

# Places

The Places chapter of the Island Plan seeks to do two things. First, to help islanders navigate the plan by signposting the key policies that relate to development and the management of change in a particular area. Second, and more significantly, it outlines the nature and extent of development that is planned for different parts of the island to meet the community's development needs over the plan period. The Places chapter sets the context for how the different policies of the Island Plan will apply, relative to where development is proposed to take place, including all of the built-up area, the countryside, coast and the island's marine environment, out to territorial limits.

Both the 2002 and 2011 Island Plans described a single built-up area (BUA) within which, and having regard to other policies, development was supported. The nature of these built-up areas as places varies significantly, from Town, to suburban settings, and historic parish centres.

The spatial strategy for this plan<sup>1</sup> establishes a new settlement hierarchy for Jersey that better recognises and responds to the scale and character of different places within the BUA.

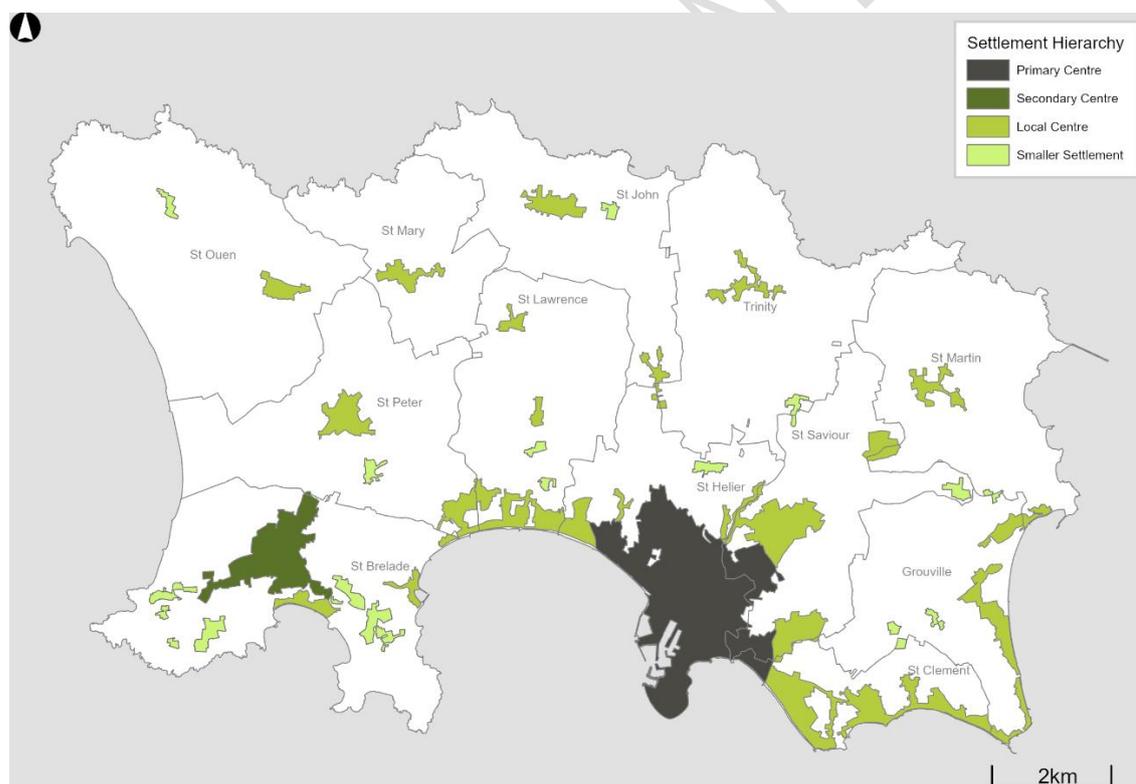


Figure PL1: Settlement hierarchy

Significantly, the chapter sets out a strategic **Plan for Town**, establishing a framework of eight strategic concepts which are intended to guide and inform both individual developments and planning applications, but also the evolution of Town as a coherent whole, in a way that works for town residents, other islanders and the business interests that are based there. As the plan makes clear, only by securing the sustainable development of Town can the sustainable development of the island be secured.

<sup>1</sup> See Policy SP2: Spatial strategy in Volume two: Strategic policies chapter

The chapter also sets out overarching place-based policies and signposts to other relevant policies and proposals in the Island Plan, for:

- Les Quennevais
- local centres<sup>2</sup>
- smaller settlements<sup>3</sup>
- Jersey's countryside, coast and the marine environment

This chapter is an important aspect of the bridging Island Plan. It presents a strategic approach that is intended to inform future long-term Island Plans and a framework that can be supplemented as new place-based planning policy and proposals are developed in future years. In particular, the Strategic Proposal 4 (development of a West of Island planning framework) is intended to provide the basis for an expanded policy response for Les Quennevais and related places; and Strategic Proposal 3 (creation of a Marine Spatial Plan) is intended to provide a comprehensive and integrated plan for the island's marine environment, to inform the next Island Plan.

## Plan for Town

The island's primary urban centre exists as an integrated built-up area across much of the parish of St Helier, and parts of St Saviour and St Clement, and is referred to in the Island Plan as 'Town'. This area has become the island's main centre and its development and establishment as such is linked to its historic role in changing and adapting to the island's social and economic growth. The extent of Town is defined on the proposals map. It extends from and embraces Grève D'Azette in the east, first Tower in the west, and up to Mont à L'Abbé, Vallée des Vaux and St Saviour's Hill in the north. Its southern edge is where it meets the sea.

Town will continue to provide land and development opportunities to meet most of the island's development needs over the plan period in its role as the island's primary centre for economic activity and growth; government functions and services; retailing; hospitality; tourism and culture. This role includes the need to provide for the delivery of some key elements of strategic public infrastructure, such as the new hospital, and it will remain the focus for new residential and commercial development.

Planning for the future of Town is critical to the sustainable development of the island in the widest sense, having regard to environmental, economic and social issues. However, recent surveys<sup>4</sup> show that only 36% of people living in St Helier are satisfied with their local neighbourhood, compared to 63% living in suburban parishes, and 81% of people living in rural parishes. It is important that Town residents can enjoy access to the same amenity and facilities - including access to open space, schools and community facilities - which other parts of the island might benefit from.

In the face of development pressure, it is essential that the new Island Plan is used as a tool to plan positively for change. It must enable and facilitate the development that new

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<sup>2</sup> Bagot-Longueville; Beaumont - First Tower; Bellozane; Carrefour Selous; Five Oaks; Gorey Village; Grands Vaux; Grève D'Azette - Ville-ès-Renauds; Maufant; Sion; St Aubin; St Brelade's Bay; St John's Village; St Lawrence Church; St Martin's Village; St Mary's Village; St Ouen's Village; and Trinity Village.

<sup>3</sup> Clos de Roncier; Grouville Arsenal; Grouville Church; Le Clos de L'Atlantique/Parcq de L'Oeillère; Les Fourneaux; Les Ruisseaux/Route de Noirmont; Mont au Prêtre; Mont Félard; Mont Mado; Mont-ès-Croix; Petit Port Clos; Route des Genêts/Longfield Avenue; Rue des Landes; St George's Church; St Saviour's Hospital; Teighmore Park; Victoria Village; and Ville Emphrie.

<sup>4</sup> [Jersey Opinions and Lifestyle Survey \(2018\)](#)

and existing town residents - and the wider island community - want and need, so that Town can develop in an enduring and sustainable way. The Island Plan aims to support Town to grow in a way which enhances and complements its character and identity; where people have a good living environment and neighbourhood, with access to open space and community facilities; and it becomes a place of choice to live.

To do this, the Plan for Town has been developed as an integral part of the Island Plan, to provide a comprehensive framework to enable and manage its future development.

St Helier's urban environment is complex and rich; and similarly faces a range of multifaceted challenges and issues. In order that the Island Plan might best respond to these, the Plan for Town has been developed around three themes of vibrancy, growth and sustainability. Within each theme, a series of concept statements are set out to complement relevant policies and to guide the more coherent development of Town.

## A vibrant town

A vibrant town focuses on three strategic concepts to connect, enliven and enhance Town:

- Connect Town: promote active travel journeys and enhanced public realm
- Enliven Town: the town centre, professional services and digital
- Enhance Town: the liveability of homes and neighbourhoods



Figure PL2 – Plan for Town: a vibrant town

### Concept statement – connect Town

#### Promote active travel journeys and enhanced public realm

The chance to connect with new people, places and opportunities lies at the heart of what makes urban environments exciting and vibrant. As the island's capital, St Helier sits at the heart of a web of connections and networks that stretch across Jersey.

In one important way though, there are some key connections that can be improved in Town. There is increasing recognition that the dominance of vehicular traffic on the town's roads not only creates congestion, blocking our connections to each other, but also has wider negative impacts on our built and natural environment, and on the character of Town. When set against the challenges of climate change and the growing problems of

sedentary lifestyles and increasing levels of obesity in the population, particularly children, there is a clear need to review the use and priority afforded to different modes of travel through the network of town roads and streets.

In preparing the Island Plan the current and potential future function of St Helier's roads has been critically appraised to assess each road's role in enabling movement, as well as its characteristics as a place.

The St Helier Public Realm and Movement Strategy<sup>5</sup> recommends a reprioritisation of streets in favour of safe and efficient travel by walking, cycling and other active modes; enhancements to the vibrancy of key commercial areas; steps to ensure servicing and logistics can operate efficiently; and opportunities to create social interaction, creativity and play.

The strategy sets out four key concepts to improve connection in Town and deliver these objectives, creating a future town in which:

- the current degree of **severance caused by the Ring Road is addressed** through a range of interventions, including responding to the challenges presented by the Esplanade and Route de la Liberation, as well as wider Ring Road connectivity;
- **more liveable neighbourhoods are created**, allowing residents to reclaim ownership of the public realm;
- **there is a growing, vibrant core** that prioritises pedestrian activity within the cultural and economic heart of St. Helier, whilst enabling the essential servicing and logistics of the town centre;
- **an active travel network is embedded**, designating routes of a particular character that enable and encourage safe travel by walking, cycling, and other active modes. This will seek to establish key travel corridors for active travel which links key destinations with connections into town, including the bus station, car parks, schools, open spaces and other public/community facilities. The plan also proposes new ways to better connect town residents with the countryside in and around the town including: Grands Vaux; Vallée des Vaux; Fern Valley; and La Blinerie.

To ensure that new development supports the **connect Town** concept, Island Plan policies and proposals on travel and transport and countryside access, in particular, will be applied and developed having regard to the need to promote active travel journeys and enhanced public realm in Town.

The **CONNECT TOWN** concept statement is reflected in a range of detailed policies and proposals, including the following:

- Policy CI9 – Countryside access and awareness
- Proposal – Access to Grands Vaux Reservoir and valley
- Policy TT1 – Integrated safe and inclusive travel
- Policy TT2 – Active travel
- Policy TT3 – Bus service improvement
- Proposal – Active travel network
- Proposal – Public realm works programme

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<sup>5</sup> [St Helier Public Realm and Movement Strategy](#) (2021)

## Concept statement – enliven Town

### The town centre, professional services and digital

An enormous change has taken place in retail in recent years. The traditional pattern of making purchases in physical stores has been profoundly disrupted by the growth of online shopping, a phenomenon which has been accelerated by the impact of the pandemic. Whilst St Helier may have been less affected by this trend, it is still an issue for retailing in Jersey, and the Island Plan needs to respond to help the town centre adapt.

With online shopping set to continue to grow, town centre retail needs to carve out a distinct role, focusing on providing 'experience' and 'convenience'; and it is also likely that traditional retail use will make up a smaller part of the town centre offer. In this respect, the Island Plan allows greater flexibility for the town centre to embrace a wider range of uses and activities based on 'experiential' uses, social and community interactions, rather than just shopping. This needs to be accompanied by an improvement to the town's public realm to create a more attractive environment in which to spend time.

To ensure that the primary retail core remains active and vibrant its spatial extent is condensed, focused on the primary shopping frontages, with an enlarged town centre providing and supporting complementary retail activity along with recreation, cultural and leisure uses. These other uses around the retail core will help to support and sustain the vitality and vibrancy of St Helier town centre as a whole.

The impact of the pandemic upon ways of working and economic performance, as well as Brexit, means that it is unclear whether pre-Covid trends for town centre office space and use will continue. This Island Plan affords an opportunity for this to be monitored and reviewed, as necessary, ahead of adopting any appropriate longer-term policies in the subsequent Island Plan Review. Provision and flexibility exists for the provision of further grade A office accommodation in and around the waterfront, where the market requires this.

Jersey has seen a growth in the cluster of digital sectors around the eastern end of St Helier and around the waterfront, largely making use of secondary office accommodation. The Island Plan seeks to support the digital sector by helping to manage the evolution of secondary office stock in Town to ensure accessible office space remains available to early stage and growing digital businesses.

Daytime and evening economy uses in St Helier, including restaurants, bars, clubs and cafés, are important for islanders and visitors alike, and their provision will be supported

The **ENLIVEN TOWN** concept statement is reflected in a range of detailed policies and proposals, including the following:

- Policy ER1 – Retail and town centre uses
- Policy ER4 – Daytime and evening economy uses
- Policy ER5 – Meanwhile retail and town centre uses
- Policy EO1 – Existing and new office accommodation
- Policy CI5 – Sports, leisure and cultural facilities
- Policy TT2 – Active travel
- Proposal – Active travel network
- Proposal – Public realm works programme

throughout a broadened town centre. St Helier's role as the island's cultural hub will also be supported and its further development enabled.

To ensure that new development supports the **enliven Town** concept, Island Plan policies and proposals on retail, office use and daytime and evening economy uses, in particular, will be applied and developed having regard to the need to promote and support the town centre, professional services and digital in Town.

## Concept statement – enhance Town

### The liveability of homes and neighbourhoods

The way new homes are accommodated in existing town neighbourhoods will be key to making Town a more attractive place to live. There is concern that the density of residential development has been increasing rapidly without sufficient consideration about how to create socially successful communities in the long term. Very high density can challenge successful placemaking and liveability policy objectives, sometimes resulting in poor quality development<sup>6</sup>. If higher density implies concentrating on smaller units with smaller rooms this is not building for the future and will not help to ensure sustainable communities and acceptable living standards<sup>7</sup>.

Concept statement 4 of the Plan for Town recognises the need to integrate more and higher density development in town, in order to meet the strategic objectives of the Island Plan. In doing so, focus must be given to the need to enhance the liveability of these new homes and the neighbourhoods they help create.

Success in this regard will, in many ways, be determined by the quality of the internal design of new homes and access to and the availability of external space. As density and height increase, these factors become more important and greater scrutiny is needed to maintain the quality of high density and high-rise living<sup>8</sup>. Nothing will work without better design and greater flexibility of internal space - as well as more space per person.<sup>7</sup> Enhancing existing and new neighbourhoods also requires development of a range of accommodation types and sizes to meet the island's housing needs, and to create mixed and more sustainable communities; this means providing larger residential units that are capable of accommodating families, and not just one- or two- bedroom flats.

People, and especially children, need access to safe and convenient open space, at home and nearby, as well as being able to get to the coast or the countryside. Access to allotments can also be important for people without gardens of their own.

The COVID-19 pandemic lockdown has highlighted the importance of the 'liveability' of places, and the idea that good neighbourhoods are those where most of people's daily needs can be met within a short walk or cycle. The benefits of this approach - known as the '20 minute neighbourhood'<sup>9</sup> - are multiple: people become more active in the way they travel, improving their mental and physical health; traffic is reduced, and air quality

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<sup>6</sup> [Superdensity: the Sequel report](#) (2015) hta et al

<sup>7</sup> Whitehead, Christine M E (2012) [The density debate: a personal view](#). London School of Economics and Political Science

<sup>8</sup> <https://www.three-dragons.co.uk/news/high-density-residential-development--three-dragons-study-for-gla.htm>

<sup>9</sup> [Twenty Minute Neighbourhood](#) (2021)

improved; local shops and businesses thrive; and people see more of their neighbours, strengthening their sense of community.

To ensure that new development supports the **enhance Town** concept, Island Plan policies and proposals on design quality, community support infrastructure, and the provision and enhancement of open space and play space, in particular, will be applied and developed having regard to the need to improve the liveability of homes and neighbourhoods in Town.

The **ENHANCE** concept statement is reflected in a range of detailed policies and proposals, including the following:

- Policy GD6 – Design quality
- Policy H1 – Housing quality and design
- Policy H4 – Meeting housing needs
- Proposal – Design for homes
- Policy CI4 – Community facilities and community support infrastructure
- Policy CI6 – Provision and enhancement of open space
- Policy CI8 – Space for children and play
- Policy C10 – Allotments
- Policy TT2 – Active travel

## A growing town

A growing town focuses on two strategic concepts to introduce and integrate Town:

- **Integrate Town** - more and higher density development
- **Introduce to Town** - new public infrastructure and assets



Figure PL3 – Plan for Town: a growing town

## Concept Statement – integrate Town

### More and higher density development

The Island Plan Preferred Strategy<sup>10</sup> proposed a housing delivery of 3,750 homes by 2025. Of these, it is expected that around 45%, or c.1,700 homes, would be provided in Town.

To accommodate growth in Town in a responsible way, every new development needs to make the most efficient use of land. This will often mean developing at densities above those of the surrounding area. A design-led approach to optimising density is required that should be based on an evaluation of the site's attributes, its surrounding context and capacity for growth, and the most appropriate development form, in order that development can have a positive impact on the local community and the environment.

Jersey is not alone in seeking to deliver more efficient forms of urban development: planning policy in the UK has sought to deliver increased numbers of homes in towns and cities and to secure a balance between higher density housing and quality of life. It can be harder for very high-density development to deliver a positive response to context, successful placemaking and liveability aspirations, sometimes resulting in poor quality development<sup>11</sup>. If higher density just results in smaller units with smaller rooms; a lack of communal space; and an unattractive neighbourhood where buildings are over-scaled and out of context; and where people's quality of life is poor, this is not a sustainable approach to building for the future, and can contribute to long-term and recurrent challenges for local communities and public services. To engender sustainable communities, it is also important that there is a range of homes available to meet different housing needs, and not an over-concentration of one particular form of accommodation, such as one- or two-bed flats.

In seeking a managed and sustainable increase in density within Town it is particularly important to carefully manage the contribution that taller buildings will make. Taller buildings *can* make a contribution to the sustainable densification of Town, where they are carefully located and designed in context, and particularly where they are deployed as part of neighbourhood-scale interventions that also make use of mid- and low-rise housing elements. Carefully crafted medium-rise developments can also achieve higher densities in areas that are not suited to taller buildings and can often deliver better amenity for residents, providing a human-scale and family-friendly environment and making a positive contribution to townscape character.

Some parts of Town offer opportunities for more significant increases in density than others; these are areas with fewer contextual constraints and larger development sites where there is potential for new development to define its own setting. The refreshed St Helier Urban Character Appraisal<sup>12</sup> has undertaken a sensitivity analysis to determine where the urban environment is best able to accommodate more dense and taller forms of development.

Based on this, the Island Plan establishes a density policy, which will be supported, through the preparation of supplementary planning guidance, with minimum standards and guidance for different parts of Town. A robust, design-led tall buildings policy also aims to ensure that high quality taller buildings might be accommodated in the most appropriate

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<sup>10</sup> [Island Plan Preferred Strategy](#) (2020)

<sup>11</sup> [Superdensity: the Sequel report](#) (2015) hta *et al*

<sup>12</sup> [St Helier Urban Character Appraisal](#) (2021)

locations and contexts in Town, whilst guarding against the very real risks that can stem from over-development, and/or unsympathetic development of taller buildings in inappropriate locations.

To ensure that new development supports the integrate Town concept, the Island Plan contains a number of policies and proposals which cover housing density, housing needs, tall buildings and skyline, views and vistas, in particular. These policies will be read together to ensure that new development can successfully achieve more and higher density development in Town.

The **INTEGRATE TOWN** concept statement is reflected in a range of detailed policies and proposals, including the following:

- Policy GD6 – Design quality
- Policy GD7 – Tall buildings
- Policy GD9 – Skyline, views and vistas
- Policy H2 – Housing density
- Policy H4 – Meeting housing needs
- Proposal – Minimum density standards

## Concept Statement – introduce to Town

### New public infrastructure and assets

Town is home to many key public buildings and services and will see the introduction of new and regenerated public infrastructure over the period of this Island Plan.

Most significant amongst these is the project to deliver a new hospital for the island. The Island Plan identifies and safeguards the site at Overdale as the new location for the island's general hospital<sup>13</sup>.

Other key changes for Town and its supporting community infrastructure will include:

- a review of the education estate to ensure that the needs of education can be better met now and into the future, particularly for primary schools in Town;
- the delivery of new and enhanced sporting facilities, enabling the decant and regeneration of Fort Regent;
- the continued delivery of the St Helier Waterfront, creating a new quarter for the town; and
- improvements to the road and pedestrian network, supporting safer, more sustainable and active movement across and around Town.

To help deliver the number of homes required over the plan period, particularly affordable homes, it is essential that a number of sites in public ownership are brought forward for development. These will be delivered through the Island Public Estate Strategy<sup>14</sup> and are identified in the Island Plan in order to help demonstrate that the plan is able to deliver the homes that are required; and to also ensure that the associated community infrastructure can be enhanced or provided in the right locations. As the island's principal urban centre, a strategic extension of Town, to the north, can also help provide more affordable homes and a range of different housing types for town residents, especially families.

<sup>13</sup> [P.123/2020: Our Hospital site selection: Overdale](#)

<sup>14</sup> [Island Public Estate Strategy 2021-35](#)

The Minister for the Environment has already published supplementary planning guidance for parts of the town to encourage and enable development opportunities to meet the island’s needs. The plan supports the delivery of the objectives of the **South West St Helier Planning Framework**,<sup>15</sup> and the **North of Town Masterplan**,<sup>16</sup> both of which provide opportunity for new development and regeneration.

The Minister for the Environment is also cognisant of the work that has been undertaken to prepare the **Port of St Helier Masterplan**. This sets out some key objectives to ensure that the operation of the port can be made more efficient and effective, thus safeguarding and improving this critical element of strategic public infrastructure. It also presents some other development opportunities, for residential and other uses, to help meet the need for homes; and to reconnect St Helier with its maritime heritage. The new plan will provide a framework to support and enable the delivery of the masterplan objectives, against an appropriate regulatory regime.

In a similar vein, work is being undertaken to explore the regeneration and re-purposing of St Helier’s historic **Fort Regent**<sup>17</sup>, and the plan will seek to establish a similar policy framework, as appropriate, supported by new supplementary planning guidance.

To ensure that new development supports the **introduce to Town** concept, the Island Plan contains a number of policies which specifically cover the delivery of new homes, community infrastructure and facilities, and which will help to guide the appropriate delivery of new public infrastructure and assets in Town.

The **INTRODUCE TO TOWN** concept statement is reflected in a range of detailed policies, including the following:

- Policy H5 – Provision of affordable homes
  - Field No. H1219, St. Helier (1.20 hectares/6.6 vergées)
  - Field No. H1198, St. Helier (0.40 hectares/2.2 vergées)
  - Field No. H1189, St. Helier (0.85 hectares/4.7 vergées)
  - Field No. H1186A, St. Helier (0.45 hectares/2.5 vergées)
- Proposal – Residential delivery and management strategy
- Policy CI3 – Our Hospital and associated sites and infrastructure
- Policy CI4 – Community facilities and community support infrastructure
- Policy CI5 – Sports, leisure and cultural facilities
- Policy TT5 - Port operations

## A sustainable town

A sustainable town focuses on three strategic concepts to restore, protect and prepare Town:

- **Restore Town** – natural connections, urban biodiversity and public open space
- **Protect Town** - Town character and heritage assets
- **Prepare Town** - to adapt to and mitigate climate change

<sup>15</sup> [South West St Helier Planning Framework \(2019\)](#)

<sup>16</sup> [Revised North of Town Masterplan \(2011\)](#)

<sup>17</sup> [Inspiring Active Places Strategy \(2021\)](#)



Figure PL4 – Plan for Town: a sustainable town

## Concept Statement – restore Town

### Natural connections, urban biodiversity and public open space

Attractive and accessible parks, squares and streets make for a better quality of life and help to support physical and mental health and wellbeing. A network of well-designed and cared-for open spaces and streets adds to the character of places where people want to live, work and visit. Vital green infrastructure, comprising open spaces and trees, enable us to deal with floods or mitigate and adapt to climate change, contribute to urban cooling, provide shade and store water and carbon; they also provide important wildlife habitats. Open spaces provide sporting facilities, areas for children to play or beautiful parks for people to relax. The availability of this local green and community infrastructure becomes increasingly important in those neighbourhoods where there is higher density housing.

Jersey has its own example of the importance and value of open space. The transformation of the car park at Gas Place into the very popular Millennium Town Park has had a significant, positive impact on the surrounding area. By providing a space for a range of recreational uses, it has become a focal point for the community that now cements a convivial residential character in the northern part of the town: it is a model of successful regeneration and placemaking.

The Island Plan introduces a new policy regime to support the provision of new open space - both private and public. The plan also proposes new steps to enhance biodiversity in urban settings will explore the delivery biodiversity net gain in public development. It will also safeguard all existing public open space in Town. New development will be required to respond to these policies, and thus support the restoration of natural connections, urban biodiversity, and protection and enhancement of public open space across Town.

This plan will also support and enable new connections to the countryside, so that town residents can enjoy and benefit from access to nature and green spaces, with proposals to open up access to Grands Vaux Valley and a new country park at Warwick Farm. It will better connect the town to its waterfront and town beaches. A redefined Coastal National

Park, embracing all of the island's intertidal zones, including St Aubin's and St Clement's Bay, will bring the national park to Town.

To ensure that new development supports the **restore Town** concept, the Island Plan contains a number of policies and proposals which specifically support the maintenance and enhancement of green infrastructure and networks, urban biodiversity and public open space which will be applied and developed during the plan period.

The **RESTORE** concept statement is reflected in a range of detailed policies and proposals, including the following:

- Policy NE1 – Protection and improvement of biodiversity and geodiversity
- Policy NE2 – Green infrastructure and networks
- Proposal – Biodiversity net gain
- Policy CI6 – Provision and enhancement of open space
- Policy CI7 - Protected open space
- Policy CI9 – Countryside access awareness
- Proposal – St Helier Country Park
- Proposal – Access to Grands Vaux Reservoir and valley

## Concept Statement – protect Town

### Town character and heritage assets

The character of Town is key to its charm and attractiveness. Character is a subtle concept but has a powerful influence on peoples' desire to be in a place, whether to live or visit. Historic buildings and places make an important contribution to the character, identity and sense of a place, especially in Town, which is home to about 40% of the island's listed buildings and places. Islanders consistently recognise the significance of the historic environment in contributing to the quality of life enjoyed in Jersey; and ministers have committed to protect and value our environment by improving the built environment, to retain its sense of place, culture and distinctive local identity in their Common Strategic Policy<sup>18</sup>. Jersey is also bound to protect its heritage assets under international convention obligations, for their intrinsic value, but also because of their contribution and role as part of a wider shared heritage.

An analysis of the town's character, and an assessment of the distinct and individual qualities of its constituent parts, can be a positive tool to best guide development in terms of integrating within the existing fabric. It can also serve to establish those parts of the town where there is opportunity to generate a new character, which complements and adds to the existing qualities of the town, such as at the new waterfront.

The original 2005 Urban Character Appraisal<sup>19</sup> identified ten distinct character areas in St Helier. In 2021, most of these character areas still describe parts of the town that have distinct qualities that distinguishes them from neighbouring areas and this work has been refreshed, revised and extended to bring it up to date, and to provide a broader spatial coverage embracing the suburbs. It has informed the plan's approach to determine how Town might best respond to the need to accommodate much of the island's development needs, whilst still protecting and improving the character of the town as a place to live, work and visit.<sup>20</sup>

<sup>18</sup> [Common Strategic Policy 2018 to 2022](#)

<sup>19</sup> [St Helier Urban Character Appraisal \(2005\)](#)

<sup>20</sup> [St Helier Urban Character Appraisal \(2021\)](#)

Work has also been undertaken to review the efficacy of the protection regime for Jersey's historic environment<sup>21</sup>. This demonstrates that it is comparable with other jurisdictions, in terms of the level of regulatory control exercised, and that it is an important tool in serving to protect local identity and character; and contributing to economic regeneration, where historic buildings are regarded as assets to be worked with rather than constraints.

Planning policies of the Island Plan provide proactive support for the re-use of historic buildings; for appropriate flexibility in response to climate change; and strengthen and clarify the management of development that affects the setting of listed buildings.

Imminent changes to legislation<sup>22</sup> will enable the designation of conservation areas to recognise and better protect those areas of the island with a distinct architectural and/or historic character. Areas of Town, such as Havre des Pas, for example, might benefit from conservation area designation, following engagement and consultation, and Island Plan policies will help to protect and improve the character of conservation areas, once introduced.

To ensure that new development supports the **protect Town** concept, policies to enhance design quality and to protect or improve heritage assets and their settings, and the character of town, will be applied, and proposals to designate conservation areas brought forward.

The **PROTECT TOWN** concept statement is reflected in a range of detailed policies and proposals, including the following:

- Policy GD6 – Design quality
- Policy HE1 – Protecting listed buildings and places, and their settings
- Policy HE3 – Protection or improvement of conservation areas
- Policy HE5 – Conservation of archaeology
- Proposal – Conservation area designation

## Concept Statement – prepare Town

### To adapt to and mitigate climate change

While climate change affects the whole island, there are some specific climate change issues that are likely to have a greater impact and relevance to Town.

At a building and neighbourhood level, the impacts of higher temperatures resulting from climate change are likely to be felt more greatly in Town because of the urban 'heat island' effect. More open space and tree cover will be needed as Town develops further, to provide cooling and shade for people and buildings and to enhance public open space.

Surface water run-off, from rainfall, is also a greater challenge in urban areas, and may require additional flood attenuation and temporary water storage, including the use of existing and new green spaces, the creation of water bodies, and other sustainable urban drainage features.

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<sup>21</sup> [Historic Environment Review \(2020\)](#)

<sup>22</sup> See statement from Minister for the Environment ([Hansard 23rd March 2021](#)) about proposed amendment 8, Planning and Building (Jersey) Law 2002

But the biggest challenge is to make Town more resilient to the effects of sea level rise and wave overtopping. The island's Shoreline Management Plan<sup>23</sup> already prioritises the need for action to be taken in the short- to medium-term, both to the west of Town in St Aubin's Bay, and to the east at Havre des Pas. An 'advance-the-line' response in both areas is proposed, which could involve the creation of new sea defences, but may also provide opportunities for other forms of development to bring improvements in these areas.

At the same time, there are opportunities to address climate change that are particularly relevant to the town environment. These include the chances to deploy solar PV technology on larger office and residential buildings in Town, to develop and expand green infrastructure using roof and wall space, the introduction of sustainable urban drainage systems (SuDs), to accommodate and further develop shared transport schemes and infrastructure, and to require more sustainable building standards from new developments.

There are a number of policies throughout the Island Plan that will help to **prepare Town**, such as those which require new development to adopt lower carbon building and development practices, to ensure that new development considers and adapts in response to flood risk, whilst also enabling the delivery of essential shoreline management plan schemes. Together, these policies are critical to ensuring that new development in Town supports the necessary and ongoing adaptation and mitigation of the effects and threats of climate change.

The **PREPARE TOWN** concept statement is reflected in a range of detailed policies, including the following:

- Policy ME3 - BREEAM rating for new larger scale non-residential buildings
- Policy ME4 – Air quality and increased emissions
- Policy ME7 – Larger-scale terrestrial renewable energy developments
- Policy WER2 – Managing flood risk
- Policy WER3 – Flood infrastructure
- Policy WER4 – Land reclamation

## New development in town

The Plan for Town is critical to the sustainable development of the island. Town will continue to provide land and development opportunities to meet much of the island's needs over the plan period and the Plan for Town can help to ensure that it continues to grow in an integrated, enduring and sustainable way.

To achieve this, all new development should support and make a positive contribution to the eight strategic concepts set out in the Plan for Town:

A vibrant town focuses on three strategic concepts to connect, enliven and enhance Town:

- **connect Town:** promote active travel journeys and enhanced public realm
- **enliven Town:** the town centre, professional services and digital
- **enhance Town:** the liveability of homes and neighbourhoods

A growing town focuses on two strategic concepts:

- **integrate Town** - more and higher density development
- **introduce to Town** - new homes, public infrastructure and assets

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<sup>23</sup> [Jersey Shoreline Management Plan \(2020\)](#)

A sustainable town focuses on three strategic concepts:

- **restore Town** – natural connections, urban biodiversity and public open space
- **protect Town** - Town character and heritage assets
- **prepare Town** - to adapt to and mitigate climate change

### Policy PL1 - Development in Town

Town will provide land and development opportunities to meet much of the island's development needs over the plan period in its role as the island's primary centre for economic activity, the provision of public services and infrastructure, and the creation of new homes.

Development within Town must have regard to and consider how it will respond to the Plan for Town and will be supported where it makes a positive contribution to the strategic concepts of the Plan for Town in order to help deliver a sustainable future for Town and the island.

Where additional needs for the primary school estate have been identified by the responsible Minister, the redevelopment of States of Jersey or States-owned companies' land in Town for the purposes of meeting education needs will be given the highest priority.

Proposals for the redevelopment of States of Jersey or States-owned companies' land within the vicinity of existing primary schools in Town must be able to demonstrate that they will not compromise the ability to address identified education needs.

## Les Quennevais

Les Quennevais has grown and developed into the island's secondary urban centre and is a key community focus for the provision of homes; education, sports and community facilities; retail and other services in the west of the island.

This Island Plan introduces a settlement hierarchy that recognises, establishes and supports Les Quennevais in this role. The extent of Les Quennevais is defined on the proposals map. It extends to and embraces La Moye; Le Saut Falluet; La Petite Route des Mielles; Tabor Heights; and Park Estate.

It is a thriving urban area, mostly comprising smaller-scale, lower density suburban housing with some larger-scale, apartment blocks that are more contemporary and urban in nature. It benefits from a wide range of retail services, focused on Red Houses and Les Quennevais Precinct, and extensive sport and community facilities, centred on Les Quennevais Sports Centre.

Les Quennevais is well served by locally accessible public green space, with a popular and large play park behind Les Quennevais Precinct (Elephant Park) and the Pont Marquet Country Park to the east. Access to the coast and countryside is within easy reach at St Brelade's Bay; Les Creux Country Park; and St Ouen's Bay to the west.

The provision of public open space at Les Quennevais is safeguarded by the plan, which also acknowledges and facilitates the further development and enhancement of the

existing sports facilities provided at Les Quennevais Sports Centre, and which is identified for further investment as part of the island-wide inspiring active places strategy<sup>24</sup>.

There are regular and frequent bus services serving Les Quennevais, to St Helier; and it benefits from dedicated active travel infrastructure in the form of the Railway Walk, providing an off-road connection for walking and cycling to St Helier, with a link to St Peter. The plan will seek to encourage the further enhancement of public transport and active travel infrastructure to help support more walking and cycling.

Les Quennevais is well-placed and provisioned to support further development. The Island Plan encourages the more efficient use of land and the redevelopment of existing land and buildings here to deliver more homes. The plan sets out a density policy, which will be supported through the preparation of supplementary planning guidance with minimum standards and guidance, for the development of new homes in the built-up area of Les Quennevais.

The plan defines a Les Quennevais centre, that embraces the precinct and Red Houses crossroads, where there exists a focus of employment land uses in the area, mostly centred around food and other convenience retailing, but with a range of other complementary ‘town centre’ services including pharmacies and other healthcare services, cafés, beauticians, barbers, and other personal services. The plan seeks to safeguard and support the retail vitality of this area, but also to introduce a greater flexibility to allow other employment uses in the area, including the development of office accommodation (up to 200 sqm). This is designed to encourage investment and to enable Les Quennevais to further develop to provide greater employment opportunity in the west of the island.



Figure PL5: Defined centre for Les Quennevais

This Island Plan sets the planning framework for the continued development of Les Quennevais over the short-term. It is proposed that the longer-term future of Les

<sup>24</sup> [Inspiring Active Places Strategy \(2021\)](#)

Quennevais is explored further through the development of a west of island planning framework, as set out in strategic proposal 4.<sup>25</sup> This work, which will progress over the plan period, will be developed with input from local and island-wide stakeholders, including local parishes and others, and will investigate future planning options and opportunities for Les Quennevais and the wider area, including the former Les Quennevais School site; and Jersey Airport.

### Policy PL2 - Les Quennevais

The built-up area of Les Quennevais is identified as the island's secondary urban area and is expected to help meet the island's development needs over the plan period.

Les Quennevais will act as a focus for growth and help to accommodate the need for residential development and the provision of community infrastructure, including sports provision. It will also serve to provide opportunity for economic growth and regeneration in this part of the island.

Development will be consolidated within the existing built-up area; and economic development will be focused in a defined area, as set out on the proposals map, to support regeneration.

While the Island Plan should be considered as a whole, policies and proposals of particular note to **Les Quennevais** include the following:

- Policy ER1 – Retail and town centre uses
- Policy ER4 – Daytime and evening economy uses
- Policy ER5 – Meanwhile and town centre uses
- Policy EO1 – Existing and new office accommodation
- Policy H2 – Housing density
- Proposal – Minimum density standards
- Policy CI5 – Sports, leisure and cultural facilities

## Local centres

There are a range of local centres within the built-up area framework which serve as sustainable communities throughout the island. They are smaller urban centres where most of people's daily needs can be met within a short walk or cycle; and where there is access to public transport.

The extent of these areas is defined on the proposals map and includes traditional parish centres; historic harbour villages; suburban centres and some areas embraced by development along the south and east coast, as follows:

- St Ouen's Village
- St Mary's Village
- St John's Village
- Trinity Village
- St Martin's Village
- St Lawrence Church
- St Peter's Village
- St Aubin
- Gorey Village
- Carrefour Selous
- Sion
- Maufant
- St Brelade's Bay
- Beaumont - First Tower
- Bellozane
- Grands Vaux
- Five Oaks

<sup>25</sup> See Strategic proposal 4: a west of island planning framework in Volume one: introduction and strategic proposals

- Bagot-Longueville
- Grève D'Azette - Ville-ès-Renauds

There are opportunities for some growth, and new residential development, in planned locations in some of these local centres. Development should otherwise continue to be consolidated within the existing built-up area, to ensure the optimal use of land including through its redevelopment. The plan sets out a density policy, which will be supported through the preparation of supplementary planning guidance with minimum standards and guidance, for the development of new homes in local centres. Any development here needs to have regard to the character of the area and its capacity to accommodate more dense forms of development.

In some local centres the planned release of greenfield land will support the delivery of wider objectives for the island. This includes provision of new affordable homes to help meet the island's need for different types of accommodation, including family homes; and local opportunities for right-sizing, which will encourage and enable islanders to move into homes that are more suited to their housing needs, and which can help release existing family homes. This will help to ensure the continued vitality and viability of local centres and help maintain sustainable communities and other facets of parish life.

The protection and enhancement of community facilities, public open space and infrastructure to support active travel, as well as the provision of new or enhanced community buildings, spaces and uses to meet local needs, will be supported in local centres.

Some of the island's local centres also provide employment land and support different aspects of the island's economy. The maintenance of local services to help meet daily needs will be supported; as will other development which serves a more strategic role, where this is proportionate and appropriate to the context and the local centre; and accords with specific policies in the plan. This includes, for example, support for the provision and improvement of visitor accommodation and daytime and evening economy uses in places such as St Aubin, Gorey and St Brelade's Bay, all of which play an important role in supporting this aspect of Jersey's economy and are identified as tourism development areas (TDAs). The plan sets out a proposal to develop an improvement plan for St Brelade's Bay to enhance its character for the benefit of islanders and visitors alike.

Some local centres include areas with a distinct architectural and/or historic character which have the potential to be designated as conservation areas once this is enabled by change to legislation. Designation, following engagement and consultation, will help to protect and improve the character of conservation areas, through the application of policies in the plan. It is also recognised that parts of the built-up area, made up of the landscaped escarpment, is particularly sensitive to the impact of new development and the plan seeks to ensure that the green backdrop zone is protected and enhanced, where it features in local centres.

Any development in local centres needs to be proportionate to the needs of the community, the scale of the built-up area, and appropriate to its context in scale, character and use.

### Policy PL3 - Local centres

Development within the island's local centres will be supported where it contributes to maintaining and enhancing sustainable local communities.

Proposals for residential development will be supported within the existing built-up area.

The release of greenfield land is planned for some centres to help meet the need for different types of housing; and to support the vitality, viability and social sustainability of the community.

The provision or enhancement of existing and new community facilities, public open space and active travel infrastructure in local centres to meet local needs will be supported.

Where additional needs for the primary school estate have been identified by the responsible Minister, the redevelopment of States of Jersey or States-owned companies' land in local centres for the purposes of meeting education needs will be given the highest priority

Proposals for the redevelopment of States of Jersey or States-owned companies' land within the vicinity of existing primary schools in local centres must be able to demonstrate that they will not compromise the ability to address identified education needs

Economic development to meet local needs; and to support the needs of key sectors of the island's economy, as set out in specific policies of the plan, will be supported.

Any development in local centres needs to be proportionate to the needs of the community, the scale of the built-up area; and appropriate to its context in scale, character and use.

While the Island Plan should be considered as a whole, policies of particular note to **local centres** include the following:

- Policy GD6 – Design quality
- Policy GD8 – Green backdrop zone
- Policy ER3 – Local retail
- Policy ER4 – Daytime and evening economy uses
- Policy EV1 – Visitor accommodation
- Policy H1 – Housing quality and design
- Policy H2 – Housing density
- Proposal – Minimum density standards
- Policy H4 – Meeting housing needs
- Policy H5 – Provision of affordable homes
  - Field G392A Grouville
  - Field MN389 St. Martin
  - Field MN390 St. Martin
  - Field MN410 St. Martin
  - Field O594 St. Ouen
  - Field O595 St. Ouen
  - Field P632 St. Peter

- Field S413 St. Saviour
- Field S415 St. Saviour
- Field S415A St. Saviour
- Field S470 St. Saviour
- Field S530 St. Saviour
- Field S729 St. Saviour
- Policy CI4 – Community facilities and community support
- Policy TT2 – Active travel
- Proposal – Conservation area designation
- Proposal – St Brelade’s Bay Improvement Plan

## Smaller Settlements

There are a range of smaller settlements throughout the island. In most cases these are suburban residential forms of development, often with little or no local facilities and services.

The extent of these areas is defined on the proposals map and are as follows.

- |  |                                     |                     |
|--|-------------------------------------|---------------------|
| ● St George’s Church                           | ● Route des Genêts/Longfield Avenue | ● Mont Félard       |
| ● Le Clos de L’Atlantique/Parc q de L’Oeillère | ● Les Ruisseaux/Route de Noirmont   | ● Mont au Prêtre    |
| ● Petit Port Clos                              | ● Rue des Landes                    | ● Victoria Village  |
| ● Les Fourneaux                                | ● Ville Emphrie                     | ● Teighmore Park    |
| ● Mont-ès-Croix                                |                                     | ● Grouville Church  |
|  |                                     | ● Grouville Arsenal |
|  |                                     | ● Clos de Roncier   |

Development opportunities in these locations are more limited given there is less access to local facilities and services, and an increased reliance on private vehicle.

New residential development here will be consolidated within the existing built-up area through redevelopment of existing sites, infill development, or alterations or extensions to existing dwellings. The development of key sites located in smaller settlements, such as St Saviour’s Hospital, which may come forward over the plan period, will be guided by the preparation of supplementary planning guidance.

Proposals for employment uses here should be generally limited to the provision of local services. The provision or enhancement of existing or new community facilities, public open space or active travel infrastructure will be encouraged where they contribute to the creation of a more sustainable community.

### Policy PL4 - Smaller Settlements

Development opportunities in smaller settlements will be supported where they contribute to the creation of a more sustainable community.

Proposals for residential development will be supported where they comprise redevelopment of existing sites, residential infill, or alterations or extensions to existing dwellings.

The development of appropriate and proportionate local services and facilities will be supported where this helps to create more sustainable centres.

While the Island Plan should be considered as a whole, policies and proposals of particular note to **smaller settlements** include the following:

- Policy ER3 – Local retail
- Policy H2 – Housing density
- Proposal – Minimum density standards
- Policy CI4 – Community facilities and community support
- Policy TT2 – Active travel

## Countryside, coast and the marine environment

Beyond the built-up area, there is a transition to the island's undeveloped coast and countryside, as well as the entirety of Jersey's marine environment from the mean high-water mark to the limits of Jersey's territorial waters, including its offshore reefs.

Throughout the countryside and around the coastline there are remote homes and small hamlets where access to infrastructure is limited, and where nearly all services and facilities need to be accessed in the nearest urban centres or Town.

There are a wide range of employment uses and buildings in the countryside and around the coastline, including those which serve the rural economy; together with strategic land uses and infrastructure that supply the island with minerals, water and which enable waste management.

The island's marine environment accommodates essential infrastructure for communications and power and supports Jersey's fisheries and aquaculture industries.

Jersey's Coastal National Park embraces some of the island's most valuable and sensitive terrestrial landscapes, the unique intertidal zone and the offshore reefs and islands, together with the shallow waters that surround them. Proposals for terrestrial and marine development located within the Coastal National Park will need to demonstrate how they have had regard to the sensitivity of the landscapes and seascapes within it, which are afforded the highest level of policy protection; and how they are compatible with the purposes, and protect the special qualities, of the national park.

### Coastal National Park

Jersey's Coastal National Park was originally established in 2011, with its extent informed by the Countryside Character Appraisal<sup>26</sup>, embracing all those parts of the island of highly sensitive and most valuable landscape quality. This plan has revised the spatial extent of

<sup>26</sup> [Countryside Character Appraisal \(1999\)](#)

the park drawing on the more recent Integrated Landscape and Seascape Character Assessment<sup>27</sup> and the Coastal National Park Boundary Review<sup>28</sup>. This has extended the park boundary to more comprehensively embrace those parts of the island that are of outstanding landscape quality and, most significantly, embrace the island's unique intertidal zones and the shallow waters around its offshore reefs, which are of outstanding seascape character. The revised park boundary covers 35sq km, or nearly 30% of the island's landmass, excluding the offshore reefs, or the intertidal and shallow sea areas embraced by the park.

Inclusion of the intertidal zone and shallow water around the offshore reefs explicitly recognises that Jersey's character is significantly influenced by the visual relationship of the sea and the land; and the view and perception of it from the sea, bays and beaches, as well as from the land. The island's coastline and its seascapes are highly sensitive and are at risk of having their key characteristics fundamentally altered by inappropriate or insensitive landward or marine development. This plan, therefore, recognises the critical need to comprehensively identify and protect the character of the island's Coastal National Park, and its landscape and seascape setting, and to explicitly consider the impact of development upon it as an integral part of the planning process.

Jersey's Coastal National Park is primarily a designation that is designed to protect its outstanding landscape and seascape character, along with its special heritage and biodiversity value. The purposes of the national park include:

- a. the conservation and enhancement of the natural beauty, wildlife and cultural heritage of the park, and
- b. the public understanding and enjoyment of its special qualities.

The inherent scenic quality of the park is an asset and a resource of benefit to islanders and visitors alike, and the purpose of the park which seeks to ensure the conservation and enhancement of the natural beauty, wildlife and cultural heritage of the park is always the primary consideration.<sup>29</sup>

The Island Plan seeks to ensure that development which takes place within the Coastal National Park protects or improves its landscape or seascape character, and which is also compatible with the purposes of the park, and which does not undermine its special qualities. It is important to acknowledge and recognise that the Island Plan only serves to influence and shape development activity in the national park and can only affect decisions for activities that involve the development of land and buildings. Other aspects associated with the national park, including land management, are external to the planning process and are not regulated by the Island Plan where they do not require planning permission.

The special qualities of the Coastal National Park are reflected in the work that has been undertaken to assess the island's landscape and seascape character, much of which is included within the Coastal National Park as follows:

- **variety, uniqueness and drama:** there is an extraordinary diversity of landscapes, from patchwork fields to deep wooded valleys; from rugged coastal cliffs to

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<sup>27</sup> [Jersey Integrated Landscape and Seascape Character Assessment \(2020\)](#)

<sup>28</sup> [Jersey Coastal National Park Boundary Review \(2021\)](#)

<sup>29</sup> The purposes of the national park are underpinned by the Sandford Principle which asserts the primacy of the first purpose over the second in cases of obvious conflict.

sweeping flat sandy bays and uninhabitable reefs influenced by both marine and continental weather and water systems.

- **spectacular coastline:** much of Jersey's dramatic and distinctive coastline is entirely natural, from the high, rugged, granite cliffs and headlands of the north coast, to the vast sandy sweep of St Aubin's Bay in the south. Low tide reveals a dramatic and vast world of reefs around the coast, and out to sea. The coastline also has a human legacy of fishing, vraicing (collecting seaweed to use as fertilizer), tourism and defence. Lighthouses, beacons and defensive towers form landmarks and seamarks, and add to the sense of place.
- **diverse and unusual geology:** Jersey's skeleton is formed of many different types and ages of igneous and sedimentary rocks, reflecting its tumultuous formation over millions of years. This combination of rocks (on land, in the intertidal zone and under the sea) leads to great diversity of landform, as well as marine features and habitats. The coasts offer opportunities to see very rare rock formations, whilst the largely inaccessible offshore reefs are unique in Europe.
- **abundance of habitats:** Jersey's waters are teeming with life, supported by an array of underwater and intertidal habitats including seagrass beds, kelp forests, maerl beds, underwater rock and reefs. Onshore, extensive dune systems provide habitats for species unique to Jersey, and wildlife thrives in the coastal heaths, woodlands, meadows and marshes, hedgerows and banques.
- **unique prehistoric archaeology:** caves in the cliffs contain archaeological remains from the Palaeolithic period onwards, including evidence for early human life. Back then, the caves would not have been looking out over the sea, but instead over a vast plain, crossed by river channels, and it would have been possible to walk to what is now France. Around the coast are visible monuments (dolmens and standing stones) and archaeological landscapes buried under sand deposits.
- **a rich built heritage:** traditional buildings of local warm-coloured granite occur throughout Jersey, with a distinct local vernacular style influenced by both English and French cultures.
- **a legacy of defensive sites:** Jersey's vulnerable location has resulted in a legacy of defensive sites spanning roughly 2000 years, from Iron Age coastal forts to structures relating to German occupation in World War II. Most of the defensive sites are coastal, and include distinctive landmarks such as Mont Orgueil castle, Elizabeth Castle, the distinctive round coastal 'Conway Towers' and the World War II range-finding towers at Les Landes, Corbière and Noirmont, which formed part of the German 'Atlantic Wall'.
- **spectacular views:** the longest and most spectacular views in Jersey are generally at the coast, where panoramas encompass land, sea and sky. This is where the different landscapes and seascapes meet, creating attractive compositions, and natural and built landmarks create focal points. Along the north coast, the offshore reefs draw the eye out to sea. The other Channel Islands and the French coast appear on the horizon. The sunsets are spectacular, particularly over the intertidal reefs. At night, dark skies over much of the island allow the stars to be appreciated, punctuated by the flashes from the lighthouses and beacons.

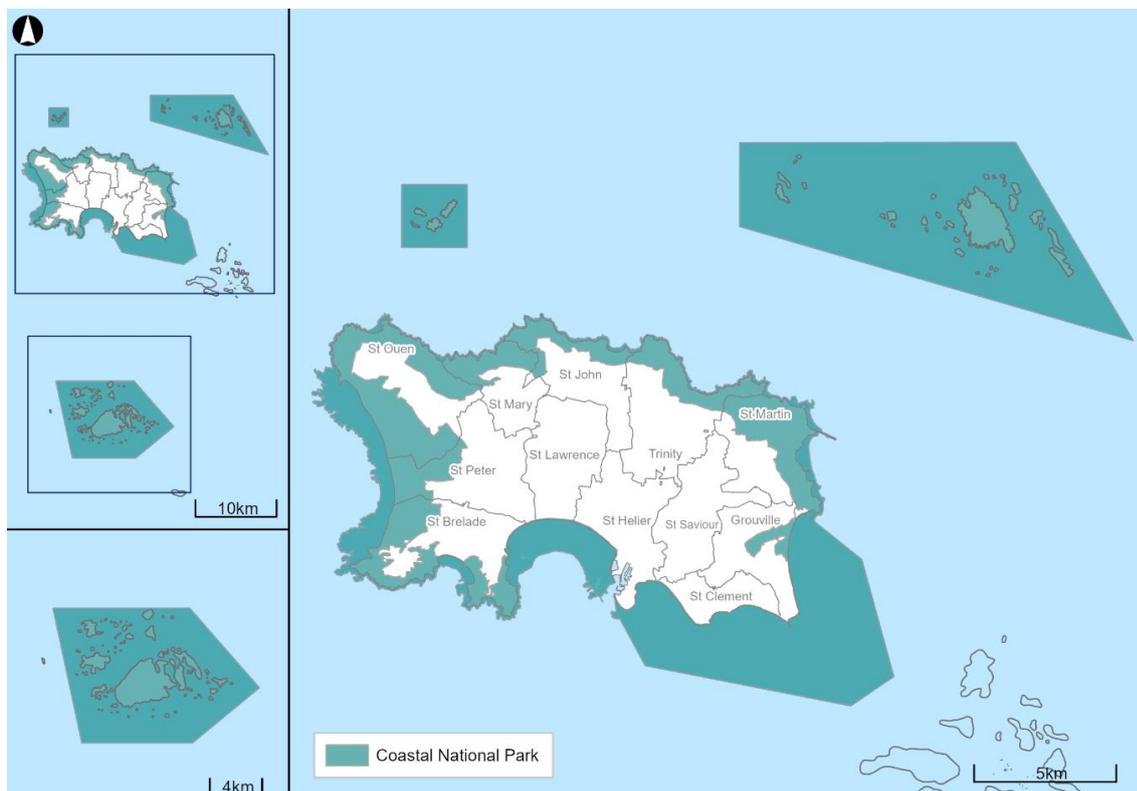


Figure PL6: Coastal National Park

### Proposal – National park legislation

The Minister for Economic Development, Tourism, Sport and Culture will work with the Council of Ministers to bring forward, for approval by the States Assembly, proposals for the establishment of a national park in law, with appropriate provisions and mechanisms to:

- a. define the purposes of a national park in Jersey;
- b. determine its appropriate governance, in order to secure the purposes of the park;
- c. determine the spatial extent of the park;
- d. manage land and activities within the park in accord with its purposes; and
- e. ensure public and stakeholder engagement and consultation on all matters associated with the national park.

### The green zone

Much of the countryside outside of the Coastal National Park - referred to as the green zone - comprises the rural heartland of Jersey. The quality of the landscape here has a largely intact character although one that has, in part, been more affected by land use changes and management. It nevertheless provides an important and distinctive contribution to the character and appearance of the island's countryside and it is important that its strongly rural character is protected.

It also includes landscape character types - such as enclosed valleys and escarpments - with landscape characteristics which are sensitive to change which should be protected from further development.

### Development around the coast and in the countryside

To promote the most sustainable pattern of development in the island, support the transition to net zero carbon, protect the island's landscape and seascape character, and to protect and enhance the island's green infrastructure, there will be a general

presumption against the development of new homes outside of the island's built-up areas around the coast and in the countryside. The plan does make provision for some exceptions for the creation of new homes here where they are related to: the provision of personal support and care; securing the re-use of traditional farm or listed buildings; the conversion or redevelopment of some employment buildings, where demonstrable environmental gains can be delivered. Exceptional provision may also be made where it is related to the essential provision of rural workers' accommodation. Opportunities for other residential development around the coast and in the countryside will be limited to redevelopment of existing sites or alteration or extension to existing dwellings, where their scale, massing, height and design is in keeping with the context.

The provision of community facilities, such as those for sport and recreation, which support the health and well-being of islanders will be supported where they are well-located and accessible and can be justified relative to local community need. Proposals which enhance access to the coast and the countryside, and which are related to the use and enjoyment of its natural assets, through low-intensity active leisure pursuits, to the benefit of both visitors and islanders, will be supported, where its impact on the natural environment is limited.

The coast and countryside are working environments and the development of agriculture and other employment uses that support the rural and island economy will be enabled here, where a countryside or coastal location is justified and appropriate.

Agricultural land will be protected from loss and its alternative use will only be supported where it can be justified relative to the nature of the proposed use and the value of the land to agriculture, such that alternative uses will only be appropriate on lower-quality agricultural land. Support will be given to proposals that comprise the reuse or redevelopment of already developed land and/or buildings in the countryside, where it is appropriate and justified, having regard to tests of redundancy. The reuse or redevelopment of modern agricultural buildings for non-employment uses will not be supported. Redundant and derelict glasshouses are considered to be temporary structures associated with the agricultural use of the land that should be removed, and the land restored, when they are no longer required. The development of derelict glasshouses may only be supported in exceptional circumstances where the extent of development is limited to that which is required to achieve their removal and to deliver an overall enhancement to the countryside.

Throughout the coast and the countryside there is a range of sites and facilities that ensure the community's essential needs are met, such as an adequate supply of drinking water, the provision of aggregates to support development needs, and the management of waste materials. Proposals for the maintenance and/or expansion of these strategic sites and facilities will be supported where it is demonstrated to be in the public interest, and where the impact on landscape and seascape character is avoided, minimised and mitigated.

Coastal and rural development opportunities will be limited in the Coastal National Park. Development within the Coastal National Park should be compatible with the purposes of the park, in order to protect its special qualities. It will need to accord with other policies throughout the plan in terms of the forms of development that may be acceptable within it, and applicants will need to, in particular, justify the need for development to be located here. It is essential that development in the Coastal National Park protects or improves the

landscape and seascape character of the park and ensures that these special qualities can continue to be enjoyed.

Development in the green zone should protect or improve the landscape character. Specific consideration needs to be given to the impact of development proposals on those landscape character types and areas within the green zone (as identified in the ILSCA<sup>30</sup>) to determine their sensitivity and capacity to accommodate new development.

All development proposals around the coast and in the countryside will need to demonstrate that particular care has been taken to ensure that they can be sympathetically integrated into the locality and that they do not harm landscape character or biodiversity. The impact of a proposal on the island's seascape will be a relevant consideration for developments in coastal locations.

### **Development in the marine environment**

The long-term, prudent use of marine resources is essential in the management of Jersey's unique, fragile and environmentally and economically important shores and waters.

Development proposals located in the marine environment will not generally be supported except where a marine location is demonstrated to be essential and generally accords with other policies of the plan. This Island Plan provides a more focused policy regime for activities in the marine environment by providing some spatial definition of areas or sites where different marine-related land uses may be supported, such as offshore utility scale renewable energy development, aquaculture and shoreline management. Other essential uses here could provide for navigation; access to water; and power and communications supplies. There is a need to ensure that the impact of development on areas of high marine biodiversity and seascape value is given significant weight in the decision-making process.

This Island Plan resets the boundary for the Coastal National Park and now embraces parts of the marine environment below the high-water mark including the unique intertidal zones and offshore reefs, together with their surrounding shallow waters, where development opportunity will be limited. Development proposals will need to protect or improve the essential and sensitive landscape and seascape character and rich biodiversity of these places.

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<sup>30</sup> [Jersey Integrated Landscape and Seascape Character Assessment \(2020\)](#)

## Policy PL5 - Countryside, coast and marine environment

Development proposals in the countryside, around the coast and in the marine environment should protect or improve its character and distinctiveness. They should also protect or improve the special landscape and seascape character of the protected coastal area

In the Coastal National Park, they should similarly protect or improve its special landscape and seascape character and special qualities of the Coastal National Park and its setting, and be compatible with the purposes of the park.

To protect the countryside and coast and to ensure development is concentrated in the most sustainable locations, the development of new homes will be supported in limited circumstances including the conversion, extension and/or sub-division of existing buildings.

Where a coast or countryside location is justified, and where any impact will be limited, the provision or enhancement of sports, leisure and cultural facilities that supports the health, wellbeing and enjoyment of islanders and visitors will be supported.

Agricultural land will be protected, particularly where its characteristics mean the land is of high-quality and value to the agricultural industry.

Economic development that supports the maintenance and diversification the rural and island economy will be enabled here, where the location of development is justified and appropriate; or where it involves the reuse or redevelopment of already developed land and buildings, where it is appropriate to do so.

The development of sites and infrastructure that help meet the island's strategic needs for minerals, waste management, energy and water will be supported in the countryside, around the coast and in the marine environment, where it is demonstrated to be in the island's strategic interest, and where its impact can be avoided, minimised, mitigated or compensated.

Development proposals located in the marine environment will not be supported except where a marine location is demonstrated to be essential.

While the Island Plan should be considered as a whole, policies of particular note to the **Countryside, coast and marine environment** include the following:

- Policy GD9 – Skyline, views and vistas
- Policy NE3 - Landscape and seascape character
- Policy H8 – Housing in the countryside
- Policy H9 – Rural workers' accommodation
- Policy ERE1 – Protection of agricultural land
- Policy ERE2 – Diversification of the rural economy
- Policy ERE6 – Derelict and redundant glasshouses
- Policy ERE8 – Fishing and aquaculture
- Policy EV1 – Visitor accommodation
- Policy CI5 - Sports, leisure and cultural facilities
- Policy CI9 – Countryside access and awareness
- Policy ME6 – Offshore utility scale renewable energy proposals
- Policy MW1 – Provision of minerals

# Sustainable Communities Fund

It is clear that distinct parts of the island have differing levels of access to housing, space and services. The graphic below summarises an analysis of deprivation<sup>31</sup> in Jersey across a range of issues. Deprivation is a measure of socio-economic status and is used to help understand where inequalities exist within a geographic area. In Jersey, the concentrations of deprivation in Town, and particularly in the north of Town, are of island-wide significance.

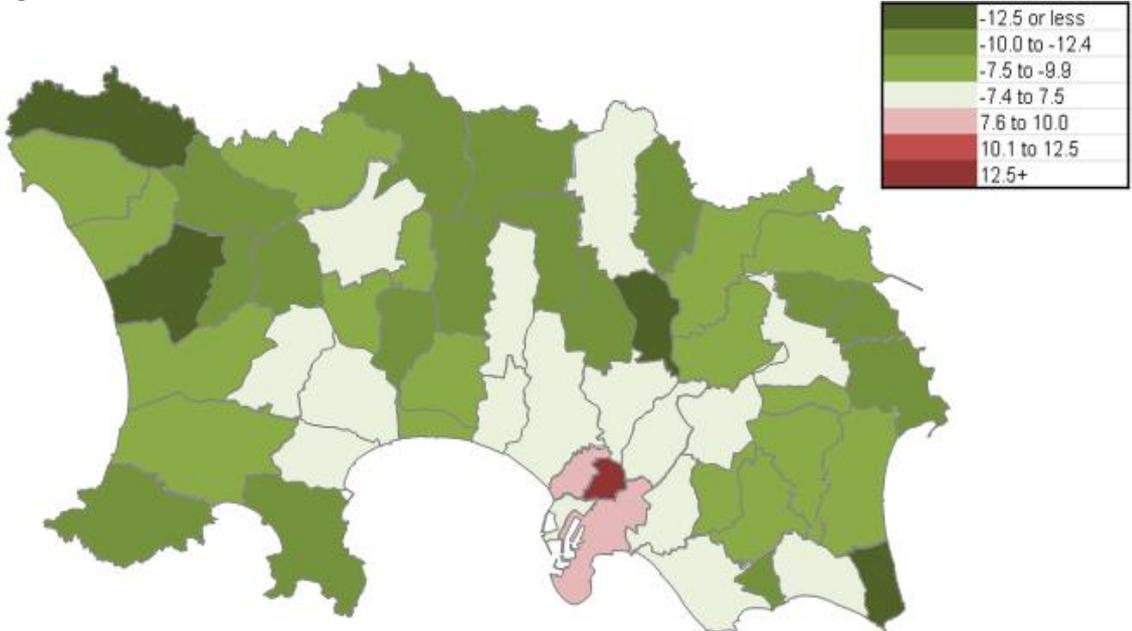


Figure PL7: Index of deprivation (2011 Census)

Whilst focusing development within the built-up area, and within Town in particular, continues to reflect good sustainable development practice, this development must be shaped in a way that actively responds to the challenges posed by deprivation. Development can specifically influence this by ensuring that there is adequate access to community infrastructure and services, sufficient opportunities for employment, removing the barriers to adequate housing, and ensuring a high-quality living environment. Without such careful shaping and a path to longer-term sustainability, economic, social and environmental pressures will continue to grow, and will challenge the strategic function that Town plays for the wider island community.

The policies identified in the Plan for Town are intended to provide this policy response. Many of these policies make a **public value response**, for example: through the use of public assets for housing and to improve community infrastructure; or the allocation of more space for development, which is implicit in the principle of accepting managed increases in height and density of development.

The Island Plan includes a range of policies intended to secure a **private value contribution** to support new public infrastructure, such as improvements to public transport, public art or instances where developers will make off-site contributions to public space and play space to the benefit of the development and wider community. These policies are usually given effect through planning obligation agreements (POAs), which are typically used to manage or offset physical impacts directly related to, and in the immediate vicinity of, a development where they are required to make a proposal

<sup>31</sup> Carstairs’s index of deprivation based on 2011 Census data (Statistics Jersey)

acceptable in planning terms. POAs are principally a form of cost recovery that ensures the developer contributes towards the infrastructure that the development will directly burden.

These private value contributions are, however, not achieved evenly as they must be focused only on the development and its direct impact – this means that the indirect and cumulative impact of development is not addressed, and whilst some development will make a public contribution through the use of POAs, the majority will not.

To address this, and to ensure that developers fairly, consistently and proportionately, contribute to improving wider community infrastructure and environment - which it both benefits from and burdens - the Island Plan proposes a new **Sustainable Communities Fund**. This fund will be designed to capture a small proportion of the private value uplift arising from the development process and invest it back into the community. This investment will be aimed specifically towards Town, where the investment is needed most. In response to the Island Plan Strategic Issues and Options consultation in 2019, 58% of islanders surveyed either agreed or strongly agreed with the principle of such a charge being established.

The fund will be delivered by a planning charge or levy that is able to capture the land value uplift created when planning permission is granted. Such a charge would be fairly applied at a published standard rate, based on the amount of new floorspace to be provided.

Whilst the contribution from individual developments would be small (potentially around 3% of development value<sup>32</sup>), cumulatively the charge could establish a meaningful Sustainable Communities Fund, from which investments can be made into new community infrastructure, such as community buildings and services, public open space, play space, tree-planting and landscaping, or footpaths and cycle routes. These investments will support Town in becoming a more attractive place to live, work in and visit, and this will, directly or indirectly, benefit all islanders.

Whilst the focus of the fund will be to achieve improvements to Town, in developing the framework for its collection and distribution, consideration will be given as to how a proportion of the fund may be re-allocated to other parishes where higher volumes of development has taken place, thus ensuring that local improvements may be made outside of Town, when they are also needed.

On introducing the Sustainable Communities Fund, the POA framework would be simplified to improve consistency and developer certainty; and steps would be taken to ensure developers do not have to 'pay twice' under different regimes.

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<sup>32</sup> This is indicative based on previous work to establish the viability of a planning levy in Jersey. The actual percentage rate for the Sustainable Communities Fund would be determined through a new and detailed viability assessment.

## Proposal – Sustainable Communities Fund

Recognising the challenges to secure the sustainable future development of Town and other parts of the island's built-up area, a Sustainable Communities Fund will be established and funded through a land development levy, subject to approval by the States Assembly.

Work to design and introduce the necessary legal mechanisms for the Fund will take place over the plan period of the bridging Island Plan, ready for inclusion into the subsequent review of the Island Plan.

The viability of the proposed Fund will be assessed and arrangements for the governance and allocation of the Fund, including the role of Parishes, will be set out when it is proposed.

As part of this work, restrictions will be put in place, through regulations, to ensure that developers are not charged twice for the same infrastructure.

Should a mechanism also be introduced to deliver a proportion of affordable homes on all housing development sites, restrictions would also be put in place to ensure that contributions to the Sustainable Communities Fund were viable, proportionate and appropriate in light of the contribution made by the delivery of affordable homes.

PRE-PUBLICATION