unqualified sector will be provided for through lodgings in the existing housing stock and the normal development process.
- 16.8 The selection of proposed Category A housing sites has been based on a comprehensive, systematic and objective evaluation process, involving some 300 sites. The three-stage process is based on the Spatial Strategy referred to earlier and includes -
- an initial assessment of whether the development of a site could be successfully integrated into the existing built-up area;

- the evaluation of the remaining sites against a series of criteria relating to efficiency of land use, accessibility, environmental impact and constraints to development; and
- a further assessment of the most suitable sites to emerge from the first two stages, in an attempt to achieve a reasonably balanced distribution of sites being brought forward for development in the plan period. This latter stage was added in recognition of the weight of public representation about the “unfair burden” of proposed housing sites in certain areas and the subsequent recommendations of Professor McAuslan.

16.9 The various sites proposed in Policies H2, H3 and H4 to help meet housing requirements in the next five years and beyond are set out in the attached Appendix and are shown on the Island and Town Proposals Maps. Propositions (b) and (c) call on the States to zone the Category A housing sites proposed for rezoning in Policy H2 and for safeguarding for future Category A housing those sites in Policy H4 which have already been the subject of public consultation. This is considered to be imperative, given -

- the scale and urgency of the existing housing shortage;
- the lead time of two to three years before homes can be completed on the sites;
- the nature of the site selection process;
- the fact that the sites have been subject to, and reviewed in the light of, public consultation.

16.10 In order to ensure that the development of the zoned sites matches outstanding requirements for affordable Category A homes-

- the sites will be subject to specific site development briefs which will provide guidelines and parameters for future development, including the type and mix of housing;
- the Planning and Environment Committee will, in the first instance, look to secure agreements with landowners to ensure compliance with the development briefs;
- where such agreement cannot be reached, the Committee will acquire the sites.

16.11 All the other sites included in Policy H3, H4 and other suitable opportunities, which may arise, will, subject to public consultation, be brought forward for zoning as necessary following adoption of the Plan.

16.12 There are a number of other housing policies in the new Plan, which -

- require a review of existing guidance on housing density and standards;
- provide the basis for assessing proposals for different types of housing development;
- seek to avoid the loss of existing residential units;
- encourage the provision of homes to meet special requirements and needs of the ageing population.

## **17.0 Section 9: social and community services**

17.1 Basic social and community services are essential for the well-being of any community and include education and leisure facilities, health provision, parish facilities, emergency services and the prison service. High public priorities and expectations in relation to social and community services and, in particular, education and health services are likely to result in continued demand for improved facilities.

17.2 The 1987 Plan did not envisage or make provision for the considerable educational requirement for land and buildings that has occurred over the last 15 years. The rapid growth in school age population and the increased concentration of that growth in the town area during the period has therefore been addressed in a reactive manner on a case by case basis. To a lesser extent, this has also been the pattern for dealing with proposals for health and other community facilities throughout the period.

17.3 The policies in the new Plan aim to support the development of social and community facilities and provide for -

- the development of additional educational facilities (including a new Town School) and the safeguarding of certain land for the educational purposes;
- the dual use of educational facilities;
- nursery school provision;
- the development of primary and secondary healthcare facilities;
- the protection of existing community facilities and the development of other new facilities;
- the development of services for the emergency services (which is likely to involve the relocation of the Police Headquarters to a site at the Esplanade); and
- the development of facilities at the prison including the safeguarding of land for the purpose, in the event that this proves necessary.

## **18.0 Section 10: industry and commerce**

18.1 Industry and commerce are the economic lifeblood of the Island. Jersey has a thriving economy, which has become increasingly dominated by the financial services sector. While this sector has seen substantial growth over many years, other more traditional Island industries, notably tourism and agriculture, are experiencing structural change. Anticipating change in the shape or direction of any one of the Island's industries and being able to cope with the demands of those changes is vital in any effective development plan. The new Island Plan recognises the need to support economic growth, albeit in a sustainable manner, including the development of a more balanced and diversified economy, whilst retaining the role of Jersey as an international centre for finance and investment. The Plan also aims to assist in maintaining the role of the town of St. Helier as a major centre for employment, shopping and community facilities. This includes seeking to protect the role of St. Helier's markets.

18.2 This section of the Plan is concerned primarily with policies for future office, light industrial and retail development. The policies are generally more flexible and less restrictive than those in the 1987 Plan and should make it easier to address land use pressures resulting from economic changes in an orderly manner.

### **Office accommodation**

18.3 The new policies set out to provide sufficient opportunities to meet the requirements of the office sector, including the high quality office environments with large and flexible workspaces. It is estimated that office floor space requirements will continue to be of the order of 5,600 m<sup>2</sup> (60,300 square feet) per year during the plan period.

18.4 These policies generally aim to -

- restrict major office developments to the town centre of St. Helier and as part of mixed developments on the St. Helier Waterfront and in certain Action Areas (this is a significant departure from the zoning of specific office development areas in the 1987 Plan);
- promote reuse of buildings and vacant floor space for secondary office accommodation;
- allow the provision of small-scale office development within urban and key rural settlements to provide local employment; and
- allow for businesses run from the home, albeit under strictly controlled conditions.

### **Light industry and warehousing**

18.5 The policies in the plan provide opportunities for light industrial development, to accommodate the needs of new and emerging industries and the relocation of existing industries, which either need space to expand or are inappropriately located. These policies include -

- designating 21 acres (47 vergées) of land for industry, storage and warehousing at La Collette 2 (alrea

approved in principle by the States);

- defining and protecting an increased number of existing industrial estates from non-industrial development;
- allowing for new industrial development in the built-up area and for alterations and extensions to existing businesses under strictly controlled conditions;
- restricting new industrial development in the countryside to that which must occur there (e.g. mineral working);
- allowing for some needs to be met by using redundant agricultural buildings.

### **Retail development**

18.6 The 1987 Plan has generally been effective in resisting the creation of new out of town retail development and helping to ensure the vitality and viability of St. Helier as the main focus for retail and evening activities. These aims are carried forward in the new Plan, which also looks to support the provision and retention of shopping and services within other local centres and where it meets local needs. The policies in the new Plan are generally geared to -

- protecting and promoting the retail centre of St. Helier (including its markets) and other local shopping centres by supporting new retail development and suitable 'evening economy uses' and by discouraging other uses;
- allowing for the development of small local shops in the built-up area where they would cater for the day-to-day needs of the (immediate) local community;
- presuming against the development of new large food retail outlets outside St. Helier town centre;
- resisting the development of new retail warehouses outside the town of St. Helier;
- resisting new retail development on industrial sites unless it is a minor part of the industrial activity;
- resisting new retail development outside the built-up area, other than farm shops;
- allowing for the development of take-away food outlets in the centre of St. Helier and Tourist Destination Areas; and
- protecting the nature of and services provided by beach kiosks.

## **19.0 Section 11: tourism and recreation**

19.1 Tourism is the Island's second largest industry. As inferred earlier, the industry is going through a period of transition and is looking to develop a tourism product based on the natural qualities of the Island. The policies in the 1987 Plan were formulated against the background of a flourishing tourism industry and failed to predict the scale of the challenges which have faced the industry over the last 15 years. This has been characterised by extensive loss of bed spaces, the conversion of numerous hotels and guest houses to residential accommodation and only limited investment in new visitor attractions and tourist accommodation.

19.2 In contrast, the demand for recreational activities has grown steadily over recent years and the scale and diversity of growth in this area is likely to continue to grow. Over the period of the 1987 Plan, there has been a dramatic improvement in facilities for a wide range of sporting and recreational pursuits, although the proposals have come forward in an ad hoc manner in response to demand pressures.

19.3 The new Island Plan is supportive of the development of tourism and recreation in Jersey. The policies in the Plan generally aim to -

- support the provision of new tourism accommodation, new or extended tourist attractions and new recreational facilities in suitable locations, whilst protecting the amenities of residential areas and the countryside and minimising conflict between residents and visitors;

- resist the loss of prime tourism accommodation sites and existing recreational resources, as far as practicable; and
- promote the enhancement of key tourist destination areas at Gorey, Havre des Pas, St. Breladé's Bay and St. Aubin.

## **20.0 Section 12: travel and transport**

- 20.1 It is not the job of the Planning and Environment Committee or the role of the Island Plan to tell people where and how to travel. However, it must be recognised that the current manner of travel in the Island is not sustainable. If people continue to exercise their travel choices as they are at present, the resulting traffic growth will have unacceptable consequences for the environment and the economy. Whilst the car is very much a part of everyday life in the Island and provides freedom and mobility to many Island residents, increasing car dependence will continue to have many negative effects, including the roads becoming more and more congested and the air we breathe becoming more polluted.
- 20.2 The 1987 Plan was adopted at a time when the Island was effectively pursuing a 'car accommodation strategy'. This is reflected to some extent by the many road improvement/traffic management policies in the plan, aimed primarily at increasing the capacity of the Town Ring Road and the limited reference to the development and/or promotion of walking and cycling. However, the 1987 Plan did begin to consider the environmental implications of increased traffic and part of the policy thrust is to improve the living environment conditions of residents living in St. Helier and to support improvements in the public transport system.
- 20.3 There is now a completely different context to travel and transport planning in the Island and the new Plan is informed by the Sustainable Island Transport Strategy, which was approved by the States in May 1999. Within the framework offered by this strategy, the new Plan seeks to achieve more integrated land-use and transport planning, which is primarily aimed at promoting and encouraging more sustainable forms of transport and reducing the impact of current methods of travel on people's lives and the environment. To this end it seeks to co-ordinate policies relating to the generation of travel with policies concerning the means by which travel is accommodated and managed.
- 20.4 The new Plan recognises the part played by land-use patterns in influencing the length and nature of journeys, the rate of traffic growth and the choice of transport mode. The 'Spatial Strategy' and the proposals to locate new housing developments close to local services such as shops, schools, employment and public transport routes reflect this.
- 20.5 Many of the policies in this section of the Plan are geared to supporting the numerous efforts and initiatives of the highway authorities and others in pursuing the Sustainable Island Transport Strategy.

## **21.0 Section 13: natural resources and utilities**

- 21.1 The principal aims underpinning the policies in this section of the new Plan are to manage natural resources wisely and provide for appropriate development by utility companies. These policies develop the somewhat limited but well meaning policies in the 1987 Plan and look to -
- protect the quality and quantity of the Island's precious water resources (including the public water supply) by preventing inappropriate development, continuing to resist developments which rely on private sewage treatment and disposal systems and encouraging water conservation in new developments;
  - encourage the exploitation of renewable energy sources and promote energy consciousness and efficiency in new development;
  - control and where possible mitigate the impact of mineral working in the Island, whilst maintaining necessary supplies of mineral resources for the construction industry. This involves encouraging secondary aggregate production and providing an option for bulk importation of aggregates in the longer term (i.e. by safeguarding a site suitable for a new aggregate off-loading facility at St. Helier Harbour);
  - support the requirements of utility companies;
  - impose strict controls on telecommunications development; and

- highlight constraints to development in the vicinity of hazardous installations.

## **22.0 Section 14: waste management**

22.1 In Jersey, as elsewhere in the developed world, increased wealth has generally led to increased waste. Clearly, Jersey's island setting reinforces the need for a sustainable approach to waste management. Unlike the 1987 Plan, which takes a somewhat limited 'on-its-merits' approach to solid waste management, the new Plan places greater emphasis on the important role of land use planning in helping to achieve the requirements for more sustainable waste management.

22.2 The policies in this Section have regard to the Solid Waste Management Strategy produced by the Public Services Committee and are based on the internationally accepted hierarchy of waste management options. Ranked in order of environmental desirability, the hierarchy includes waste reduction; re-use; recovery and disposal. The new policies generally aim to -

- encourage the minimisation and recycling of waste in association with new development;
- impose development restrictions on proposals for new and expanded waste management facilities;
- confine the future disposal of waste (i.e. at the bottom of the hierarchy) to designated landfill sites at La Collette and La Gigoulande Quarry (subject to an EIA) and require their careful restoration for a beneficial after-use; and
- safeguard a site for a new 'Energy from Waste' plant in Bellozanne Valley, to replace the existing ageing incinerator units.

## **23.0 Section 15: implementation, resources and monitoring**

23.1 To be successful the Plan relies on effective implementation. Clearly, this will require a large amount of control and regulation over development through the normal day-to-day planning application process. However, it will also entail positive action on behalf of the Planning and Environment Committee, other States Committees and agencies in respect of public development and the stimulation of desired private sector enterprise.

23.2 Putting the Plan into practice, therefore, requires considerable co-operation and assistance from those States committees and agencies who are directing resources towards land and land use, so that they are all pulling in the same direction. To this end, this section outlines the various elements of the Plan requiring positive action and indicates those bodies with key roles in implementing them. Priority actions for the Planning and Environment Committee have been identified and it is hoped that other relevant Committees and agencies will take account of the requirements of the Plan in phasing their own priorities for expenditure.

23.3 Successfully implementing the proposals for positive action will require investment of public resources by the Planning and Environment Committee and other States committees in terms of manpower and financial expenditure. Limitations under either heading will therefore act as a constraint on implementing the Plan's proposals.

23.4 The section concludes with a statement on monitoring and how this is to be undertaken. The importance of continually scrutinising the performance of the Plan and any changing circumstances has already been alluded to but cannot be overstated. It is the intention to prepare an Annual Monitoring Statement.

## **24.0 Conclusion**

24.1 The Island Plan is the principal document for the planning and use of land in Jersey. By influencing the way in which land is used and development takes place, the Plan is able to make a vital contribution to the well being of the local community, the success of the local economy and the quality of the local environment. However, the current Plan was completed in 1987 and is out of date. The importance of adopting a new up-to-date Plan can not be overstressed. This Plan is essential to properly address the complex land use issues which will face the Island in the next ten years and notably, the intense pressures from competing uses to develop the Island's scarce land resources.

24.2 The new Plan has been prepared following a comprehensive planning process, involving extensive consultation with States departments, public bodies, private agencies, interest groups and members of the Public. It is generally consistent with the strategic objectives of the States and fully embraces the concept of 'sustainable development'. As

such, it seeks to strike the right balance between the protection of the environment and the development needs of the community.

24.3 The Planning and Environment Committee asks the States to bear the following points in mind when asked to vote on the propositions -

- (a) if the government of the Island is to achieve order and control over the use of land in the future, then it is imperative that there is a comprehensive up-to-date plan against which individual land-use decisions can be made;
- (b) although the new Island Plan provides such a framework and the Committee has certain aspirations for its implementation, the Plan does not itself -
  - (i) commit landowners to any specific action;
  - (ii) commit the States or any of its Committees to any executive action;
  - (iii) commit financial or manpower resources;
- (c) the new Plan is flexible and will be subject to future monitoring arrangements. The Island Plan should not be viewed as a product but a process and one that will be required to adapt and change as the circumstances of the Island alter over time.

24.4 In asking the States to accept the propositions before it, the Committee is confident that it is providing the opportunity for putting in place a clear and balanced framework of realistic policies and proposals. With careful scrutiny, it should be possible to ensure orderly and more sustainable development over the next ten years, in a manner which best serves the interests of the community.



SITES PROPOSED IN NEW PLAN TO HELP MEET IDENTIFIED HOUSING REQUIREMENTS

**Policy H2 - sites to be zoned for Category A housing**

1. Fields 848, 851, 853 and 854, Bel Royal, St. Lawrence (0.5 acres/21.4 vergée);
2. Field 1218, Mont à l'Abbé, St. Helier (10.1 acres/22.7 vergée);
3. Fields 203, part 204 and 252, St. Clement (5.3 acres/11.9 vergée);
4. Extension to Hodge Nurseries, Fields 89, 89A, 90, 92A, 93, St. Clement (5.4 acres/12.1 vergée);
5. Fields 181, 182 and 183, La Route de la Pointe, St. Peter (4.8 acres/ 10.8 vergée);
6. Fields 786 and 787, La Rue des Cosnets, St. Ouen (3 acres/ 6.8 vergée);
7. Field 690A, Maufant, St. Martin (2.7 acres/6.1 vergée);
8. Fields 190, 191 and 192, La Rue de la Sergente, St. Brelade (1.9 acres/4.3 vergée);
9. Field 40, La Rue de Maupertuis, St. Clement (1.6 acres/ 3.6 vergée);
10. Field 873, Bel Royal, St. Lawrence (0.9 acres/2.0 vergée); and
11. Field 1370, La Rue de Mon Sejour, St. Helier (0.7 acres/ 1.6 vergée);

**Policy H3 - sites for further consideration for Category A housing  
(to be the subject of future public consultation)**

1. Field 391 (part), La Longue Rue, St. Martin *2.1 acres/4.7 vergée*;
2. Field 1368, La Rue de Mon Sejour, St. Helier *0.9 acres/2 vergée*;
3. Field 812A, Bagot Manor Farm, St. Saviour *1.0 acres/2.2 vergée*;
4. Fields 413, 415, 415A and 470, Five Oaks, St. Saviour *5.2 acres/11.7 vergée*;
5. Field 139, Les Quennevais, St. Brelade *2.0 acres/4.5 vergée*;
6. Field 525, La Rue de la Mare Ballam, St. John *1.7 acres/3.8 vergée*;
7. Field 76B, La Vallette, Gorey, Grouville *1.9 acres/4.3 vergée*;
8. Channel TV site and Field 1248, La Pouquelaye, St. Helier *5.6 acres/12.6 vergée*;
9. Field 402, La Grande Route de Faldouet, St. Martin *1.4 acres/3.2 vergée*;
10. Fields 890 and 888, La Rue Cappelain, St. Peter *1.1 acres/2.5 vergée*; and
11. Field 410, La Rue des Buttes, St. Martin *1.5 acres/3.2 vergée*.

#### **Policy H4 – sites safeguarded for future Category A housing needs**

(a) Sites previously the subject of public consultation

1. Randall's Brewery Site, Savile Street, St. Helier;
2. Jersey Brewery Site and warehouse, Ann Street, St. Helier;
3. Planning and Public Services Offices, South Hill, St. Helier;
4. Former Jersey College for Girls, Rouge Bouillon, St. Helier;
5. Le Bas Social Services Site, St Saviour's Road, St. Helier;
6. Deanery Garden, Byron Road, St. Helier;
7. Car Park, Common Lane, St. Helier;
8. Used Car Sales site, St Saviour's Road, St. Helier;
9. Box Factory, Le Breton Lane, St. Helier;
10. Car Park, Royal Crescent, Don Road, St. Helier;
11. Field 494, rear of Midlothian Close, St. Mary;
12. Field 145, adjacent to Priory Farm, St. Clement;
13. Field 284, La Grande Route de la Cote, St. Clement;
14. Glass houses, La Rue de la Lourderie, St. Clement;

(b) Sites to be subject of future public consultation

15. Samares Nursery, La Grande Route de St. Clement, St. Clement;
16. Field 605, La Route de Nord, St. John;
17. Le Mourin Vineries, Les Chasse du Mourin, St. Martin;
18. Field 114, Le Passage, Carrefour Selous, St. Lawrence;
19. Field 1404, La Grande Route de St. Jean, Trinity;
20. Field 785, La Rue des Cosnets, St. Ouen; and
21. Fields 236 and 237, La Rue de la Cimetière, St. John.

---

[1] He reviewed all representations received by the cut-off date, which was extended from 16th July to 20th August 2001.

[2] LUC's findings are presented in the report entitled 'Jersey Island Plan Review: Countryside Character Appraisal', 1999.

[3] These figures are higher than those provided for in the Consultation Draft Plan, following the reworking of the figures from the David Couttie Study by the Policy and Resources Department.