



**The Island Identity Policy Development Board**  
Jersey's National and International Identity  
Interim Findings Report

# Foreword

## *Avant-propos*

### **What makes Jersey special and why does that matter?**

Those simple questions, each leading on to a vast web of intriguing, inspiring and challenging answers, underpin the creation of this report on Jersey's identity and how it should be understood in today's world, both in the Island and internationally.

The Island Identity Policy Development Board is proposing for consideration a comprehensive programme of ways in which the Island's distinctive qualities can be recognised afresh, protected and celebrated.

It is the board's belief that success in this aim must start with a much wider, more confident understanding that Jersey's unique mixture of cultural and constitutional characteristics qualifies it as an Island nation in its own right.

An enhanced sense of national identity will have many social and cultural benefits and reinforce Jersey's remarkable community spirit, while a simultaneously enhanced international identity will protect its economic interests and lead to new opportunities.

### **What does it mean to be Jersey in the 21st century?**

The complexity involved in providing any kind of answer to this question tells of an Island full of intricacy, nuance and multiplicity. Jersey is bursting with stories to tell. But none of these stories alone can tell us what it means to be Jersey.

In light of all this complexity why take the time, *at this moment*, to investigate the different threads of what it means to be Jersey?

I would, at the highest level, like to offer four main reasons:

First, there is a profound and almost universally shared sense that what we have in Jersey is special. The love and affection that is felt for Jersey by Islanders and by all those who are lucky enough to have spent any time here is profound. Jersey is unusually loved.

The love that is felt for Jersey is evidenced in all sorts of ways, by all sorts of people, in all sorts of places. This is precious. It may be the greatest asset we have, and we would be foolhardy not to make more of it. Jersey's uniqueness should be celebrated and shared.

Secondly, there is a widely felt sense that something is being lost. In the face of rapid global change there is a strong feeling from many parts of the Jersey community that we must act to protect, preserve and strengthen the uniqueness of Jersey, lest its specialness be diminished. We feel that if we don't act now, we may live to regret our neglect.

Thirdly, we believe that we should be making more of our autonomy to innovate. Other British nations, such as Scotland and Wales, are bursting with pride in their national identities. Visitors to these places are confronted at every turn with unique and proud expressions of identity. Politically, these nations are constantly stretching the limits of their devolved powers to innovate new and better ways to structure their economies and communities. And yet Jersey enjoys much greater constitutional and political freedoms than they do. Recapturing a sense of our distinctive status, identity and history will make us better equipped to take full advantage of these invaluable freedoms.

Lastly, there are some very practical incentives to investigating identity at this particular moment in time: big global issues such as a changing relationship between the UK and Europe post-Brexit, rapid shifts in culture driven by technological advancement, and the impact of the climate crisis mean that the way Jersey positions itself in the world **now** is essential to building the kind of reputation we will depend on to thrive in the **future**.

So, these four reasons drive us towards the question at the top of the page. We have to engage with it to understand what exactly we mean when we talk about Jersey – so that we can enhance and feel a part of our identity and enter with confidence into an uncertain global future.

However, a programme to strengthen national identity must be far more than a superficial rebranding exercise. The way we talk about ourselves - as a future-focused world-leading jurisdiction - must reflect the reality. Engaging with questions of identity allows us to play an active part in how we move forward into the future. If we take seriously the question of **who we are and what we do well** we can position ourselves for success, rather than just responding passively and haphazardly to signals from the global marketplace – or unthinkingly following UK policies that are ill-fitted to our context.

I have been very encouraged more recently by exciting initiatives such as Jersey's declaration of Climate Emergency and our ambitious carbon neutrality targets. Our move towards 'Sustainable Wellbeing' as a holistic way of measuring our success as a nation has also given us a compelling story to tell the world about Jersey's values. These are encouraging signs of a shift in the right direction towards a stronger identity. They must be celebrated, supported and built upon, and we must do more to innovate other exciting home-grown initiatives.

The Policy Development Board, whose work this report encapsulates, believe that a strong Island Identity will allow our community to engage and be proud to belong to Jersey. (For a detailed reflection of the Policy Development Board's observations see the SWOT analysis in Appendix 4.) We hope that we can provide a much-needed platform for thinking and discussion about Jersey Identity: to enhance and celebrate Jersey's distinctiveness; to protect and strengthen that distinctiveness so that it may be handed down responsibly to future generations; and help inform our community of our unique constitution, history, environment, culture and community.

I would especially like to thank the Policy Development Board for all their valuable time and input so far.

We hope that you enjoy reading and engaging with our interim findings and recommendations. We hope that you find our proposals encouraging and challenging. We ultimately hope that the Government of Jersey will take up these proposals with the energy and urgency that they deserve.

We also hope that this report will spark a meaningful debate about what it means to be Jersey in today's world.



Deputy Carolyn Labey, Chair  
Island Identity Policy Development Board



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# Executive Summary

## *Raccourchi extéchuti*

The Chief Minister established the Island Identity Policy Development Board in October 2019. The Board is Chaired by Deputy Carolyn Labey, Minister for International Development, Assistant Chief Minister, and Deputy of Grouville. Its aim was to examine how Jersey's distinctive qualities can be enhanced, celebrated, and utilised for the benefit of the Island and its inhabitants. This interim report has been prepared to share the findings of the Board, to spark further debate and research, and suggest practical, innovative ways to reinforce and nurture an enduring identity that all Islanders can be proud of.

## **Rationale**

An enhanced sense of national identity has many social and cultural benefits. At home it reinforces Jersey's remarkable community spirit, and further afield it enhances the Island's distinctive international personality, furthering its interests and creating new opportunities on the world stage. **Jersey is a small nation** with an unusually rich cultural heritage, including its own language and a rare degree of legal and political independence. Far from being outdated these are among the very qualities on which a more united society and invigorated economy can be built.

## **Findings**

The Board espoused and recommended a confident understanding that Jersey's unique mixture of cultural and constitutional characteristics qualifies it as an Island nation in its own right. From that recognition, reinforced by systematic celebration and education, can emerge a stronger sense of identity and social cohesion among everyone who lives and works in Jersey, regardless of where they or their families originated. Recognising Jersey's nation status will underpin the sense of identity that everyone in Jersey can recognise and respect. It will also channel the Island spirit of independence, community, industry and generosity in new ways to meet the challenges of the modern world.

In the past, it has too often been assumed that there is a contradiction between a strong local cultural identity and an open and engaged international stance. Instead of that essentially negative view, the Board offers a vision of Jersey having both a strong and growing sense of distinctive national identity and, taking that as a platform, a more confident and expansive engagement with the global marketplace.

The Board examined six key areas of island life that combine to create Jersey's Identity:-

1. Constitution, Citizenship, Parishes and communities
2. Education, Sport and Social Cohesion
3. Culture, Heritage, Literature and the Arts
4. Environment and Public Realm
5. Economy and Connectivity
6. International Personality

**Chapter 1 Constitution, Citizenship, Parishes and Communities** considers ways of developing and celebrating a stronger sense of citizenship for everyone who lives in Jersey. The Island's unique heritage, culture and constitution combine to create a small island nation

that should be more confident about expressing its special identity. To make that possible, a strong new emphasis is needed on creating awareness, both locally and globally, of what makes Jersey different. Education initiatives; a focus on the importance of Jersey citizenship and explaining our constitutional differences and autonomy; the renewal of important national symbols (including language and an anthem); and development of a clear strategy on the role of heritage are among the recommendations proposed.

**Chapter 2 Education, Sport and Social Cohesion** develops the themes of citizenship education for all ages and the importance of greater cultural realignment with France - Jersey's near neighbour and the location of its historic roots - in its institutions and public realm. Questions of social exclusion of minorities and how to build a more integrated society are also explored. This chapter also traces the fundamental connection between national identity and sport, explaining how sport can powerfully transcend social barriers, serving the whole of society by acting as a unifying force and a catalyst for national pride. The creation of citizenship study programmes and new Jersey emblems for sports teams representing the Island are also among the proposals.

**Chapter 3 Culture, Literature and the Arts** calls for the creation of an annual Jersey Day, a national festival celebrating the Island's unique culture, and for investigatory work to continue on plans for a National Gallery and major new cultural hub and it supports plans to seek international recognition of the Island's heritage as a UNESCO Global Geopark. It recommends that the structures through which the Government supports the arts, culture and heritage be reviewed and the economic, social and environmental benefits of culture formally measured as part of the new States policy commitment to 'sustainable wellbeing'. Jersey has enormous cultural assets. In every aspect of the arts, from music to film-making, from painting to poetry and from coding to cookery, Islanders are producing high-quality work often inspired by the character and environment of the distinctive place in which they live. Scores of them are now making careers and reputations at national or international level. The importance of the arts and sport in reinforcing Jersey's sense of identity is hard to overstate. It is imperative that the creative industries are seen as an important part of any successful modern economy as is the sense of place embodied in the natural and cultural heritage environment which inspires that creativity.

**Chapter 4 (Environment and the Public Realm)** Jersey's natural environment has always been deeply intertwined with our national identity, the wellbeing of our society, and the historical development of our economy. Our relationship to the land is a constant that has run through successive generations. Today, perhaps more than ever, we have opportunities both to preserve our interdependent relationship with our natural environment and to innovate and evolve the forms that this relationship might take in the future. Measures to protect the historic built environment, so obviously important to Jersey's character and identity, require reinforcement to keep pace with today's pressures if we are to prevent damaging losses in future.

This chapter also calls for emphasis on sustainable transport, traffic reduction, eco design and local materials in building, a town tree-planting programme and a major improvement in the look and feel of the public realm. That includes the development of a Jersey style guide for buildings and a unique Jersey design for road signs and street furniture.

**Chapter 5 (Economy and Connectivity)** Historian Francis Fukuyama wrote: *'If people do not take pride in their country, they will not work on its behalf.'* Taking that idea as a touchstone, this chapter reflects on the importance of national identity, crucially based on Jersey's constitutional independence, to the strengthening of existing industries and the development of new ones. It recommends an initiative to reposition the Island as a world-leading centre for sustainable finance, impact investment and philanthropy, while also balancing promotion, here and abroad, that will reflect the cultural importance of other industries, such as, for example, a modernised agriculture sector diversifying into medicinal plants and distilling. The chapter also argues that the creative economy has been sorely neglected and more should be done to realise the huge potential of this sector for economic growth.

With shopping no longer enough to keep it vibrant, a revitalised St Helier, based on a new town centre masterplan and inspired by the international Smart Sustainable Cities programme, is also called for. The chapter finally suggests that a winning combination of a renewed visitor economy, a burgeoning digital sector, an expanded higher education offering, and 'sandboxing' the development of knowledge sectors will drive a new chapter of innovation and entrepreneurial energy.

**Chapter 6 International Personality**, apart from the need to resolve a degree of tension between Jersey's traditional and modern economic activities, there is a need to update perceptions. How widely understood is it that the Jersey cow is transforming milk production in Africa with the help of the Island's international aid programme or that its finance industry supports other economies worldwide?

This chapter examines the importance of 'soft power' in winning friends around the world by projecting national identity with greater pride and clarity. Recommendations include the extension of a 'Jersey Ambassadors' initiative, more public funds committed to specialist international aid, the creation of a separate External Relations Department to reflect our constitutional status, and better co-ordination of the bodies that represent the Island internationally.

#### **Appendices:**

Appendix 1: Terms of Reference

Appendix 2: Identity and the Jersey Performance Framework

Appendix 3: Appendix 3 – List of references to Island Identity in The Common Strategic Policy 2018 – 2022 and the Government Plan 2020 – 2023

Appendix 4: A S.W.O.T. Analysis of Jersey: National and International Identity

# Introduction

## *Introduction*

### **Purpose, scope and methodology**

**Purpose of this report:** This interim report brings together the findings and recommendations of the Policy Development Board from the first phase of the Island Identity Programme.

The purpose of this report is therefore to:

- Provide an interim update for Ministers on the scope of the task and the direction and ambitions of the Island Identity Programme
- Make the case for Island Identity as a crucial factor in the development of future policy
- Offer a series of early-stage recommendations for how, in practical, innovative, timely, and low-cost ways, Government can begin the work of nurturing and building Jersey Identity
- Provide a discussion piece for Ministers about the subject of Jersey Identity to spark a debate about its importance and centrality to the work of Government
- Signpost the longer-term work that will need to be undertaken to achieve the objectives set by the Chief Minister
- Outline the process to be undertaken within the Island Identity Programme between now and the publication of the action plan in early 2021
- Seek the views of Ministers and States Members on the programme of work set out

Subsequent to this report, the Policy Development Board will follow up with an action plan. The Interim Report was produced to feed into the work of the Government plan 2021-2024. The Report was approved in principle by the Council of Ministers in July 2020.

### **Scope of the Island Identity Programme**

The Chief Minister established an Island Identity Policy Development Board in October of 2019. The aim of the Policy Board was to develop an action plan that would:

- Lead to a stronger, more inclusive Island Identity
- Build on Jersey's heritage
- Provide common focal points for our growing and increasingly diverse population
- Help the Island project its unique culture and varied talents as part of a positive and coherent international personality

It was specifically tasked to:

- Interrogate the various strands of what it means to be 'Jersey', from both an internal and external perspective
- Review how historical events have defined Jersey's culture
- Examine problems in the way we perceive ourselves and barriers to cohesion

- Identify opportunities to better define, coordinate and project a coherent and inclusive Island Identity
- Work cooperatively with Ministers, Government departments and Policy Boards, appreciating that the solutions will be cross-cutting and collaborative

## **Membership of the Policy Development Board**

Deputy Carolyn Labey, Assistant Chief Minister and Minister for International Development was given Ministerial responsibility for National Identity and appointed as Chair of the Policy Development Board.

The Board includes both politicians and non-politicians who have diverse backgrounds, have expressed an interest in matters of our identity in the past, and who have kindly given their time to take part in the work.

The Board members are:

- Deputy Carolyn Labey
- Deputy Jeremy Maçon
- Deputy Russell Labey
- Deputy Carina Alves
- Geraint Jennings
- Ben Shenton
- Tom Hughes
- Chris Bright
- Alexia McClure
- Adv. Christopher Scholefield
- Simon Boas
- Catherine Madden

With support from Officers representing the Office of the Chief Executive, External Relations, and the Department for Strategic Policy Planning and Performance.

## **Methodology**

Under Deputy Carolyn Labey's Chairmanship the Island Identity Policy Development Board has met together ten times since October 2019.

The Island Identity Programme, by its very nature, takes into consideration areas of responsibility and policy across all Government Departments, as well as Arm's Length Organisations (ALOs) and the Non-executive and Legal Departments. It is a necessarily broad and all-encompassing evaluation into all aspects of Jersey life. In many cases, representatives and experts from these varied areas have been consulted with and their positions are reflected in this report.

Specifically, the Board has heard from 10 CEOs or leaders of key Jersey institutions, consulted with members of the Jersey public who represent many different aspects of island life and made special effort to include young people and students.

The Board has examined several existing reports by Government and by non-Governmental organisations and considered their findings. It has also surveyed key Government strategy documents such as the Government Plan (2020 – 23), The Common Strategic Policy (2018-22), Future Jersey (2016), The Cultural Strategy (2005) and the Island Plan (2011). We have

documented the ways in which these reports and strategies relate to the development of Identity in Jersey.

We are grateful to our colleagues in Government and The States of Jersey who have offered advice, opinions and their time to make valuable contributions. In particular, the Board would like to note and offer special thanks to Dr Ian Skinner, Government officer behind the Future Jersey project, for sharing the data and analysis that underpins Future Jersey and for his personal input which has supported the work of the Island Identity Programme thus far.

## **Why Island Identity Matters**

Island Identity matters in three main ways. Firstly, our ability to work together, care for each other, grow our economy and look after our environment is dependent on us being bound to each other by more than a common set of rules. Whatever our backgrounds or occupations, we need a shared sense of what it means to be Jersey.

Secondly, in this globalised but uncertain world, the key to our long-term future lies in nurturing a much richer international profile for our Island than just our world-class finance industry. Our extraordinary endeavours in culture, heritage, philanthropy, development, sport, business, art, digital, agriculture, tourism and conservation, for example, should also be recognised as part of our overall personality. Coordinating and projecting these facets of our Island identity will help us build the reputation and relationships we will depend on to thrive in the future.

Finally, a strong and inclusive sense of Island identity ties together many of the objectives and pledges made by Government. Island Identity is referenced directly or indirectly in every Strategic Priority of this Government<sup>1</sup> and underpin the success of many of the goals in both the Common Strategic Policy 2018 – 2022 and the Government Plan 2021 - 2024. Island Identity has therefore been recognised as a crucial and integral aspect of the work of this Government.

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<sup>1</sup> Appendix 2 provides a full list of the ways in which the Government Plan and the Common Strategic Policy have referenced and discussed Island Identity

## What is Island Identity?

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*“By common consent, it is very hard to explain the special character that makes this such a special and uplifting place. Distinctive qualities of landscape, light, history and heritage can be helpfully listed towards that end but a definition of their unifying magic remains elusive, although it might be fleetingly glimpsed in a Blampied etching, say, or a snatch of Jèrriais at a cattle show, or a drone image of Gorey.”<sup>2</sup>*

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A national or Island identity is a form of social identity. It is a people’s shared understanding of who they are as a collective, and of the characteristics and behaviours that distinguish one nation from other nations.

Jersey’s Identity can therefore be found across all the aspects of our collective life that originate in the unique stories that have made Jersey what it is, the things that differentiate us from other jurisdictions and the way in which the people of Jersey unite around those distinctives and share them in common. We can say, therefore that:

**The identity of Jersey is comprised of the unique attributes that bind us together as a community**

In thinking about the components of identity, we can say identity has two elements, our **internal** identity - how we see ourselves - and our **external** identity - how others, internationally, see us.

Identity also has both **backward-looking** and **forward-looking** elements. Our identity is informed by history *and* by aspiration. It includes aspects of where we have come from *and* where are we going.

Identity is therefore a dynamic flow which runs through our history into our present and carries us forward into the future. It includes discussions about who we are, and discussions about who we are becoming.

As we think together about the unique things we share in common as a community, and the stories that have given us those unique attributes, we can begin to project our identity into the future and ask ourselves what forms these distinctive features could take in our collective life going forward.

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<sup>2</sup> With sincere thanks to Chris Bright, Editor, Jersey Evening Post, 1994-2014, Co-founder, Jersey Festival of Words, and Board Member for providing this quote in his survey response, along with a significant amount of additional input for the consideration of the Board.

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*“To be honest, I would not like to see Jersey change; its magic and charm, soul and spirit lies in its atmosphere, which I find to be a tangible thing I feel as soon as I arrive in the Island.”<sup>3</sup>*

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Therefore, an Island Identity Programme which has the potential to energise and invigorate our community must be focused both on past and future. In doing so it can help to reconcile the tensions between the drive to modernise and the desire to preserve our traditions.

When we use the lens of identity to think about and design the future, we do not have to worry that new thinking is a threat to our heritage. Rather we can think about our future as an extension of our past – building on and re-aligning how what we have received from the past can be repurposed for the future.

## **What are the parts of Island Life which are shaping and informing our Identity?**

The Board has identified six key areas of life in Jersey that shape and influence the unique attributes that create Jersey’s Identity. Each of these areas represents an aspect of Island life where identity is being forged and formed through time. These six areas are:

1. Constitution, Citizenship, Parishes and Communities
2. Education, Sport and Social Cohesion
3. Culture, Heritage, Literature and the Arts
4. Environment and Public Realm
5. Economy and Connectivity
6. International Personality

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<sup>3</sup> Island Identity survey respondent.

## What helps or hinders Jersey's Island Identity?

Over the course of its consultations the Policy Board also identified seven more-specific goals which it felt would further the overarching objectives listed above and serve to nurture and celebrate our Island identity. These begin to point to some more concrete outcomes while still having applications across the breadth of public life and a range of policy areas.



**1. Conserving what makes Jersey look and feel unique and expresses our distinctive character and heritage**



**2. Improving public awareness of our constitution and history, including understanding ourselves as a country, or small Island nation**



**3. Nurturing a stronger sense of citizenship and engagement in public life**



**4. Addressing alienation and social exclusion, and ensuring all Islanders feel 'Jersey' whatever their background**



**5. Expanding the international narrative about Jersey beyond international finance**



**6. Developing Jersey's distinct international personality, separate from that of the UK's but with strong connections to Britain, France, other European countries and the Commonwealth**



**7. Celebrating and making more 'noise' about what we do well**

## What does a recognisable Island Identity look like?

The ultimate question for any policy programme should be 'what does success look like'? How do we know that we have developed an Island Identity that feels real for the Island's population and is recognisable across the world?

There are three elements we need to address in answering this question:

**1. How proud and engaged are people about living in and promoting Jersey?**

Does the experience of living in Jersey match the promise such that there is civic engagement in all aspects of life in Jersey?

**2. How positively is Jersey's authentic identity recognised around the world?**

Is there a consistent Jersey brand that is recognised internationally for all the positive, unique attributes that make up Jersey's identity?

**3. How well do Government's policies support and develop the Island's Identity?**

Is Government leading by example, making policy and funding decisions through the lens of Jersey's national Identity?

Measuring progress across these three elements is vital to understanding how real and well established the Island Identity has become. Government has a key role to play here.

## Measuring success

The Government of Jersey is uniquely placed to influence and to measure the impact of Island Identity on its citizens, environment, culture and economy. It is essential therefore that the measurement framework used to assess 'success' in Jersey is more rounded than just the economic GVA (Gross Value Added) statistic commonly used in countries across the world.

In recent years, Jersey has made significant progress in developing a new approach to strategic planning based on the concept of 'sustainable wellbeing'.

Starting with the outputs from the Future Jersey community consultation, the 59 'Island Indicators' that identified and measure what was important to Jersey's community, have been absorbed into the new [Jersey Performance Framework](#). This is still organised around the 'Island Outcomes' but includes a broader range of over 200 metrics to provide a more detailed insight into Jersey's progress towards sustainable wellbeing.

This approach considers long-term progress made by societies across the key areas that contribute to human wellbeing, namely:

- Community wellbeing - the quality of people's lives
- Environmental wellbeing – the quality of the natural world around us
- Economic wellbeing – how well the economy is performing

The Board recognises that many aspects of Jersey's unique identity are based on features of sustainable wellbeing that can be measured and, in many cases, are already the subject of indicators in the Jersey Performance Framework. Those indicators provide data to stimulate discussion about Jersey's progress and inform policy choices and resourcing decisions.

The Board also acknowledges that, if we set out to strengthen key aspects of our Island's identity, we should track whether our efforts make a difference over time. Implementing a plan is one thing, understanding its actual impact is another.

Appendix 2 highlights some of the metrics in the Jersey Performance Framework that align directly with the key focus areas set out in this report.

We also acknowledge that the Jersey Performance Framework is a dynamic tool and there are opportunities to include new metrics that will enrich our understanding of sustainable wellbeing and Jersey's progress. In many cases, this will mean designing and implementing new indicators.<sup>4</sup>

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<sup>4</sup> For a fuller discussion of the connection between the Jersey Performance framework and Island Identity, see Appendix 2.



# Chapter 1:

## Constitution, Citizenship, Parishes and Communities

*Constitution, Citouoyenneté, Pâraisses et C'meunautés*

### This chapter includes:

- i. Jersey's unique status
- ii. Jersey as a Nation?
- iii. Uniting our Community
- iv. Citizenship
- v. Parishes
- vi. Summary and Policy Development Board Recommendations

### Related key themes:



**Conserving what makes Jersey look and feel unique and expresses our distinctive character and heritage**



**Improving public awareness of our constitution and history, including understanding ourselves as a country, or small Island nation**



**Nurturing a stronger sense of citizenship and engagement in public life**



**Addressing alienation and social exclusion, and ensuring all Islanders feel 'Jersey' whatever their background**



**Developing Jersey's distinct international personality, separate from that of the UK's but with strong connections to Britain, France, other European countries and the Commonwealth**

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*“Identity is not a brand. Identity is not a soundbite. It is so much more than that. With an Island changing like never before, it is important that we embrace and nurture our identity.”<sup>5</sup>*

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## **i. Jersey’s Unique Status**

### **How does Jersey describe itself to the world or view itself in relation to other nations?**

We are all familiar with claims that Jersey is a unique and special place, but this is by definition true of anywhere.

However, Jersey (with the other Crown Dependencies) **really can** claim to be constitutionally and politically very special.

There are broadly four different categories of island in Europe, occupying different places on an arc of constitutional arrangements, ranging from almost complete dependence on the adjacent mainland at one end of the arc to complete and sovereign autonomy at its other end.

#### **Category 1: Dependent**

This category applies to the majority of European Islands. These may have local councils but are fully politically integrated into their parent nation state e.g. the Isle of Wight, the Hebrides, or the islands of Greece or Norway

#### **Category 2: Some autonomy, but still part of a parent country**

These islands have a more formal degree of regional autonomy and enact local laws going beyond mere municipal regulations, but still return members to the parent state’s national parliament e.g. Åland, the Faroes, Corsica, the Balearics, the Canaries, Madeira and the Azores

#### **Category 3: The Crown Dependencies**

The Crown Dependencies occupy a unique position in a category of their own

Jersey is in effect, but not in law, a micro-state, but without full or formal international personality and dependant on the armed forces of the UK for its defence

#### **Category 4: Sovereign states**

Malta and Iceland are the obvious examples. Clearly having only a modest population or land area need be no obstacle to achieving full sovereignty, as Europe’s non-island states of Monaco, Liechtenstein, San Marino and Andorra make clear.

So the question is this: **How is the Government of Jersey to chart Jersey’s course in the years ahead?** Will it maintain or enhance Jersey’s remarkable political inheritance? Does it feel more comfortable with a move towards a status closer to Category 2?

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<sup>5</sup> Island Identity survey respondent

Typically, Category 2 is enjoyed by islands colonised by continental powers which were too remote for them to integrate completely. Jersey's autonomy, going back to 1204, has a rather longer pedigree and was bound up with dynastic links to the House of Plantagenet, rather than a territorial one to England. Possibly differences of language helped to keep it alive in the Victorian Era when, under the impact of immigration from England, our autonomy came into question in the line of Court cases still studied by lawyers qualifying to practise Jersey law. The Imperial Contribution Crisis of one hundred years ago shows that our forebears refused to compromise our status, even though their counterparts in Douglas and St Peter Port had already agreed to London's demands for money to meet the cost of fighting the Great War.

Today Jersey retains its reputation as the Crown Dependency that is the quickest to defend, assert and extend its political autonomy, but paradoxically the Isle of Man appears more comfortable deploying the titles, language and cultural positioning which accompany national status. The mind-set and language used in Jersey currently distinguishes between the "**local**" – relating to Jersey and the "**national**" – relating to the UK. That language may need to be reviewed.

## ii. Jersey as a nation?

### The language we use to describe Jersey

Words are important. So far as our international status is concerned, i.e. Jersey's relationship with the rest of the world, there are 3 relevant words – **personality, identity, and profile.**

- Countries recognised by the United Nations and the international community have an international personality. They are "states" in international law, and can make international agreements and so on. Many international organisations restrict membership to states – e.g. UEFA.
- Countries, or parts of countries, nations and legal entities which engage internationally, (like Scotland, the OECD, and World Bank etc.) have an international identity.
- Organisations which have an international presence of some kind, (like the Eurovision Song Contest, or Oxfam or businesses working in many countries), are said to have an international profile because they have a presence, or a face, internationally.

The question of the language we use to describe Jersey's constitutional identity is extremely important. The Policy Development Board has made the following points:

- **Independent identity:** The Board highlighted that the Lord Chancellor and Chief Minister signed an agreement in 2007 entitled "Framework for developing the international identity of Jersey", para 2 states "Jersey has an international identity which is different from that of the UK".

- At the same time, it was also argued that Jersey had, in effect, an international personality, because we make international agreements, on tax, asset sharing, social security etc. According to our international legal adviser, Professor Sir Jeffrey Jowell QC, we have a “limited international personality”. We fall somewhere between having an international personality and an international identity.
- **What is Jersey really?:** The term ‘Island’ does not describe our constitutional identity, but is a geographical statement. So, which of the other available terms (country, nation, Bailiwick, dependency or locality etc.) is most appropriate? We are certainly a Bailiwick<sup>6</sup> because we have a Bailiff, head of our legislative assembly and of our Judiciary, but the word Bailiwick, originating as it does in the administrative practices of the Ancien Régime in France<sup>7</sup>, fails to convey to the outside world the extent of Jersey’s constitutional autonomy.
- **A Nation?:** The board investigated the validity of describing Jersey as a ‘nation’ or ‘country’. The definition of Nation given in the Oxford English Dictionary is “a large aggregate of people so closely associated with each other by factors such as common descent, language, culture, history, and occupation of the same territory as to be identified as a distinct people, especially when organised ... as a political state.” A “country” is simply defined as “the territory of a nation”,
- The Board recommends that it is therefore appropriate to describe Jersey as a **Small Nation**. Other comparable jurisdictions use the language of nationhood in their public discourse and to describe their public institutions. The Isle of Man has a National Gallery and a National Museum, as does Bermuda.

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*“First and foremost, I am a Jerseyman, jealous to preserve our nationality. I am proud of the title of being a British subject, [...] but I will not allow our nationality to be swallowed up into that of England.”<sup>8</sup>*

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- Nationhood and nationality ought not to be confused. Our nationality is British. The Scots and Welsh are British nationals, but Wales and Scotland are most definitely nations.
- **Nationhood and stronger identity:** The Board recommends that encouraging and applying the language of nationhood in Jersey could bring significant benefits. These benefits include a stronger and more confident sense of (national) identity, greater clarity in our international engagements, as well as potential benefits in levels of social and civic engagement.

<sup>6</sup> The English word is an Anglo-Norman amalgam of Norman bailli and Anglo-Saxon wick

<sup>7</sup> Under the Ancien Régime in France, the bailli (earlier baillis), or bailie, was the king's chief officer in a bailiwick or bailiery (bailliege), serving as chief magistrate for boroughs and baronies, administrator, military organizer, and financial agent. In southern France the term generally used was sénéchal who held office in a sénéchaussée. The bailie convened a bailie court (cour baillivale) which was an itinerant court of first instance. The administrative network of bailiwicks was established in the 13th century over the Crown lands (the domaine royal) by Philip Augustus who commissioned the first bailiff under the name bailli. They were based on pre-existing tax collection districts (baillie) which had been in use in formerly sovereign territories, e.g., the Duchy of Normandy. Bailie courts, as royal courts, were made superior over existent local courts;

<sup>8</sup> Speech at the hustings for Connétable of St Helier election, 1856. (Quoted in The Triumph of the Country by Dr John Kelleher)

Conversely, the Board does not see how it will be possible to adequately address the question of Jersey identity without recourse to the language of nationhood. This is connected to issues of 'citizenship', which are addressed later in this report.

- **Applying the term nation:** Therefore, rather than a focus on the constitutional questions surrounding issues of secession or independence – which are beyond the scope of the Policy Development Board and this report – we recommend that the language of nationhood be applied as frequently as possible to Jersey's public institutions and cultural identity, for example:
  - Liberation is one of Jersey's national days
  - The States of Jersey is the name of our National Assembly
  - Jersey is a small nation

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*“Subtleties in our use of language affect the way we think about identity. An example is the way that you often hear use of the terms ‘on’ or ‘off’ the Island, instead of ‘in’ or ‘out of’ it. Does it matter? Yes, it matters a lot. Jersey is a clearly defined autonomous jurisdiction with its own national identity and deep, rich heritage. One is no more ‘on’ or ‘off’ Jersey than one is ‘on’ or ‘off’ Australia, which is also surrounded by water.”<sup>9</sup>*

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**An anthem for Jersey:** Research has shown how music holds a unique potential to provide collective experiences of identity that can unite, enrich, and inspire communities, shaping the way they see themselves.

Research into music, language and identity in Jersey is revealing that singing in Jèrriais can bring people from all kinds of backgrounds together and offer them a way of engaging with 'Jerseyiness' that is welcoming, accessible, inclusive and socially positive. This could, in turn, contribute to longer-term social outcomes like community cohesion and sense of belonging.<sup>10</sup>

After a competition in 2008 an anthem was chosen for Jersey entitled *Island Home*, composed by Gerard Le Feuvre. Despite the result of this competition the States Assembly have never debated and approved *Island Home* as our Anthem. It is therefore not considered an official anthem. At official occasions, Jersey has in the past used *Island Home*, as well as the unofficial anthem of the Normandy region *Ma Normandie*, and *Beautiful Jersey*. The Board acknowledges that *Island Home* has not yet become sufficiently lodged in the consciousness of the people of Jersey to legitimate its official adoption. To find an anthem that can engage Islanders, this process needs to be revisited.

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<sup>9</sup> Island Identity Survey Respondent.

<sup>10</sup> With thanks to Kit Ashton, currently undertaking PhD research into Jersey ethnomusicology

**Important international associations:** Jersey also plays a vital role in two other international associations:

The **Commonwealth Parliamentary Association (CPA)** and **L'Assemblée Parlementaire de la Francophonie (APF)**.

The CPA brings together parliamentarians from across the Commonwealth and has worked to support and strengthen parliamentary democracy across the Commonwealth since its establishment in 1911.

Working with over 60 countries and jurisdictions across the Commonwealth, including Jersey, the CPA designs tailored programmes and projects to support and enable knowledge-sharing and development of parliamentary good-practice. Programmes are intended to enhance parliamentary oversight, scrutiny and representation. The APF is an association of the parliaments of Francophone countries. It was established in Luxembourg in 1967.

Jersey's role in these organisations is that of a nation with its own international identity. See chapter 6, recommendation 9, relating to the international forums and treaties at which Jersey should increase its representation

### iii. Uniting our community

#### How can we bring our community together?

The sense of community in Jersey is palpable. The size, strength and vibrancy of our voluntary sector tell of a society of deeply interwoven social bonds of care, service and support.

Of the 403 regions of the OECD who provide data for the *Better Life Index*, Jersey ranks 44<sup>th</sup> on community – by far our highest ranking across the 11 dimensions of wellbeing.

And yet, while these numbers are evidence of tight social bonds it is questionable that these bonds actually extend across different community groups. While difficult to evidence due to an absence of social research, anyone familiar with our community will note that many fissures exist in Jersey society today - such as the divides between town and country, rich and poor, old and young, much-travelled and little travelled, home owners and renters, immigrant and non-immigrant and so on. All of these are themselves complex divisions, with many layers of subdivision between them. These divides appear to be deep, long-standing and intractable.

These divides highlight the need for a strong unifying vision of identity and sense of belonging.

But the conflicts and divisions that exist within Jersey also point us towards a truth worth acknowledging at the outset, namely this:

**Being in a state of conflict about what it means to be Jersey is, and has always been, part of Jersey's Identity.**

It could be true to say, and important to acknowledge that Jersey has ALWAYS been an Island riven by conflict, dispute and plurality. The Jersey of the past was not a harmonious Island of one clear identity with unified common purpose to match – nor should we expect the Jersey of today to be so.

To give some examples: It is often said that Jersey has a long and steadfast loyalty to the Crown, as borne out by our support for the King during the English Civil War. In fact, the Island was bitterly divided, with much of the general population supporting Parliament, to the extent that the King's supporters ended up under siege in Elizabeth Castle. Religion has also been a constant source of dispute throughout the Island's history, right up to and including the arrival of Methodism in the 18th Century. In the 19th century there was bitter opposition to General Don's programme of road building. These clashes have been symbolised across history, for example in the acrimony between the 'Roses' and the 'Laurels' and have also played out in the conflict between which language would become dominant.

Even features that *bien pensants* take for granted as part of our Island Identity – such as love for our beautiful coastal environment – are far from universal. Many Islanders will well recall the first debate on whether to “save” Plemont and the heated public discourse that it inspired.

**Therefore, at the start of this report, we want to frame this discussion by saying that there is no magical way to simply and succinctly encapsulate Jersey's identity. Swirling currents of dispute are a permanent feature of our social discourse and have**

shaped us to be what we are today. Wrestling with the question “What does it mean to be Jersey?” is an ongoing aspect of our identity.

This interim report therefore enters into a long and important Jersey tradition – **one that has served the Island well**. However, there are important questions relating to today’s Jersey that we must address if we are to avoid the potential of increasing divides in our community. These questions include:

- What are the common focal points in the life of our community which can be amplified?
- What are the barriers to inclusion in a sense of Jersey Identity?
- How can we build a stronger sense of collective identity?
- How does a sense of Identity relate to the Government’s Strategic Priorities - such as reducing income inequality, protecting Islanders’ wellbeing and creating a skilled workforce?

We will look at some of these questions and ways to begin to address them in this report.



## Exclusive vs. Inclusive Identity

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*"I arrived in Jersey 13 years ago. I remember when someone from an old Jersey family told me that I should consider myself a Jerseyman. It was very moving and a pivotal moment of belonging. Jersey people should never underestimate the power of their welcome."<sup>11</sup>*

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**Conversations about identity are currently very popular:** The question of national identity is not a new one, but it has received increased attention in social research of recent years and countries all around the world are embracing the opportunity to discuss and redefine their identities. Noteworthy examples of countries with their own national identity projects include New Zealand, The Netherlands, Latvia, Singapore and Malta as well as Scotland and Wales.

For most, if not all of these countries, significant social and demographic changes have driven their investigation into national identity – usually through the lens of citizenship and social cohesion.

So why has Jersey Identity - clearly very important to islanders - not yet been investigated in the same way as other places?

**One reason for the reticence to have a public conversation about identity in Jersey has been the notion that attempts to define identity will always be inherently exclusive. This notion rests on the assumption that defining a national identity too strongly will always mean that some people will be left out or diminished by our definitions.**

Certainly, there is a genuine potential for the language of identity and belonging to be abused and used as a means to exclude others, or to devalue groups that do not fit with ideas of a 'pure' or 'true' citizen of a particular nation. Jersey has encountered the impact and damage that this kind of toxic nationalism can inflict when it is fed and used to gain power. Our landscape bears witness to the legacy of the militaristic nationalisms of the 20<sup>th</sup> century.

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*"if a strong sense of national identity is a necessary component of state building, it is also for that reason dangerous. National identity is often built around principles of ethnicity, race, religion, or language, principles that necessarily include certain people and exclude others".*

*– Francis Fukuyama*

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The scars of WWII have left some Western liberal democracies with a sensible caution towards placing too much emphasis on national identity.<sup>12</sup> However this reticence has left

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<sup>11</sup> Island Identity survey respondent.

<sup>12</sup> One exception to this rule seems to be the Netherlands, whose 'national brand' has enjoyed a strengthened sense of identity against the backdrop of post-war Europe.

nations with a different set of problems – social fragmentation, racial and cultural tensions and growing trends towards populism and extreme identity politics have all been linked with the loss of shared narratives of nationhood and citizenship.<sup>13</sup> On a more every-day level globalisation can have a homogenising effect on the look and feel of towns and high streets and erode local character.

The Island Identity Policy Development Board has recognised the inherent sensitivity involved in discussions about national identity and the potential for identity to be misunderstood or deliberately misused. We have sought to make it evident that our goal is to use identity as a means to greater inclusivity.<sup>14</sup> Our Terms of Reference make clear that the focus of this policy programme is to *‘provide common focal points for our growing and increasingly diverse population’*.

In doing so we are mindful that we do not create additional barriers to inclusivity, by defining an ideal form of ‘Jerseyness’ that we expect a diverse community to live up to. Rather, we must allow for diverging forms of Jersey identity to continue to coexist and overlap, as they have done for so many years, whilst also opening up space to allow and encourage newcomers and natives alike to recognise the commonalities that they share and celebrate them.

We will celebrate the cultural differences of immigrant communities while remaining open to sharing an evolving idea of Jersey identity with them in return. Inclusion does not require a complete assimilation but identity is shaped over time by the dynamic interplay of diverse communities each expressing their differences.

## **An Inclusive Identity**

Therefore, in thinking about the relevance of national identity for social inclusion and social integration, the Board has made the following important points:

- **Many different threads to Jersey Identity:** The task is not to define what it means to be a ‘true Jersey person’, but rather to take a closer look at the lived experiences of a broad range of Islanders from different social, economic and cultural backgrounds, in order to discover shared attributes which have the potential to unite us.

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*“Both the Madeiran, and the wider Portuguese community in Jersey, make an invaluable contribution to our Island. You enrich Jersey’s culture and enhance our society. But you also play a pivotal role in our economy here - your entrepreneurial spirit has supported Jersey for so many years.”*

*- Senator John Le Fondré, Chief Minister of Jersey, 24<sup>th</sup> August 2019 -  
(Portuguese Food Festival)*

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<sup>13</sup> <https://www.nationalreview.com/2019/02/populism-identity-politics-why-they-rise-in-tandem/>

<sup>14</sup> See terms of reference, appendix 1

- **Strong identity is more inclusive:** Nations which have a strong national identity are often the best at integrating immigrant communities. This seems counter-intuitive, but a strong sense of national identity gives newcomers a concrete sense of the ‘something’ that they newly belong to. The Board cited a number of examples of nations who evidenced this, including the Isle of Man, Australia, and Scotland.<sup>15</sup> Conversely, nations that have deliberately weakened their national identities in order to be accommodating are now struggling with legacies of social fragmentation.<sup>16</sup>
  
- **Portuguese and Madeiran culture have infused Jersey culture in a profound way** – as populations from Brittany and Normandy did in previous chapters of history. Other minority or diaspora communities are beginning to have the same long-lasting and significant impact. The Board wishes to see this contribution celebrated and formalised. We wish to see these communities become a more prominent part of Jersey life and want to encourage them to wear their ‘Jerseyness’ as a badge of pride, alongside their other cultural identities. This report suggests concrete ways that this can begin to happen.  
 However, the Board wished to emphasise that they do not yet really know what these communities think. How do the Portuguese community, for example, understand their own national identities? To what extent does this community feel a sense of connection and belonging in Jersey – or is Jersey a place ‘away from home’ where they work and save in order to return to ‘home’ at a later stage? We have little understanding of the way that non-native communities understand themselves in relation to Jersey identity and the Board strongly believes that this needs to be remedied through better and more targeted social research. (See chapter 2: Education, Sport and Social Cohesion).
  
- **Causes of alienation:** There are social and economic factors that underlie the alienation and lack of civic participation in some Jersey communities. We have a responsibility to ask what can be done to address not just the symptoms of social disengagement (such as low voter turnout or lower levels of English literacy within non-native communities<sup>17</sup>) but also to investigate the causes. We know – albeit anecdotally – that there are significant challenges to social integration. It is not enough to expect these factors to right themselves over time. Government must understand the barriers to integration and social cohesion by speaking to and researching less integrated communities. (See Chapter 2: Education, Sport and Social Cohesion, for a fuller discussion of these issues and recommendations to accompany these observations).
  
- **The Honorary Consuls** should provide an important point of interaction with recent arrivals in Jersey. They should also offer information and services to those who do not have regular interaction with other public institutions. Their roles as advocates for

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<sup>15</sup> ,Despite a growing non-Scottish born population, 83% of residents report feeling Scottish <https://policyscotland.gla.ac.uk/feels-scottish-national-identities-ethnicity-scotland/>

<sup>16</sup> England, in contrast to Scotland has struggled to foster feelings of Englishness. A recent study found that only 45% young people in England report feeling proud of identifying as English. <https://www.bbc.co.uk/news/uk-44306737>

<sup>17</sup><https://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/R%20Opinions%20and%20Lifestyle%20Survey%202019%20Report%2020191129%20SJ.pdf> . p55.

marginalised members of our community could be extended and made more prominent. Experiences of the Consuls also differ significantly across the different offices. Efforts should be made to understand what services are currently being offered, what support the Consuls would benefit from and how there can be some level of standardisation between them.

## **Jersey's Civil Society and Voluntary Sector**

In terms of charities, community groups and civil society involvement, Jersey may be one of the most successful communities globally.

A 'State of the Sector' survey by the Jersey Community Partnership revealed that there are more than 535 voluntary and community organisations active in Jersey, generating in excess of £80m annually. More than 11,000 Islanders volunteer their time for charity. Likewise there are many parochial volunteers including the Honorary Police, other elected officers and those who volunteer within other parts of the Parish system.

With all this activity it is not hard to see why Jersey's Better Life Index score has placed us in the top 10 out of over 400 OECD regions in the category of 'Community'.

Jersey's voluntary sector is therefore a strong component of our Island Identity and the contribution of this sector should be measured and given prominence in how we think about and measure our success as a community.

## iv. Citizenship

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*“A good political community is one whose citizens are actively engaged in deciding their common future together. Bound together by ties of national solidarity, they discover and implement principles of justice that all can share, and in doing so they respect the separate identities of minority groups within the community”<sup>18</sup>*

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### Citizenship in the 21<sup>st</sup> Century

#### **How many of the members of our community would describe themselves as Citizens of Jersey?**

In 2016, a BBC World Service global poll found that people were increasingly identifying themselves as global rather than national citizens. The trend is particularly marked in emerging economies, where more than half of those asked (56%) saw themselves as global citizens first, then national citizens.<sup>19</sup>

However, by contrast, the trend in industrialised and developed nations seems to be in the opposite direction. In these richer nations, the concept of global citizenship appears to have taken a serious hit after the financial crash of 2008. In Germany, for example, only 30% of respondents see themselves as global citizens.

This surprising return in the most developed economies towards more local notions of citizenship does not necessarily suggest a move towards more isolationist, nationalist or exclusivist ways of understanding citizenship (though this has been a worrying development in some European nations of late). Rather research suggests that this resurgence in national identification represents the emergence of a new culture of civic responsibility and local involvement.

**The Island Identity Policy Development Board believes that encouraging a growing sense of citizenship in our community is one of the most important aspects of building a society with a developed and strong sense of identity.**

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*“As soon as any man says of the affairs of the State "What does it matter to me?" the State may be given up for lost.”*

— Jean-Jacques Rousseau, *The Social Contract*

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<sup>18</sup> Citizenship and National Identity, David I. Miller:  
[https://books.google.je/books/about/Citizenship\\_and\\_National\\_Identity.html?id=wWR0wgWcWSwC&redir\\_esc=y](https://books.google.je/books/about/Citizenship_and_National_Identity.html?id=wWR0wgWcWSwC&redir_esc=y)

<sup>19</sup> Identity 2016: 'Global citizenship' rising, poll suggests <https://www.bbc.co.uk/news/world-36139904>

## Citizenship in Jersey

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*Coming to Jersey from London I had no real appreciation that I had arrived somewhere new and different, with its own laws, customs and history, separate and different from the those of the UK. Fortunately for me I am a curious person. Through a combination of talking with locals, reading bits and pieces of Jersey history and visiting heritage sites I was able to gain a better understanding of just how different Jersey is from England. I now respect and embrace these differences and try to correct people when they talk about Jersey as though it were a part of the UK. I had to gain this appreciation by myself. Many less curious people simply won't bother and will continue to treat Jersey as though it were an English county. If enough people do this then over time it will lead to an identity crisis.<sup>20</sup>*

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The Policy Development Board emphasised the following points in relations to citizenship in Jersey:

- **Defining citizenship:** The concept of citizenship, like that of nationhood, is layered with complexity in Jersey.  
Legally speaking, being Naturalised in Jersey means becoming a British Citizen. And yet, many Jersey residents are not British nationals. EU nationals, for example, may still hold passports of their origin nations despite having lived in Jersey for many years.
- This may not present any legal problems, but it does present significant problems of **Identity** and **Belonging**. The term 'citizen' is the best and most straight forward term we have for describing our status in relation to the place in which we live and call home. Yet people in Jersey do not know how and when to use this term. When Islanders do use it, they are unsure if it refers to their status in relation to Jersey, or to the United Kingdom (with its political centre in Westminster) – a place to which a large proportion of Jersey residents have no longstanding personal connection.
- Again, this confusion and lack of clarity is partly an issue of language. Citizenship is not the same thing as nationality. Nor are citizenships exclusive. An individual resident in Jersey may legitimately identify themselves as a British citizen, a Jersey citizen, Polish national - and even a global citizen - all at the same time!
- **In short, to call oneself a Citizen of Jersey should mean something:** 'Resident' is not a sufficient term and implies a temporary arrangement, or a more regional expression of identity. Jersey people are not just 'resident' in Jersey, as though we may be on our way somewhere else. Citizenship, on the other hand, implies commitment, participation and civic responsibility – qualities which, according to Jersey's civic engagement statistics, are badly in need of enhancement.

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<sup>20</sup> Survey respondent

- **Worth celebrating:** For many immigrants the process of gaining citizenship in a developed political economy represents significant hardship, struggle and sacrifice. It is a major threshold and a moment of transition into a new form of identity. However, for residents of Jersey there is no moment of transition into citizenship. We have transitions of status relating to work status, ability to vote and housing such as 'qualified' or 'entitled', but these currently trigger no definitive moment of belonging and provide no opportunity for celebration and recognition. There is no threshold to foster belonging, integration and welcome.
- **A Citizenship Ceremony?** At present we have no Jersey - specific ceremonies to mark the occasion of a change in status. There is, however, a test and ceremony in relation to British naturalisation – a process that some may undertake in Jersey.
- **Good for everyone:** Increased sense of citizenship within the community of Jersey could hold significant wider benefits. Research has shown that there are significant links between an increased sense of belonging, and an increase in behaviours that are economically, socially and environmentally beneficial to the whole community.<sup>21</sup>
- **Combatting identity politics and extremism:** There are more pressing reasons why citizenship is being reasserted by Governments globally - most notably the trend towards 'Identity Politics', where instead of forming political views around policy issues, alliances are increasingly formed around markers of identity. The rise of more extreme forms of populism and the hostility and tribalism that seems to characterise so much contemporary political discourse can be attributed to the increasing need for populations to merge their individual identities with a greater collective identity. This makes the notion of citizenship a powerful unifying force which Governments are keen to use to enhance social cohesion. Governments who value stability and civility in social discourse are compelled - by the threat of populism and extremist ideologies - to pay attention to the need of their citizens to belong to something they can be proud of. Citizenship – as a mode of belonging - nurtures collective identities that can hold and encircle political disagreements so that, despite different views, there is a sense of common endeavour.<sup>22</sup>
- **Low civic engagement:** At a more fundamental and local level – a lack of civic engagement is actually harming our democracy. Jersey is ranked 379th out of 403 regions in the OECD Better Life Index on the category of Civic Engagement. Jersey's most recent election in 2018 recorded a turnout of just 32% compared to 67.3% turnout in the UK's 2019 election and the French parliamentary elections of 2017: 49% (1st round), 43% (2nd round)<sup>23</sup>  
There are many reasons why this may be so, but low voter turnout reflects a lack of identification with the political institutions of Jersey and this is a matter of identity.

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<sup>21</sup> Identity Economics: How Our Identities Shape Our Work, Wages, and Well-Being. George A. Akerlof (Author), Rachel E. Kranton (Author)

<sup>22</sup> <https://www.nationalreview.com/2019/02/populism-identity-politics-why-they-rise-in-tandem/>

<sup>23</sup> [https://www.interieur.gouv.fr/Elections/Les-resultats/Legislatives/elecresultat\\_legislatives-2017/\(path\)/legislatives-2017//FE.html](https://www.interieur.gouv.fr/Elections/Les-resultats/Legislatives/elecresultat_legislatives-2017/(path)/legislatives-2017//FE.html)

- **Nurturing Citizenship in Jersey through ceremonies:** The Board has consulted with Deputy Inna Gardiner who has, with the Board, identified six important transitional moments at which ceremonies and educational opportunities could be offered:
  - 1) Naturalisation and the associated citizenship test and ceremony
  - 2) Jersey residents reaching 16 years old and therefore eligibility to vote
  - 3) Arrival in Jersey for those who intend to live and work here
  - 4) Receiving the right to vote in Jersey after two years of continuous residency
  - 5) Receiving full resident status in Jersey after five years of continuous residency
  - 6) Receiving residential qualifications ('Entitled' generally after ten years)

**Citizenship in our communications:** Government can also promote citizenship through:

- Use of the language of citizenship in public documents and Government communications
- Hold up more role models of citizenship – especially those that are from communities that are under-represented in positions of authority (young people, ethnic minorities, people of Portuguese, Madeiran and Polish origin etc).
- Create media campaigns which nurture feelings of citizenship, promote belonging and aim to bring the language of citizenship into common use.

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*“New citizens take the oath of citizenship to become Canadian at ceremonies across the country. Most are open to the public. The citizenship ceremony is a formalized rite of passage that pinpoints the moment someone enters the Canadian family.”<sup>24</sup>*

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<sup>24</sup> <https://www.canada.ca/en/immigration-refugees-citizenship/services/canadian-citizenship/take-part-citizenship.html>

## v. The Parishes

### The role of our Parishes

**Celebrating the Parish system:** Our Parishes go back to the Middle Ages and are one of the most distinctive elements of community life in Jersey. The Municipality are the bedrock of the Parish and the Honorary Police dates back to 1331, making it one of the oldest continuous police forces in existence.

Recent experience and the response of the Parishes to the Covid-19 pandemic has demonstrated afresh the importance and potential of the Parish as a unifying force, and an integral part of Jersey's identity and community.

Our twice-annual *Visite du Branchage*, and the *Visite Royale* during which the Royal Court examines the Parish's account books and is taken on a tour of parish roads – are both examples of important historic rituals that form part of Jersey's Identity.

The Policy Development Board believes that the uniqueness of our Parishes should be celebrated, cherished and preserved and the stories of how they have evolved in time should be told in our communities.

**Parish Assemblies:** The Parish Assembly provides an arena for grass-roots politics, within which a sense of engagement and involvement with the political life of Jersey can be fostered.

The Parish Assembly is a distinctive feature of direct democracy in Jersey, perhaps comparable only with such exercises of open mass voting by citizens as exist in some cantons of Switzerland. The system of local government in Jersey has the unique feature of not being a creation of central government by statute, but an institution established by custom and only gradually amended by legislation. It is an institution that has been, and is still, contested.

In 1787 the States passed a law to provide for all ratepayers of a parish to elect a committee to administer parochial affairs, instead of the very restrictive Parish Assembly. The law was vetoed by the Privy Council in London, which however suggested that Parish Assemblies, if they were to continue, should be regularised by legislation. Different Parishes at that time defined the membership of the Assembly in arbitrary, and usually partisan, ways. The States passed the 1804 law on parish assemblies (still the governing legislation) as amended, which then defined the membership of the Assembly as being of the Connétable, Rector, officers and principals paying at least 20 quarters.

Attempts to change the system in Saint Helier, where the property qualification made the Assembly particularly unrepresentative, continued through the 19th and 20th centuries - but no progress was made in adopting a council system.

Various amendments have been made to the membership of the Assembly. In 1975, all electors were added to the membership of the Parish Assembly, making the Assembly fully representative for the first time. In 2003 the multiple vote was removed (i.e. a person no longer has more than one vote as elector/ratepayer and as mandataire).

The Parish Assembly is one of the methods of election for Parish officers, such as Vingteniers and members of Roads Committees. Centeniers are elected by public election, as are Procureurs du Bien Public (since 2003) - just as Connétables, Deputies, and Senators.

With mass democratic membership now, there are practical difficulties in enabling contentious issues to be discussed, when no hall is large enough to contain potential attendance. Currently, Parish referendums are not legal as an alternative to putting important questions to Parishioners. There are also calls for digital voting to bring the Parish Assembly up to date.

**The Parish Churches:** The secular and ecclesiastical parishes in Jersey are coterminous, which underscores the deep connection between parish church, the secular administration focused in the parish hall and the community that they both serve. They are deeply embedded together in the culture of the Island, going back almost a thousand years. The Connétable of each Parish and the Rectors work closely together on both civic and ecclesiastical matters and it is an important relationship in creating and maintaining a sense of community.

From the earliest times, the church was central to the Parish. It was not only was the hub for Christianity, but also the political centre. Indeed, the legacy is seen in the Ecclesiastical and Parish Assemblies today, which are both an assembly of the electors and ratepayers of the Parish (not those on the Church electoral roll) but where the Rector chairs the Ecclesiastical Assembly, but with the Connétable present, and the Connétable chairs the civil Assembly with the Rector present. Until 1948 the Rectors had a seat in the Legislature. The Dean still has a voice (but no vote) in the States Assembly - often expected to speak on matters with a moral, spiritual and philosophical aspect - and represents all faith communities in Jersey (including non-Christian communities). The Rectors remain *ex officio* members of local government as voting members of the Roads Committees.

Elections were held in Parish churches until the Regulation on Public Elections of 1831. The holding of elections (there was no secret ballot at the time) in church on Sundays after service had come to scandalise the pious and exclude non-Anglicans. From 1831 elections had to be held elsewhere, but until the election law of 1842, elections continued to be announced by the Rector during the Sunday service.

The Parish Assembly of Saint Helier had slightly pre-empted the 1831 law and in November 1830 held its last civil meeting in the Town Church and resolved to meet in secular premises in future.

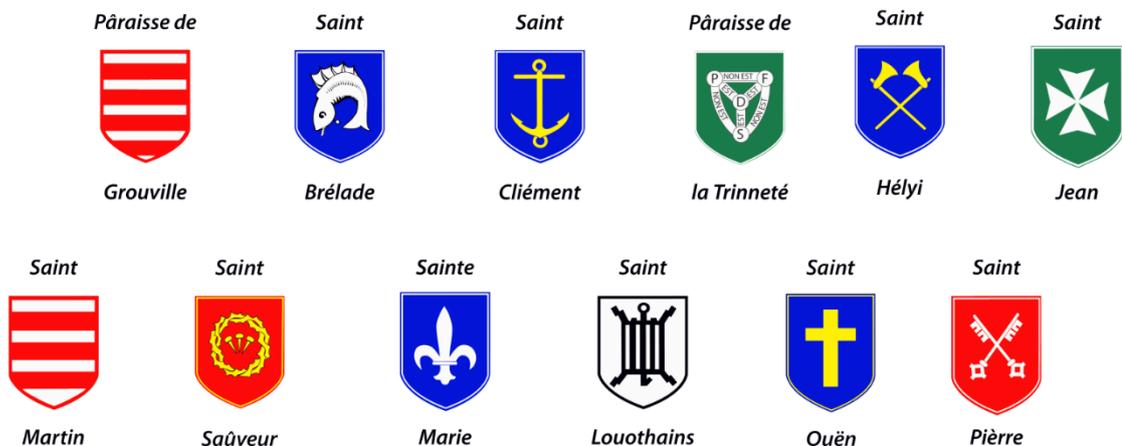
It was from this point that civil assemblies came to be clearly distinguishable and the movement towards the Parishes acquiring halls to conduct their civil business came to be seen as desirable. The hall of each Parish is not only the seat of local government and a community hub, but also a symbol of identity for Parishioners.

The 1842 law stopped the announcement of elections and public business from the pulpit, and laid down that announcements were to be posted up in writing in a notice box outside the church and cemetery. This is why at a Parish Assembly, a note is read out to the effect that the Rector (or churchwarden as a stand-in) has certified that the notice calling the assembly has been displayed for the requisite period.

The Parish also owns the Parish Church, which is not only a heritage site, but also a living place for worship where the Rector has the care of souls (to use that old fashioned but accurate phrase) of all the Parishioners, not just the Anglicans. Most importantly, when church and parish work well together in partnership, the resulting real sense of belonging to a vibrant and caring community is one of Jersey's best characteristics.

**A model of community justice:** The Parish Hall Enquiry system has been celebrated in reports as a highly effective model for restorative justice. As other countries begin to explore more community embedded systems of dealing with minor offenses, Jersey can boast that we have been operating a system for centuries which works to deal with minor offenses at a community level, in a way that does not necessarily criminalise first-time offenders. The Parish Hall Enquiry is perfectly fitted to a community of our size, draws on a rich history, and gives Jersey part of its character.

**Parish identity:** Attachment to Parishes is strong in Jersey and offers an extra identity to those who settle here, even though they may for the most part be working in Saint Helier. The Parishes have their own visual identities, with different designs for street name signs, and usage of the Parish crests gives a sense of place. The crests, devised for the visit of George V in 1921, celebrate their centenary in 2021. There should be some recognition of that event.



**Parish days:** All the Parishes have their own "day" for their patron saint. Some Parishes celebrate their day more than others. If Jersey as a whole could be encouraged to highlight each Parish in turn on its/their special day, by flying the particular Parish flag, that would strengthen local identity as well as binding all together. It would also be a way to demonstrate the diversity of Jersey within the international identity.<sup>25</sup>

<sup>25</sup> Here is a list of the Parishes' days:

- Saint Brélade: 19 January
- Saint Mary: 25 March
- Trinity: Trinity Sunday
- Saint John: 24 June
- Saint Peter: 29 June
- Saint Helier: 16 July
- Saint Ouen: 24 August
- Saint Saviour: 6 August (Transfiguration)
- Saint Lawrence: 10 August
- Saint Martin/Grouville: 11 November

Recognition of a national capital is part of identity for many small island nations. The formal status of Saint Helier as capital should be recognised.

**The next generation of Parish life:** The Policy Development Board believes that Parish life is a fundamental building block of Jersey Identity. We recommend that consideration should be given and efforts made to reinvigorate the role of Parishes in 21st Century Jersey, so that Parish life can be enhanced for their communities and future generations.

Consideration could be given to:

How can Parish authorities reengage and reconnect with their communities as local hubs for discourse and civic engagement?

- How can Parish authorities reengage and reconnect with their communities as local hubs for discourse and civic engagement?
- How can the Parishes play a bigger role in the wellbeing and flourishing of their residents?
- How can the various twinning arrangements be more strongly highlighted as ways of understanding, asserting and developing Jersey's unique identity? How can better relationships between the Parishes and their twinned places be developed?
- How can Parish halls and church buildings rediscover their roles as vibrant social, spiritual and political hubs?
- How can the Connétables encourage grass roots political life to reinvigorate Parish Assemblies and encourage civic engagement?
- How can Parish life become more inclusive and intergenerational? For example, how can the Connétables encourage the participation of younger people in Parish life?
- What sorts of celebrations of Parish life could be organised to create regular opportunities for communities to come together?



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Saint Clement: 23 November  
(checked with the Deanery)

We believe that this reappraisal could take the form of an island-wide project, led by the Connétables with manifestations in each local Parish. We also believe this provides a great opportunity for partnership and collaboration between Connétables and other parts of Government.

## **Summary**

Jersey's identity is received by the communities of Jersey today through the many layers of our history, unique constitutional status and the Parish system. These aspects of our heritage need reinvigorating, as well as protecting and managing. A strong sense of Island Identity will help to highlight the value of our shared heritage. This stronger sense of Identity can be built through gaining a greater understanding of ourselves as a nation. In turn this will strengthen national identity, enhance social cohesion and give Islanders a sense of the 'something' that they belong to.

Individual Jersey residents should start to understand themselves as citizens of a distinct nation. This in turn can reinvigorate communities with a fresh sense of shared purpose and common life.

# Chapter 2: Education, Sport and Social Cohesion

*Éducation, Sport et Rassembléithie Sociale*

## **This chapter includes:**

- i. Education and the future of our community
- ii. Increasing knowledge
- iii. Nurturing citizenship and integration through education
- iv. Adult citizenship education
- v. Identity through Sport
- vi. Summary and Policy Development Board recommendations

## **Related key themes:**



**Improving public awareness of our constitution and history, including understanding ourselves as a country, or small Island nation**



**Nurturing a stronger sense of citizenship and engagement in public life**



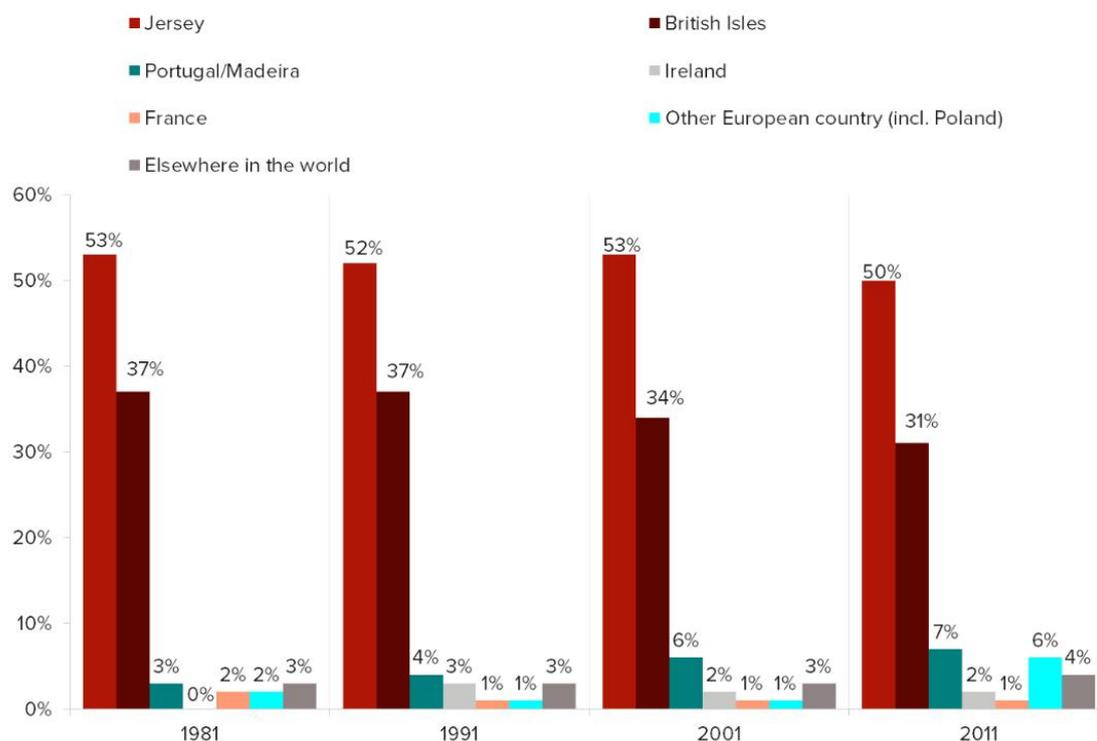
**Addressing alienation and social exclusion, and ensuring all Islanders feel 'Jersey' whatever their background**



**Celebrating and making more 'noise' about what we do well**

## i. Education and the future of our community

Place of birth of Jersey residents over the last three decades



Source: States of Jersey Statistics Unit

### How are population changes affecting Jersey's Identity?

The 2011 census data shows exactly half the population of Jersey were born elsewhere. The data also shows a significant shift towards diversity in our population – with the representation of groups other than UK born growing in numbers. These statistics date back to 2011. Next year's census will no doubt reveal what we can all see for ourselves in our community - that this diversity is increasing.

There are huge benefits to Jersey associated with increased diversity. Our communities, schools and workplaces are more interesting and effective places, with increased potential for innovation as we learn from one another and benefit from the cultural assets that non-native Islanders bring.

But increases in diversity also bring challenges to our sense of shared identity. These challenges are complex and wide ranging. However, we can say that there are broadly two directions that we could travel:

**Strong identity approach:** On the one hand, Jersey's diverse community can become more unified around the distinctive parts of Island life, history and culture that we all share in common. Schools, sports teams, businesses and community groups can provide an environment in which we acknowledge both our different backgrounds and also our shared story as citizens of Jersey.

**Weak identity approach:** On the other hand, those coming to Jersey could fail to appreciate or understand that there is anything distinctive and unifying to belong to. They could group together with people who are also from their 'home'. Privileged groups will stay within their communities of privilege and plenty, whilst disadvantaged groups are caught in patterns of continuing disadvantage. Those responsible for shaping Jersey's future could unknowingly erode vital aspects of Jersey identity through policy making that doesn't respect the uniqueness of Jersey.

We believe that there are concrete steps that can be taken to direct Jersey towards an integrated and cohesive society that reflects the first of these two outcomes.

The Policy Development Board believes that **education** – for school children, civil servants, those recently arrived - and indeed anyone who is keen to become more engaged in civic life - is a vital part of strengthening Jersey's national Identity.

**We would like to see the development of new initiatives aimed at increasing the knowledge of Jersey's history, constitution, political institutions, heritage and identity. We believe that this is one of the most powerful ways to combat social divisions and disparities and create a unified and cohesive society.**

## ii. Increasing knowledge

The Policy Development Board has identified a number of areas where **a lack of knowledge and appreciation for Jersey's unique constitution, heritage and culture** is weakening our island identity and impacting social cohesion.

Some of the areas where education is mostly badly needed are:

- **1) The Civil Service:** A significant proportion of our most senior civil servants are from the UK. This has enriched our civil service with important expertise and experience. However, it has also led to a culture of assumed adherence to UK policy directions, frequent mistakes in the language and concepts we use to express Jersey's status (e.g. using the word national to refer to a UK institution), and significant disquiet among the populace whenever a new appointment or contract is awarded to UK person or firm. The Board felt that the overall effect of this propensity is a trend of increasing Anglicisation.
- **2) The school curriculum:**  
More needs to be done to educate children on the distinctive quality of living in Jersey.  
Wales is a notable example of a country that has strengthened its national identity in recent times. This has partly been achieved through the **Curriculum Cymreig** programme. This curriculum is not a totally new teaching curriculum. It is an education document for teachers, giving practical ways to introduce Welsh identity into the existing curriculum. This programme offers schools and teachers innovative and simple ways to include aspects of national identity and citizenship in the teaching of all subjects (not just PSHE or geography etc.).

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*A Curriculum Cymreig helps pupils to understand and celebrate the distinctive quality of living and learning in Wales in the twenty-first century, to identify their own sense of Welshness and to feel a heightened sense of belonging to their local community and country. It also helps to foster in pupils an understanding of an outward-looking and international Wales, promoting global citizenship and concern for sustainable development. But it is the degree of commitment to a Curriculum Cymreig that determines its success. This commitment should arise from a realisation that the Welsh experience, in all its aspects, can provide an invaluable opportunity to extend the educational experience for all pupils in Wales.<sup>26</sup>*

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## **The wellbeing of minority communities:**

Research in Jersey has shown that minority communities face a disproportionate level of adversity<sup>27</sup> and are over-represented in many social statistics measuring disadvantage and negative social patterns.

The Board acknowledges that these social challenges are multi-faceted, and no single approach to addressing them can be pursued in isolation. However, these challenges are related to identity, in as much as they are about the extent to which firmly established minority groups in Jersey appear to be left behind in terms of wellbeing, progress, civic pride and social integration.

We cannot adequately claim to be building a stronger Jersey Identity if we are not also asking questions about what kinds of barriers lie in the way of certain ethnic communities sharing in the wellbeing of Jersey society. This is particularly important when – as in the case of Portuguese and Madeiran Islanders especially - these communities have played a historically important role in Jersey’s economic success.

The Policy Development Board suggests that the following measures may be a place to start:

- 1) **Research and consultation:** The Board acknowledged that we simply do not know enough about the lived experience of minority and immigrant groups in

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<sup>26</sup> <https://hwb.gov.wales/api/storage/8e68e2f5-851f-43b8-af24-9eb38cf62482/developing-the-curriculum-cymreig.pdf>

<sup>27</sup> In September 2018 the Safeguarding Partnership Boards’ Serious Case Review Sub-group submitted a report to the Chief Executive of the Government of Jersey on Minority Ethnic Community Issues.

The report sought to highlight to the Government a number of serious case review issues facing minority ethnic communities in Jersey. Issues highlighted include:

- Offending by ethnicity, indicates that one section of the community was twice, and three times over represented as offenders, in respect of domestic abuse and sexual offences.
- Minority ethnic victims of domestic abuse are almost 33% less likely to report abuse to the State of Jersey Police and of these victims
- 18.79 % of the prison population was made up of Polish and Portuguese prisoners (significant over representative of the general population – and possibly an underestimate due to the way that nationality is reported)
- Outcomes for children of ethnic minorities are poorer than those of their peers and they feature disproportionately on social work caseloads.
- There are ‘signs’ of labour exploitation affecting ethnic minority workers.

Jersey to be able to make firm conclusions and recommendations

- 2) **Overcoming language barriers:** The Board believes that more can be done to translate key Government documents into Portuguese and Polish. The Board also believes that States Members need to have access to efficient translation services in their constituency work.

**Social Security** as a gateway to belonging and integration: The Board believes that more could be done at the point of registering new arrivals for social security at Customer and Local Services. Educational Information packs, invitations to educational events, access to English language lessons and introductions to community organisations and charities can all be put forward at this gateway.<sup>28</sup>

- 3) **Political education for increased engagement:** In 2019 a subcommittee of the Privileges and Procedures Committee was established for Education/ Public engagement relating to the States of Jersey Assembly and the political system in Jersey:

The terms of reference include:

- Raising political awareness and engaging with the public about the work of the Assembly
- Raise awareness of entitlement to vote amongst all Islanders
- Identify training needs of teachers and develop age-appropriate teaching materials
- Ensure information about the States Assembly is included within the induction programme for all new Government staff

These objectives clearly cohere with the recommendation laid out in this chapter. We recommend that the scope and support of this subcommittee be increased and its work prioritised.

## **Nurturing citizenship and integration through education**

In 2016 CNESCO (Le Centre National d'Étude des Systèmes Scolaires) published a definitive report on the teaching of citizenship in schools in France and around the world.<sup>29</sup>

The study lists the 10 most important reasons to teach citizenship in schools. Here they are in rank order by teachers' perception of their importance:

- Promotes awareness of the rights and responsibilities of citizens
- Promotes critical and independent thinking by students
- Promotes respect for and preservation of the environment
- Develops students' aptitude and skills in conflict resolution
- Promotes knowledge of social and political and civic institutions
- Promotes student's ability to defend their own opinions

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<sup>28</sup> For a full set of recommendations for this process see - Immigrant Integration Program (Draft/Inna Gardiner/ Caritas International)

<sup>29</sup> <https://www.cnesco.fr/fr/publications/>

- Promotes student participation in school life
- Promotes student participation in the local community
- Encourages the development of effective strategies for fighting against racism and xenophobia
- Prepares students for future political participation

The study also found that:

- France is the only European country where Citizenship Education is considered a discipline in itself during the whole academic path
- Most other European countries teach Citizenship as a part of other subjects

**Other benefits:** Research studies from other countries have shown that civic participation during adolescence can have a wide range of benefits, both for individuals and for societies. In particular, these studies have found that participation in civic activities can have a positive effect on young people's civic dispositions such as tolerance, trust, civic knowledge, political activism, political efficacy, sense of commitment to the community, and self-esteem.

**UK model not working:** In England, citizenship is a statutory National Curriculum foundation subject in secondary schools. In primary education, citizenship is a non-statutory subject. However, the current state of citizenship education in the UK is considered poor.

Tom Franklin, CEO of the Citizenship Foundation has said that:

*Our current view is that citizenship education is withering on the vine at the moment at a time when it is needed more than ever. If we look at the polarisation of society and the undermining of the faith in democratic society, there is such a need for young people to develop the skills, knowledge and confidence, yet what is happening with citizenship education is that the support for the subject has been dismantled.<sup>30</sup>*

## Developing citizenship in Jersey schools

The Policy Development Board believes that Citizenship education has a crucial role to play in helping to nurture active citizens in Jersey and strengthening our Island Identity:

- **A choice about who we follow:** France leads the world in the teaching of Citizenship to students from primary school age. In the UK, citizenship education is on the decline. Therefore, once again, Jersey is faced with the ability to choose which model we follow.
- **Working within constraints:** The Board therefore recommends that a creative solution ought to be explored in order to keep the delivery of this programme simple and resource efficient – This could take the form of an interschool network of citizenship champions and the development of interschool programme of Jersey Identity education. Such a programme could pool resources and develop a cadre of

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<sup>30</sup> The Ties that Bind: <https://publications.parliament.uk/pa/ld201719/ldselect/ldcitizen/118/11806.htm>

knowledgeable teachers with their own specialisms and create opportunities for interschool educational experiences and visits to key civic sites.

- **Emphasising our French Heritage:** Jersey's Norman and Breton heritage could be emphasised more emphatically in education to help foster a sense of Jersey's distinctive identity built on both French and UK lineage. The French language is also a steppingstone towards the preservation and comfortable use of Jèrriais (addressed in chapter 6).

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*"The centrality of Citizenship Education [...] in encouraging greater social cohesion, greater resilience and aspiration among young people [...] cannot be over emphasised. In my 35 years in the education profession, this is the single most self-evident fact I have learned."<sup>31</sup>*

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### **Innovative approaches to language teaching:**

- The Board felt that language education provided a further opportunity to foster a sense of identity in our Island community. This was particularly significant in relation to Jersey's historic connections to France. If we consider that these connections are a fundamental contributor to our identity, we should encourage deepening our appreciation of this connection through cultural connections to France, including the learning of the French language.
- Some have suggested that this could be achieved by making French compulsory in schools (as it was until the last decade.) However, the Board suggests that this misses the point – the important factor in increasing the level of French and other language knowledge in Jersey is to explore innovative and immersive teaching methods – including the utilisation of technology.
- As with citizenship education, the teaching of languages in Jersey closely mirrors that of the UK. According to a House of Commons briefing earlier this year 'language learning in England is consistently poor when compared with foreign language learning in other countries'<sup>32</sup> and on an anecdotal level the Board noted that our European neighbours seem to far surpass us in their foreign language abilities. This therefore suggests a good case for re-examining the approach we take to teaching languages, with a view to potentially aligning ourselves with the methods favoured by European educators – such as immersive teaching methods and video conferencing with schools in other countries.
- **Teacher exchange programmes:** Jersey schools have attempted to initiate teacher exchange programmes with French schools. This has proved difficult due to a lack of

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<sup>31</sup> The Ties that Bind: <https://publications.parliament.uk/pa/ld201719/ldselect/ldcitizen/118/11806.htm>

<sup>32</sup> <https://researchbriefings.files.parliament.uk/documents/CBP-7388/CBP-7388.pdf>

central funding and other factors, such as different term scheduling between Jersey and France. However, if properly resourced and also nurtured through an annual conference, teacher exchanges could be a valuable way to improve the standard of French language teaching in schools.



### **iii. Adult citizenship education**

The challenges of creating a unified society and preserving Jersey identity in the face of rapid demographic shifts have been discussed above. We have also seen from the quotes at the beginning of this chapter that there is a general sentiment from people moving to Jersey (or those whose companies require a consistent influx of newcomers) that more could be done to educate the people of Jersey on issues of constitution, and furthermore, a greater understanding of Jersey's institutions and political systems could help as part of a process towards building a more integrated society.

The Board also believes that many of the stated benefits of school citizenship education, cited in the research outlined above, are also benefits that can be added to the adult population through a programme of citizenship training.

**The Policy Development Board therefore recommends the immediate development of a Jersey Citizenship Course.**

The course will include:

#### **A basic introduction to:**

- Jersey history
- Jersey's legal and political structures
- Jersey's most important institutions and organisations
- Tours of heritage sites and the States Assembly

#### **The course should be immediately rolled out to:**

- Teachers
- Civil servants – especially those in customer-facing roles
- Ports and tourism employees
- New appointments made through the Jersey Appointments Commission
- Employees within the hospitality industry
- Taxi drivers
- Honorary consuls
- Staff of important tourist sites

We also recommend that this could be offered on a voluntary basis to the wider community and an invitation to attend the course could be sent to all people as they approach their change in status after 10 years of residency. (see Chapter 3 and 'Citizenship Ceremony')

The course could also be offered to Companies for CEOs and senior leaders as well as new employees arriving from elsewhere who need a working knowledge of Jersey to operate well in the local market. Attendance can in some cases be funded by employers.

#### iv. Identity through Sport

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*“Sports have the power to change the world. It has the power to inspire, the power to unite people in a way that little else does. It speaks to youth in a language they understand. Sports can create hope, where there was once only despair. It is more powerful than governments in breaking down racial barriers. It laughs in the face of all types of discrimination”*

*- Nelson Mandela*

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Sport consistently plays a hugely significant role in helping Islanders identify with their community at local and international levels, and has done so historically.

For example, in 2015, in staging the Island Games, sport provided probably the greatest exposition of Jersey’s national identity and local pride that we have experienced in any sphere of island life in recent times. The Island Games captured an atmosphere of sheer joy and celebration of Jersey’s identity – through participation, spectating, volunteering and diversity - showcasing our natural environment, our welcoming culture and our national pride.

Emotion, fuelled by a passionate involvement, is experienced by locals at every Jersey Bulls game, Jersey Reds game, Jets game, etc. Sport unites islanders in a common bond - at home, away, in front of visiting supporters, in the media.

The Muratti, the Siam Cup, every individual sports’ inter-insular with Guernsey, at all age groups, are all major events in the Jersey’s calendar of national identity.

Sport provides opportunities across all segments of our society and fuels social integration.

Sports teams and clubs in Jersey are some of the most culturally integrated aspects of our whole society. The Jersey Basketball team, for example, has members from at least five different nations. Sport is also an area where people from more marginalised communities can experience status, public appreciation and esteem. Many of Jersey’s sports teams are led by athletes from Poland, Madeira, Portugal and other communities, who may, in some areas of Jersey life, experience varying degrees of exclusion.

Jersey athletes regularly compete at the very highest levels on the international stage demonstrating excellence and portraying ‘a small island that punches well above its weight’. Recent Jersey ambassadors through sport include Becky Herbert (hockey), Serena Guthrie MBE (netball), Lucy O’Sullivan (archery), Sally Minty MBE (swimming), Matt Banahan (rugby), Cameron Pirouet (shooting) & Kitty Brewer (surfing).

Jersey Special Gymnastics Club came away from the 2017 Special Olympics GB Nationals with no fewer than six national champions.

Jersey Reds are one of the top twenty-three teams in English rugby, obtaining regular positive references on national television as well as drawing people to the island. The Jersey Bulls were undefeated in their first season, attracting considerable media attention.

Events such as the Jersey Marathon, the Super League triathlon (the local participants get the biggest cheer), the Dance World Cup and the Swimathon etc galvanise local participants and visitors in positive experiences of Jersey identity.

When the Jersey team walks out at the Commonwealth Games, in front of a worldwide media audience, it does so alongside Australia, South Africa, New Zealand, Wales, Ireland, Scotland, England etc. Our athletes then compete with these countries, at the highest level, and fly the Jersey flag.

There is convincing evidence that active populations are significantly healthier physically and mentally, are more productive in the workplace and achieve higher levels of academic attainment.

We therefore support continued investment in sport and active living, including the new “Inspiring an Active Jersey” strategy, enhancing facilities and providing grants for travel to enable competition.

Additional new initiatives are recommended, as follows:

- **Talented Athletes Programme:** This programme would provide support for our talented athletes to compete at UK, European and International competitions putting Jersey on the map.
- **Team Jersey Sports Kit Identity:** Supporting the Island Games and Commonwealth Games committees to create a playing and training kit that represents Jersey.
- **Development of an emblem of Jersey:** (connected to ‘brand narrative’ discussed later): To be used on all Jersey Representative Kit. The Isle of Man ‘Manx’ emblem is a great example of a highly recognisable emblem. We want a Jersey Team to be instantly recognised when at home and abroad. If we get this right, it could be retailed to allow Islanders to buy and wear kit because they are proud to show they are from Jersey.
- **Jersey Ambassadors:** More should also be made of our outstanding sports stars such as Serena Guthrie. Jersey could be doing more to give them an Ambassadorial role in promoting Jersey to the world and increasing engagement in sport locally.
- **Targeted funding for high potential teams:** More funding should be made available to clubs that are able to compete at an elite level, for example, Jersey Cricket could make the T20 World Cup.

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*“Start with the schools and develop young people who are proud to say they are from Jersey. Create a new fresh mindset in our children about what it means to be from Jersey.”<sup>33</sup>*

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<sup>33</sup> Catriona McCallister – Head of Jersey Sport

## **v. Summary**

Demographic shifts and increasing diversity can pose challenges for identity and sense of place. Weakening identity has the potential to cause social divisions to be exacerbated. Increased diversity should, in the long run have a net positive impact on our society – but allowing our identity to be weakened by population shifts will mean that we lose out on these positive benefits. Education is the most effective tool in the challenge to maintain strong identity. Citizens who understand the place in which they live, identify with its story and see themselves as part of its future will inevitably become more connected and integrated, and contribute more fully. Statistics suggest Jersey has a problem with social integration. The proposals in this chapter are ambitious and innovative. We believe that nothing less is needed to begin building a new sense of belonging and togetherness, and reverse trends of marginalisation and patterns of disadvantage and social fragmentation.

# Chapter 3: Culture, Heritage, Literature and the Arts

*Tchultuthe, Héthitage, Littéthatuthe et l's Arts*

## In the section:

- i. Culture in Jersey
- ii. Jersey Day
- iii. A Jersey Culture Trail
- iv. Language
- v. The Arts
- vi. Government's Cultural Role
- vii. Heritage
- viii. Summary and Policy Development Board Recommendations

## Related Key themes:



**Improving public awareness of our constitution and history, including understanding ourselves as a country, or small Island nation**



**Nurturing a stronger sense of citizenship and engagement in public life**



**Addressing alienation and social exclusion, and ensuring all Islanders feel 'Jersey' whatever their background**



**Expanding the international narrative about Jersey beyond international finance**



**Celebrating and making more 'noise' about what we do well**

## i. Culture in Jersey

### Our Cultural Identity

Jersey has enormous cultural assets. In every aspect of the arts, from music to film-making, from painting to poetry and from coding to cookery, Islanders are producing high-quality work often inspired by the character and environment of the distinctive place in which they live. Scores of them are now making careers and reputations at national or international level. Creative young people and entrepreneurs feel a new sense of attachment and pride in the Island alongside the confidence with which they are able to travel, or project themselves and their work digitally, around the world.

This impressive state of affairs has not come about by accident. It is partly the product of 75 years of peace and growing prosperity, but it is also something built on foundations laid in the past by inspirational teachers, visionary arts and heritage administrators and generous investors, both public and private. All fought hard to rid Jersey of its self-confessed status as a “cultural desert”, and today’s evidence shows that they succeeded.

But has enough promotion and prominence been given to the success and talents by Government? The importance of the arts and sport in reinforcing Jersey’s sense of identity is hard to overstate. It is imperative that the creative industries are seen as an important part of any successful modern economy, and facilitated, nurtured and promoted.



We may also find new answers to that intriguing old question: how can you capture the indefinable essence of Jerseyness? In the end, it is all about stories in one form or another and today's new abundance of home-grown artists, musicians, writers and innovators can ensure that Jersey will find new ways to tell them.

One of the purposes of art is to tell us who we are, and Jersey has a huge pool of creative talent to call upon just when we need it most to help carve out a clear-cut place in a changing world.<sup>34</sup>

### **The Policy Development Board has made the following observations about culture and literature in Jersey**

- **Art, identity and community:** 'Culture' encompasses the arts in general and also customs and social behaviour. Sometimes all of those combine, an example of which in Jersey is the Battle of Flowers. The mistake has been to view this event as a tourist attraction. Its real value comes from bringing communities together, all ages, genders, nationalities and skill sets in a creative, artistic endeavour. Its century-old origins are in an Island race, putting on a show for one another with what they had to hand, it speaks to our ingenuity, artistry and spirit. The fact that it also ticks the 'event tourism' box is serendipitous.  
In the Battle of the Flowers we find an **emblematic example** of the enormous power of cultural activity to express identity, unite communities and provide an important social ritual.  
Another example is the Poem 'The Entire History Of Jersey (in 10-ish Minutes)' – written and performed by John Henry Falle – which demonstrates the power of poetry and performance art as an educative force which can inspire pride and a sense of place.
- **Unrealised potential:** It has been the case that Jersey has been slow to use the "soft-power" assets of culture to project distinctiveness, heritage, language, literature and the arts.
- **The need for a new national cultural venue:** The question of venues has long been raised. Where are the cultural spaces, statues and works and are they suitable for all cultural expressions? How can culture be brought into existing spaces?  
We recommend:
  - A central venue for cultural activity, education, events, performances, and display of art and culture in Jersey
  - Built in an iconic architectural style – like the Guggenheim buildings.
  - Including space for the development of art education and a community of artists: A flourishing artistic scene requires spaces can come together, learn from one another and co-create.
  - Could include an adjunct arts programme for Highlands College and subsidised coworking spaces

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<sup>34</sup> With thanks to Chris Bright. (Editor, Jersey Evening Post, 1994-2014 Co-founder, Jersey Festival of Words and board member)

- **Indigenous art:** There has been a lack of confidence in both aiding the development of creative industries feeding off indigenous culture and in proudly presenting indigenous culture as a national asset. Some of the problems in developing culture cannot be left to the market alone, because the Jersey market is too small, and overwhelmed by larger cultures into which much larger economies and governments have put resources. For example, Portuguese-speaking and Polish-speaking Islanders benefit from the availability of materials promoted by the Lusophone and Polish governments.
- **Falling behind other nations:** In contrast to other countries, Jersey has not promoted its cultural figures. The names of artists, poets, writers, musicians etc. are not found in road names or in other ways. Heritage Plaques have been placed rather haphazardly and many of our major figures (especially women and our Jèrriais writers) or people who found inspiration here are notable by their absence. The result is that the body of creative figures are not commemorated, and do not serve as treasuries for the development of new cultural expressions. We are all accustomed to travel to places where the great cultural figures of the past are celebrated and used to reinforce identity. A short holiday can often lead to knowing more about the poets, authors, painters etc. of the place visited than the cultural figures of the Island where we live!
- **Intangible heritage:** Jersey has been fairly successful at maintenance and projection of physical heritage, but much less successful at preserving intangible heritage. The UK has not ratified the UN 2003 Convention for the Safeguarding of the Intangible Cultural Heritage. Therefore, listing any expression of Jersey's intangible heritage under this mechanism via the UK is unlikely to be achievable. We must develop our own strategies and mechanisms.

## ii. 'Jersey Day'

**The need for a national cultural festival:** Many countries use their national day to celebrate national culture, for example Camões Day - Portugal's national day - is chosen to commemorate the anniversary of the death of their national poet. Saint George's Day serves in England as a celebration of Shakespeare, and in Catalonia as a celebration of Catalan literature and culture. Jersey has Liberation day. There is also Saint Helier Day in July and Reform Day in September. The May, July and September dates are optimal for attracting tourists to national celebrations.

### When should 'Jersey Day' be?

Liberation Day has developed as a key public celebration. However, the Policy Development Board do not believe that Liberation Day necessarily provides an appropriate focal point for an annual celebration of all things Jersey.

So what is the right occasion for a 'Jersey Day'?

Other countries have settled on dates for National Days for various reasons. Often because of some foundation or change of status of the country: independence, revolution, establishment of democracy, parliamentary landmarks. Gibraltar's National Day commemorates the 1967 referendum on status (10<sup>th</sup> September); Tynwald Day (5<sup>th</sup> July) in the Isle of Man represents the traditional midsummer courts held around Saint John's day; Waitangi Day in New Zealand represents a particular historical and cultural event.

Saint's days are another focus of National Days - in the UK, lacking a symbolic national holiday, the constituent countries' saints' days provide a cultural focus for Welshness, Englishness, Scottishness and (particularly) Irishness. Catalonia also celebrates Saint George's Day with Catalan culture & language. Saint Lucia takes Saint Lucy's Day as patron saint. San Marino celebrates Saint Marinus. In some cases a country's patron saint's day also marks a significant event because choices have been made to adopt constitutions, change institutions or status on the saint's day.

One change of status that some countries mark with a National Day is the abolition of slavery in their territory.

Flag days - the adoption, dedication or other event connected with the national flag - serve as National Days, or secondary days, for some countries (e.g. Denmark, Albania, American Samoa...)

Monarchies may celebrate the current monarch's birthday (or in some case a historic monarch's birthday) e.g. Netherlands, Belgium, Luxembourg, Monaco (accession to the throne), Bermuda (Queen Victoria's birthday)

So against this background there are a number of options for a cultural day in Jersey.

### 6th January

Until probably WW1 the date of the Battle of Jersey was considered in some quarters as Jersey's National Day, a day of celebration especially after the centenary of 1881, and reinforced by the fact it coincided with Lé Vièr Noué (Old Christmas Day) still marked especially in the countryside into C20th

<b>17th February</b>	Proclamation of Charles II in the Royal Square (1649) - ties in with the gift of the Mace as a visible national symbol
<b>7th April</b>	Formal adoption of modern Jersey flag (1981)
<b>9<sup>th</sup> May</b>	Liberation Day
<b>24th May</b>	La Grande R'veue (Queen Victoria's birthday was a day off for militia during much of C19th for parading) - this is the origin of the Jèrriais expression: ' <i>un jour pour la Reine</i> ', to describe a bank holiday. (cf Bermuda Day)
<b>21st June</b>	Summer solstice. If "Sunny Jersey" is a culturally resonant concept, then celebrating the sun and midsummer (as with origin of IoM Tynwald Day, and Greenland's National Day) could be popular.
<b>28th September</b>	Reform Day / The Corn Riots
<b>29th September</b>	Michaelmas - Feast of Saint Michael, patron of Normandy. Norman cultural festival (it was also quarter day, which is why reform riots happened on the previous day as payments fell due)
<b>14th October</b>	Battle of Hastings. Significant politically as establishing link with English crown, culturally through literary description by Wace

There are significant historic years, but without identifiable or convenient days:

911	foundation of the Duchy of Normandy
933	incorporation into the Duchy of Normandy
1204	division of Duchy of Normandy (we celebrated "800 years of independence" in 2004)

### iii. A Jersey Culture Trail

**Learning from a success story:** The Durrell Gorilla Trail of 2019 was fantastically successful, edifying and fun. It taught us that there is a place for art everywhere; that we enjoy an adventure, discovery and learning along the way. It showed us the whole island as an art installation and took us to places in the Island we might have missed or overlooked.

It also taught us that using technology to facilitate cultural activity in Jersey not only works but opens up a whole new world of powerful and connecting ways to experience the island.

**The Policy Development Board proposes the creation of a culture trail in Jersey, facilitated by a cultural app as a means of allowing islanders to discover the many rich and important cultural and heritage sites in Jersey**

**- Some suggestions of who and what should be on a trail:**

- Victor Hugo's favourite spot at *Le Rocher des Proscrits*.
- Claude Cahun in St Brelade's bay
- René Lalique commission in St Matthew's church, Millbrook, and the related story of Florence Boot
- Louisa Gould in St Ouen
- Tom Gruchy in Trinity
- Sir John Everett Millais, Lillie Langtry, occupation diarists and many notable others.

## iv. Language

One of the most distinctive aspects of Jersey's culture is its unique linguistic heritage. From "Séyiz les beinv'nus" welcome signs to the glorious mixture of French, Jèrriais and English in road names and place names - this is obvious to the visitor. The strengths of Jersey as a multilingual small island nation can be built on to reinforce identity, belonging and skills.

Historically, there were "les trais langues": Jèrriais in the home and the fields, French in churches, legislation and courts and the States, and English for commerce and the military.

An example of how the three (all now official) languages enrich our linguistic identity is the way English-speakers in Jersey know and use the Jèrriais word "branquage" in speaking, but write the French word "branchage".

We also have community languages in Portuguese, Polish, Romanian and others in which our people express their culture.

### Jèrriais

- **Spending commitments:** The Government Plan includes £1.5 million of spending on teaching Jèrriais in primary and secondary schools over the next four years. Additional financial support for the teaching of Jèrriais was unanimously approved by the States in 2016 and four 'experienced' teachers have been appointed since then. The report accompanying the latest spending plans says that lessons are now being taught in 13 primary schools to just under 150 pupils and in six secondary schools to 14 pupils. Adult classes are also being taught, with five States Members are attending.

The Policy Development Board welcomed these developments and offered the following observations about the importance of Jèrriais:

Jèrriais enhances links with other jurisdictions with linguistic identities: as part of British-Irish Council activities, in Ireland, Wales, Scotland, IoM, Cornwall, and Guernsey. The linguistic link with mainland Normandy, and to a lesser extent with the Gallo-speaking area of Brittany, can be used to reinforce links with increasingly powerful regions of France.

- **The decision to preserve Jèrriais:** Much effort was put into the education system over the years. Revitalising an endangered language requires a great deal of time, energy and resources. So, if we can agree that we should not allow Jèrriais to die, then we must fund its revival properly

- **An important part of identity and heritage:** Jèrriais is in the DNA of Jersey – it's a crucial historical aspect of our identity. To quote Professor of Linguistics Paul Birt, "There are few languages I know with such a richness of expression, some of her idioms are poetry... Jèrriais belongs to Jersey, and without it Jersey would, I believe, stop being Jersey." In addition, teaching Jèrriais in schools will embed a sense identification, pride and citizenship in all Jersey school children, regardless of background. In a time where identity seems to have taken on a renewed significance, Jèrriais can instil in all inhabitants of Jersey a sense of belonging and a means of feeling part of their Island. Jèrriais should be an integral part of our Island Identity, promoted by Government, The States, businesses and organisations, and used as a unique selling point to those beyond our shores. Our language can play a

significant role in fostering social cohesion and a sense of self-confidence amongst Islanders and, as such, we should treasure it, nurture it and be proud of it.

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*In the late 1980s and early 1990s the Cornish language was likewise invisible, a barbarous and long-vanished practice, like piracy and smuggling. Now it receives government funding to be taught in schools and appears on the bilingual signs at the Cornish "border" on the A30, and on street signs for every new housing development.<sup>35</sup>*

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## **International commitments:**

- Besides the British-Irish Council, Jersey is also signed up to the European Cultural Convention which binds signatories to support their indigenous languages.

Ratification of the European Charter for Regional and Minority Languages should proceed, after many years of discussion, so that the benchmarking of commitments can be carried out within a recognised international framework.

- **The need for a balancing French language strategy:** The French language has a correspondingly important role to play in the preservation and revival of Jèrriais. French too is one of the crucial layers of Jersey's cultural heritage and identity, and of course is linguistically closer to Jèrriais than English. French then, is important for its own sake, and as a stepping stone to Jèrriais comprehension and use. Jersey has its own variety of French used for centuries for law and administration: some of these particularities should be encouraged so that Jersey's distinctive French not be lost. One example is "septante" (70) and "nonante" (90). Another example particularly pertinent to Island identity is the traditional centuries-old name of the Channel Islands - Îles de la Manche. It is unfortunate that Jersey authorities have adopted the recent Parisian invention of Îles anglo-normandes, which is not traditional and also has the regrettable suggestion that we are somehow English.

As a participant in international Francophonie, we should be as proud of our ownership of our Francophone identity as Belgium, Switzerland, Canada, etc, and brand ourselves internationally as part of the Îles de la Manche, and avoid adopting the "anglo" label pushed by the French Republic.

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<sup>35</sup> <https://www.theguardian.com/uk-news/2014/apr/26/survival-of-cornish-identity-cornwall-separate-place> 41

## v. The Arts

- **New funding commitments:** The Government's decision to commit 1% of the budget to arts, culture and heritage is a watershed moment for the development of arts and culture in Jersey. It is a clear declaration of commitment to arts and culture and a recognition of its role in creating a healthy and prosperous society. Maintaining this commitment is essential to the development of Jersey identity. This decision, essentially a significant uplift in arts and culture spending, represents a landmark opportunity. We need to make best use of these valuable public resources and offer something which will encourage further private investment.
- **A new Cultural Development Framework:** The 2005 Cultural Strategy was a ground-breaking document, bringing together arts, heritage and identity in a way that had not been attempted before. An updated framework for cultural development must be provided. We cannot entirely control the way identity is formed in a given place, but arts and heritage are ways that identity can be carefully stewarded and focused in particular directions that work towards the wellbeing of all in the community.
- Rather than attempting to develop a unified 'cultural strategy' which would necessarily be almost unlimited in scope, it is suggested that instead three discrete but connected strategies ought to be developed: Arts, Heritage and Identity. Developing these strategies separately will give more freedom to the organisations responsible for each more control and agility to peruse projects and policies which will create immediate impact, without being hamstrung by an overarching plan. It will also allow a more detailed consideration of the strategic priorities of each sector - as more specialist concerns are given the room to be expressed.
- However – Identity, Heritage and the Arts exist in close relationship, under the broad rubric of 'culture'. Therefore, a way of unifying the strategic direction, high level objectives, performance indicators and desired impacts of each must be devised. It is suggested that a 'cultural index' be developed, as a derivative or carve-out of the Jersey Performance Framework. In short, this framework would be a 'basket' of indicators, picked from the different sections of the Jersey Performance Framework that are connected to the cultural sector and it's impacts. Other indicators could be developed and added. For a fuller discussion of this approach and an example from the UNESCO, please see the discussion in Appendix 2.

- **The economic benefits:** Opportunities relating to tourism and investment previously highlighted may not have been fully appreciated in relation to the arts. There is an opportunity waiting to be grasped in this area by linking the arts more closely to economic development.
- **The Creative Economy:** There are also many potential economic benefits to the development of the creative industries in Jersey, such as film making, advertising and marketing and publishing. In the UK, the Creative Industries contributed £10.8 billion to the economy in 2019. There is huge potential for growth in the value of this sector to Jersey's economy.

**See discussion on the creative economy in chapter 5**

- **Public visual art and identity:** There is a need to align public art with public perceptions of identity. The Angel of the North provides an interesting example of identity through the arts. Initially the work was criticised but now is seen as an economic success for Gateshead and the UK as a whole. Part of this success is because this represents an authentic truth about Gateshead as a thriving area for the Arts.

Therefore, in Jersey, before we create visual art to express identity there is a need to question what the real story is. Any physical manifestation of identity needs to hold true or it is just a piece of marketing.

There is a highly notable art scene in Jersey but very little is known of it. People do not come here for art, but they should.

Jersey has a wealth of assets – rich history, beautiful landscape, fresh air, wealth, strong hospitality – this can be harnessed to attract and encourage artists internationally.

- **Art and international profile:** Artistic communities can encourage others to travel – e.g. Shoreditch, Berlin, Lisbon. This can encourage 'art tourism' which in turn enriches the local arts scene and would enhance Jersey's international profile. In addition to this, art is increasingly an important currency in international diplomacy. Recent artistic successes stories in Jersey include – the Chinese paper-cutting exhibition at Town Hall, which attracted over 5000 visitors and was later shown internationally. The film *Beast* was filmed in Jersey in 2017 by internationally renowned director Michael Pearce and received critical acclaim.
- **Accessibility and inclusion:** There are significant issues with making arts and culture accessible and appealing to the general public in Jersey. There is a need for a central cultural hub, in a prominent and public space that can act as a focal point for the artistic community and help tourists and citizens to better access Jersey's historical cultural heritage and contemporary arts and culture.
- **A National Cultural Venue:** These challenges of accessibility and the need for a centralised, prominent cultural hub signal the potential need for a new cultural facility, such as a National Gallery and Cultural Hub. Such a facility should include cultural workspaces and could be designed to be an architecturally iconic building. For

example – imagine a Guggenheim in Jersey and the tourism and cultural community it might attract.

## vi. Government's Cultural Role

The role of Government in culture can take many forms, and in an open and democratic society the amount of resources and support given to the arts by Government can be a contentious issue. That said, the Board felt that it was important to acknowledge that Government has a vital role to play in this area of Jersey's identity.

As mentioned previously, funding for the arts and culture sector is vitally important and must be maintained. However, Government also has an important role to play as a facilitator of arts and cultural activity in other ways. Government can help set the direction for the role of culture in Jersey, by acknowledging the value of art and culture. It must help to bring cultural stories to the forefront of the image we present of our island, both to those outside and those who live here.

This role for Government is active – helping to facilitate, encourage and promote culture past present and future in Jersey. It is far more than simply giving money to Arm's Length Organisations.

The Board believes the following would be constructive first steps:

- **Support for creators and organisers:** The Board found that Government could, in liaison with the Parishes and Bailiff's office take actions to make it easier for artists and organisers to obtain the necessary permits to hold cultural events or public exhibits. Putting art and culture into public spaces encourages discourse and creates more a vibrant environment, this is to be encouraged.

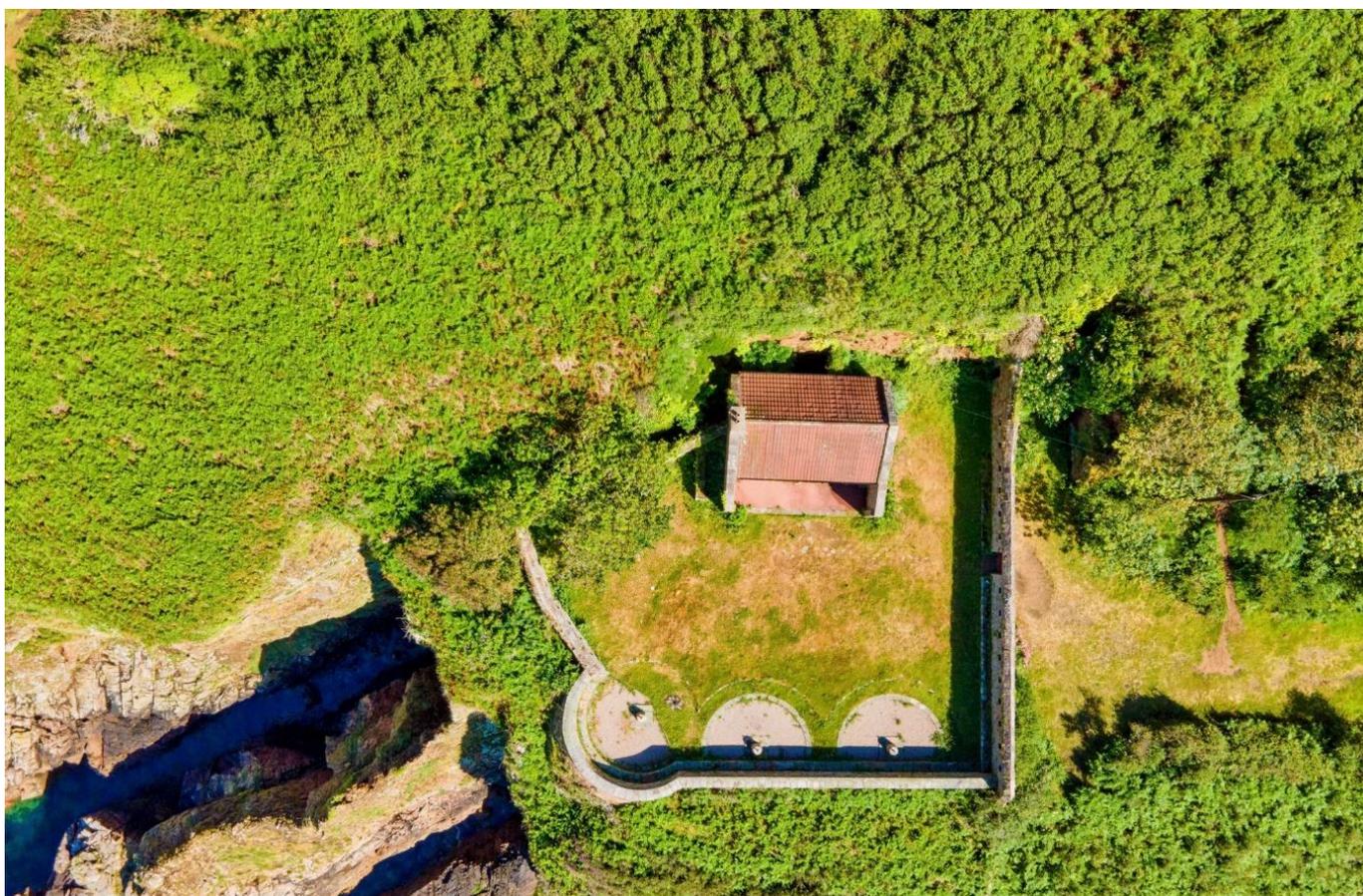
- **Engagement with Arm's Length Organisations:** The Board felt that much could be achieved through increased liaison with and coordination between the various arm-length bodies which promote the Island's cultural offering. For example, could the Government engage with Visit Jersey to encourage a more culture forward portrayal of our island? We recommend that States Own entities and Arms Length Organisations should have a standard clause in their MOUs with Government to implement the recommendations of this report.

## vi. Heritage

### What is Heritage?

Heritage is not history; it's not something you see looking backwards. Heritage is something all around us in Jersey, an essential part of the present we live in and of the future we build. It is the range of our inherited landscape, monuments, experiences and stories. More importantly it is the contemporary activities, meanings, and behaviours that we draw from them and wish to promote for the future of the Island.

Heritage is an activity with far-reaching effects; an element of Town and Island planning; a medium for personal and community reflection and intercultural dialogue; a basis for economic, social and environmental development; a platform for international identity. It is simultaneously local and particular, global and shared. Heritage management is an active, creative process of research, discussion and communication.



*Photograph with thanks to James Bedding*

### The Relationship between Heritage and Identity

Heritage is related to Island identity in the following ways:

- Heritage gives the Island a distinctive look and feel
- Heritage engages Islanders inclusively in shared experiences and activities which help people to be informed advocates and ambassadors for Jersey

- Heritage activity articulates and disseminates credible cultural stories about Jersey which reach audiences both inside the Island and internationally
- Heritage attracts visitors to the Island and generates international media coverage

The Island Identity Policy Development Board's Terms of Reference recognise the significance of heritage in the Island's identity. The Policy Development Board, working with Jersey Heritage, have identified risks to manage and opportunities to build on in order to realise the value of heritage in promoting Jersey's national and international identity including:

- The identification and protection of heritage assets, embodying a sense of place and developing environmental capital.
- The potential of heritage activities to engage the community in a discourse on identity.
- The power of heritage stories to disseminate ideas of identity, reaching international audiences through media - building brand capital.
- The role of Government as a global citizen in relation to international responsibilities for heritage management, supporting institutional capital.
- Giving children and adult Islanders a sense of belonging.

The Board also recognised the important work of Jersey Heritage as a partner in building and sustaining Jersey identity. Some of the most important lines of work in this regard include:



- A holistic approach to landscape heritage management in partnership with UNESCO as an international brand of repute through the Geopark programme making the most of the importance of landscape (and associated intangible heritage) as a national symbol as discussed in Chapter 1. The importance of the regional relationship with France discussed in Chapter 2. The significance of the natural environment and related issues like climate change and the importance of the UN Sustainable Development Goals in Chapter 4 and most significantly the soft power issues and international networks in Chapter 6.
- The development of cultural heritage venues to increase resident and tourist engagement in local heritage - generating informed ambassadors of Island heritage and identity.
- The generation of new stories of Island heritage and identity through research partnerships with international academic institutions.<sup>36</sup>
- The Jersey National Park provides visitors with a unique opportunity to enjoy a coastal environment rich in agricultural and natural diversity.
- **The Coin Hoard:** Jersey's Le Câillon II - the world's largest Celtic coin hoard is our Terracotta Army, our Bayeux Tapestry, our Tutankhamun. Each coin a work of art and a piece of history and taken all together, quite magnificent. International coverage and interest in the find is nothing short of a phenomenon. Often in far flung corners of the world when the conversation turns to our place of origin the usual questions have been replaced by inquiries about the coin hoard. Are we to save the hoard for the nation? Doubtless an expensive undertaking but the value to the Island and its identity and heritage is incalculable. Where would we house such a treasure as befits its status? The answer surely lies in a purpose-built National Gallery of Jersey.

## Summary

The Government's commitment to providing 1% budget to arts, culture and heritage has provided an enormous opportunity for Jersey to enhance the scope and profile of our arts and cultural scene. This will not only help to strengthen identity but would offer other significant benefits for the economy and wellbeing of Jersey.

However, Jersey's enormous artistic talent and uplift in funding needs to be channelled through:

- A new cultural hub and central venue
- A significant annual cultural festival
- Urgent development of a Cultural Development Framework and strategies for arts, heritage and identity.
- Removing unnecessary barriers and formalities for cultural events
- Collaboration between Government and the Arm's Length Organisations

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<sup>36</sup> With thanks to Jon Carter, CEO – Jersey Heritage.

# Chapter 4: Environment and Public Realm

*Environnement et les Choses Publiques*

## **This chapter includes:**

- i. Our Environment and our Island Identity
- ii. The natural environment, sustainability and carbon neutrality
- iii. Historic built environment
- iv. Public Realm
- v. Summary and recommendations

## **Related Key Themes**



**Conserving what makes Jersey look and feel unique and expresses our distinctive character and heritage**



**Nurturing a stronger sense of citizenship and engagement in public life**

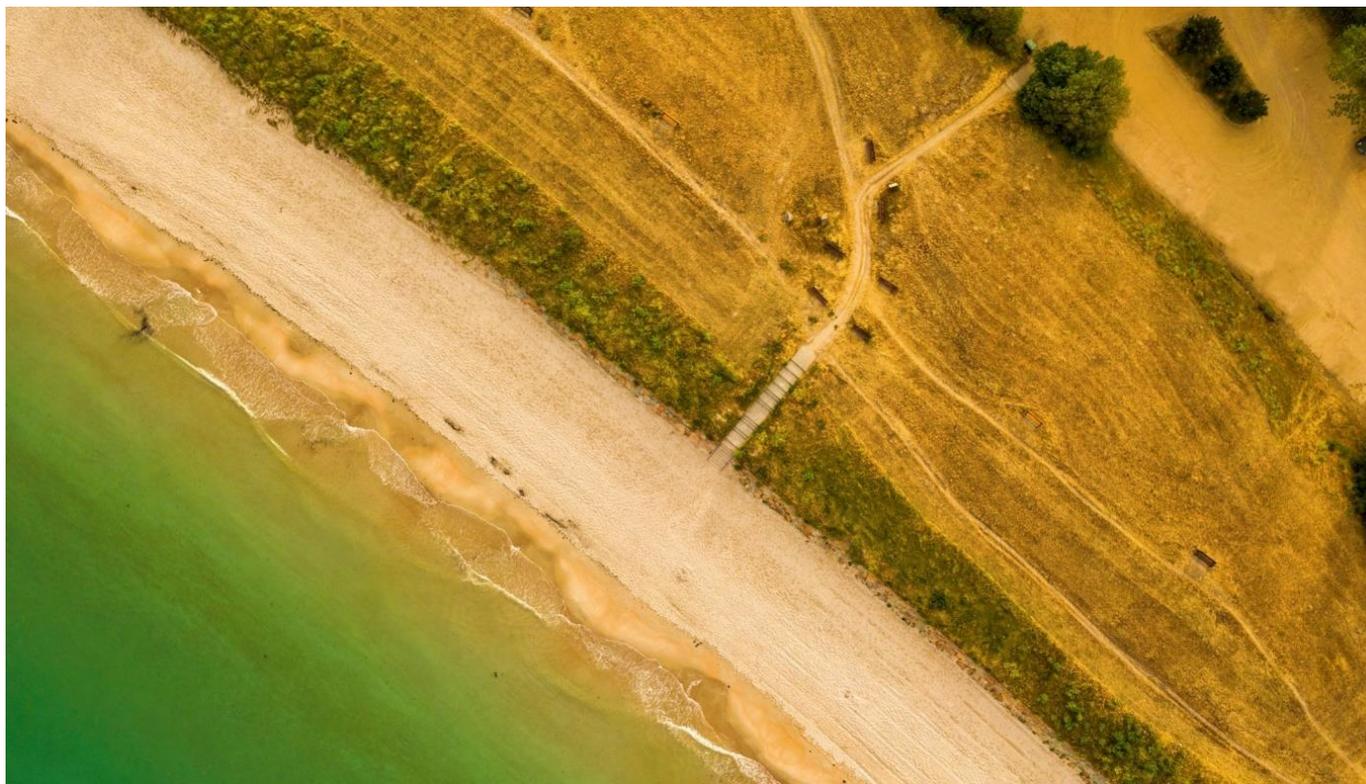


**Expanding the international narrative about Jersey beyond international finance**



**Celebrating and making more 'noise' about what we do well**





*Photograph with thanks to James Bedding*

## ii. Natural Environment and Sustainability

### Preservation and Innovation

- **Stewards of our countryside:** The Board felt that as an Island with a historic farming legacy, the countryside provides an important link to Jersey's history and culture and is thus a significant source of our identity. Accordingly, it must be protected. The Government's Countryside Enhancement Scheme which provides grants for projects which 'maintain and improve the Island's unique and internationally significant rural character, landscape, habitats, flora and fauna' is a brilliant place to start and the Board recommends that such initiatives are to be encouraged and maintained. Not only does this serve to preserve our countryside environment, but it empowers local people to get involved and builds a community minded approach to conservation, which further reinforces our collective sense of identity.
- **Sustainable urban development:** Attention to environmental sustainability is a matter of the town as well as the country. Jersey's commitment to our natural environment can also be expressed through new ways of thinking about town planning. We recommend the following initiatives as starting points for building an innovative approach to preserving and improving the environment of town:
  - An emphasis on traffic reduction and sustainable transport

- Urban gardens and shared horticultural spaces in St Helier
- Buildings integrating eco design features such as vertical gardens and using local material.
- A programme to create tree-lined streets and extended tree planting throughout St Helier and beyond.
- A reconsideration of the La Collette area for possible redevelopment.
- Energy efficiency guidance for new buildings

## Jersey and Climate Change



*Photograph with thanks to Nick Parlett*

- **Our Island in context:** The natural beauty of our Island exists in the global context of climate change, rising sea levels, increasing extreme weather and declining biodiversity. If, as we contend, our environment fundamentally informs our identity we must take seriously the need to protect it.
- **Ambitious commitments:** Jersey has not shied away from the threats that face our environment. In 2019 The States Assembly voted to acknowledge that we face a climate emergency, and in response the Government published the Carbon Neutral

Strategy, with a commitment to become carbon neutral by 2030. This goal is among the most ambitious in the world and represents a bold policy direction to protect our environment, a significant source of our identity.

Alongside the Carbon Neutral Strategy, the Government also published its Sustainable Transport Policy. This framework seeks to fundamentally change the way we use space on our Island for the benefit of everyone's sustainable wellbeing. This policy acknowledges Jersey's dependence on the motor car and provides a path away from this in favour of transport which benefits both the environment and quality of life.

- **Crafting a new narrative:** It is the Board's contention that Jersey should continue to build on this work and forge ahead with more innovative, world-leading and island-specific solutions. **In doing so we can begin to tell a new story of our identity, of an island that takes responsibility for preserving its environment and takes bold, cutting edge action at the forefront of a global effort to protect our planet.**

Not only is this necessary if future generations are to continue to benefit from the natural environment we often take for granted, but it also provides an excellent opportunity for us to boldly and thoughtfully add a new chapter to the story of our identity that we can be proud of. The Board shared some ideas on the steps we might consider taking in this new approach:

- Working with the finance sector to position investment strategies towards eco-funds, global climate solutions and the development of alternative energy sources.
- Jersey farmers could pioneer a move away from unsustainable chemical inputs and towards organic techniques. We will say more about Jersey's foundation industries in Chapter 5, but they offer an area rich for innovation.
- Working towards a goal to eliminate petrol and diesel vehicles from our roads, in favour of electric, biofuel or hydrogen vehicles.

## Cycling and Cycle Infrastructure

When discussing the new stories of identity we wish to tell, the Board felt that a particularly compelling case could be made for Jersey to distinguish itself as a cycle-friendly island by investing in cycle infrastructure. The board believes that, along with the attendant benefits to the environment and wellbeing of islanders, the *story* of our journey in itself could serve to position Jersey as a forward thinking and bold jurisdiction.

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*'Jersey could become known as a haven for cyclists'<sup>37</sup>*

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- **The case for investing in cycle infrastructure:** The Policy Development Board has recognised that cycling and cycle infrastructure is pertinent to many of the themes covered in this report, for example: sport, economy, tourism, health and communities.

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<sup>37</sup> Survey respondent

An increase in cycling could provide many significant positive benefits to Jersey's environment and public realm – including reduced traffic and car numbers, air pollution and the opportunity to close roads and increase the size of public spaces.

In addition, forming a comprehensive cycling strategy for the island seems to be an irrefutable part of achieving the goals of many of the Government's future proposals, including those found The Common Strategic Policy ( particularly priorities 2, 3 and 4), the Government Plan<sup>38 39</sup>, the Island Plan: Strategic issues and options <sup>40</sup> and Tackling the Climate Emergency (Initial report). Indeed, in publishing its Sustainable Transport Policy, Government made explicit its commitment to improving cycle networks.

Additionally, studies have shown positive benefits of increased cycling including:

- Attracting and retaining top talent for the business community<sup>41</sup>
- Improved mental and physical health<sup>42</sup>
- Increased economic input from tourism<sup>43</sup>
- The European Cyclist Federation (ECF) now estimates that cycling is worth over 150 bn Euros to the European economy.<sup>44</sup>

Cycling also shows signs of becoming a rapidly increasing method of transport in the UK:

- Cycle traffic in the UK has risen almost every year in the UK since 2008
- The amount of cycling in the UK has increased by around 29% since 1997
- **Cycling and Europe:** The UK is still way behind the curve compared to the rest of Europe – in fact the UK has the lowest cycling percentage in Europe. This suggests that the UK is slowly catching up to its European neighbours and that the growth of cycling in the UK is part of a long-term trend.
- **If you build it they will come:** The argument is often made that if people want to cycle, they will, and infrastructure should follow established trends of active travel. However, improved cycling infrastructure has been shown to be strongly linked to higher levels of cycling. One study in Cambridge suggests that their improved infrastructure was responsible for 85% of the increase in cycling in the city.<sup>45</sup>

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<sup>38</sup> "We will agree, early in 2020, and implement schemes that encourage changes in how we travel, increasing cycling, walking and the use of sustainable transport, that deliver a sustainable reduction in carbon emissions, and that increase the level of protection afforded to our environment"

<sup>39</sup> Delivering better infrastructure to encourage sustainable and active travel, share journeys, walking and cycling in a safe environment. Steps towards this will include extensions to the eastern and western cycle routes, reopening a grant scheme for electric personal transport, promotional travel initiatives and workplace travel planning coordination delivering better infrastructure to encourage sustainable and active travel.

<sup>40</sup> It can also be achieved by delivering new development where there is good access to local services, frequent buses, or good walking and cycling routes.

<sup>41</sup> <https://road.cc/content/news/181448-cycle-infrastructure-helps-companies-attract-top-talent>

<sup>42</sup> <https://www.bikebiz.com/the-mental-health-benefits-of-cycling/>

<sup>43</sup> <http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=15&ved=2ahUKEwj-yK7eiv3jAhWNYcAKHTSPAqEQFjAOegQIBxAC&url=http%3A%2F%2Fwww.hie.co.uk%2Fcommon%2Fhandlers%2Fdownload-document.ashx%3Fid%3D2222b29d-ea75-4fd7-a066-ce7f0ddafbd2&usg=AOvVaw0OIDRyLA4ieoHX4Owvfmi>

<sup>44</sup> <https://ecf.com/resources/cycling-facts-and-figures>

<sup>45</sup> <https://road.cc/content/news/186152-cycle-infrastructure-responsible-85-cycling-increase>

- **Work already being done:** The Sustainable Transport Policy has stated that ‘A *wholesale review of our current network to identify the improvements required to deliver our transport vision*’ is now underway. In concert with these aspirations, a group Chaired by the Board’s Chair has convened to liaise with the Connétables and the Minister for Infrastructure to identify routes between Parish hubs, population centres and commuter routes from our existing Island-wide network that could be more formally demarcated for use by cyclists.

### iii. The Historic Built Environment

The Historic Built Environment is a remarkable cultural, social and economic resource; vitally important for the identities and well-being of people. It’s a tangible part of Jersey’s distinctive and special identity, underpinning local character and generating a sense of place. It is highly valued by people; historic places make areas attractive to those looking to live, work, study or undertake business. As such, they are assets for revitalisation and economic development. Preserving historic places is greener - maximising existing materials and reducing waste.

Jersey’s Historic Environment continues to suffer losses.

On the one hand, cultural or historic built environments are a non-renewable resource, on the other hand, they are in a constant state of renewal and development.

What is lost once, will remain lost forever.

The first protection for the UK’s heritage came in 1882 with the Ancient Monuments Protection Act, followed by the mid-century Town and Country Planning Acts of 1944 and 1947. The States of Jersey routinely resisted equivalent protection here; the listing of historic buildings and archaeological sites was enshrined in Island Planning (Jersey) Law 1964. This has been subsequently repealed, now the Planning and Building (Jersey) Law 2002 applies. The Law sets out how we protect our heritage through designation of Sites of Special Interest, which need to be considered in any planning decisions made. Buildings and places are listed in Jersey because they have a special interest that is of public importance.

The Island is also party to a number of International Agreements - Convention for the Protection of the Architectural Heritage of Europe (Granada, October 1985); the European Convention on the Protection of the Archaeological Heritage (revised) (Valletta, January 1992) along with the Jersey Island Plan 2011 (revised 2014). These aim to identify and protect buildings and places of cultural significance (arising from their architectural, archaeological, historical or other relevant interests). Maintain an inventory of these heritage assets and develop public awareness and understanding of the architectural and archaeological heritage. Further policy protection is given by the Island Plan 2012, setting out a planning policy protection regime for the Island’s heritage. In 2020 a Heritage Environment Record was launched giving Islanders and researchers a rich search tool for our heritage.

In 2010 the heritage protection system was changed, all protected assets became Listed Buildings or Listed Places. A 10 year process to re-survey all the existing, past and newly assessed historic buildings and sites to legally 'List' all assets followed. We now have a full up to date and mapped record of heritage significance.

The listing of buildings of special architectural or historical interest was established in the Town and Country Planning Acts of 1944 and 1947. The basis for the first listing survey was the heroic war-time lists, known as 'Salvage Lists'.

The States of Jersey routinely resisted equivalent protective legislation here; Jersey lagged behind by over half a century before finally allowing the listing of Jersey's historic buildings to be recognised in law.

Too late, alas, to save Colomberie House, demolished in 1995 in what is widely recognised as one of our worst examples of cultural vandalism. Colomberie House was razed just a few years shy of its 200th centenary. The building that replaced it lasted less than 25 years.

Listing marks and celebrates a building's special architectural and historic interest, and also brings it under the consideration of the planning system, so that it can be protected for future generations.

Listing in Jersey cover historic interest, age, architectural interest, archaeological interest and cultural interest. The age of a building, its history, rarity, authenticity and integrity all factor in the criteria used to assess whether protection should be endowed on a building or place.

The general principles in the UK are that all buildings built before 1700 which survive in anything like their original condition are listed, as are most buildings built between 1700 and 1850.

As this compilation of this report is being finalised permission has been granted to demolish a terrace of the 3 workers houses, 28 - 30 Cannon Street, St Helier. As we commenced work on this report in the spring, 3 other listed town properties were also lost.

The planning applications which resulted in these losses were both recommended for approval by the planning service against the 'strongest' objection from the Historic Environment Team.

The applicants in both cases maintained that their major development schemes, which certainly represent benefits, were unviable without the demolition of the listed buildings.

The approach to the structured review of viability assessments here is not well developed.

If the Planning Department, Planning Committee and Applicants are going to properly address issues of viability, then change is needed, otherwise the full facts will never be open to scrutiny, and informed decisions cannot be made.

The Planning Officer's Society Enterprises report on the performance of our own Planning Department, published August 2019, recommends the following:

## Viability Assessments

9.34 Evidenced evaluation of viability is infrequently a consideration for planning applications, whereas this is not the case in England. Where it does arise, there is no policy or guidance to assist in how it is dealt with. Applicants and developers have expressed concerns about unduly onerous planning and/or heritage requirements rendering development unviable, but there is no open process for producing or assessing evidence. It therefore remains largely untested. The rise in viability considerations on the mainland is because planning mechanisms are increasingly used to secure infrastructure and planning policy benefits, particularly affordable housing. The extent of benefits to be secured is frequently contested and viability evidence is often central to these arguments. National and local policy now requires viability evidence to be presented in a prescribed format and available publicly unless there are compelling reasons otherwise, and commercial confidentiality is not normally considered sufficient justification.

9.35 Should Jersey move further towards the use of POAs to secure planning objectives it is likely that there will be more responses from applicants concerned about the impact on viability. Where this is the case, or applicants raise other concerns about the impact on viability, they should be required to produce evidence to support their case. In these circumstances policy and guidance about how viability should be addressed would provide a firmer basis for negotiation and should be included in the Island Plan review. There are many examples in England from national policy and guidance in the NPPF and NPPG through to local planning authority local plan policy and SPG.

This situation needs to be addressed as a matter of urgency.

The castles, churches, manors, some prominent public buildings are safe, one hopes, however, the utilitarian and functional, particularly in St Helier are at disproportionate risk. They hold the social history of ordinary working folk, as important as kings and seigneurs, and need even greater protection.

There are currently no Conservation Areas in Jersey, as the term is recognised elsewhere, although the Minister for the Environment is seeking to establish a legislative framework to enable them to be identified and designated in the near future. These are areas identified as being of special architectural or historic interest that deserve careful management and resources to protect their character. Commonplace in other jurisdictions, we should value our built environment with such designations to stop the erosion of what is so manifestly important to our character and sense of identity.



## iv. Public Realm

### Jersey's beauty and our public realm

Jersey is by any standard a beautiful and distinctive Island. Throughout our process of scoping and research the Policy Development Board has encountered the almost unanimous view that the most defining feature of Jersey's Identity is its beauty<sup>46</sup>. For most people identity is embodied in the physical environment – it matters what a place looks and feels like and it matters how that is achieved through spatial planning, heritage protection and environmental stewardship.

Jersey's beauty is the asset most valued by Islanders and by visitors alike. The Future Jersey programme of public consultation consistently found that Islanders treasure the beauty of Jersey above any other feature. Likewise, in recent extensive research by Visit Jersey, the attractiveness of Jersey's scenery and landscape was shown to be the Island's greatest asset in attracting tourism.<sup>47</sup>

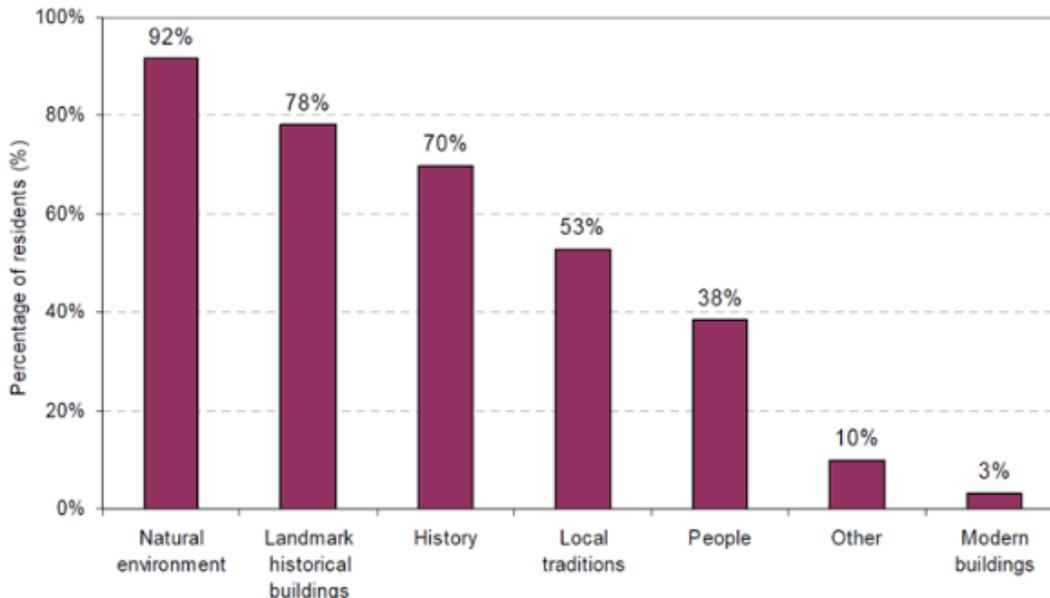
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<sup>46</sup> UK surveys (eg DCMS's *Taking Part*, BBC's *English Question*) showing the perceived greatest contributor to identity is landscape are reflected locally by surveys (Statistics Jersey's *Heritage in Jersey*) showing 92% Islanders consider landscape to give Jersey its own identity

<sup>47</sup> Visit Jersey European Research Summary 2016.

The Board believes that in contrast to our natural environment which should be preserved, the built environment which makes up our public realm requires a reassessment and significant change of direction to prevent the erosion of our identity.

Figure 1.1: What do you think gives Jersey its own identity? (tick all that apply)



### A neglected public realm?

**A failure to reflect Jersey’s beauty:** In light of the importance of beauty to Jersey’s identity, the Policy Development Board has suggested that our public realm is increasingly failing to showcase and harmonise with our Island’s natural beauty. The Board considers the state of Jersey’s public realm to be a very significant barrier to stronger identity. The Board believe strongly that Jersey’s public realm has, in many ways, failed to reflect Jersey identity. The views of the Board on this matter can be clearly substantiated.



To cite one prominent example, the development of Jersey's Waterfront has been strongly criticised in a very public way. The Radisson Blu Waterfront Hotel famously streaked to victory in the 2008 Carbuncle Cup (with 29% of the vote - fully 10% ahead of its closest rival!) and earned itself a place on the Daily Mail's list of Britain's Ugliest Ever Buildings, alongside a Stockport shopping centre and a Leicester tower block.

**The waterfront:** In 2019 a Government commissioned design review on the Urban Character of St Helier, labelled the whole waterfront development as "lifeless", reporting that the land had been used "inappropriately", and that 'Creating an attractive, bustling and successful environment was clearly a tertiary issue.' The review also criticised the wider development of St Helier over the last decade as "bland".

- **Some success stories:** There have however been notable exceptions to this trend and they should be highlighted and celebrated, Dumaresq/Pitt Street corner and 16 New Street are noteworthy examples of excellent and inspiring stewardship of historic public spaces and have been widely praised. And new developments have also had a positive effect on the local environment. The aforementioned design review praised The Town Park or Millennium Park as 'an outstanding project which has been successful in triggering the regeneration of the surrounding area and providing new uses for restored buildings.'

Therefore positive redevelopment of public spaces in Jersey *is possible* and has been achieved. However, the Board feels that careful and intelligent planning are not the norm and that the Waterfront is more emblematic than the Town Park.

The Board sought to examine why such positive development has not been the norm and have arrived at the following findings:

- **Loss of distinctiveness:** The forces of globalisation have subordinated local distinctiveness to market considerations. For example, local businesses with Jersey and French names are no longer present. Beghins, Beuzeval and Le Poidevin have gone, often replaced by UK multiples.  
The Board recognised that these observations corresponded to universal trends which have presented challenges to the distinctiveness of high streets in the UK and local environments everywhere. However, the Board also identified instances where Government could have done more to preserve Jersey's distinctive public realm. We list a number of these criticisms here:
- **Failure to deliver on good plans:** Successive Island Plans, development frameworks and reports have spoken of the need to protect the built environment and the Island's identity. In many cases these recommendations have demonstrably been "completely ignored".
- **Losing Jersey themes:** St Helier has historically deployed variations of particular themes such as stucco, windows taller than they are wide, symmetry, shutters and pitched roofs. This was emphasised in The North St Helier Masterplan – which was, however, never adopted. These themes have often not been incorporated into more recent town development.
- **Building upwards:** The International Finance Centre is the latest manifestation of the trend to build upwards. The Board recognises that high rise development will have an irreversible impact on the surrounding character.
- **Following the UK:** The Government Infrastructure Department has consistently defaulted to UK standards of road design, traffic management furniture, bus shelters and signage, without considering the possibility of Jersey-specific design styles and systems. Our roads are different to the UK. Our natural environment demands more sensitivity of style.
- **The need for more encouragement of French brands onto the Jersey high street:** The regulatory framework of the Jersey retail sector has made it difficult for French brands to establish a presence in St Helier. The dominance of UK brands make St Helier look and feel like an English town. More could be done to diversifying the offering of our Highstreet to include more European brands and make Jersey a more attractive shopping destination for UK visitors.
- **No distinctive national style:** The Government of Jersey rarely flies the Jersey flag alone but generally in conjunction with the Union Jack. This potentially displays a misunderstanding of the status officially conferred upon our Island's flag and does not foster Island identity in public spaces. Likewise, for many reasons the French language deserves special consideration in Jersey's public realm. More sensitivity to the French influence on aspects of Jersey's heritage should be employed by the planning service in providing correct spelling (e.g. Plémont, Rue des Prés) and more prominence.

- **Guernsey's example:** The Policy Development Board also found it instructive to draw comparisons with Guernsey, who, the Board believes, have better maintained the integrity and distinctiveness of their public realm – and expressed their identity more clearly. In Guernsey a series of simple, inexpensive steps have allowed it to maintain a more distinctively Channel Island and less UK look and feel than Jersey.



For example:

- Guernsey has maintained strict limits on advertising hoardings and banners,
- Guernsey allows very distinctive black and silver vehicle registration plates,
- Guernsey prohibits wooden fencing along roadside boundaries.
- Jersey's road direction signage follows the UK's design format and A, B and C road numbering system. Guernsey uses Island-specific designs often featuring the Parish crest,
- Guernsey prohibits estate agents' boards outside properties for sale – instead a window sticker is used,
- Across St Peter Port original granite paving is much in evidence. Jersey has preferred to cover granite setting with asphalt e.g. Waterloo Street
- **Damage to the quality of the public realm over time:** Generally, the Board observed that while these matters in isolation may appear trivial, the cumulative effect over time has been, and will continue to be, significant. Design insensitivity is one of the most pressing failures of Government in the maintenance of Jersey identity. Island Identity must be expressed through and within our public realm and the failure to implement policies to ensure that this is the case will have significant consequences for the Island's economy, community and identity.



Two broad architectural shifts are recommended:

- 1. New developments, where possible must embody and employ historical and traditional themes and features.** This architectural tendency is strongly upheld in France, but less so in the UK. Examples of best practice are:
  - The development at Pitt Street / Dumaresq Street corner
  - The new JTC Headquarters on the Esplanade, preserving and incorporating an 18th Century Granite fascia
  - The Liberty Wharf development at the old abattoir.
  - College Gardens
  - Wesley Street Chapel
  - Havre des Pas Bathing Pool
  
- 2. New developments where possible and appropriate should find a way to harmonise with the natural and ecological environment.** Examples of best practice:
  - La Vrégie, Gorey

# Chapter 5: Economy and Connectivity

*Économie et Drann'téthie*

## This Chapter includes:

- vii. Why does identity matter for Jersey's future economic success?
- viii. Jersey's finance sector and our reputation
- ix. Our foundation industries
- x. St Helier
- xi. Other economic opportunities
- xii. Summary and Recommendations

Conserving what makes Jersey look and feel unique and expresses our distinctive character and heritage

## Related Key Themes



**Conserving what makes Jersey look and feel unique and expresses our distinctive character and heritage**



**Addressing alienation and social exclusion, and ensuring all Islanders feel 'Jersey' whatever their background**



**Expanding the international narrative about Jersey beyond international finance**



**Developing Jersey's distinct international personality, separate from that of the UK's but with strong connections to Britain, France, other European countries and the Commonwealth**



**7. Celebrating and making more 'noise' about what we do well**

## i. Why does identity matter for Jersey's future economic success?

Today Jersey rates as one of the most successful island economies in the world. Our Island has consistently featured as the top-rated offshore jurisdiction in the Global Financial Centres Index in recent years, and has one of the highest Gross National Incomes per capita in the world.

The strong sense of community engendered by island life and an impressive community safety record help place Jersey as one of the top performers in the OECD Better Life Index for overall life satisfaction, personal safety and social support networks.

However, global competition for a share of the world's consumers, investors and skilled talent is intensifying. As this trend continues, greater awareness of what other places have to offer changes people's expectations and informs choices about where to live and what to expect from their local communities.

**Therefore, our Identity matters for our future economic success.** The Policy Development Board believes that strengthening and nurturing our national Identity will be one of the key factors of future economic prosperity and development.

The challenge lies in striking a positive balance between strategies for economic growth and strategies for identity strengthening – not every economic growth strategy will enhance our Island Identity – and some will diminish and dilute it.

**We must find ways to confidently move forward into a new period of economic success, growth and innovation, in ways that are compatible with the long-term maintenance of a strong Island Identity.**

We believe that Identity matters to our economy for the following reasons:

- 1. Our unique selling points:** Globally, competition for a share of the world's consumers, investors and skilled talent is intensifying. Jurisdictions need to offer more compelling narratives about what they have to offer workers, visitors and investors. 'Jersey may be a well-regulated, stable, independent and forward-thinking low tax jurisdiction, however these aspects may not be enough to continue to differentiate and promote Jersey.  
Jersey's attractive, historically-grounded and unique Identity is our '**Unique selling point**'. We must not lose the opportunity to leverage this unique set of assets.
- 2. Building a knowledgeable and committed workforce:** Our future economic success depends on building Jersey's skill base, intellectual capital and knowledge ecosystem.  
Why would someone choose to stay in Jersey, return here after university or relocate their family and business here, as opposed to, for example, Dubai, Singapore or Latvia (a new European centre of digital industry)?  
Jersey's Identity must be coherent and attractive enough to compete with the lifestyle benefits of other centres.
- 3. Autonomy and developing new industries:** Jersey's history of entrepreneurialism and commercial agility are deeply connected to our constitutional autonomy and our

ability to leverage our freedoms for economic advantage. Our domestic and international identity must be infused with an appreciation of our political and legal freedoms. A more confident identity will mean we can continue this history of innovation. How do we best use our advantage of being small, contained and agile to adapt, evolve and stay ahead? Does lack of appreciation for our unique constitutional position hold us back from developing new industry sectors?

4. **Economic decision making:** When we make decisions about how to use our valuable resources or how to direct policy focus many questions are at play:
- What are the potential economic rewards?
  - What are the risks?
  - Do we have the expertise to make it work?

These are vital questions. But perhaps a more vital and often sidelined question is this:

**Does this direction fit with who we are and who we want to become?**

This is a question of identity. We must understand what is unique and special about Jersey if we are not to make decisions that jeopardise these aspects or miss out on opportunities to strengthen them. In fact, our future economic success is intimately linked to our ability to nurture and enhance the social and environmental factors that give Jersey its unique identity and make it such a great place to live, visit and work.

**An Economic decision-making matrix should include a section for:**

**“Reputation: has potential to enhance Jersey’s National Identity internally and/or internationally”**

5. **International reputation:** A major aspect of Jersey’s identity has been formed by the export of our produce to all corners of the globe. The stories surrounding the development of these remarkably successful homegrown products are fascinating and provide a strong basis on which to extend our international trading prowess.

For example – how many people globally know that the word they might use every day for sweater is derived from a relatively tiny island whose wool trading ingenuity made us a center of knitwear? Or that a variety of cow, famous the world over for the quality of its milk (and currently transforming milk yields in Africa), was developed here by a small society of innovative agriculturalists?

These stories, and the global familiarity with the products they describe are **hugely important soft power assets**. When we view economic activity through the lens of Identity the importance of these stories becomes much more apparent.

6. **Strengthening the Island economy:** When people have a strong sense of identification with the place they live, they will make economic decisions that prioritise the Island economy. Not only this, but entrepreneurs need to understand the culture and aspirations of their marketplace. When there is a sense of community and shared endeavour within the business environment new distinctive forms of business and niche sectors can emerge – through collaboration and the exchange of idea and

resources.

## 7. Small jurisdictions with strong identities are more economically successful:

There is a growing body of academic literature to suggest a vital link between a country's ability to grow its economy through innovation and global connections, and the strength and coherence of that country's national identity. This is thought to be particularly true of smaller states.

Some of the most important conclusions from scholarship on this subject:

- Strong national identity also makes nations more able to build capabilities for cooperation, sacrifice, flexible manoeuvring, rapid response and concerted action in the national interest. All of which create economic advantage.<sup>48</sup>
- The benefits which result from a strong collective identity are known as 'Identity Utility'. Examples of Identity Utility could include consumer spending decisions that directly benefit local economies, greater productivity, improved mental health outcomes, lower crime rates, and the reduction of other negative social indicators.<sup>49</sup>
- Strong national identity also promotes a 'wide radius of trust', which acts as an 'economic lubricant' facilitating both economic exchange and political participation.
- National identity encourages countries to maintain strong social safety nets that mitigate economic inequality and are strongly linked to more sustainable economic growth.<sup>50</sup>

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*"If people do not take pride in their country, they will not work on its behalf"<sup>51</sup>*

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## ii. Jersey's finance sector and our reputation

**Evolution of the industry:** The Board wishes to highlight their awareness of the outstandingly important role of the Financial Services Industry. In no way does the board wish to see Jersey's reputation as a well-regulated, compliant and highly competitive finance centre diminished. However, the Board would like to see the dominance of the narrative of Jersey as primarily a financial services hub changed, and the narrative about Jersey broadened and augmented with other aspects of our international offering. These aspects

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<sup>48</sup> Campbell, John L., and John A. Hall. "National Identity and the Political Economy of Small States." *Review of International Political Economy*, vol. 16, no. 4, 2009, pp. 547–572. *JSTOR*, [www.jstor.org/stable/27756179](http://www.jstor.org/stable/27756179). Accessed 5 May 2020.

<sup>49</sup> Identity Economics: How Our Identities Shape Our Work, Wages, and Well-Being. George A. Akerlof (Author), Rachel E. Kranton (Author)

<sup>51</sup> Fukuyama, Francis. "Why National Identity Matters." *Journal of Democracy*, vol. 29 no. 4, 2018, p. 5-15. Project MUSE, doi:10.1353/jod.2018.0058.

are not in competition with the narratives of the finance sector but will actually be complementary and help to differentiate Jersey from other International Finance Centres (IFCs).

**Contrasting views on Finance:** Any attempt to articulate Jersey's modern identity must examine the impact of its half century at the forefront of the international financial services industry. This is a complex issue which generates strong and conflicting opinions, both on- and off-Island, with labels such as 'tax haven' colouring several related debates such as the ethics of offshore finance and the impact of finance-sector salaries on prices and inequality within Jersey.

It is not the place of this report to comment on the merits of these arguments, but equally it cannot ignore the fact that Jersey's identity is currently shaped by them. Offshore finance has substantially changed the way the rest of the world sees Jersey, and also changed many aspects of Island life. Contrasting views on these topics are found in politics and the media – and indeed within this Policy Board – but public debate occasionally feels stifled by the fear either of providing ammunition to the Island's detractors, or of somehow scaring off the companies and capital on which so many Jersey jobs now depend. However, just as we rightly devote resources to influencing the international conversation about Jersey, we must also not shy away from candid internal discussion of the costs and benefits of international finance and – most importantly – where we want this path to lead us over the coming decades.

**A target for campaigns:** Uniquely among the industries on which Jersey's economy relies, offshore finance is the target for sustained, orchestrated campaigning by critics both within and outside the Island. Unfairly there persists in some quarters, a view of Jersey as small jurisdiction that facilitates tax avoidance through its financial transactions. Many still use the shorthand expression 'tax haven' even though Jersey has now matured into one of the world's best regulated financial centres, working to recognised global standards, offering secure international access to financial markets and sharing confidential information responsibly with other jurisdictions.

Offshore finance in Jersey is an aid to globalisation that has lifted many millions out of poverty and a conduit to a great deal of positive investment that creates jobs, builds infrastructure and improves lives in developing countries while also supporting an estimated 340,000 jobs in the EU and UK. Locally, the industry contributes significantly to Island prosperity through taxes, social security contributions, spends £1 million a day on local goods and services and supports other sectors and industries, including heritage and charity

**Island impact:** The effect of all this on Jersey's self-image has been mixed. On the one hand, there is some pride that an Island of 100,000 people punches so far above its weight in the world, but on the other there is sometimes a degree of defensiveness about the Island's main source of income, and exasperation that outsiders routinely assume that everyone from Jersey must also be personally wealthy. For many Islanders it is easier to be proud of the world-famous products of Jersey's farmers, or of the beauty and heritage that sustains the Island's tourism industry, than Jersey's often poorly-understood contribution to international finance.

Furthermore, despite its presence in Jersey for over 50 years and the large number of Islanders it employs, there pervades in some quarters a feeling of 'otherness' to the finance industry. In part this may derive from the contrast between the astronomical wealth it brings the richest few with the daily travails of the majority; in part perhaps from the slightly mysterious nature of Trusts, Banks and Family Offices to those not versed in this world. But there is also more to be done to ensure that those who make Jersey their home temporarily while working in this industry feel engaged and included in Island life and appreciate Jersey's unique history and culture.

Finance industry champions maintain that its critics do not fully understand the current nature of the industry, on which in any event the Jersey economy is crucially dependent, and are just peddling ill-informed perceptions. There is good evidence for these claims, especially when the activity of Jersey's financial services sector is weighed against that of other less well-regulated jurisdictions. Nonetheless, negative perceptions do exist both in and out of the Island and cannot simply be dismissed in any examination of how Jersey views its own identity or wants to develop in the future. Image and identity are about perception after all.

One point on which there is likely to be common ground, though, is the significance of the Channel Islands' degree of constitutional autonomy, an 800-year privilege which underpins both traditional Jersey pride and its dominant economic activity.

**Repositioning finance:** In addition to this more balanced approach around Jersey's international personality, the Board does believe that there are important ways that the financial services sector can reposition itself to help with the development of Jersey's international reputation. Global financial services are evolving, with an increasingly powerful emphasis being placed on emerging sectors and trends such as impact investment, sustainable and carbon reduction solutions, as well as an increasing demand for the administration of philanthropy. Jersey Finance has recognised the importance of this direction of travel and is leading efforts to boost this aspect of Jersey's finance sector. Jersey has the opportunity to play a leading role among comparable International Finance Centres in the embrace of these important and powerful international trends. This could add an important new string to our bow.

### iii. Our Foundation Industries

#### Jersey's historic industries:

The sea, green fields and landscapes play a major part in our Island Identity. The economic importance of agriculture and fishing may have declined in relative terms in recent decades. But the importance of these industries goes far beyond the percentage of GVA that they directly contribute. For generations, all around the world, Jersey has been known for its exceptionally high-quality produce, and our desirability as a tourist destination.

So these industries are not just important to the island as a source of income and jobs – their true importance may lie in how they shape how Jersey is seen and understood by the rest of the world. They create valuable trading relationships and international personality, they shape our Island identity and safeguard our traditions and heritage.

For example **Jersey's fishing fleet**, whilst contributing a relatively small proportion of Jersey's actual economic output directly, is a disproportionately important part of our Island economy due to the connection between fishing and so many other crucial aspects of Jersey life - from providing fresh produce to the restaurant industry, to helping to maintain Jersey's connection to our marine environment, to shaping the island's reputation for excellent produce, to providing an atmospheric focal point in the fish market. Therefore, viewed in purely economic terms, support for the fishing fleet may not present itself as a priority. Viewed in terms of identity, we see that the impact of Jersey's fishing industry is of major importance. **This industry, along with farming, should be given the priority it deserves. Our Island without a fishing fleet is inconceivable.**

## Agriculture and fishing:



The contribution and importance of these industries to our food security, our Gourmet offering and Sustainable Wellbeing cannot be overstated. Much of our heritage is derived from the farming and fishing industries - they are who we are and should be nurtured to ensure they are also who we want to continue to be.

The green fields of our Island make up 60% of our landmass. As well as keeping much of the Island green, planted in trees, with small cultivated fields separated by identifiable hedgerows, it is home to the world-famous Island breed of the Jersey Cow, the Jersey Royal and the Jersey Tomato.

The prevalence and popularity of the 'Keep Jersey Farming' has demonstrated that a large part of our island identity is found in our agricultural heritage as a farming community. Equally the support demonstrated to our much-loved fishing industry by Islanders during the Covid crisis proved an equal love for the sea and our fishermen who derive a hard living from it – these industries should be nurtured and supported by Government in whatever way possible.

It is recommended that support is demonstrated by the appointment of an Assistant Minister dedicated to the industries who can develop an understanding of them - like the set-up for finance.

Our available land area will always be small and there we will never be able to compete in terms of volume. However, the opportunity for these industry sectors lies in extending our reputation for niche, high-end produce – with an esteemed reputation for quality and

excellence. Support could be derived in the form of marketing and promotion to encourage niche export areas in agriculture and fisheries.

The Industries also offer direct economic opportunities to citizens in the form of varied job opportunities in farming, fishing, animal husbandry, IT, marketing, promotion, mechanics, management. These areas should be promoted.

The Industries enhance the overall offering to citizens, the visitor and business people in the form of excellent gourmet offerings. Much more could be made of farm and fisheries visits and the fresh produce and unique culture surrounding them.

It is recommended that the Agricultural and Fisheries opportunities in the form of jobs and visitor experience be better promoted by Economic Development, Visit Jersey, Digital Jersey

While some of our historic industry institutions help to uphold important traditions and livelihoods, others are on the cutting edge of introducing pioneering farming methods, new crops or exploring previously untapped international markets.

This approach is a 'sweet spot' of compatibility between economic development and Island Identity.

## Tourism:

The years immediately following the war saw an upsurge in Jersey's tourism industry. Much of this growth came from the advantages of no VAT or purchases taxes, creating significant price differentials from the UK and creating a low cost environment perfect for holidaymakers.

Until the 1980s, the cost of air and sea travel was also cheap compared to other countries, including the UK. The hotel and guesthouse market flourished, and holiday camps were built to cater for the rush.

By the 1990s, there was a market decline in sea travel, with Condor the only car ferry service to survive and the popular Gorey to Carteret and Portbail routes were discontinued. This period also saw the rise of the low-cost airline and the burgeoning of the cheap package holiday market, meaning that holidaymakers could travel to much more reliably warm and exotic locations for much less than the cost of coming to Jersey. The tourism sector was inevitably hit by rapid decline.

**A new era for tourism in Jersey:** The success and sophistication of Visit Jersey's representation of the Island has seen a new spike in visitor numbers. Total visits to Jersey in 2019 (including day trips and overnight visits) increased by 6% compared to 2018, with 770,700 visits. 50% of holiday visitors were experiencing Jersey for the first time, which is slightly higher than 48% in 2018.

2019 saw the highest number of holidaymakers coming to Jersey since 2001, with 439,200 overnight holiday visitors (up 6%).

Visitors spent 2.7 million nights in Jersey (1% up on last year) of which 70% were for a holiday. Total visitor spend during 2019 was £279.8m, an increase of 4% on last year.<sup>52</sup>

The global pandemic of 2020 has brought the entire industry to a halt and shrouded its whole future under a cloud of uncertainty.

**It may also provide a reset button**, and an opportunity for the development of a new and strategic approach to marketing the Island and catering for visitors

In keeping with an approach centred around Jersey Identity, the Board suggests new opportunities in the following areas:

- **Cultural tourism:** Some of the recommendations offered in Chapter 3 point to an opportunity for the island to make more of its cultural and heritage assets
- **Eco-tourism:** Jersey Climate change commitments and the recognition that they could bring – if these commitments are made concrete in life of the island – will help to attract eco-conscious tourists. However, this offering will only be viable if it is matched with commitment to improving sea links to the UK and France (and fulfilling our commitments to the decarbonisation)
- **Cycle Tourism:** Cycling is big business – The European Cyclist Federation (ECF) now estimates that cycling is worth over 150 bn Euros to the European economy.<sup>53</sup> Jersey could be European haven for cyclists. This will depend on Government

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<sup>52</sup> <https://business.jersey.com/jersey-statistics>

<sup>53</sup> <https://ecf.com/resources/cycling-facts-and-figures>

support for the development of cycle infrastructure. (chapter 4 has already elucidated the various other benefits of the development of cycle infrastructure)

- **Event tourism:** Again, recommendations in chapter 3 (annual cultural festival) could help to accelerate the development of Jersey's Event tourism sector.



## Ports of entry

- The Policy Development Board has observed that Jersey Ports of entry provide a strong opportunity to offer visitors and Islanders who regularly pass through them a lasting impression of Jersey's national identity.

At present, air passengers arriving at Jersey airport arrivals terminal are greeted with a series of advertising boards which, in the opinion on the Board, only serve to reinforce the negative stereotypes of Jersey and say little to nothing at all about the island and its culture, art and attractions. Sea passengers arriving to the ferry terminal are not offered anything to give them a sense of having arrived somewhere distinctive.

While the Board understand the revenue derived from commercial advertising, the style of advert employed does nothing for our image. A creative approach to design and customer experience should be taken to our ports of entry with the goal of offering people passing through an impressive experience of Jersey's identity and local cuisine. Through stories, timelines, interactive displays, quality food and tourist information displays. A more carefully coordinated offering of Jersey books, prints, food, local produce and quality souvenirs could enliven the atmosphere of our ports and stamp a memory of Jersey's unique identity on those passing through.

A more creative approach could be taken to advertising – perhaps displaying expressions of Jersey art and culture – sponsored by local corporates.

## iv. St Helier:

Saint Helier, as the capital of our Island nation, shapes and embodies the identity of Jersey for its residents (a large percentage of our population) as well as for all those Islanders who come day-to-day, or less regularly, to work or shop, or enjoy leisure, hospitality, nightlife and cultural activities. It is the hub of the Island road and public transport network, and for the retail sector (which along with wholesale forms 6.7% of Jersey's GVA). As the commercial, political and constitutional centre of Jersey, it will be a point of contact internationally. It is also the place that tourists and business visitors alike will either arrive or head to first and where lasting impressions of the Island will be formed. What is provided and enabled in Saint Helier is therefore of vital significance to the quality of life available in Jersey to residents and visitors alike.

**The success of St Helier as an engaging and culturally attractive town is therefore integral to the success of the island's economy more generally.**

However, the Board believes that there are several areas of St Helier's current offering which will need attention in order to strengthen identity and provide a strong future basis for the town's success:

**The Markets:** The Central Market and Fish Market are currently owned and overseen by the Department for Infrastructure. They are a highly distinctive feature of the town

and a powerful expression of Jersey Identity. They should provide a stimulating experience for shoppers, workers and visitors. We believe that Government could do a lot more to allow them to flourish, become more visible and accessible, increase the distinctiveness and quality of their offering and allow their traditional tenants to benefit from more support

- **Distinctive retail offering:** Board Members felt strongly that St Helier's retail experience must not simply mirror that of an UK town, but that Jersey could explore ways to be more creative about how it blends its offering. The Board believed that more could be done to invite French Brands to establish a presence in Jersey, creating a retail offering that is distinctively different from the UK. This would be attractive to both French and British tourists.

#### **Culture, experience and space:**

The nature of town centres is changing rapidly. The dominance of online retail is not going to be reversed, no matter how strident the appeals for us to 'shop local'.

While a vibrant and interesting shopping experience will help to keep our town centre alive, this alone is not enough.

A recent report by the Institute of Place Management has, through extensive research, identified the top 25 factors which drive vitality and viability:

They include:

- **Vision & Strategy:** Leadership; collaboration; area development strategies
- **Experience:** Service quality; visitor satisfaction; centre image; familiarity
- **Anchor stores:** Presence of anchor stores - which give locations their basic character and signify importance
- **Diversity:** Attractions; range/quality of shops; nonretail offer; tenant mix; tenant variety; retail diversity; availability of alternative formats
- **Entertainment and leisure:** Cultural performances, works of art and non-retail activity

The report highlights an overall evolution in town centres towards seeing themselves not just as retail centres but as residential areas, public spaces and community assets. We recommend ideas be collated to allow St Helier to pioneer a move in this direction



## v. Jersey's Digital Future

It should not come as a surprise that an increasingly vital aspect of Jersey's Island Identity will be Digital Technology. For centuries, Jersey has innovated and reinvented its economy, and in recent decades the Island's nimbleness and receptiveness has reinforced this reputation.

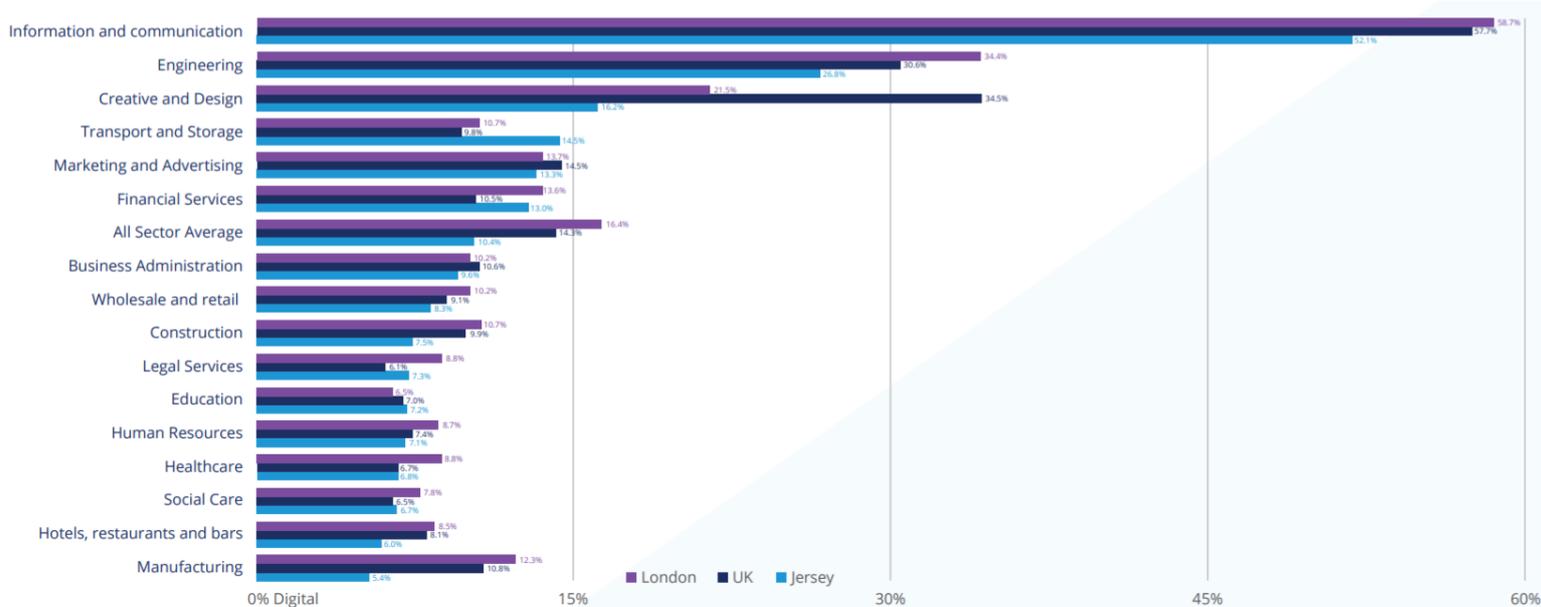
Today, Jersey has over 3,000 people employed in the digital economy: generating more than £180 million in GVA annual and growing by approximately 100 jobs per-year<sup>1</sup>. The Island boasts the third fastest internet speeds in the world and is home to many globally successful businesses. The Island also played a globally significant role in the emergence of E-commerce in the late 1980s onwards, giving rise to the world's first e-commerce site and Europe's first electronic payment system - Worldpay which was acquired for \$43bn in 2019; thereafter the Island played a pivotal role in the fulfilment industry – helping to drive the use of e-commerce.

This innovative strand in the character of the Island has led to it being increasingly recognised as an attractive place for tech talent and for distributed digital businesses to develop, test and grow. These core attributes make the digital economy a perfect “fourth strand” alongside the more established areas of agriculture, tourism and finance.

**A natural fit:** Jersey already has a compelling offer to internationally focused digital entrepreneurs, micro-businesses and distributed companies. This attraction also matches the natural capacity of the Island to host sectors which have a low industrial footprint and a relatively small headcount of highly skilled, paid workers.

**Four components of a digital economy:** The Digital Economy in Jersey has at least four components:

- 1) **Digitisation of businesses:** Beyond the digital sector itself, the second strand of a digital economy is the digitisation of non-tech businesses. Finance is perhaps one of the best business sectors to migrate manual operations to electronic platforms and to up-skill the human element to more sophisticated relationship building and advisory work. While finance has been in the lead, the retail, service and even agricultural sectors are also agilely adopting digital efficiencies. However, Jersey businesses have a lower digital utilization than their counterparts in the UK. On average, a third less. Compared with Edinburgh and London, Jersey's digital adoption is two thirds lower. Even when compared with similar seaside locations, such as Brighton the island performs poorly. This gap in digital adoption represents lower productivity; less internationally competitive businesses; and a less resilient workforce to the challenges posed by automation.



- 2) **Products and services:** The third strand are businesses which provide electronic products and digital services into both the B2B and B2C markets. Jersey is never going to be a Silicon Valley – the economies of scale and synergy are never going to make sense for global operations at volume. But Jersey can establish digital businesses addressing unique market niches, with small and agile businesses.
  
- 3) **A Test Bed:** Finally, and perhaps again uniquely, the household sector in Jersey promises huge advantage. With a small, relatively affluent, population in a very small geography, Jersey is ideally situated to be used by global IT brands as a contained “test bed” for new technologies. The superior digital infrastructure at domestic level as well as commercial, makes the Island “ready and able” to perform a global leadership role. Jersey’s participation as one of only seven global locations in the UN’s Smart Sustainable Cities programme is a great example of the way Jersey can punch above its weight in this area.
  
- 4) **Digital Government** is something uniquely possible for a public sector and population the size of ours – where projects can, at least in theory, be deployed far more quickly than in large populations. Jersey has already made progress in this area, though there are still many more innovations to come.

All four of these elements of the digital economy play a key part in the Island identity. For Jersey to be successful in the coming decades it is vital that we not only react to the economic shifts, but proactively embrace and accelerate the adoption of technology; or else the Island risks being left behind and unable to compete in the global economy. This was the case during previous periods of economic and technological expansion, when locations slow to adopt new technologies experienced economic and social decline.

We are a nation of fast adopters and agile innovators, with the collective foresight to invest in the physical and intellectual infrastructure to ride the emergent waves of global change.

## vi. Innovation, Entrepreneurship and Higher Education

### Identity and Innovation

As explained throughout this report, the strength of Jersey's identity rests on our ability to maintain and develop the things that mark Jersey out as distinctive.

Some of these 'distinctives' are features of our history and environment. Others have become part of our identity more recently through innovation and entrepreneurship. Our famous coastal environments are an example of the first kind of feature. Our emerging Digital sector is an example of the second.

So, to strengthen our identity we must develop the knowledge and skills required to protect and maintain the historical aspects of our identity. We must also innovate and educate future generations to nurture our new distinctives.

We recommend a combination of higher education and 'sandboxing', to build knowledge and innovation centres around key industry sectors that will help to develop our economy in a way that simultaneously strengthens our identity.

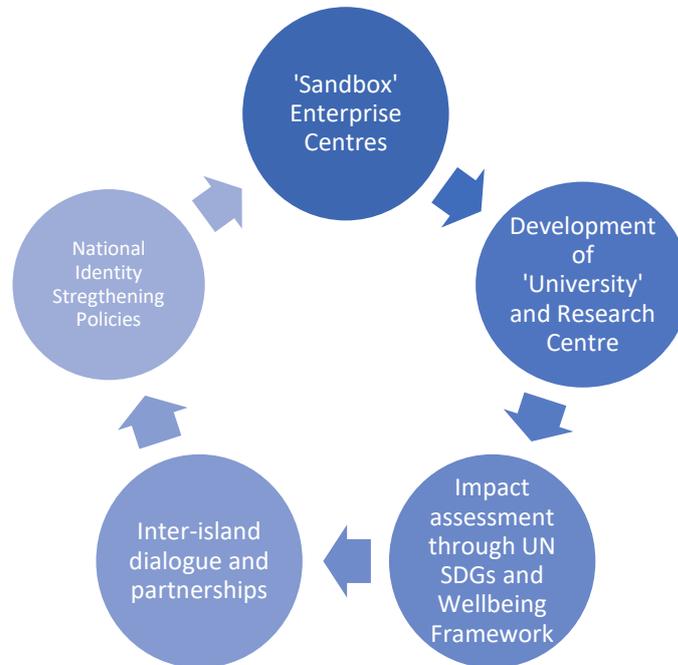
Innovation is also a strong part of Jersey's identity and flows naturally from our agile legislature, small but sophisticated and highly networked economy, and our culture of independence and self-determination.

The Board have suggested a route to reinvigorating our entrepreneurial spirit:

- **Pioneering island solutions:** Jersey belongs to a global community of islands. Islands share unique characteristics with one another, despite differences in culture or political structure. Many islands globally will be facing the same challenges as Jersey and will also have the same geographical and social advantages. Jersey could lead the way in both brokering fruitful relationships between islands for innovative partnerships, and in developing island-specific solutions to the global challenges outlined in the UN Sustainable Development Goals.
- **Building new sandboxes:** The 'Sandbox' model of innovative community and experimental space currently being pioneered by Digital Jersey could be replicated in other industries.
- **These sandbox knowledge centres can then be connected to sources of private investment:** This will in turn support the Government's vibrant economy goals, help to eventually increase tax-revenue; to improve the quality of Islanders' lives by creating new and exciting job opportunities that provide meaningful employment; and lastly improve economic resilience by fostering 'digital' as a pillar to the economy and harnessing technology society-wide.

- **A need for more higher education:** Innovation of this kind must be supported by research and an increasing knowledge base. Here again, the needs of the development of Jersey Identity points to the need to develop a Jersey's Higher Education Offering.
- The Jersey International Centre of Advanced Studies (JICAS) is an independent, non-profit research centre (master of science/arts and PhDs) focusing on islands and island communities. JICAS offers an MSc in Island Biodiversity and Conservation in partnership BioSciences, University of Exeter, and is looking to grow their portfolio to include an MSc in Islands and Climate Change set to launch Sept 2021 and a MA History and Archaeology in Sept 2022 - both in partnership with the University of Exeter. They are also currently developing partnerships across other academic disciplines such as Marine Biology and Island Government and Economics.
- Skills are inextricably linked with the growth and development of the digital economy. For this reason, and following an assessment by the University of Exeter, in 2019 Digital Jersey opened its Academy which aims to support upwards of 300 islanders annually to upskill and reskill into digital professions, primarily through the Digital Leadership Programme. The Academy delivers a range of courses which aim to address the skills needs of the industry. All accredited courses are project based, with students working with industry to deliver projects, giving them industry experience and a portfolio of work to demonstrate skills when seeking employment.
- **A University of Jersey:** This existing centre of excellence could be developed to include a small undergraduate institution that offers a good mixture of the sciences and humanities, supported by a law school and a business school. This would foster an environment in which new and exciting ideas would be in exchange and advanced research and support facilities can be used for the betterment of Jersey and its residents.
- The University of Jersey would benefit from a sustainable financial model that operates on a 'break even' principle and avoids growing overly dependent on the taxpayer as the main source of underwriting and revenue and leave more money for teaching and research.
- The University of Jersey would also generate a new type of economic activity for Jersey. Students attending the proposed courses will be resident in Jersey for a maximum of three academic years. As the University of Jersey provision and academic standing develop, a number of teaching and research posts will arise, some of which can be filled by Jersey citizens. There will also be a number of administrative positions, which will be filled within the Island. The spending by students and faculty linked to the University of Jersey will have an economic benefit for providers of accommodation and other associated services.
- The knowledge base required to expand and diversify Jersey's offering of financial services products towards sustainable, eco and impact investment and philanthropy will also require the development of a community of knowledge and expertise. This too could form part of a Jersey University higher education offering with niche appeal (see chapter 6).

- Support could in turn be offered to incentivise research into Jersey history, culture, language, marine and land conservation and industries, such as farming, fishing. The University of Jersey could become known and renowned as a centre of excellence in agricultural research, marine biology and digital industries.
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## vii. Other economic opportunities:

The Island Identity Board has also identified other key growth areas where there is a strong compatibility between economic development and identity strengthening.

**The Creative Economy:** In terms of effectiveness in spreading awareness of identity globally, the creative industries are among the most important for a modern, developed economy, and yet Jersey has not capitalised on the possibilities. Languishing cultural policies, underinvestment in cultural venues, undervaluing of indigenous culture and ignoring cultures of migrant communities have all combined in a failure of vision and action.

Comparative GVA\* (figures not exactly comparable due to different definitions of creative industries across jurisdictions):

- Jersey 2.5% - £100m (2015)
- IoM 6.3% - £293m (2015)
- Guernsey 9.2% - £251.4m (2015)
- UK 5.8% (2018)

Creative industries may cover output within these sectors:

- Architecture
- Craft
- Design
- Web development
- Filming
- media and publishing (with libraries)
- museums and galleries
- performing and visual arts...with associated activity and employment in digital, retail, finance, hospitality and other sectors.

The creative and digital industries have significant overlap. Approximately 50% of the Islands digital-tech economy employment are within the creative industries. According to a report by Oxford Economics *“Jersey, like many scenic and coastal communities with a modern edge and good accessibility to a major global city, would normally serve as a natural magnet for creative industry professionals”*. Further, 20% of graduates from Jersey study degrees in the creative or arts subjects.

Despite this, a recent study of the local workforce and its skills profile found Jersey to lag significantly in the use of technology within its Creative and Design sector; specifically the study highlighted as significantly less digital in Jersey (16.2%) than the UK (34.5%) and London (21.5%). Part of the reason may be the narrow focus of the Jersey Creative and Design sector when compared to the wider UK from a skills perspective i.e. Film, Games, Media. The analysis has also highlighted a shift which is happening in the wider economy around task-based or gig-economy jobs. A significant part of the difference is due to approx. 2 million of 17 million jobs advertised in the UK over the past 18 months being gig-economy jobs and most of these are in the creative and digital sectors. These jobs are both an opportunity and a risk for Jersey where location is becoming less important, but these gigs are globally competitive and there is a race to the bottom in terms of price.

The question of venues (traditional indoor and repurposed spaces, and outdoor spaces) will be important to developing creative industries. In terms of employment it is notable that the creative industries tend to be more diverse than traditional sectors, enabling all communities to be involved and in terms of identity moulding and messaging and inclusive identity both within the nation and internationally.

It is interesting to note that the application of tax incentives to creative industries does not attract the same level of criticism as other tax measures. Examples of effective tax schemes in film production are those of the Isle of Man and Luxembourg, both small nations. The UK's tax incentives are among the most developed.

Whereas full-scale film production may pose problems, targeting digital content creators, literature and music (encouraging writers and musicians, for example, to produce work in Jersey - and enabling Jersey writers and musicians to showcase work internationally) in the first instance might be a quicker win in terms of turnaround, visibility and identity-building.



Other areas of opportunity include:

- Fintech and blockchain
  - Medical plants
  - Becoming a hub of electronic and driverless cars
  - A centre for philanthropy and impact investment (see chapter 6)
  - Alternative and sustainable energy generation (tidal, solar etc.)
- The extension of the Smart Sustainable Cities into areas of island life beyond digital

## Summary

The Board primarily wish to see three shifts in the relationship between Jersey's economy and our identity.

First, Jersey's economy continues to depend in large part on the contribution of our world-renowned financial services sector (39.2% of GVA in 2019). However, we wish to broaden the narrative - we have a far bigger story to tell than what is portrayed by the advertising boards at the airport, for example. We wish to see Jersey make more of its other economic assets in the way we present ourselves to the world and see ourselves as a community – this shift includes the way we see our finance sector too, as the global business culture shifts towards themes of sustainability.

Second, we wish to explore ways in which other parts of our economy that carry other parts of our identity can be supported, boosted and promoted by Government, for diversification and future stability – this includes a new strategic and integrated plan for our town centre.

Third, we would like to see Jersey expand our higher educational offering – building concentrated knowledge centres in areas and disciplines where Jersey can add truly add value and pioneer new economic opportunities.

# Chapter 6:

## International Personality

*Personnalité Internationale*

### This Chapter includes:

- i. Identity and International Personality
- ii. Soft Power
- iii. Changing the narrative
- iv. Empowering our representatives
- v. Summary and Policy Development Board recommendations

### Relevant Key Themes



**Expanding the international narrative about Jersey beyond international finance**



**Developing Jersey's distinct international personality, separate from that of the UK's but with strong connections to Britain, France, other European countries and the Commonwealth**



**Celebrating and making more 'noise' about what we do well**

# Identity and International Personality

Jersey punches above its weight internationally. Our Financial Services industry is well known across the world, but we are also increasingly recognised for other things too. These include:

- Our globally-renowned efforts to conserve species and ecosystems;
- The way the Jersey cow is transforming milk production in Africa;
- Our historic cultural and commercial connections across the world;
- Our far-reaching agricultural produce;
- Our increasingly-effective and specialised international aid programme;
- Our sporting and cultural stars performing on the world stage;
- Our world-leading carbon neutrality goals

However, our international reputation is also affected by the label of 'Tax Haven', and, in some quarters, there is confusion about what exactly Jersey IS from an international perspective, demonstrated (and further obscured) by the wide-ranging way Jersey is represented or excluded in international bodies, treaties and forums. There is also some disagreement within Jersey about the relative importance of our international profile - and therefore the resources and effort we should devote to it.

The Policy Development Board examined the relationship between Jersey's national identity and our international personality, and the importance (or otherwise) of the latter to our success and wellbeing. It also looked at some of the reputational challenges Jersey faces, and the opportunities available to overcome them. The Board included representatives from External Relations, Jersey Business and Jersey Overseas Aid, and it heard evidence from many of Jersey's other outward-facing organisations and industries, including Financial Services, Agriculture, Arts, Heritage, Tourism, Digital and Sport.

It found strong agreement that Jersey's international personality was extremely important to its long-term future, and also found that the way Jersey is perceived by others influences the way Islanders perceive themselves. Broadly speaking, whether they were champions or sceptics of our main industry, interlocutors agreed that the sympathy and regard in which we are held internationally, the durability and depth of our allegiances, and our own sense of national pride, depend on us being known for more than offshore finance. The report therefore looks at how Jersey's international identity can be strengthened, and how it can reflect the many ways we act as a force for good in the world in addition to facilitating its commerce and investment.

## i. Jersey's Reputation

know?



The word 'Jersey' means different things to different international audiences. To foreign visitors to the Island it may conjure up green lanes, beaches, and the well-preserved architectural remnants of centuries of war and occupation. To global businesses it may mean blue-chip financial, legal and accounting services. For gastronomes it could be a Michelin-starred restaurant and the world's best potatoes. To an African farmer Jersey almost certainly just means one thing: a really good dairy cow. However, in many quarters domestically and abroad less favourable perceptions of Jersey persist – particularly associated with tax.

It is the Government's view that these negative perceptions are unfair, and the strength of the case made by Government and industry against these charges is evidenced by Jersey's removal from lists of blacklisted jurisdiction, including ongoing recognition by the EU's Code of Conduct Group that Jersey is a cooperative jurisdiction in respect of the tax matters. Our commitment to - and success in - meeting international standards in respect of tackling financial crime and information exchange must also be noted. However, it is also undeniable that some of the mud sticks, and this damages how others see us and how we see ourselves. The Board examined three related ways to protect and promote Jersey's reputation: **Soft Power**; **Changing the narrative**; and **Empowering our representatives**.

## ii. Soft Power

A country's soft power is its ability to make friends and assert influence through a combination of strong, distinctive and attractive national identity, and the effective projection of that identity onto the world stage. A recent UK House of Commons Report states that:

***‘investment in national identity formation and soft power can have a major impact that is out of all proportion to its cost and ... can help achieve transformational change[bringing a] “return on investment” ... [that] can be very high indeed’<sup>54</sup>***

Numerous organisations in Jersey can project this ‘soft power’, including Parishes, sporting associations, environmental charities, arts and cultural organisations and Jersey Heritage. Since these are covered elsewhere in the report, we focus in this section on two bodies explicitly mandated and equipped to represent Jersey on the world stage: External Relations and Jersey Overseas Aid.

## **External Relations**

The Government of Jersey’s External Relations (ER) Ministry recognises the importance of soft power, and of projecting a more comprehensive and holistic image of Jersey abroad beyond supporting its finance sector. Increasing Jersey’s visibility and raising the Island’s profile are key pillars of ER’s work. In addition to its advocacy for Jersey with International Governments, diplomatic missions and multilateral bodies, it convenes many of Jersey’s outward-facing bodies through its Global Markets Coordination group. This forum has sponsored several artistic, cultural and community initiatives designed to build global bridges.

Some recent highlights of ER’s work in this field include:

- Piloting a Bilateral Programme Fund which provides resources for initiatives that will promote Jersey abroad
- Facilitating the twinning of the Parish of Saint Helier with Trenton, New Jersey
- Developing cultural initiatives in Bahrain, China and Rwanda in partnership with Arthouse Jersey
- Supporting educational cooperation in China and Nigeria;
- Working with JOA to identify appropriate development projects to benefit from the return of confiscated assets from Jersey to Kenya, including efforts to combat COVID-19
- Piloting a ‘Jersey Ambassadors’ initiative in the Gulf to create networks of people with connections to Jersey who can represent the Island abroad.
- Facilitating a Jersey Africa Forum, bringing together a wide group of stakeholders and strengthening important links with Africa.

This latter initiative has huge potential if rolled out in more locations, taking advantage of the many people with positive opinions of Jersey among the Island’s diaspora and those who have spent time here. However, budgets across Government are under pressure,

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<sup>54</sup>

Select Committee on Soft Power and the UK’s Influence First Report <https://publications.parliament.uk/pa/ld201314/ldselect/ldsoftpower/150/15002.htm>

exacerbated by the effects of responding to the Covid-19 pandemic. It is critical that funding for External Relations' projects is not disproportionately affected, in comparison to other parts of government, by the need to make efficiencies and spend reductions.

## Overseas Aid

In addition to the primary goal of helping the less fortunate, undoubtedly a moral good in itself, Overseas Aid helps Jersey to demonstrate its credentials as a good global citizen. Furthermore, the manner in which it delivers aid can build international links and cement the Island's reputation in other fields such as dairy and conservation. The fact that Jersey itself was saved from starvation by overseas aid within living memory is also a source of great satisfaction to many Islanders and forms a powerful narrative of a now-wealthy country 'paying it forward'.



Funding of Jersey's Overseas Aid programme had stagnated from 2016, declining in real terms and falling behind international norms and comparable jurisdictions. However, from 2021 onwards the States of Jersey has voted to tie JOA's budget to the size of its economy, moving from 0.26% of GVA in 2021 and reaching 0.28% in 2023. This far-sighted move brings Jersey closer to the UN target (0.70%); the UK (0.70%); the OECD DAC average (0.31%) and other financial services centres like Liechtenstein (0.70%), Switzerland (0.44%), Luxembourg (0.98%) and Ireland (0.31%).

From 2020 Jersey Overseas Aid began to focus all its new development grants on just three sectors – Financial Services for the Poor; Conservation Livelihoods and Dairy – chosen for their relevance to Jersey and the Island's unique ability to add value. Additionally, it works closely with Jersey Finance to help the Island develop offerings in Impact Investment and Philanthropy. These shifts in focus allow JOA to maximise the good Jersey does internationally and to do so in a way that capitalises on and enhances the reputation of the Island.

### iii. Changing the Narrative

Jersey is not alone in being a tax-neutral jurisdiction, yet it seems it often has to work harder than other countries to protect and promote its good name. The reputations of Ireland, Switzerland, Luxembourg, and Singapore, for example, are not tarred in the same way by the negative publicity they also sometimes suffer for their similar pro-business policies. In considering how they escape this stigma, the Board noted that what they have in common is a multitude of national images and attributes which temper the negative

In considering how they escape this stigma, the Board noted that what they have in common is a multitude of national images and attributes which temper the negative. Switzerland, for example, may face criticisms about its banking practices, but is also intrinsically associated with other positive traits such as political neutrality, the Red Cross movement, dairy cows and alpinism.

As this report demonstrates, Jersey is also by no means a 'one-trick pony', but it could do more to develop these alternative narratives internationally. This includes the type of 'soft power' activities mentioned above, but it also involves taking a more holistic look at the messages it currently transmits about itself. For example, efforts to attract high net worth individuals to relocate to Jersey may paint a picture of the Island ("lock-up and leave waterfront apartments") which is at odds with efforts to dissociate it from the image of a tax haven. Efforts to attract capital may contribute to the increased blurring of distinctions with the UK by stressing similarities in regulatory regimes. Efforts to market Jersey as a global business hub may gloss over its unique culture – a point particularly noticeable at the airport arrivals hall.

Successful finance centres such as New York, London and Hong Kong project a strong sense of their distinct identities while remaining attractive places to do business. Indeed, this distinctiveness probably even enhances their attractiveness. It also creates a strong 'brand' which deflects or dilutes criticism. Jersey should strive to show the unique sides of its character, and ensure that those who promote the Island do so in a manner that strengthens rather than undermines this narrative. If the moniker 'tax haven' must be lived with for the foreseeable future, let others also associate us with dairy cows, philanthropy, conservation, impact investment, Jèrriais, innovation, and a unique blend of French, English and other cultures.

### iv. Empowering our representatives

In 2007 the Chief Minister and the UK Lord Chancellor agreed<sup>55</sup> a framework for the development of Jersey's distinct international identity. This stated that:

- the UK has no democratic accountability in and for Jersey;
- the UK will not act internationally on behalf of Jersey without prior consultation;

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<sup>55</sup><https://www.gov.je/SiteCollectionDocuments/Government%20and%20administration/R%20InternationalIdentityFramework%2020070502.pdf>

- Jersey has an international identity that is different from that of the UK;
- the UK recognises that the interests of Jersey may differ from those of the UK, and the UK will seek to represent any differing interests when acting in an international capacity;
- Jersey and the UK will work jointly to promote the legitimate status of Jersey as a responsible, stable and mature democracy with its own broad policy interests and which is willing to engage positively with the international community across a wide range of issues.
- International identity is developed effectively through meeting international standards and obligations which are important components of Jersey's international identity.

We have already seen (p.19) that Jersey is best described as a country or a nation, and almost all contributors to this report agreed on the importance of Jersey developing and promoting a stronger and more independent international personality. However, although Jersey has had a Minister responsible for External Relations since 2013 (and a Minister for International Development since 2018) there remain several challenges to the Island's ability to represent its interests and to participate on the global stage.

The first challenge is an internal lack of focus, with insufficient weight and resource devoted to Jersey's international personality. Since 2018 External Relations has been folded into a newly-created super-department, with its independence reduced and its position downgraded. This seems incompatible with the goals set out above. In the words of one contributor to this report, **'the existence of a separate Ministry of External Relations shows to the world that we have a distinct international identity – that we are not part of the UK. If it has been swept into the Chief Executive's Department that would be a pity – it would tend to show that we think of ourselves as a form of local authority.'**



An independent External Relations department can be recreated at no additional cost, and sends a powerful signal to ambassadors and diplomats from other countries that Jersey

does have an international personality. It also paves the way to address the second challenge, which is Jersey's patchy and incoherent representation in different international forums, bodies and treaties. This hampers its ability to forge close bonds or act as a responsible member of the international community, and prolongs the ambiguity about Jersey's international status.

Jersey's relationships with international organisations varies from full membership to observer status to a situation where we struggle to be heard at all. Even within international bodies there is a lack of consistency: we are members of the Commonwealth Parliamentary Association but not the Commonwealth; some UN Agencies treat us as a Country while others don't; we can be members of some OECD committees but not others. Likewise, we are independently signed up to some international agreements; to others we are signatories through the UK's participation; and in others we are cut out completely. Frequently Jersey requires some form of permission from the UK to exercise its international personality, but the situation is extremely confusing and there is no central record of which treaty or agreement applies and which doesn't (although this work is underway). This hampers our ability to be heard, not only in matters such as trade and tax but across a wide range of international issues, from biodiversity to human rights, from climate change to medicinal cannabis.

This report recommends that External Relations is properly empowered to represent Jersey on the international stage, and that it leads a collaborative piece of work which identifies which international organisations and agreements Jersey should prioritise to increase its representation.

# Chapter 7:

## Summary of Findings and Recommendations

### *Raccourchi d'Èrquémendâtions*

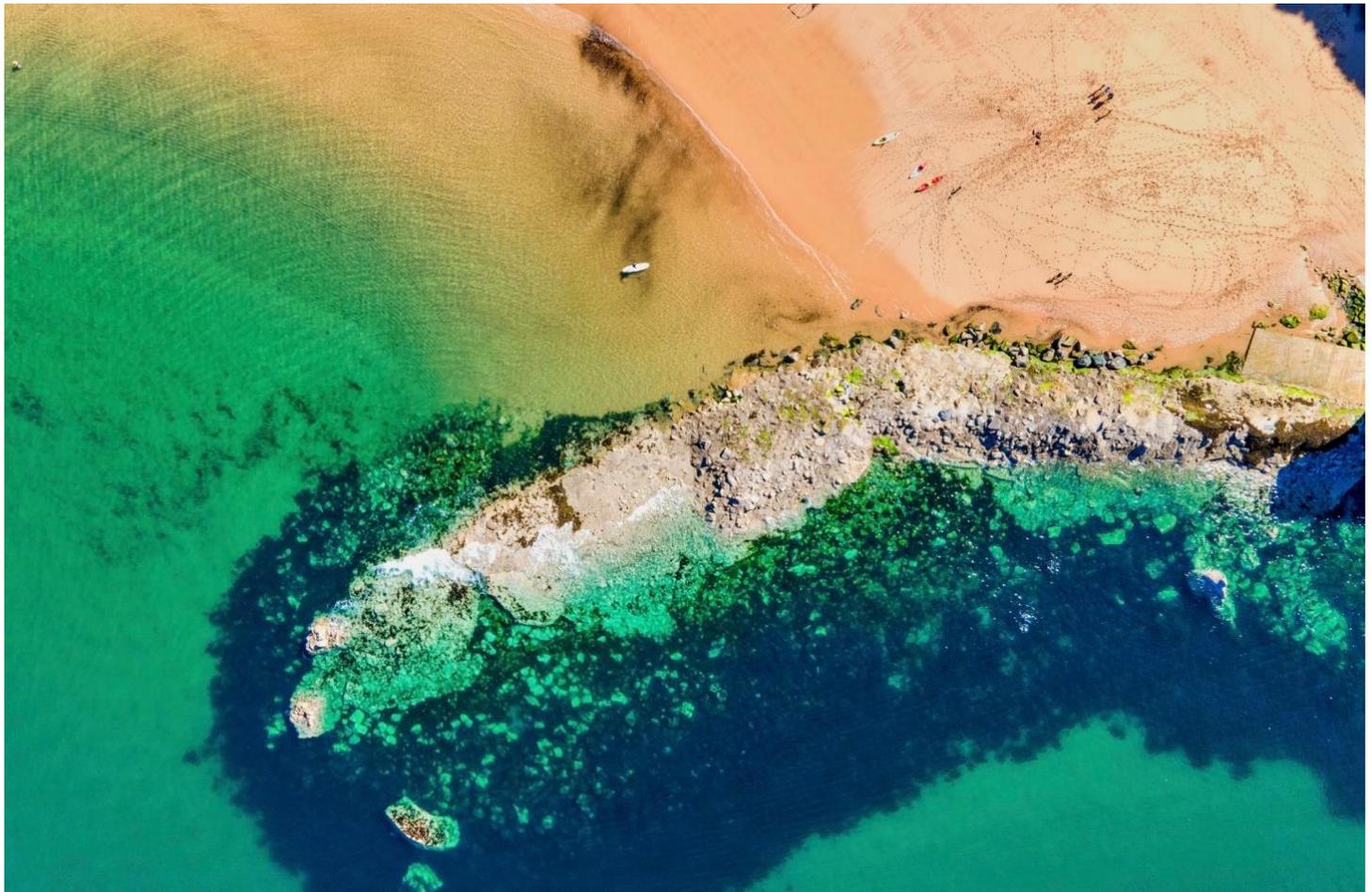
In this report we have attempted to explain and demonstrate the ways that notions of identity are integral to a great many areas of Jersey life. A shared sense of national identity is a '*tie that binds*' our community together and helps us to develop a shared sense of the collective goals and ambitions that each of us, in our different spheres of work and community are striving to achieve.

We have tried to demonstrate that neglecting identity leads to fragmentation, disengagement and social division. We have tried to show how a weak identity is not good for our economy, our social wellbeing or our personal happiness and sense of belonging. Weak identity leads to a loss of distinctiveness - the very thing that makes Jersey so special. This in turn breeds discontent and disconnection - and downward the spiral goes.

But more than this, we have tried to paint a positive and inspiring picture of the exciting possibilities that could await us as a Small Island Nation if we allow a strong and cohesive sense of Island Identity to guide us and shape our policy decisions and ambitions for the future.

Over the course of its consultations, research and discussions, the Board examined Jersey's identity – current and desired – through several lenses: constitutional, cultural, civic, historical, international, economic, environmental and social. It agreed on three overarching objectives and seven more specific goals which it hopes will inspire people across Jersey and guide the future plans of numerous Jersey organisations - not only those connected to government.

These are set out below, followed by a summary of the major issues which arose across the key themes. Examples are given of ideas proposed by Board members and interviewees to advance the objectives, some of which could rapidly coalesce into concrete activities and government policies, others of which are still very much at drawing-board stage. Readers of this document are invited to join the debate, and to come up with their own initiatives which can also serve to further these goals.



**Summary of recommendations:**

<b>General Recommendation</b>	
<b>Initiative</b>	<b>Interested parties</b>
Develop a series of new indicators for the Jersey Performance Framework for national identity	- Strategic Policy, Planning and Performance

<b>Constitution, Citizenship, Parishes and Communities</b>	
<b>Initiative</b>	<b>Interested parties</b>
1. Production of an official Jersey Constitutional Language Guide	- Bailiff’s Chambers - States Greffe - Strategic Policy, Planning and Performance

2. Create a specification sheet for the Jersey flag, including civil (red) and Government (blue) ensigns and the creation of Jersey civil air ensign.	<ul style="list-style-type: none"> <li>- Bailiff's Chambers</li> <li>- States Greffe</li> <li>- Strategic Policy, Planning and Performance</li> </ul>
3. Revisit the topic of an anthem for Jersey	<ul style="list-style-type: none"> <li>- Bailiff's Chambers – Culture</li> </ul>
4. Review into the role, effectiveness and needs of the various Honorary Consuls	<ul style="list-style-type: none"> <li>- Bailiff's Chambers</li> <li>- Ministry of External Relations</li> </ul>
5. Create measures to understand the value added to our community by Jersey's Civil Society and Volunteers and incorporate these measures into the Jersey Performance Framework	<ul style="list-style-type: none"> <li>- Bailiff's Chambers</li> <li>- Jersey Statistics Unit</li> <li>- Jersey Community Partnership</li> </ul>
6. Increase the proportion of the Jersey-specific component of the Citizenship test relative to the UK component	<ul style="list-style-type: none"> <li>- Bailiff's Chambers</li> <li>- States Greffe</li> </ul>
7. Parish Hall ceremony for all Parishioners who have reached 16 years old – annually (or more frequently for more populous Parishes).	<ul style="list-style-type: none"> <li>- Parishes</li> </ul>
8. Induction and integration day for new arrivals. To be paid for by employers where relevant.	<ul style="list-style-type: none"> <li>- Bailiff's Chambers</li> <li>- States Greffe</li> <li>- Digital Jersey</li> </ul>
9. Citizenship Ceremony for residents who have reached two years in Jersey and received eligibility to vote.	<ul style="list-style-type: none"> <li>- Bailiff's Chambers</li> <li>- States Greffe</li> </ul>

<p>Voluntary. Annually as a part of 'Jersey Day' (see chapter 3). Similarly, 5 years residency and entitled housing status to have their own ceremonies and be celebrated as a part of a reception on Jersey Day / week.</p>	
<p>10. Reinvigoration of Parish Assemblies: - A guide for newcomers or a how-to for Parish Assemblies for beginners Explore digital participation - Ability of Parish Assemblies to put important questions, major projects, highly contentious issues to Parish-wide referendum. - Vote.je should provide coverage for Assembly elections - Without detracting from the importance of the Parish Assembly, Saint Helier should be enabled to proceed with developing a new elected body to handle inter alia devolved powers from the States</p>	<p>- Comité des Connétables</p>
<p>11. Consideration to be given by the Comité des Connétables into new ways to enhance public engagement with the Parishes and their communities for future generations.</p>	<p>- Comité des Connétables</p>
<p>12. Comité des Connétables to consider twinning arrangements and how they might be expanded</p>	<p>- Comité des Connétables</p>

Education, Sport and Social Cohesion	
Initiative	Interested parties
<p>1. Development of a Jersey Curriculum document for teachers – taking inspiration from the Curriculum Cymreig</p>	<p>- Education - States Greffe</p>

2. Support for existing and new research into matters relating the integration of minority communities	<ul style="list-style-type: none"> <li>- Health and Social Services</li> <li>- Education</li> <li>- Customer and Local Services</li> <li>- Statistics Jersey</li> </ul>
3. Translate key Government information documents	<ul style="list-style-type: none"> <li>- Health and Social Services</li> <li>- States Greffe</li> </ul>
4. Provide translation services to all States Members to support their constituency work with minority communities	<ul style="list-style-type: none"> <li>- States Greffe</li> <li>- Education</li> </ul>
5. Review of Social Security registration processes – to understand ways to connect people with access to educational opportunities and information about Jersey. (see also recommendation 6 in chapter)	<ul style="list-style-type: none"> <li>- Customer and Local Services</li> </ul>
6. Provide enhanced support for the work of the Political Education/ Public engagement subcommittee of the Privileges and Procedures Committee	<ul style="list-style-type: none"> <li>- States Greffe</li> </ul>
7. ‘Develop and deliver ‘train the trainer’ programme in Citizenship for teacher who will deliver the Citizenship programme in schools	<ul style="list-style-type: none"> <li>- Bailiff’s Chambers –</li> <li>- Education</li> <li>- States Greffe</li> <li>- Parishes</li> </ul>
8. Development of the Jersey Schools Citizenship Programme as part of the Jersey Curriculum (see recommendation 1).	<ul style="list-style-type: none"> <li>- Bailiff’s Chambers</li> <li>- Education</li> <li>- States Greffe</li> <li>- Parishes</li> </ul>
9. Development of new modern Language strategy for Jersey Schools:	<ul style="list-style-type: none"> <li>- Bailiff’s Chambers</li> <li>- Education</li> </ul>

<p>Including</p> <ul style="list-style-type: none"> <li>- Bilingual nurseries and schools</li> <li>- New language teaching techniques</li> <li>- Teacher exchange programme</li> <li>- Innovative use of digital technology</li> </ul>	<ul style="list-style-type: none"> <li>- States Greffe</li> </ul>
<p>10. Strengthen the representation of Jersey Identity through our sports teams with the design of a Jersey emblem to be featured on all national sports team's uniforms, and a diplomatic ambassador pack that can be given to all travelling sports people to give to other teams</p>	<ul style="list-style-type: none"> <li>- Bailiff's Chambers</li> <li>- Sport</li> <li>- Economic Development</li> <li>- Culture</li> <li>- States Greffe</li> <li>- Jersey Sport</li> </ul>
<p>11. Wherever possible Jersey should seek to qualify as an international sports team and to seek self-representation at International bodies (e.g. FIFA)</p>	<ul style="list-style-type: none"> <li>- External Relations</li> <li>- Jersey Sport</li> </ul>

<b>Culture, Heritage, Literature and the Arts</b>	
<b>Initiative</b>	<b>Interested parties</b>
<p>1. Continue investigatory work into the establishment of a Jersey National Gallery and Cultural Hub</p>	<ul style="list-style-type: none"> <li>- Bailiff's Chambers</li> <li>- Growth, Housing and Environment</li> <li>- Economic Development, Tourism, Sport and Culture</li> <li>- Property services</li> </ul>
<p>2. New heritage/history plaques around the Island in distinctive Jersey design style:</p> <ul style="list-style-type: none"> <li>- Accompanying information to be programmed into the Cultural App (see recommendation 5)</li> </ul>	<ul style="list-style-type: none"> <li>- Economic Development, Tourism, Sport and Culture</li> <li>- Growth, Housing and Environment</li> <li>- Environment</li> <li>- Digital Jersey</li> </ul>
<p>3. Development of a registry of cultural works and artists:</p>	<ul style="list-style-type: none"> <li>- Economic Development, Tourism, Sport and Culture</li> </ul>

<p>- National list of artworks, poems, writings, songs to serve as a short-term launch list for education, exploring national culture, raising awareness of our classics, artists, writers, musicians and current works.</p>	<p>- Arthouse Jersey</p>
<p>4. Development and launch of an annual cultural festival – Jersey Day / Week</p>	<p>- Bailiff’s Chambers - Culture (Economic Development, Tourism, Sport and Culture) - Comité des Connétables</p>
<p>5. Creation of a Jersey culture and heritage trail – facilitated by an app. - Activity for families, tourists and cultural enthusiasts. - App facilitates competitions, social media interactions and provides additional facts, relevant videos and other online material</p>	<p>- Culture (Economic Development, Tourism, Sport and Culture) - Jersey Heritage - Digital Jersey - Other Arm’s Length organisations</p>
<p>6. Re-adopt the traditional title <i>Îles de la Manche</i></p>	<p>- Culture (Economic Development, Tourism, Sport and Culture) - External Relations</p>
<p>7. Acceleration of the development of a Cultural Development Framework and review of the structure of Governmental administration of arts, culture and heritage in Jersey</p>	<p>- Economic Development, Tourism, Sport and Culture - Strategic Policy, Planning and Performance - Arthouse Jersey</p>
<p>8. Government to play an active role in facilitating, encouraging and promoting Culture past and present. More than just giving grants to Arm’s Length Organisations.</p>	<p>- Economic Development, Tourism, Sport and Culture</p>
<p>9. Support and promotion of the Creative Industries to support and</p>	<p>- Economic Development, Tourism, Sport and Culture</p>

develop Jersey talent and enhance the wellbeing of Islanders and diversify the economy	
10. States Own entities and Arms Length Organisations should have a standard clause in their MOUs with Government to implement the recommendations of this report	- Economic Development, Tourism, Sport and Culture
11. States Own entities and Arms Length Organisations should have a standard clause in their MOUs with Government to implement the recommendations of this report	- Economic Development, Tourism, Sport and Culture
12. Provide a clear Ministerial lead on Heritage. Accelerate and adopt Heritage Strategy	- Economic Development, Tourism, Sport and Culture
13. Support plans to seek accreditation as a UNESCO Global Geopark giving international recognition of Jersey's unique landscape, natural and cultural heritage.	- Economic Development, Tourism, Sport and Culture - Jersey Heritage Trust - Société Jersiaise

<b>Environment and Public Realm</b>	
<b>Initiative</b>	<b>Interested parties</b>
1. Maintain and develop Government programmes focused on preserving our Environment, reaching Carbon neutrality and encouraging environmental innovation	- Growth, Housing and Environment

<p>2. Department for Infrastructure to fast track the commitments within the Sustainable Transport Policy to provide dedicated safe routes for pedestrians and cyclists as soon as possible – using connections with other nations to learn and emulate policy.</p>	<ul style="list-style-type: none"> <li>- Growth, Housing and Environment</li> <li>- Economic Development, Tourism, Sport and Culture</li> <li>- Health</li> <li>- Comité des Connétables</li> </ul>
<p>3. Identify the need for policy and guidance on viability in the review of the Island Plan.</p>	<ul style="list-style-type: none"> <li>- Environment</li> <li>- Jersey Heritage</li> </ul>
<p>4. Conclude amendments to the Planning Law and designate new Conservation Areas following community consultation.</p>	<ul style="list-style-type: none"> <li>- Environment</li> <li>- Jersey Heritage</li> </ul>
<p>5. The Development of a 'Jersey Style Guide' and appointment of academy-style panel to establish and supervise naming conventions</p> <ul style="list-style-type: none"> <li>- Used as a yardstick to be applied to current and future public realm layouts</li> <li>- For all new roads, buildings, etc, with related correction of old errors</li> <li>- Developed by a Government administrated panel, comprising The Jersey Association of Architects, artists, Planners and heritage experts, lay people.</li> <li>- Giving adequate attention to Jersey's architectural heritage</li> <li>- To be applied to utilities installations, street furniture and any general amends to the public realm.</li> </ul>	<ul style="list-style-type: none"> <li>- Environment</li> </ul>
<p>6. Implement an immediate audit of the loss of listed buildings and explore ways to reform the processes and protocols of the planning service, Planning Committee to ensure greater weight and</p>	<ul style="list-style-type: none"> <li>- Environment</li> <li>- Jersey Heritage</li> </ul>

power is attached to the strongest objections of the Historic Environment Team.	
7. Plant trees in public spaces and create tree-lined streets	<ul style="list-style-type: none"> <li>- Economic Development, Tourism, Sport and Culture</li> <li>- Growth, Housing and Environment</li> <li>- Trees for life</li> <li>- Parishes</li> </ul>
8. A unique Jersey road sign design: <ul style="list-style-type: none"> <li>- Following European cues</li> <li>- Designed by Jersey designers</li> </ul>	<ul style="list-style-type: none"> <li>- Growth, Housing and Environment</li> <li>- Comité des Connétables</li> <li>- Parishes</li> </ul>

Economy and Connectivity	
Initiative	Interested parties
<p>1. The Government of Jersey Economic decision-making matrix should include a section for:</p> <p>“Reputation: has potential to enhance Jersey’s National Identity internally and/or internationally ”</p>	<ul style="list-style-type: none"> <li>- Economic Development</li> </ul>
<p>2. Development of a ‘Jersey for Impact Investment, Sustainable Finance and Philanthropy’ initiative</p> <ul style="list-style-type: none"> <li>- Collaborative venture between Jersey Finance, External Relations (Global Markets), International Development, and other industry bodies and charities (Durrell)</li> </ul>	<ul style="list-style-type: none"> <li>- External relations</li> <li>- International Development</li> <li>- Jersey Finance</li> <li>- Durrell</li> </ul>

<p>3. Engage with and advise Ports of Jersey to augment the public spaces in the Ports of entry with a presentation of Jersey Identity, through art installations, imagery and interactive displays.</p>	<ul style="list-style-type: none"> <li>- Economic Development</li> <li>- Ports of Jersey</li> <li>- ArtHouse Jersey</li> <li>- Genuine Jersey</li> <li>- Visit Jersey</li> <li>- Quality local restaurant partner</li> <li>- Parishes</li> </ul>
<p>4. Government support for a Rural Enterprise Hub</p>	<ul style="list-style-type: none"> <li>- Economic Development</li> <li>- Environment</li> <li>- Fisheries and Marine Resources Panel</li> </ul>
<p>5. Comprehensive programme of consultation with key industry bodies and leaders of foundation economy companies (Agriculture, fishing and tourism) and Genuine Jersey Members</p>	<ul style="list-style-type: none"> <li>- Economic Development</li> <li>- Genuine Jersey</li> <li>- Arm's Length Organisations</li> </ul>
<p>6. Reinstate boats to Carteret / Portbail to revive Gorey as a tourist hub</p>	<ul style="list-style-type: none"> <li>- Economic Development, Tourism, Sport and Culture</li> <li>- Ports of Jersey</li> </ul>
<p>7. Review into the markets and development of traditional identity focused plan for rejuvenation</p>	<ul style="list-style-type: none"> <li>- Growth, Housing and Environment</li> <li>- Economic Development, Tourism, Sport and Culture</li> <li>- Parish of St Helier</li> <li>- Jersey Business</li> </ul>
<p>8. Research into the legal / regulatory and economic implications of allowing French brands to operate on favourable terms in Jersey.</p>	<ul style="list-style-type: none"> <li>- Economic Development</li> <li>- Parish of St Helier</li> <li>- Jersey Business</li> <li>- Locate Jersey</li> </ul>
<p>9. Development of a 'St Helier Town Centre Masterplan'</p>	<ul style="list-style-type: none"> <li>- Economic Development</li> <li>- Parish of St Helier</li> </ul>

- Creation of the first coordinated and strategic, cross-departmental and cross-sector strategy for Town centre vibrancy, sustainability and economic growth.	- Jersey Business - Digital Jersey
10. University of Jersey	- Education - Economic Development, Tourism, Sport and Culture - Durrell - Digital Jersey
11. Develop 'Sandbox' knowledge sectors for key industry sectors	- Education - Economic Development, Tourism, Sport and Culture - Digital Jersey
12. Economic department make the Creative Industries and Economy a priority.	- Economic Development, - Education, Tourism, - Sport and Culture - Digital Jersey

International Personality	
Initiative	Interested parties
1. Maintenance and phased increase of External Relations Bilateral Programme Fund	- External Relations
2. Roll out Jersey Ambassadors initiative to more target countries.	- External Relations, - International Development - JOA - Jersey Sport - States Greffe - CPA - Economic Development - The Jersey Africa Forum - ArtHouse Jersey - Jersey London Office

	- Digital Jersey
<p>3. Develop a series of ‘Ambassadors Packs’: Promotional pack, providing a coherent narrative and information on Jersey to be made available in a series of different versions to:</p> <ul style="list-style-type: none"> <li>- Visiting Dignitaries</li> <li>- Travelling sports people</li> <li>- Politicians</li> <li>- Civil Servants</li> <li>- JOA volunteers</li> <li>- Business representatives</li> <li>- Arm’s Lengths Organisations</li> <li>- Other prominent representatives</li> </ul>	<ul style="list-style-type: none"> <li>- Bailiff’s Chambers</li> <li>- External Relations</li> <li>- International Development</li> <li>- JOA</li> <li>- Jersey Sport</li> <li>- States Greffe</li> <li>- CPA</li> <li>- Economic Development</li> <li>- The Jersey Africa Forum</li> <li>- Arthouse Jersey</li> <li>- Jersey London Office</li> <li>- Digital Jersey</li> </ul>
<p>4. Overseas Aid to continue to specialise in areas of most relevance to Jersey, where we can add the most value</p>	- International Development
<p>5. Government of Jersey to continue to reverse the decline in the percentage of GVA devoted to international aid and development and to progress towards international target of 0.7%</p>	- International Development
<p>6. Coordinate the projection of Jersey’s image externally among the various organisations which do so</p>	<ul style="list-style-type: none"> <li>- Visit Jersey</li> <li>- Jersey Finance</li> <li>- Locate Jersey</li> <li>- External Relations</li> <li>- Jersey Business</li> <li>- JOA</li> <li>- Digital Jersey</li> <li>- Jersey Sport</li> <li>- Ports of Jersey</li> <li>- Government of Jersey</li> <li>- London and New York Offices</li> </ul>
<p>7. Develop promotional information</p>	<ul style="list-style-type: none"> <li>- Chief Minister</li> <li>- External Relations, Comms</li> </ul>

<p>booklets and diplomatic gifts aimed at different audiences but with coherent narratives. Make available to travelling sports teams, international business travellers, politicians, and civil servants.</p>	
<p>8. Re-establish External Relations as a separate department within the Government of Jersey</p>	<ul style="list-style-type: none"> <li>- Chief Minister,</li> <li>- External Relations</li> </ul>
<p>9. Establish a working group of outward-facing bodies to prioritise the international bodies, forums and treaties at which Jersey should increase its representation</p>	<ul style="list-style-type: none"> <li>- Chief Minister,</li> <li>- External Relations</li> <li>- JOA</li> <li>- Environment</li> <li>- Jersey Finance</li> </ul>

## Èrmèrcîments – Thanks

We would like to give a special thank you to the members of the Policy Development Board who have generously given their time and energy in the creation of this report.

We would also like to thank the organisations that have participated in our Policy Development Board Meetings, shared their research and presented their own perspectives on Jersey Identity – they are:

- Visit Jersey
- Arthouse Jersey
- Digital Jersey
- Jersey Finance Limited
- Victoria College
- Jersey Finance
- Jersey Heritage
- The Jersey Policy Forum
- Jersey Sport
- The Government of Malta
- Ports of Jersey
- Société Jersiaise
- The Parish of St Helier
- Statistics Jersey
- Team Jersey
- JICAS

We would also like to thank those, who through survey responses, media articles and in personal meetings and correspondence have shaped some of the sections of the report, helping it to reflect the views of a broad and diverse subsection of our community.

They include:

- Dr Gilly Carr
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- Simon Nash
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- Ben Spink
- Gailina Liew

# **Appendix 1:**

## **Island Identity Policy Development Board**

### **Terms of Reference**

#### **Purpose**

1.1. A strong and inclusive sense of Island identity underpins the success of many of the goals prioritised by the Council of Ministers in the Common Strategic Policy.

We want a sustainable and vibrant economy, to protect our environment; and to retain a sense of place, culture and distinctive local identity. We also want to promote social inclusion, and to further the Island's interests, profile and reputation internationally not just as a world-class financial centre but as a generous, responsible outward looking island.

To achieve this, we need an Island at peace with itself, proud of its varied cultural and economic heritage, and confident of its place in the world.

1.2. Building on Jersey's heritage and distinctive identity the Policy Board will develop an action plan that will build a stronger, more inclusive sense of Island identity. It will seek to provide common focal points for our growing and increasingly diverse population, and help the Island project its unique culture and varied talents as part of a positive and coherent international personality.

#### **Background and rationale**

2.1. Jersey is hard to describe, even for those who understand how it can be part of the British Isles and yet not part of the UK, European but not EU, a country with a flag but not full sovereignty. For many outsiders, and perhaps to the casual observer, Jersey is English; a bucket-and-spade seaside resort with a Financial Services Industry. Jersey's inhabitants know better. There are many more strings to our economic bow. Our culture is a unique blend of French (especially Norman and Breton), Portuguese (especially Madeiran) and British, with more recent arrivals from Eastern Europe and Africa adding to the mix. We have a rich history which has shaped Jersey as a place. However, there's not always a common understanding of who we are and what's important to us.

2.2. This matters in two main ways. Firstly, our ability to work together, care for each other, grow our economy and look after our environment is dependent on us being bound to each other by more than a common set of rules. Whatever our backgrounds or occupations, we need a shared sense of what it means to be Jersey.

Secondly, in this globalised but uncertain world, the key to our long-term future lies in nurturing a much richer international profile for our Island than just our world-class finance industry. Our extraordinary endeavours in culture, heritage, philanthropy, development, sport, business, art, digital, agriculture, tourism and conservation, for example, should also be part of our *international* personality. Coordinating and projecting these facets of our Island identity will help us “Change the Narrative” and build the reputation and relationships we will depend on to thrive in the future.

## Scope

3.1. The Policy Board will:

- Interrogate the various strands of what it means to be ‘Jersey’, from both an internal and external perspective
- Review historical events that have defined Jersey’s culture where appropriate
- Examine problems in the way we perceive ourselves and barriers to cohesion
- Identify opportunities to better define, coordinate and project a coherent and inclusive Island Identity.

3.2. The Board will work in a cooperative way with other Ministers, Departments and Policy Boards, appreciating that the solutions will often be crosscutting and collaborative. It will also recognise the financial constraints to public spending, proposing policy options which are practical, innovative and low cost.

## Membership

4.1. Membership will consist of a mixture of States Members and nonStates Members who have a particular interest or stake in one or more areas of Jersey’s national identity. Other relevant stakeholders will be invited to meetings on an *ad hoc* basis to discuss specific relevant topics.

4.2. The Policy Development Board will be chaired by the Minister for International Development, Deputy C.F. Labey.

4.3. The full list of members and contributors will be published after the scoping and research work has been completed by the end of 2019.

## Roles and Responsibilities

5.1. Secretariat to the Board will be through direct support from Minister Carolyn Labey’s Private office.

5.2. The Board will be supported by a number of officials when required, to the same standard and applying similar practices, including the production of evidence,

options, any reports, and public engagement, in the same way as officials would apply in supporting individual Ministers.

5.3. In doing this, officials are under an obligation to produce reports and provide thereon free and open access to information to members of the Board, save for any data protection limitations, and impartial advice, as requested.

5.4. Board members will respect the impartiality of officials, and maintain the confidentiality of any information or advice provided, in so far as it is not already in the public domain.

## **Timeline**

6.1. The Board will meet every 4-6 weeks, beginning in November 2019. It will produce an interim findings report by June 2020, and an action plan by the end of 2020.

## **Records and reporting**

7.1. Minutes of meetings will be taken as an official recording of the work of the Board and published in a timely manner and will be publically available.

7.2. The findings and recommendations of the Board will be reported to the Chief Minister, following approval by the Chair. The dissent of any members will be noted where requested. The findings will also be presented to the Council of Ministers (COM), following which the report will be made public.

## Appendix 2:

# Identity and the Jersey Performance Framework

### Strengthening and Preserving Uniqueness

At the beginning of this report, we described how ‘identity’ helps differentiate places from one another and the importance of preserving and strengthening the uniqueness of Jersey.

Judgements about how a place is ‘different’ or somehow ‘unique’ are based on comparison. Such assessments draw upon environmental, social and economic conditions.

‘Identity’ is the product of a combination of these conditions that is unique to every place. These core ingredients are essentially the same, but the recipe is different. The flavour of each place depends on the balance of the ingredients in the recipe. Some are bland and fail to stand out from the crowd, others make a lasting impression – for better or worse!

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*‘Unless you’ve lived in a particular city or have a good reason to know a lot about it, the chances are that you think about it in terms of a handful of qualities or attributes, a promise, some kind of story.’ – Simon Anholt, International Place Branding Authority*

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Particular environmental, social and economic strengths (or weaknesses) associated with a place over time are likely to become integral to its identity. Take away Jersey’s beaches, cliffs and countryside, for example, and you take away part of its soul. For some places, such environmental factors might figure strongly as part of their identity, for others, it may be economic or social associations that feature more prominently.

### Can we measure identity?

If a place’s identity is to have real substance and meaning, it has to reflect the real experience of living there. If that identity is to be preserved and strengthened, the key question must always be; **does the experience match the promise?**

Identity cannot be taken for granted – it can be enriched or undermined cumulatively over time. Over-development and pollution, for example, might threaten an identity built on green credentials, just as chronic safety and security issues could harm one based on vibrancy and culture.

It follows then, that if we can identify key ingredients that contribute to Jersey’s identity, we can track what is happening to them over time. Community safety, for example, is routinely highlighted by Islanders as one of Jersey’s key attributes. So, by tracking indicators such as crime rates and perceptions of neighbourhood safety, we can understand whether this aspect of Jersey’s identity is being preserved, strengthened or eroded. Without the data that truly quantifies how we are doing, we are simply left with anecdote and opinion.

This is not to say that you can capture the full story of Jersey’s identity on a spreadsheet any more than you can bottle it. Ultimately, a place’s identity will always somehow be greater

than the parts. Nevertheless, key environmental, social and economic indicators can provide an insight into how key features of Jersey's identity are faring over time.

This is where the relationship between the identity programme and indicators that track Jersey's wellbeing becomes evident.

### **Sustainable wellbeing**

In recent years, Jersey has made significant progress in developing a new approach to strategic planning based on the concept of 'sustainable wellbeing'. This approach considers long-term progress made by societies across the key areas that contribute to human wellbeing, namely -

- Community wellbeing - the quality of people's lives
- Environmental wellbeing – the quality of the natural world around us
- Economic wellbeing – how well the economy is performing

This model has gained real traction internationally, as seen in the development of frameworks such as the United Nations Sustainable Development Goals and the OECD Better Life Index which facilitate comparison of progress made by different countries.

The Government of Jersey has made a strong commitment to sustainable wellbeing. The Public Finances (Jersey) Law 2019 requires the Council of Ministers to take into account the sustainable wellbeing of current and future generations when they develop the Government Plan.

In order to track 'sustainable wellbeing' and understand whether a society is making progress, you have to measure it. This requires a coherent framework that identifies the 'big picture issues' that drive quality of life and indicators that provide relevant and reliable information on what is being achieved and what needs attention.

### **Future Jersey**

In 2016, a community consultation was launched to develop such a framework for Jersey – organised around a long-term community vision that would articulate Islanders' ambitions for Jersey's future.

The abiding strength of Jersey's community vision is that it came from the voice of Islanders. Thousands of people shared what they valued about living in Jersey and what they would change. The vision was the culmination of those ideas, which were captured in this statement:

*"An Island loved for its beautiful coast and countryside, rich heritage, diverse wildlife and clean air, land and water. An Island where a sense of community really matters - a safe place to grow up and enjoy life. An Island that offers everyone the opportunity to contribute to, and share in, the success of a strong, sustainable economy."*

This vision statement broke down into tangible social, environment and economic 'Island Outcomes' that worked together to drive sustainable wellbeing, such as health, safety, good jobs and sustainable resources. These ten 'Island Outcomes' are intended to stay in place for a generation - they will be just as important to Jersey's quality of life in the future as they are today. Each was supported by a suite of 'Island Indicators'. When viewed together, they

tell a story about change in Jersey and progress towards, or away from, the community vision.

Future Jersey set out an initial suite of 58 'Island Indicators'. In January 2020, these metrics were absorbed into the new [Jersey Performance Framework](#). This is still organised around the 'Island Outcomes' but includes a broader range of over 200 metrics to provide a more detailed insight into Jersey's progress towards sustainable wellbeing.

### **Sustainable wellbeing and identity**

Jersey Performance Framework and its metrics are not dissimilar to those found in many other places, nor should they be - the building blocks of sustainable wellbeing are the same everywhere. That philosophy underpins international frameworks such as the UN Sustainable Development Goals.<sup>56</sup>

Differences between communities lie in the lived experience of these environmental, social and economic conditions. Some places are safer than others, some have stronger environmental credentials, others are economically stronger. Some of these factors are derived from circumstance and geographic location, others are the result of strategic choices and priorities.

As we have discussed, positive place identity is derived from the unique combination of qualities associated with a particular place. The identity will reflect certain aspects of sustainable wellbeing. So, whilst the vision statement from Future Jersey should resonate with people when they talk about Jersey's identity, the two are not the same. The ten 'Island Outcomes' cover all aspects of quality of life in the Island – environmental, social and economic. Identity is about those specific qualities and features that differentiate Jersey from other places.

The fact that there is likely to be a broad consensus about some of those unique qualities is a real positive for Jersey. The Future Jersey consultation reinforced other evidence about the importance Islanders attach to qualities such as Jersey's natural beauty and its high levels of community safety.

### **Monitoring Jersey's identity**

The Board recognises that many aspects of Jersey's unique identity are based on features of sustainable wellbeing that can be measured and, in many cases, are already the subject of indicators in the Jersey Performance Framework. Those indicators provide data to stimulate discussion about Jersey's progress and inform policy choices and resourcing decisions.

The Board also acknowledges that, if we set out to strengthen key aspects of our Island's identity, we should track whether our efforts make a difference over time. Implementing a plan is one thing, understanding its actual impact is another.

This appendix highlights some of the metrics in the Jersey Performance Framework that align directly with the key focus areas set out in this report.

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<sup>56</sup> The **2030 Agenda for Sustainable Development** (the 2030 Agenda), adopted by the United Nations in September 2015, represents a new framework to achieve sustainable development and poverty eradication. The core of the 2030 Agenda is the set of 17 Sustainable Development Goals (SDGs) and associated targets.

We also acknowledge that the Jersey Performance Framework is a dynamic tool and there are opportunities to include new metrics that will enrich our understanding of sustainable wellbeing and Jersey’s progress. In many cases, this will mean designing and implementing new indicators.

In particular, we have identified two global initiatives, aligned to the UN Sustainable Development Goals, that should provide a useful resource to support the development of the Jersey Performance Framework and help build our capacity to monitor critical features of Jersey’s identity.

### UNESCO Thematic Indicators for Culture

The UNESCO Thematic Indicators for Culture in the 2030 Agenda are a framework of thematic indicators whose purpose is to measure and monitor the progress of culture’s enabling contribution to the national and local implementation of the Goals and Targets of the 2030 Agenda for Sustainable Development.

**We recommend that relevant UN thematic indicators for culture are developed locally and incorporated into the Jersey Performance Framework.**

## THEMATIC INDICATORS FOR CULTURE IN THE 2030 AGENDA



### United 4 Smart Sustainable Cities

Sustainable Development Goal 11 (SDG11) of the 2020 Agenda is to ‘**Make cities inclusive, safe, resilient and sustainable**’. This Goal addresses issues related to:

- Adequate, safe and affordable housing
- Sustainable transport systems
- Protection of cultural and natural heritage
- Environmental impact of cities
- Provision of Green spaces
- Building sustainable buildings utilizing local materials

Many of these criteria are already tracked by the Jersey Performance Framework. Jersey has recently joined a global United Nations initiative related to SDG 11 called: 'United 4 Smart Sustainable Cities' (U4SSC) as one of only seven pilot cities/territories. The UN developed the global programme to encourage information and communication technologies that improve quality of life and more efficient urban environments. The Chief Minister has signed a commitment to support Digital Jersey joining the programme on behalf of the island.

Digital Jersey and Government are working together to collate a set of key performance indicators (KPIs) for the programme, which will be used to assess Jersey's achievements towards the sustainable development goals.

**We recommend that these KPIs should also include reference to identity and international profile.**

Jersey Performance Framework		Constitution, Heritage, Citizenship, Parishes and Communities,	Education and Sport	Culture, Literature and the Arts	Environment and Public Realm	Economy, Connectivity	International Personality
Jersey's unique natural environment is protected and conserved for future generations	% of Jersey's surface area that is classified as green space						
	Area of land protected as ecological and geological Sites of Special Interest (SSI)						
	Abundance of 24 species of butterflies						
	Average count of 44 species of birds per hectare across different habitat types						
	Coverage in square kilometres of Marine Protected Areas						
	Kilometres of coast and countryside access routes available to the public						
St Helier is an attractive town to live in, work and visit	% of St Helier residents who are very satisfied with St Helier as a place to live						
	% of St Helier residents who are very satisfied with their neighbourhood as a place to live						
	% of Islanders who are very satisfied with St Helier as a place to visit						
Islanders are safe and protected at home, work and in public	% of Islanders who say their neighbourhood is very safe						
	Voter turnout in Island-wide elections						
Islanders engage in the public decisions that affect their Island	% of Islanders who engaged in civic activities in the previous 12 months						
	% of Islanders who rate their life satisfaction as 7 or more out of 10						
Islanders enjoy living in a vibrant and inclusive community	% of Islanders who are very satisfied with Jersey as a place to live						
	% of Islanders who rate Jersey's range of cultural events, attractions and activities as good or very good						
	% of Islanders who attended at least one cultural event in the previous 12 months						
	% of Islanders who rate Jersey's range of sporting activities and events as good or very good						
	% of Islanders who have volunteered in the previous 12 months						
	% of Islanders who report having been discriminated against in the previous 12 months						
	% of Islanders who took part in at least one cultural activity in the previous 12 months						
	% of Islanders who socialise with people outside their household (face-to-face) at least weekly						
	% of Islanders who rate the range of social and recreational activities in Jersey as good or very good						
	% of Islanders who had visited a heritage site in Jersey in the previous 12 months						
Jersey's natural resources are managed and used responsibly	Average nitrate levels (milligrams per litre) in surface streams						
	% of pesticide detections in island water above the limit (0.1ug/l)						
	% of organic matter containing carbon present in soil on arable land for the previous three-year period						
	% of journeys to work usually made by walking, cycling or public transport						
	Jersey's emission level of greenhouse gases (ktCO <sub>2</sub> e)						
	Energy consumption per person in tonnes of oil equivalent (toe)						
	Number of times average monthly nitrogen dioxide (NO <sub>2</sub> ) concentrates exceed European Directive air quality limits						
Islanders benefit from a strong, sustainable economy and rewarding job opportunities	Productivity in constant 2018 values (£ thousand)						
	Economic standard of living in constant 2018 values						
	Average earnings index (allowing for inflation)						

# **Appendix 3:**

## **List of references to Island Identity in:**

### **Common Strategic Policy 2018 – 2022 (CSP)**

### **and**

### **Government Plan 2020 – 2023**

The theme of Island identity is an integral part of both the CSP and the Government Plan.

The following appendices outline both direct and indirect reference to Island Identity and subjects broadly related to Island identity in the two documents:

#### **Executive Summary:**

Island identity features strongly in both the CSP and the Government Plan as a unifying theme; referenced directly or indirectly under every Strategic Priority, and tying together a large number of the objectives and pledges made in both documents.

The theme of Island identity has two main facets: International profile and local culture.

The international profile facet of island Identity has direct connections to the work of International Development, External Relations and Economic Development.

The local cultural facet of Island Identity has direct connections to the work of the Ministries for Education, Transport, Culture, Sport, Economic Development and Environment and International Development.

Island identity as a policy focus also interlinks with areas as diverse as:

- Children
- Tourism
- Sport
- Social inclusion
- Planning
- Carbon neutrality
- Transport

The CSP and Government Plan also highlight the Government of Jersey's desire to work cross-departmentally and as One Government for the common good.

The Island Identity Programme and the formation of the Island Identity Policy Development Board presents an ideal and exciting opportunity to unify many different threads of government.

This list of references will, we hope, commend this project to the Council of Ministers and the States Assembly as of paramount importance to the fulfillment of the ambitious objectives

laid out in both documents. We welcome and encourage the support and input of all, for the protection, promotion and enhancement of the identity of our unique Island home.

## List of references:

### Common Strategic Policy 2018 – 22

a)

The CSP includes 3 direct references to Island Identity:		
Reference:	Areas with an interest:	Page:
<p>Priority 3 of the 5 Strategic Priorities is: <i>‘We will create a sustainable, vibrant economy and skilled local workforce for the future.’</i></p> <p>5 methods of delivering this priority are listed in the summary section, including <i>‘by enhancing our international profile and promoting our Island identity’</i>.</p>	<p>International Development</p> <p>External relations</p> <p>Economic Development</p>	4
<p>Strategic Priority 5 of the CSP is:</p> <p><i>‘We will protect and value our environment’</i></p> <p>The high level explanation to this Priority links all forms of environmental protection – relating to both the natural and built environments – to Island identity:</p> <p><i>‘We will do this by embracing environmental innovation and ambition, by protecting the natural environment through conservation, protection, sustainable resource use and demand management, and by improving the built environment, to retain the sense of place, culture and distinctive local identity.’</i></p>	<p>Environment</p> <p>Infrastructure and planning</p> <p>Culture</p>	4
<p>The section which further develops this priority includes the key paragraph – linking Jersey’s achievements Economic Development, External Relations and International Development:</p> <p><i>‘We will expand Jersey’s positive international reputation and promote our Island identity beyond financial services. Our international reputation should reflect the richness and diversity of our Island’s talents and the many ways that we act as a responsible global citizen, such as through the work of Jersey Overseas Aid’</i></p>	<p>International Development</p> <p>External relations</p> <p>Economic Development</p> <p>Education</p>	13

b)

Indirect references in the Common Strategic Policy 2018 – 2022 (CSP)

**The CSP also includes several indirect references to Island identity or to subject matter pertaining to Island identity and International Profile:**

Reference:	Page:
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At least 5 of the 8 common themes of the CSP have relevance to Island identity they are:	5 - 6
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- We will enable Islanders to lead active lives and benefit from the arts, culture and heritage
- We will make St Helier a more desirable place to live, work, do business and visit
- We will promote and protect Jersey’s interests, profile and reputation internationally
- We will work in partnership with Parishes, churches, faith groups, community groups, the third sector, volunteers, businesses, trade unions and key stakeholders.
- We will nurture a diverse and inclusive society.

Within the 5 ongoing initiatives is also included the point:	5
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*‘A States Assembly and Council of Ministers that work together for the common good.’* The island Identity Programme, as an interdepartmental initiative could facilitate this kind of cooperation

Future strategies for economic development and diversification are also referred to in the context of the protection and enhancement of Island identity:	12
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*‘Jersey has a rich economic history, based on fisheries, agriculture, tourism and the now-dominant financial sector. We have successfully maintained all of these sectors within our economy and must recognise their importance in our shared history, culture and prosperity.’*

This statement is weighed against a statement about the promotion of Jersey on the international stage and the development of diplomatic and international trade relationships:

*‘The uncertain impact of Brexit remains the biggest immediate challenge for our Island’s economy, but it also provides an opportunity to refocus internationally by promoting Jersey on the international stage, as a safe, stable and secure business centre, with a supportive regulatory environment,*

<p><i>a beautiful Island to live in and visit, with an advanced digital infrastructure and the flexibility to adapt and innovate, and as a source of investment, expertise and philanthropy for other parts of the world.'</i></p>	
<p>Island identity and international promotion are also linked with education when in reference to the vibrant economy objective the statement is made that:</p> <p><i>'[becoming a centre of higher education excellence] will also allow us to develop and promote Jersey internationally...'</i></p>	13
<p>The vibrant economy section is summarized with a list of 14 pledges:</p> <p>At least 4 of the pledges are related to island identity:</p> <ul style="list-style-type: none"> <li>• <i>Be outward facing and promote Jersey on the international stage</i></li> <li>• <i>Engage internationally and strengthen our reputation</i></li> <li>• <i>Build on our existing engagement programme with EU institutions and nations, including our nearest neighbour, France</i></li> <li>• <i>Ensure that Jersey's public estate infrastructure is fit for the future and that St Helier is a more desirable place to live, work, do business and visit.'</i></li> </ul>	
<p>CSP Strategic Priority Number 5 is</p> <p><i>'We will reduce income inequality and improve the standard of living'</i></p> <p>This includes the paragraph:</p> <p><i>'Jersey offers great opportunities for getting involved in cultural, social and sporting activities and for having a say in the community through joining local groups and taking part in elections. But we know that not everyone can take part fully in Jersey life and make the most of those opportunities. Older people and disabled people are especially vulnerable to loneliness and social exclusion, while others are isolated through language or culture.'</i></p> <p>These are all issues pertaining to identity and social inclusion.</p>	15
<p>CSP priority 4 concludes with a list of 5 pledges, including the promise to:</p> <p><i>'Work towards a society where everyone has opportunities, helping people to participate.'</i></p>	16
<p>In a discussion about protection of the environment, the following statement is made:</p> <p><i>'Local bio, heritage and landscape character are internationally recognised and a reason why talented people choose to live and do business in Jersey.'</i></p>	17, 18

<p>This is a key statement, because it draws the connections between environmental policy, planning and management of the built environment, economic development, external relations and Jersey’s identity and reputation:</p> <p>This section also warns that:</p> <p><i>‘Without interventions to manage and protect the environment in the face of these challenges, at best our Island would look and feel very different.’</i></p> <p>These acknowledgements are translated into actions such as:</p> <p><i>‘We must meet increasing global standards and best environmental practices in order to maintain export markets in agriculture and aquaculture, particularly in the light of the UK exiting the EU.’</i></p> <p><i>‘Protect special areas of coast and countryside and improve our stewardship of these areas, improving abundance of key indicator species.’</i></p> <p><i>‘Improve access to open and green space for a variety of users, which will improve health and mental wellbeing, and benefit early years development and educational achievement and attainment’</i></p>	
<p>The section ‘What we will achieve’, with in the chapter ‘We Will Protect And Value Our Natural Environment’ contains the two objectives:</p> <ul style="list-style-type: none"> <li>- <i>Produce an ambitious sustainable transport plan including external links</i></li> </ul> <p>And</p> <ul style="list-style-type: none"> <li>- <i>Begin to transition to a sustainable rural economy model, which delivers crop and land use diversification</i></li> </ul> <p>These objectives have a significant ‘Identity Element’. If Jersey transitions in these directions, the way Jersey is known internationally will also transition and develop, as will our local identity. Jersey will become known (and understand itself) as a leading sustainable jurisdiction.</p>	
<p>Nurturing an Inclusive Society is also listed as a Common Theme. This theme is described with the paragraph:</p> <p><i>‘We are a diverse community made up of different nationalities, ages and genders. Sometimes these differences act as barriers to participating in society. As a Government we will work to remove barriers and promote inclusion and equal opportunity for all. This includes supporting inclusive communities, encouraging greater diversity in boardrooms and in the Assembly, and ensuring people with disabilities and older people are able to better participate in society.’</i></p>	21

This initiative is said to be integral to the delivery of all of the Strategic priorities – especially:

- *Putting children first*
- *Reducing income inequality and improving the standard of living*
- *Improving Islanders’ well-being and mental and physical health*
- *Create a sustainable, vibrant economy and skilled local workforce for the future.*

As outlined in the TOR above, nurturing this vision for an inclusive and cohesive society is a key part of the work of the Island Identity Programme.

## Proposed Government Plan 2020 – 2023

c)

### Direct references in the Government Plan 2020 – 2023

#### **The Government Plan includes 8 direct references to Island identity:**

Reference:	Areas with an interest:	Page:
<p>1. Section 3 of the Government Plan labelled under the priority:</p> <p><i>‘We will create a sustainable, vibrant economy and skilled local workforce for the future’</i></p> <p>Includes the highlight:</p> <p><i>‘We will foster and promote a strong and inclusive sense of Island identity, to increase social cohesion, enabling Jersey to project a positive and coherent international profile’</i></p>	<p>International Development</p> <p>External Relations</p> <p>Economic Development</p> <p>Education</p>	<p>52</p>

<p>2. Section 3 also includes an extensive section labelled Island identity and explains that:</p> <p><i>‘Our ability to work together, care for each other, grow our economy and look after our environment depends on us being bound to each other by more than just a common set of rules. Whether or not we were born here, and whatever our occupations, we need a shared sense of what it means to be Jersey.</i></p> <p><i>Furthermore, as our aid programme exemplifies, the key to our long-term future lies in fostering deep and durable links with the world, and an identity that goes beyond our world-class finance industry. Our extraordinary endeavours in culture, heritage, development, sport, business, art, digital, agriculture, fisheries, tourism, food and conservation, for example, should also be part of our international personality. We will develop a plan to coordinate and project these facets of our Island identity, and help us build the social cohesion, relationships and reputation on which we will depend to thrive in the future.</i></p> <p><i>We will develop an action plan to coordinate and project these facets of our Island identity, and help us build the social cohesion, relationships and reputation on which we will depend to thrive in the future.’</i></p>	<p>International Development</p> <p>External Relations</p> <p>Economic Development</p> <p>Education</p> <p>Culture</p>	<p>57</p>
<p>3. In section 3, under the heading ‘What we will do in 2020’ the first heading is:</p> <p><i>‘Enhance our international profile and promote our Island identity’.</i></p>	<p>International Development</p> <p>External Relations</p> <p>Economic Development</p>	<p>57</p>
<p>4. Action 5 under CT2 states</p> <p><i>‘Develop an action plan to build a stronger, more inclusive sense of Island identity. The Island Identity Policy Board will seek to provide common focal points for our growing and increasingly-diverse population, and help the Island project its unique culture and varied talents as part of a positive and coherent international profile.’</i></p>	<p>International Development</p> <p>External Relations</p> <p>Education</p>	<p>59</p>

<p>5. Under the heading '<i>What we will work towards in 2021 – 23</i>' the first heading is</p> <p><i>'Enhancing our international profile and promoting our Island identity'</i>.</p> <p>Point two of this section is:</p> <p><i>'Continue to identify opportunities to define, coordinate and project a coherent and inclusive sense of national identity: an Island at peace with itself, proud of its varied cultural and economic heritage, and confident of its place in the world.'</i></p>	<p>International Development</p> <p>External Relations</p> <p>Economic Development</p> <p>Culture</p> <p>Education</p> <p>Infrastructure</p>	<p>65</p>
<p>6. Under the heading '<i>A new Island Plan 2021-30</i>' is stated that the purpose of the forthcoming plan is to</p> <p><i>'help to shape Jersey for the benefit of future generations, retaining its sense of place, culture and distinctive local identity.'</i></p>	<p>Environment</p>	<p>82</p>
<p>7. Part 5 of the Government Plan, in the section '<i>Invest in our infrastructure (capital investment)</i>' under the heading:</p> <p><i>'Funding this priority' includes the item 'Improving the built environment, to retain the sense of place, culture and distinctive local identity: additional expenditure in 2020 of £0.7 million.'</i></p>	<p>Infrastructure</p> <p>Environment</p>	<p>87</p>
<p>8. Part 5 of the Government plan, in this section '<i>Invest in our infrastructure (capital investment)</i>' under the heading:</p> <p><i>'Funding this priority' includes the item 'Improving the built environment, to retaining the sense of place, culture and distinctive local identity: additional expenditure in 2020 of £0.7 million.'</i></p>		

**The Government Plan also includes a number of indirect references to Island identity or to subject matter pertaining to Island identity relating to the following areas:**

Subject area	Page
<p>Education and Children</p> <p><i>‘Our mission is to enable a cultural change that creates a child-friendly Island, where the voice and rights of children routinely shape government policy – so that all children, most especially those protected and cared for by the Government, feel loved and valued.’</i></p> <p>Although not mentioned in the Government Plan directly, an important aspect of fulfilling priority one includes the inclusion and development of PSHE in schools. PSHE currently includes citizenship – which is an integral aspect of developing island identity.</p>	32
<p>Tourism and sport</p> <p><i>‘Provide continued support for Visit Jersey for ongoing and innovative marketing initiatives to promote Jersey..’</i></p>	66
<p>Transport</p> <p><i>‘creating additional countryside routes, encouraging people into the centre of the Island and enabling cross-Island travel by pedestrians and other non-vehicle users’</i></p>	85
<p>Culture and the Arts</p> <p><i>‘We will also recognise our heritage and what makes Jersey special and unique, and reverse the real-terms decline in Jersey’s overseas aid contributions.’</i></p>	7
<p>Global citizenship</p> <p><i>‘increasing our contributions to Jersey’s overseas aid to help those in greatest need beyond our borders, investing in their futures and in ours as an outward looking and responsible global citizen’</i></p>	17
<p>Community</p> <p><i>‘Jersey offers great opportunities for getting involved in cultural, social and sporting activities and for having a say in the community through joining local groups.’</i></p>	70
<p>Environment</p>	80

<p><i>'The high value we all place on the environment, and our shared desire to protect it, is evidenced in the Future Jersey consultation (My Jersey, 2016). We must also demonstrate to global partners that we take our global environmental responsibilities seriously. Without interventions to manage and protect the environment in the face of growing pressures, at best our Island would look and feel very different. At worst, we could suffer negatively, both physically and mentally, and lose one of Jersey's biggest selling points.'</i></p>	
<p>Carbon neutral strategy</p> <p><i>'Success would differentiate Jersey on the global stage as a leading carbon-neutral jurisdiction. A global transition away from a carbon economy is inevitable; making early progress provides a point of differentiation to support existing strategic priorities, such as protecting and developing our finance and digital sectors</i></p> <p><i>As a small, connected community, there is a real opportunity to adopt a participatory approach that involves everyone. If we can engage families, communities, parishes and businesses in designing the Carbon Neutral Strategy, we can create a strategy that is more likely to be delivered and lead to an increased sense of empowerment and, potentially, increased trust in politics'</i></p>	80
<p>Planning</p> <p><i>'We have already started work on a new and ambitious Island Plan 2021-30, which will help to shape Jersey for the benefit of future generations, retaining its sense of place, culture and distinctive local identity. This new Island Plan will set out and plan for the Island's sustainable growth over the next ten years and provide the framework against which all planning decisions are made.'</i></p>	82
<p>St Helier</p> <p><i>'Shape plans to enhance the St Helier urban environment (set out in our 2020 plan for a sustainable, vibrant economy, above) so that environmental improvements are prioritised – such as legibility enhancements to the public realm, tree planting, and access to high quality open spaces.'</i></p>	86

# Appendix 4: A S.W.O.T Analysis of Jersey

## A SWOT Analysis of Jersey: National Identity and International Personality

### Introduction

On Monday 10th February the Government of Jersey National Identity and International Personality Policy Development Board conducted a SWOT (Strengths, Weaknesses, Opportunities, and Threat) analysis facilitated by Dr. Anuschka Muller, Director of Strategic Planning and Performance, Government of Jersey.

Members of the Board were asked to identify in turn Jersey's strengths, weaknesses and threats before considering opportunities and specific actions which could be taken in relation to Jersey's identity. Members were then asked to rate where they felt Jersey is currently positioned in relation to "what good looks like" and how the Policy Development Board and the Island Identity Programme might move forward to attain it.

Board members added their suggestions onto a central chart and on post-it notes. Answers on the chart were in turn marked by each member to indicate where members felt opportunities may be contained within the answers.

A total of 130 answers were given. In turn these answers were marked 124 times in relation to the opportunities they contained, providing a total of 254 data points.

The answers given have been categorised broadly into ten themes.

1. Political and legal
2. Economic
3. Social and community
4. History and heritage
5. Cultural
6. Technological
7. Environmental
8. Reputational
9. Lifestyle
10. Industries / commercial

All the answers given fit into at least one of these themes. Most answers were pertinent to several themes at the same time.

I have also applied a score according to how cross-cutting the answers were– i.e. how many of the 10 themes they were directly related to at the same time. The assumption is that answers which cut across several different themes may be more fundamental, and the opportunities related to them may therefore be more impactful.

The following analysis lays out the data, provides comparative graphs and finally draws

conclusions.

## Executive summary of the SWOT Analysis

Through the exercise of a group SWOT Analysis we have attempted to collect and understand the opinions, ideas and priorities of the members of the Island Identity and International Profile Policy Development Board.

The most recurrent themes and most pronounced opinions expressed during this exercise can be encapsulated in the following six key conclusions.

1. There is a strong sentiment from the Board that Jersey's cultural alignment to France should be strengthened. The Board also expressed its wish to see the "Anglicisation" of Jersey considered.
2. Members of the Board felt that a key part of the strategy to strengthen and uphold Jersey identity included various educational projects – most urgently to school children and to civil servants. This could include a revised citizenship programme in schools and a new induction programme to new employees of the States of Jersey.
3. There is a keen interest amongst members of the Board to explore how the identity of nationhood might be applied to Jersey - both in a soft conceptual way, through shifts in the language we use to talk about ourselves, and in harder more political terms, such as gaining Observer Status at the UN General Assembly.
4. The Board was united in its belief that the way Jersey *looks and feels* is extremely important. Many comments and answers related to a belief that we have been careless in stewarding our unique and beautiful natural and built environments. Solutions and ideas related to this ranged from the small and simple – such as a suggestion about a Jersey-specific road sign design – to the more wide reaching – such as the development of a "Jersey Style Guide" for all future planning and infrastructure projects.
5. It was recognised numerous times that Jersey's social, economic and political environment provides unique opportunities to field test creative, forward-thinking and innovative solutions. This was particularly felt to be important in relation to environmental sustainability and climate change, business and social innovation, and cultural and social unity.
6. The Board expressed in several ways a desire to formalise an expression of Jersey identity in a public way – either through a cultural festival or event, and through an institution which can 'house' Jersey's unique cultural artefacts and become a centre of identity formation, culture shaping and learning.
7. The Board observed that there seems within government to be an appetite for adopting UK solutions to problems. Admittedly these are familiar to those involved and accessible. "No one ever got fired for buying IBM" as the saying goes. However other jurisdictions have much to teach Jersey and it is a shame to see the potential of

our autonomy left untested. We could be doing more 'cherry-picking' of solutions from the best global examples.

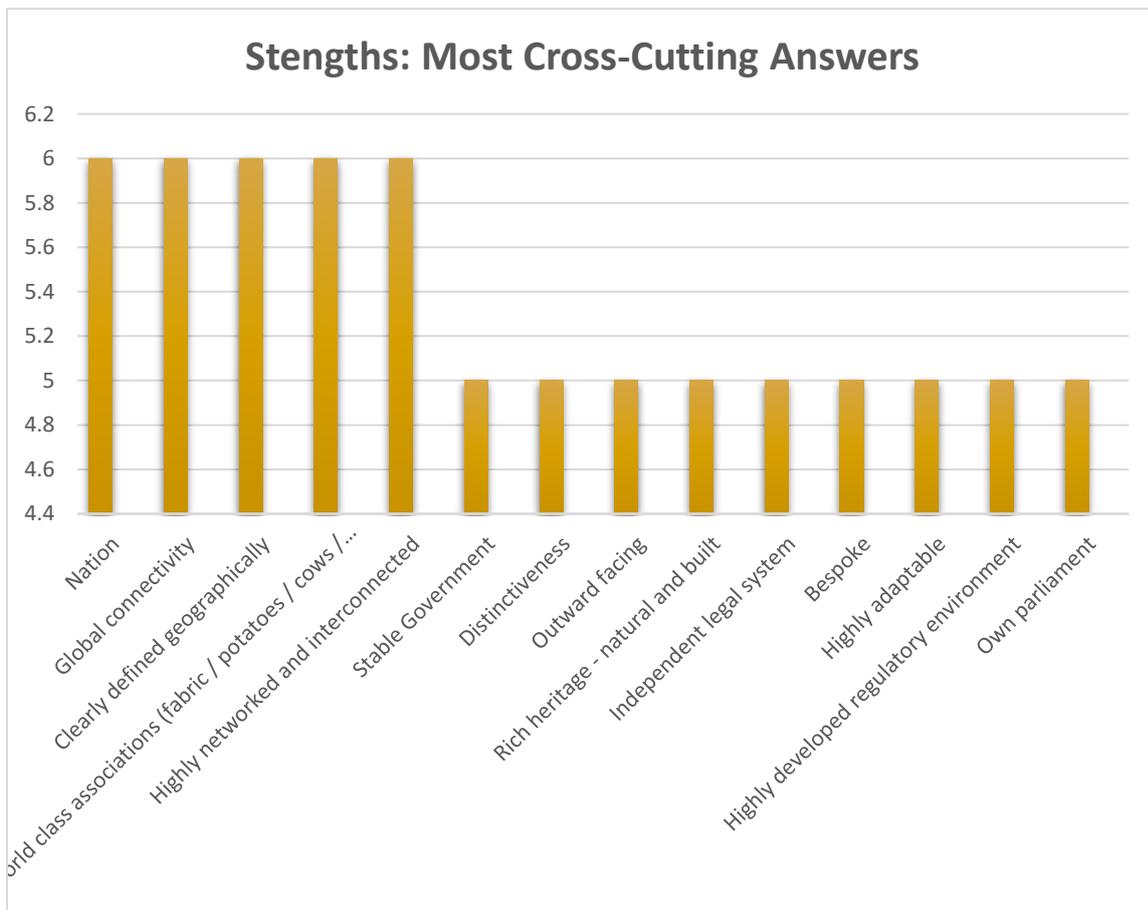
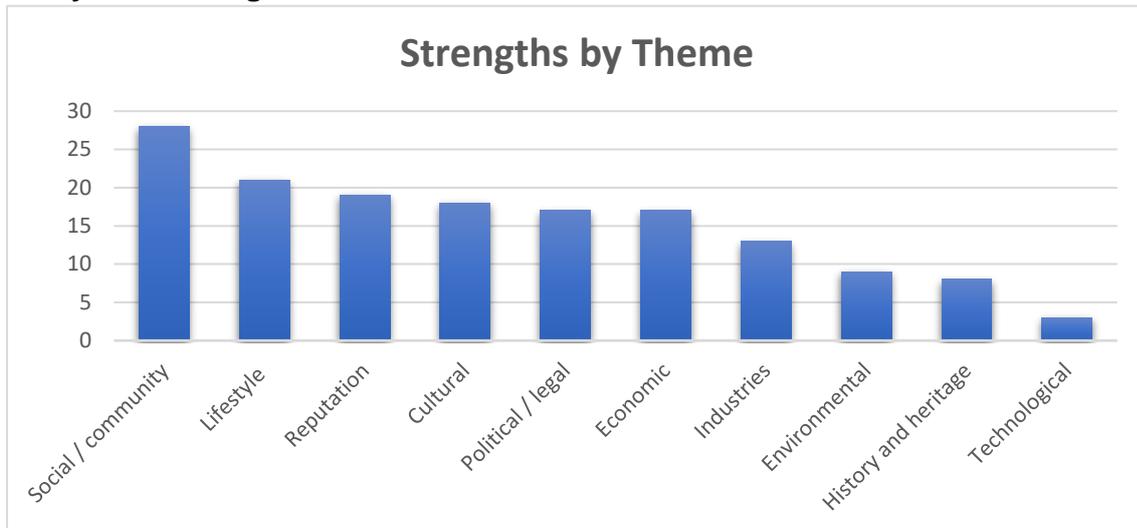
The body of this document contains a series of graphs which summarise and compare the input of the Board.

The conclusion includes a thesis about the perceived weakening and decline of Jersey Identity. Within this thesis a new philosophical basis for the way Jersey approaches questions of identity, reputation and international engagement is expressed.

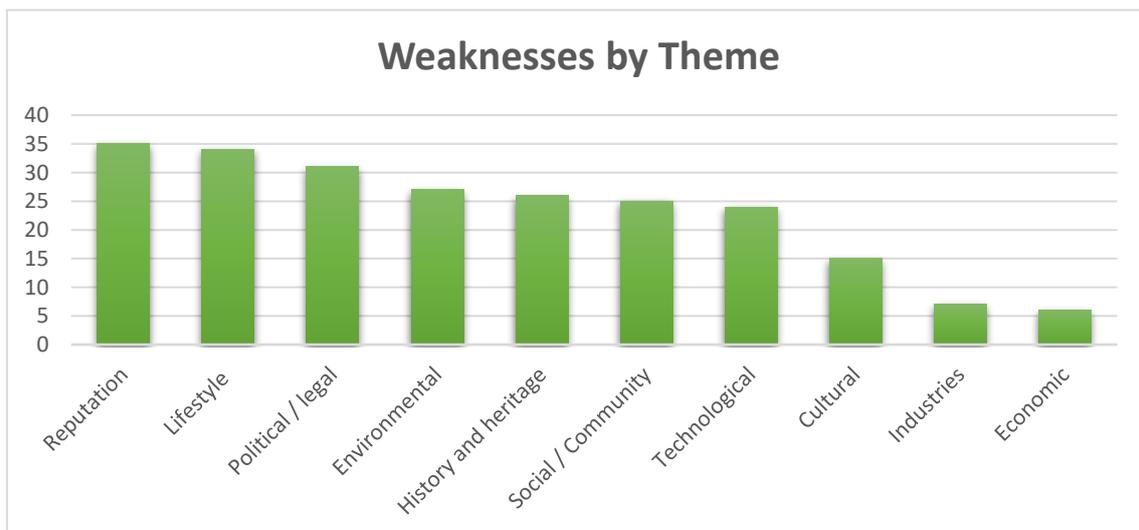
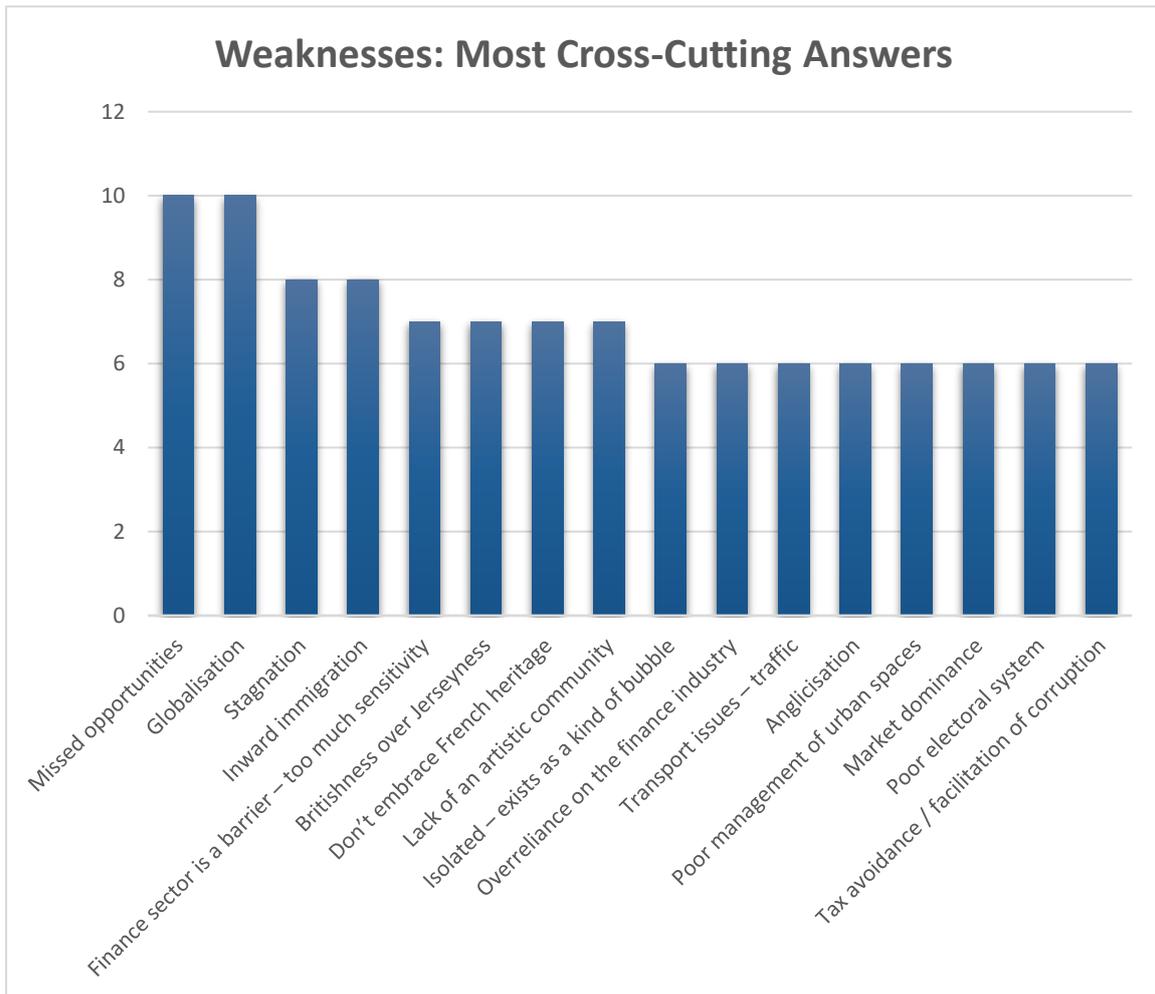
The appendix contains all of the input given by the Board, from which the graphs are derived.

# Jersey's Strengths

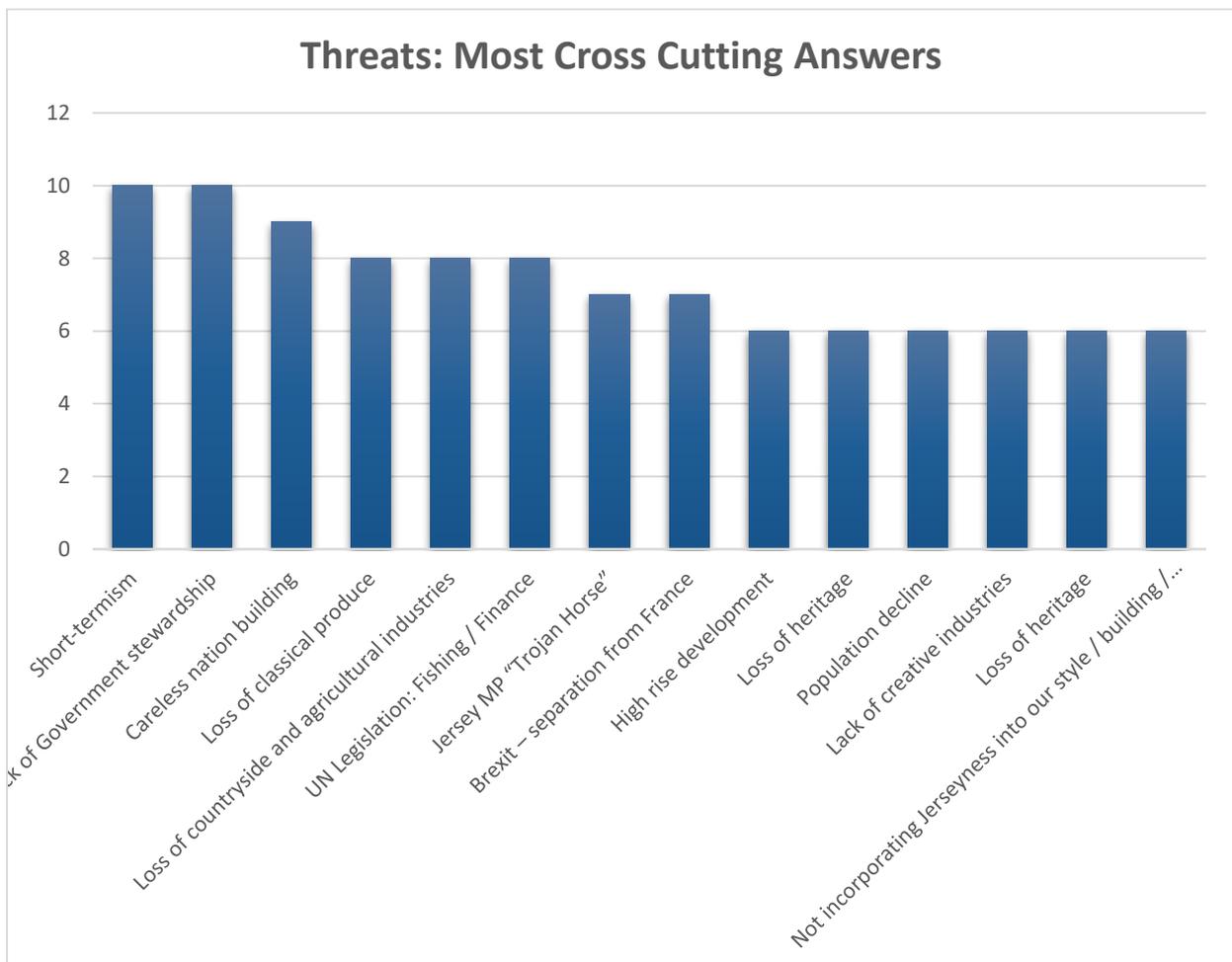
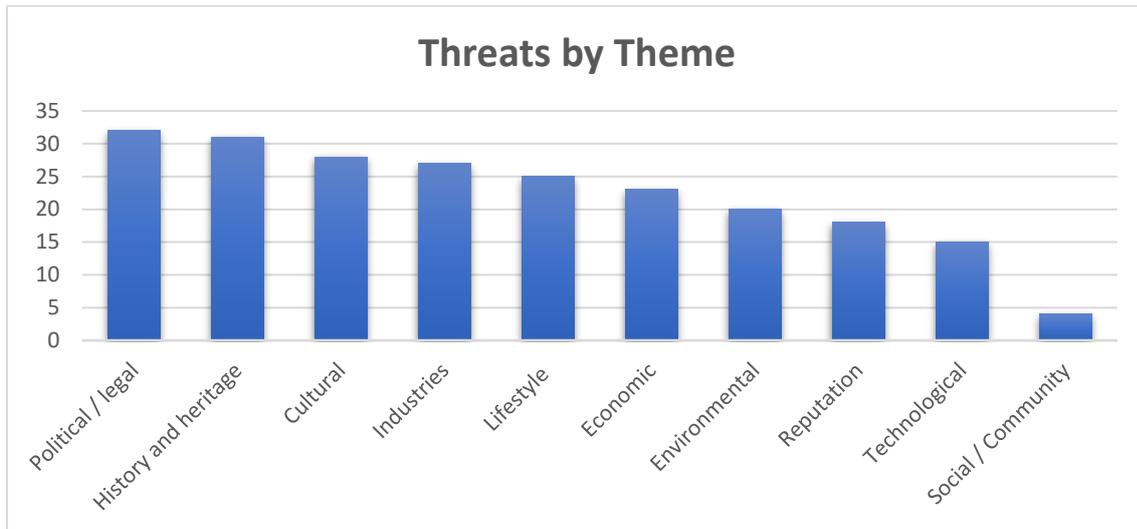
## Analysis of strengths



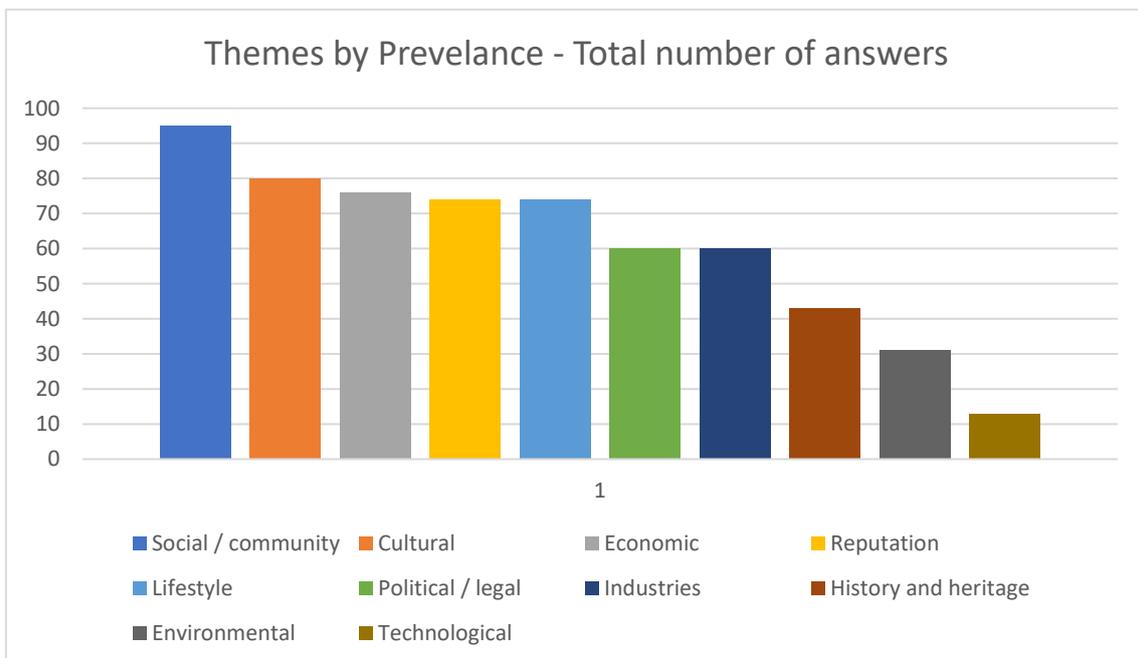
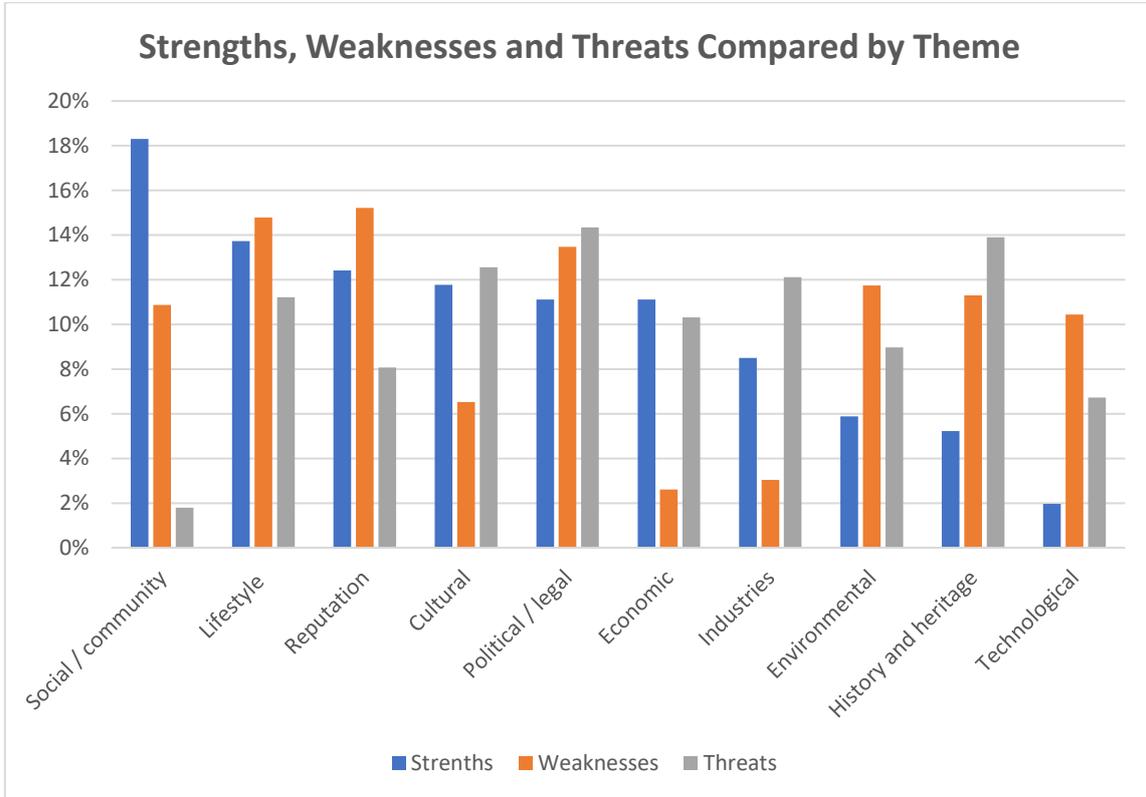
## Jersey's Weaknesses



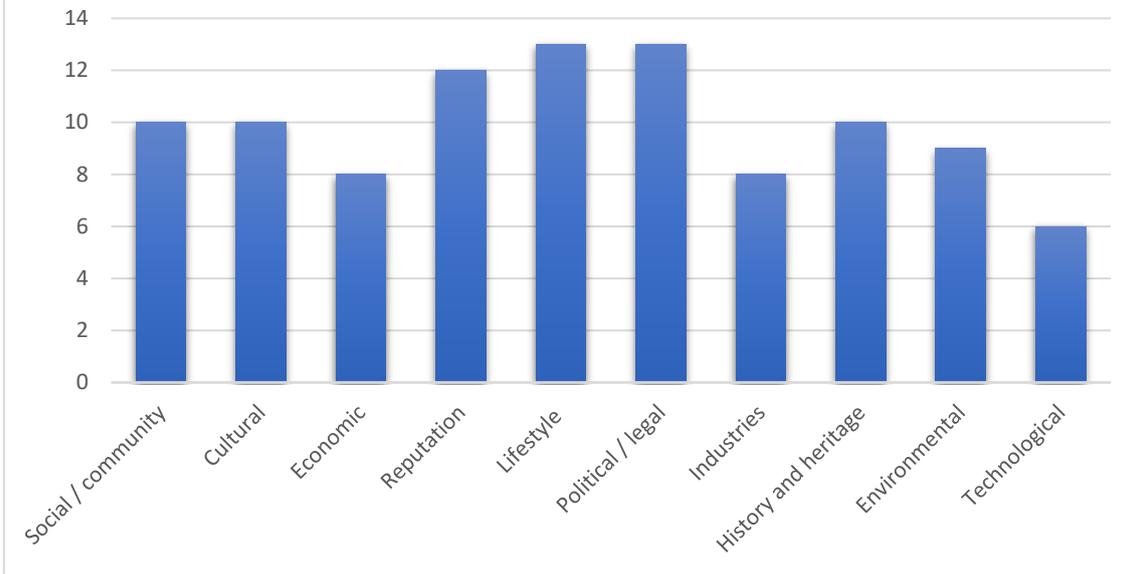
## Threats to Jersey



## Further analysis



### Themes by Prevalence - Percentage of Total Answers



## Opportunities for Jersey

Answers according to the number of times they were identified as potential opportunities:

Table 1

1	Ignoring our neighbours e.g. Normandy and Brittany	6
2	Lack of education about Jersey identity	6
3	Don't embrace French heritage	5
4	Friendly	4
5	Nation	4
6	Brand recognition	4
7	High quality	4
8	Lack of political participation	4
9	Lack of proper civil service induction programme	4
10	Safe	3
11	Natural beauty	3
12	Good environment for social experiments	3
13	City / coast / country	3
14	Bespoke	3
15	Highly adaptable	3
16	Reputation as a tax haven	3
17	Anglicisation	3
18	Symbols – poorly managed	3
19	Poor management of urban spaces	3
20	Missing generation – brain drain	3
21	High rise development	3
22	Lack of commitment to environmental improvement	3
23	Loss of heritage	3
24	Loss of countryside and agricultural industries	3
25	Fish and Gourmet cuisine	2
26	Quality of life	2
27	Distinctiveness	2
28	Symbols	2
29	Stagnation	2
30	Lack of assertiveness / confidence	2
31	Lack of constitutional certainty	2
32	Market dominance	2
33	Lack of policy ambition	2
34	Missed opportunities	2
35	Brexit – separation from France	2
36	Decline of Jersey Brands	2
37	Loss of democratic engagement	2
38	Increased social segregation	2
39	Losing artists	2

<b>40</b>	Loss of classical produce	2
<b>41</b>	Have / Have nots – Inequality	1
<b>42</b>	Globalisation	1
<b>43</b>	Lack of voice in global institutions	1
<b>44</b>	Lack of relocation globally	1
<b>45</b>	Careless nation building	1
<b>46</b>	Failure to relate to all members of society	1

## The Top Answers

To provide a framework for establishing priorities, the opportunity scores have been balanced against the extent to which the given answer is cross-cutting – based on the assumption that a cross cutting answer will also relate to wider-reaching and therefore more impactful opportunity.

After reordering with these additional criteria and removing or amalgamating answers which are similar, the list of answers containing opportunities has been reduced to 14 – in order of the reach and level of opportunity.

Table 2

	<b>Answers</b>
1	<b>Lack of connection to French heritage and Norman and Breton neighbours</b>
2	<b>Good environment for social experiments</b>
3	<b>Loss of countryside and agricultural industries and environment</b>
4	<b>Nation</b>
5	<b>Identity education to key groups</b>
6	<b>Poor management of urban spaces</b>
7	<b>Loss of heritage and symbols</b>
8	<b>Reputation as a tax haven</b>
9	<b>Safe and friendly</b>
10	<b>Reputation for high quality brands</b>
11	<b>Lack of political participation</b>
12	<b>Natural beauty in city, coast and country</b>
13	<b>Missing generation – brain drain</b>
14	<b>Social exclusion and inequality</b>

These answers can be further reduced to 10 key themes:

1. **Cultural realignment with France**
2. **Leveraging our unique social and geographical dynamics**
3. **Conserving what makes Jersey *look and feel* unique and expresses our unique character and heritage**
4. **Understanding ourselves as a nation**
5. **Creating public awareness of and belonging to our national identity**
6. **Changing and broadening the narrative about Jersey**
7. **Addressing the problems of alienation and exclusion**
8. **Supporting and promoting our historic, traditional and creative industries and world-class brands**
9. **Celebrating what we do well**
10. **Making Jersey a more attractive place for young people and returning students**

## How do we get to “good”?

Board members produced a list of 20 ideas to progress Island Identity or examples of what good will eventually look like:

1. Finalise a Jersey Anthem
2. ‘Jersey is cool’ – branding project – values and green / sustainability agenda
3. Bilingual Road Signs
4. Tree-lined public realm
5. People are proud and want to talk about Jersey
6. Broad buy-in to Jersey identity
7. Jersey identity is well understood and embraced
8. Social cohesion
9. Proud dual identity
10. Architecture reflects local distinctiveness
11. Use of Jèrriais casually
12. UN general assembly observer status
13. Global regulation as a nation and locally
14. Jersey becomes a byword for quality
15. Cultural marketing campaign
16. Cultural festival
17. The Jersey House – a place where all our charters are displayed, and symbols can be brought together
18. Ambassadors network
19. Brand and strapline
20. Cultural app

## Turning opportunities into ideas and actions

The following chart plots these 25 ideas against the 10 prioritised themes and then includes several other ideas which have at various points been raised by members of the Board.

Key themes	Board Ideas	Existing work	Previous Board Members Ideas
<b>1. Cultural realignment with France</b>	Proud dual identity	L'Assemblée parlementaire de la Francophonie (APF)	Employ cultural officer
		Alliance Francaise	Requirement for all new States initiatives, policies and projects to seek role models outside the United Kingdom (e.g. from French health service) before approval.
<b>2. Leveraging our unique social and geographical dynamics</b>		Digital Jersey (sandbox initiative)	An app to be created for cultural events within the island and family challenges (like the Durrell gorilla one) (can be a project for digital academy).
		Future St Helier	Subsidies for small businesses in creative industries and/or establishment of urban, low-rent enterprise zone to encourage such activities.
			Development of alternative transport infrastructure (cycling and electric vehicles)
<b>3. Conserving what makes Jersey look and feel unique and expresses our</b>	Bilingual Road Signs	Island Plan	Submission to be made to island plan about look of Jersey including materials and development of a Jersey style.

<b>character and heritage</b>		National Trust for Jersey	Submission to island plan re protection of heritage - JM
		Société Jersiaise	Promotion of Jérriais - building on Jérriais plan
		Coastal strategy	Creation and implementation of distinctive Jersey style for all street furniture, signage, etc. Design project to include Jersey-based artists and architects, not external.
	Architecture reflects local distinctiveness	Jersey Heritage	New heritage/history plaques around the Island in distinctive Jersey design style, including replacements for existing ones (mainly Vingtaine de la Ville, erected 30/40 years ago), plus many additional new ones and accompanying explanatory booklet.
	Tree-lined public realm		
Use of Jèrriais casually	Jersey National Park	Appointment of academy-style panel to establish and supervise naming conventions for all new roads, buildings, etc, with related correction of old errors.	
The Jersey House – a place where all our charters are displayed, and symbols can be brought together	Jersey Archive	Degree-level CI and/or Anglo-Norman studies on curriculum at proposed new higher education campus (ref. Government Plan). Partnership with Caen University.	
<b>4. Understanding ourselves as a nation</b>	Finalise an Anthem	Jersey Museum	Tour of States Assembly as part of Civil Service induction programme

	UN Observer Status in General Assembly		
	Global recognition as a nation	Société Jersiaise	Adoption of a Island anthem.
			Fund the commissioning of a 20th-century history of Jersey, under the auspices of Jersey Heritage.
		Jersey Institute of Law	Reinforce Jersey’s claim to autonomous status by ensuring that all civil servants and CEOs of ALO understand its constitutional/historical basis and by correct use of language.
			Modernise design of stamps and possibly flag.
			Revisit an anthem project of some years ago.
<b>5. Creating public awareness of and belonging to our national identity</b>	People are proud and want to talk about Jersey.	Société Jersiaise	Upon being here 10 years letter to be sent out with invitation to a civic celebration and an annual event with Bailiff to celebrate.
	Broad buy-in to Jersey identity		
	Ensuring Jersey identity is well understood and embraced	Heritage	Creation and production of a range of educational and promotional material (print as well as digital).
		Liberate	Ensure that all Jersey citizens, of all ages and backgrounds, receive basic education in its history, environment, civil institutions, electoral system and constitution. Include this as a condition of public sector employment.
	Caritas Jersey		

		Education: Citizenship programme	
		The Diversity Network	
		Jersey Policy Forum	
<b>6. Changing and broadening the narrative about Jersey</b>	'Jersey is cool' – branding project – values and green / sustainability agenda  Cultural marketing campaign  Ambassadors network  Brand and strapline	Showcase	New National Gallery (and concert hall?) built to world-class architectural standards.
		Durrell	
		Ministry of External Relations	
		States Greffe	
		JOA	
		Visit Jersey	
		Jersey Business	
<b>7. Addressing the problems of alienation and exclusion</b>	Social cohesion projects	Caritas Jersey	Positive discrimination in favour of established Jersey residents in public sector appointments. Also encourage in private sector through application of residential licensing system.
		Honorary Consuls	
		Shelter Trust	
		Grace Trust	
		Samaritans	
		Salvation Army	
		Street Pastors	
		Jersey Policy Forum	
		Schools and youth clubs	

<b>8. Supporting and promoting our historic, traditional and creative industries and world-class brands</b>	Jersey becomes a byword for quality	ArtHouse Jersey	Subsidies for small businesses in creative industries and/or establishment of urban, low-rent enterprise zone to encourage such activities.
		Genuine Jersey	
		Farm Jersey	
		Arts Centre	
		National Trust	
		Jersey Heritage	
<b>9. Celebrating what we do well</b>	Cultural festival	Various awards and accreditation schemes	Recruitment of Jersey stars, home-grown and adopted, to participate in the above in various ways.
		Pride of Jersey Awards	
		Jersey Zoo	
		Battle of Flowers	
		Sunset Concerts	
		Jersey Sport	
		Association of Jersey Charities	
		Jersey Finance	
		'Angel of the South' Statue	

	Arthouse Jersey	
<b>10. Making Jersey a more attractive place for young people returning students</b>	[Very significant gap]	

## Conclusions

1. **The Board considered that Jersey’s most significant strength is its continuing sense of community. This is borne out by our ranking in the OECD better life index.**
2. The Board’s answers place our status as a nation as the most fundamentally cross-cutting issue in relation to Jersey’s strengths. Ambiguity in the language of nationhood affects many other areas and could be limiting.
3. Jersey’s tendency to miss opportunities and our lack of response to the homogenising forces of the market and globalisation were the most cross-cutting and prevalent answers given about Jersey’s weaknesses.
4. The Board considered the most significant threats to Jersey and Jersey Identity to be related to political challenges. Again, this bears out the data included in the OECD Better Life Index – where Jersey has one of the lowest scores for civic and political engagement.
5. Political challenges are closely followed by threats to history, heritage and culture.
6. Despite significant efforts and progress forged by Digital Jersey, the Board considers technology to be a significant area of concern. Conversely, this may also be recognised as an area of huge opportunity.
7. The Board gave the most answers (as a percentage) to matters related to the lifestyle available to islanders, the political life of the island and our reputation. It could be concluded that these are the areas of most interest to the Board.
8. The Board has now identified 10 key themes which relate to areas of significant need, opportunity and future work. It also identified a large number of concrete actions that could be taken up in relation to these themes

9. The themes can also provide a further framework for thinking about policy solutions, gaps and priorities for the strengthening, development and promotion of Jersey's identity.

## A new strategy for National Identity and International Personality

The conclusions that can be drawn from the Board's answers and ideas can be interpreted in a number of ways – especially when you observe the connections and unifying themes that run through the analysis above.

However, the data above strongly evidences one tension in particular - a tension between Jersey's local, historically-grounded and unique identity and Jersey's international reputation and profile.

**This tension could in turn be symptomatic of a false dichotomy at the heart of Jersey's self-understanding – the perceived dichotomy between local uniqueness and international marketability – where emphasising anything about the former is felt to prejudice the latter.**

This false dichotomy has meant that Jersey's core economic strategies have proceeded from the belief that to position itself effectively in the global marketplace, Jersey's distinctiveness, local culture and traditions, and Jersey's identity must be minimised or harmonised with that of its closest and economically powerful partner – the United Kingdom - or expressed in terms which projected credibility to the global international financial services industry. Jersey is therefore presented as an international business centre similar to others in look, feel and culture – or as an island outpost of the United Kingdom.

The perpetuation (consciously or unconsciously) of the idea of incompatibility between localism and internationalism could be a significant driver of Jersey's apparently weakening identity, lack of cultural and political confidence, and the various local manifestations of 'anglicisation' which the Board identified many times in its answers.

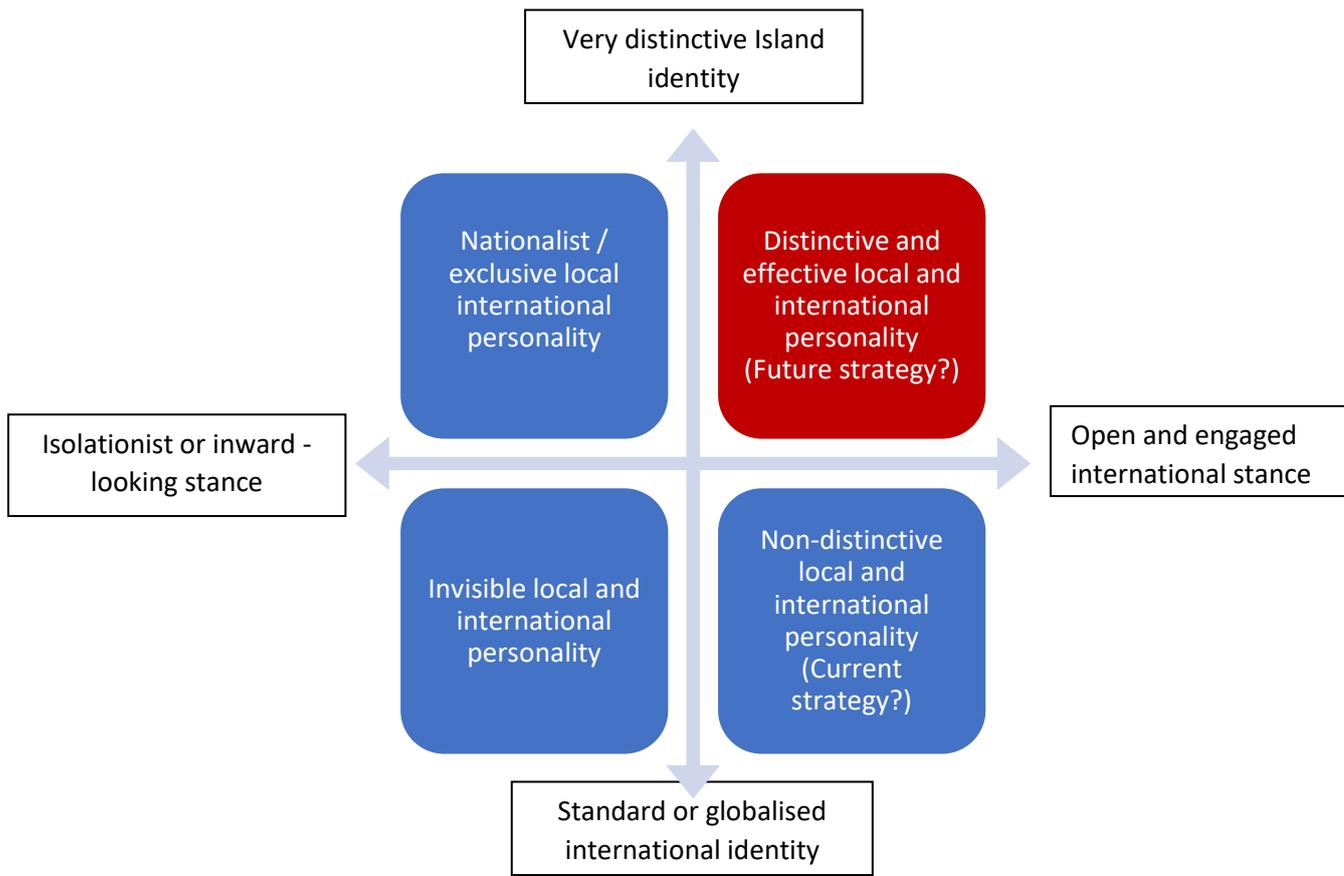
Therefore, meaningful change in relation to the development of Jersey's identity will be possible only after the resolving of this dichotomy and an alternative understanding of the relationship between Jersey's local (national?) and international identities is articulated.

Previous understandings have been predicated on the perceived contradiction between a strong local cultural identity and an open and engaged international stance.

Instead a new way of thinking about Jersey's relationship to the world could be based on the possibility of **both** a strong and growing sense of distinctive and particular national identity **and** an increasingly open and engaged stance toward the global marketplace.

In other words, Jersey's international personality could become more defined by the **emphasis and celebration of that which is unique to Jersey.**

A chart might be useful to illustrate:



There are two key pillars to such a strategy:

- 1) **Local nation building and cultural enrichment**
- 2) **Skilful and authentic communications and representation of Jersey to the wider global marketplace**

This strategy will serve the island both locally – as we grow in our cultural confidence, sense of community engagement and cohesion *and* economically, in a global economic marketplace that is increasingly attracted to soft power and values that go beyond the economic.

Crucial to the development of this strategy is a brand realignment process where the most attractive and marketable aspects of Jersey's national identity are captured and formulated into the narratives and imagery that are used to represent Jersey to the world. Therefore, the relationship and dialogue between Government departments for Culture, External Relations and International Development become crucial to the success of this new proposed strategy.

It is this new positioning for Jersey that could underpin all the activity outlined in the chart above and a wealth of other activity beside.

## Appendix: all data

### Jersey's Strengths

#### Answers on the chart

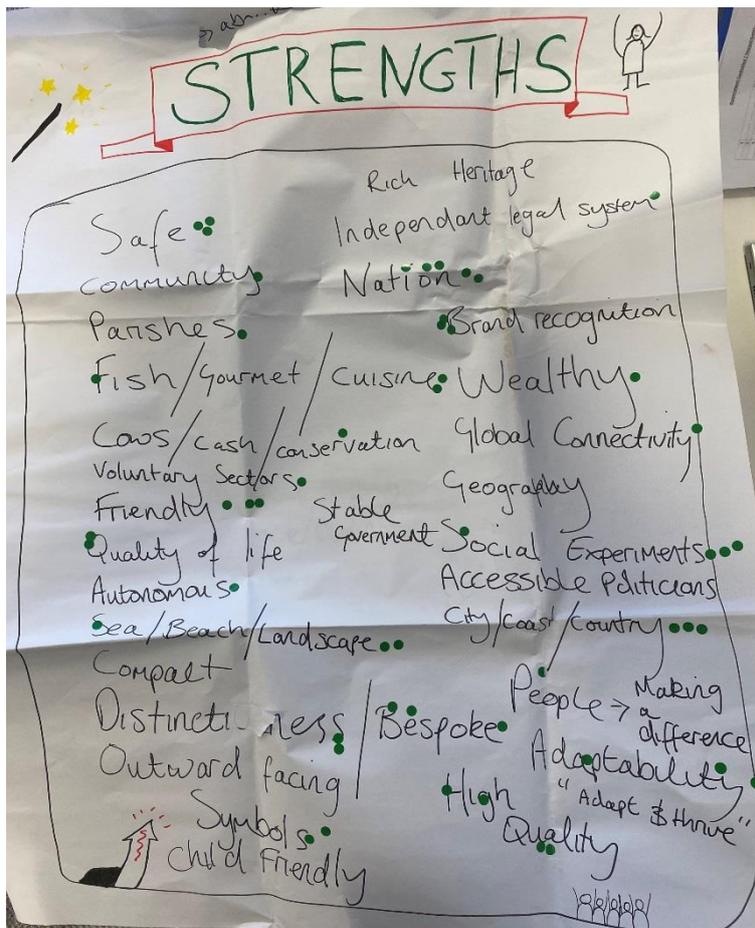
Safe	Sea / beach / landscape	Global connectivity
Community	Compact	Geography
Parishes	Distinctiveness	Good environment for social experiments
Fish and Gourmet cuisine	Outward facing	Access to politician
Cows / Cash / Conservation	Symbols / child friendly	City / coast / country
Voluntary Sectors	Rich heritage	People making a difference
Friendly	Independent legal system	Bespoke
Quality of life	Nation	Highly adaptable
Stable Government	Brand recognition	
	Wealthy	
High quality		

#### Answers not on chart

Clearly defined geographically	Highly networked and interconnected
World class associations (fabric / potatoes / cows / New Jersey)	Own parliament
Global connectivity – physical and digital	An island
Rich heritage – natural and built	Diverse community
Highly developed regulatory environment	Outward looking
	Air tastes better

#### Top answers identified as opportunities

Friendly (4 votes)	Bespoke (3 votes)
High quality (4 votes)	City / coast / country (Ville / Vagues / Verdure) (3 votes)
Nation (4 votes)	Adaptability (3 votes)
Brand recognition (3 votes)	Fish / gourmet / cuisine (2 votes)
Social experiments (3 votes)	Quality of life (2 votes)
Safe (3 votes)	Distinctiveness (2 votes)
Natural beauty: Sea / beach / landscape (3 votes)	Symbols (2 votes)



## Jersey's weaknesses

### Answers on chart

External reputation as a tax haven	Connections – Lack of control	Britishness over Jerseyness
Bergerac	Lack of voice in international agencies	Market dominance
'The Jersey Way'	Materialistic / fake	Cost of housing
Have / Have nots – Inequality	Transport issues – traffic	Missing generation – brain drain
Isolated – exists as a kind of bubble	Lack of constitutional certainty	Lack of policy ambition
Overreliance on the finance industry	Lack of investment	Pensioner paradise
Lack of opportunities outside of finance	Lack of leverage	Expensive
Stagnation	Inward immigration	Poor nightlife
Missed opportunities	Anglicisation	Don't embrace French heritage
Lack of political participation	Symbols – poorly managed	Lack of privacy
Globalisation	Finance sector is a barrier – too much sensitivity	Reluctant to change
Lack of assertiveness / confidence	Poor management of urban spaces	

### Answers not on the chart

Readiness to adopt UK solutions to problems	Poor electoral system	Political apathy and ignorance of the system
Status is misunderstood	Missed opportunities	Insular mindset
Lack of control over travel connections	Can't do attitude	Lack of returning students
Lack of voice in global institutions	Cost of housing	Single expertise risk
Lack of investment generally	Lack of policy ambition	Tax avoidance / facilitation of corruption
Lack of leverage	Lack of an artistic community	Child abuse scandals
	Non-integrated migrant communities	Education gap
	Risk averse industries	

The negativity of the media

Lack of social cohesion

Identity is not promoted

Poor nightlife

Expensive – cost of living

Limited career opportunities

Nothing to do in wet weather

Cliquey

Lack of privacy

### Top answers identified as opportunities

Don't embrace French heritage (5 votes)

Lack of political participation (4 votes)

Reputation as a tax haven (3 votes)

Anglicisation (3 votes)

Symbols – poorly managed (3 votes)

Missing generation (3 votes)

Poor management of urban spaces (3 votes)

Stagnation (2 votes)

Lack of constitutional certainty (2 votes)

Market dominance (2 votes)

Lack of policy ambition (2 votes)

Reluctant to change (2 votes)

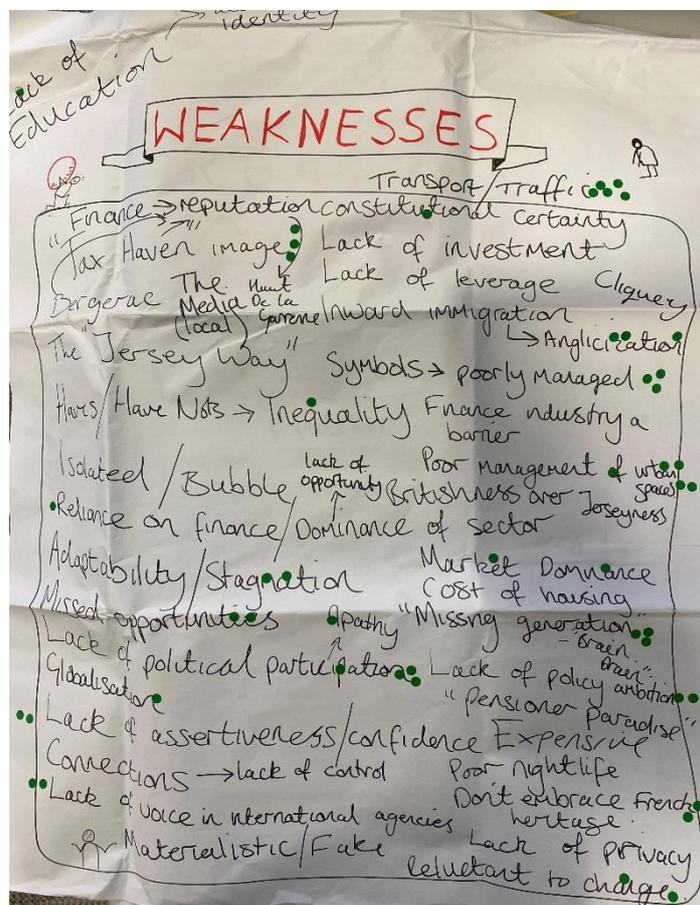
Missed opportunities (2 votes)

Lack of assertiveness / confidence (2 votes)

Globalisation (1 vote)

Lack of voice in international agencies (1 vote)

Have / Have nots – Inequality (1 vote)



## Threats to Jersey

### Answers on the Chart

Failure to act on weaknesses	Lack of commitment to environmental improvement	Losing artists
Jersey MP “Trojan Horse”	UK steamroller	Loss of classical produce
High rise development	Ignoring our neighbours e.g. Normandy	“missing generation”
Brexit – separation from France	Tax regulation globally	Impact of UK legislation
Extinction of Jèrriais	Loss of heritage	Loss of countryside and agricultural industries
Decline of Jersey Brands	Cheap holiday market	Lack of education about Jersey identity
Lack of relocation from other places	Aging population	Lack of proper civil service induction programme
Nuclear Threat	Loss of democratic engagement	Failure to relate to all members of society
Financial scandal	Increased social segregation	Loss of local farmers
Careless nation building	Population decline	
Short-termism		

### Answers not on the chart

UN Legislation: Fishing / Finance	Lack of Government stewardship	Forget the poorest members of our community
Losing good local people	Market forces	Loose the artistic community
Harmonisation of Global tax systems – beneficial ownership etc.	Increase in traffic	UK imposed legislation
Lack of creative industries	Climate change	Cheap holidays in the EU and elsewhere
Loss of heritage	Nuclear threat	Ageing population leading to the collapse of the social security system
Unsustainable cost of living	Fisherman’s scandal	Population decline
St Helier density	Influence of US tech giants	
	Hegemony of English language	

Disengaged and disaffected immigrants

Not incorporating Jerseyness into our style / building / administration  
Not educating teachers

Powerful single narrative crowding out others  
Apathy and inaction

### Top answers identified as opportunities

Ignoring our neighbours e.g. Normandy (6 votes)

Loss of heritage (3 votes)

Losing artists (2 votes)

Lack of education about Jersey identity (6 votes)

Loss of countryside and agricultural industries (3 votes)

Loss of classical produce (2 votes)

Lack of proper civil service induction programme (4 votes)

Extinction of Jèrriais (2 votes)

Lack of relocation globally (1 vote)

High rise development (3 votes)

Decline of Jersey Brands (2 votes)

Careless nation building (1 vote)

Lack of commitment to environmental improvement (3 votes)

Loss of democratic engagement (2 votes)

Failure to relate to all members of society (1 vote)

Increased social segregation (2 votes)

Loss of local farmers (2 votes)

