

STATES OF JERSEY



ELECTORAL REFORM 2020

**Lodged au Greffe on 23rd December 2019
by the Privileges and Procedures Committee**

STATES GREFFE

PROPOSITION

THE STATES are asked to decide whether they are of opinion –

- (a) to agree that fair representation and equality in voting weight and power across the whole population should be the basis for any reform of the composition and election of the States;
- (b) to agree that it should establish an Assembly of 46 Members, elected from 9 districts, each choosing a number of representatives based on population and to replace the current Schedule 1 to the States of Jersey Law 2005 as follows –

<i>Constituencies</i>	<i>Number of Deputies to be returned</i>
District 1: St. Helier South Vingtaines de Bas et de Haut de la Ville, St. Helier	5
District 2: St. Helier Central Vingtaine de Rouge Bouillon, St. Helier Vingtaine de Bas du Mont au Prêtre, St. Helier	5
District 3: St. Helier North Vingtaine du Mont Cochon, St. Helier Vingtaine du Mont à l'Abbé, St. Helier Vingtaine du Haut du Mont au Prêtre, St. Helier	5
District 4: St. Saviour Parish of St. Saviour	6
District 5: St. Clement Parish of St. Clement	5
District 6: St. Brelade Parish of St. Brelade	5
District 7: St. Mary, St. Ouen and St. Peter Parish of St. Mary Parish of St. Ouen Parish of St. Peter	5
District 8: St. John, St. Lawrence and Trinity Parish of St. John Parish of St. Lawrence Parish of Trinity	5
District 9: Grouville and St. Martin Parish of Grouville	5

Parish of St. Martin	
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- (c) that an independent Boundaries Commission should be established to begin work after the 2022 elections to make recommendations to ensure that the 9 districts remain compliant with the principles cited in paragraph (a), comprised of a Chair and 3 other members from outside the Island and of 3 Jersey residents, all with relevant skills and experience, and to request the Privileges and Procedures Committee to take the necessary steps to identify, through a process overseen by the Appointments Commission, the proposed membership of the Commission for subsequent approval by the Assembly;
- (d) to agree that the office of Constable should entitle the holder to membership of the States of Jersey in a non-voting capacity but with the ability to participate in debate and non-executive committee work;
- (e) to agree that legislation to change the composition and election of the States Assembly to 46 single-category Members, elected from 9 districts as outlined in paragraph (b) of this proposition, should only come into force if it wins the support of the majority of Islanders who vote in a YES/NO referendum to be held during 2020; and
- (f) to request the Privileges and Procedures Committee to bring forward for debate the necessary legislative changes to alter the composition of the Assembly and create an independent Boundaries Commission in time for the 2022 elections.

PRIVILEGES AND PROCEDURES COMMITTEE

EXECUTIVE SUMMARY

1. This proposition is a direct response to the Commonwealth Parliamentary Association, Election Observation Mission to Jersey, Report and Recommendations which find –
 - an electoral system which remains overly complicated and cumbersome
 - constituency boundaries not drawn in line with international standards
 - areas of concern including the number of uncontested elections
 - disparity in the equality of the vote across districts and parishes
 - low voter turnout.
2. Consequently, as a signatory, Jersey should, as a matter of priority, strive to comply with both the Venice Commission’s ‘Code of Good Practice in Electoral Matters guidelines’ and more seriously, for Human Rights considerations, the International Covenant on Civil and Political Rights and International Covenant on Economic, Social and Cultural Rights.
3. These proposals endeavour to achieve –
 - each elector having the same number of votes
 - each vote holding the same value
 - constituencies of equal size in terms of population
 - a contest for each seat – so that every candidate faces an election; leading to greater voter participation.
4. These proposals have been revised in response to widespread consultation. An “Electoral Reform Explained” presentation was made by the PPC sub-committee in all Parish Halls. Independently moderated qualitative and quantitative surveying was commissioned with emphatic results –
 - 89% support for the PPC proposals from those attending the 6 focus group sessions
 - 74% support from those completing a survey, online, in hard copy or questioned in the street.
5. Boundaries are re-drawn to achieve 9 constituencies of equal population size within a Venice Commission allowable variance of 15%. Each district elects 5 representatives. Exceptions are made for 2 districts –
 - St. Saviour, because of its population size, returns 6 representatives
 - Grouville and St. Martin combined are overrepresented by 18%.
6. (a) The Connétables will cease to become voting Members of the States by virtue of holding that office because –
 - the significant population distribution disparity between single parish constituencies renders voter equality unachievable
 - in a modern democracy each Member should be directly and specifically elected to the parliament.
- (b) Connétables are permitted to stand for election to the States in addition to being Connétable if they so wish.

- (c) To keep them involved and with access to government all Connétables will retain *ex-officio* Membership of the States in a non-voting capacity and be able to participate to a degree of their individual choosing.
 - (d) To be clear –
 - In addition to being Constable each individual has the choice to stand for election to the States.
 - Those preferring not to stand or who are ultimately unsuccessful in that election still retain non-voting membership of the Assembly and the ability to speak in debates and participate in committee work.
7. The Island-wide electoral contest is abolished, yielding one category of States Member.
8. An independent Boundary Commission will be established.
9. This proposition allows for a referendum on the proposed reforms if adopted by the States.

REPORT

The history of electoral reform

Up until 1946 the States was made up of 12 Jurats, 12 Rectors, 12 Constables and 14 elected Deputies. A Committee of the Privy Council from Westminster introduced 12 Senators, created additional Deputies and removed Jurats and Rectors.

The issue of reform has been considered by successive Privileges and Procedures Committees (“PPC”) since the late 1990s, and at various points over the last 20 years since Sir Cecil Clothier’s Report (the “Clothier Report”) was published. There have been over 100 propositions seeking to reform the composition and election of the States Assembly. Considerable effort has been expended by past Assemblies debating for hours the numerous proposals, with only a handful achieving the necessary number of votes to make any concrete changes.

And what have those changes been?

- In 2009 the Assembly adopted the then Deputy J.A.N. Le Fondré’s proposition that there should be a general election at which all Members would be elected on a single election day.
- In 2010 it was agreed that elections should move to the spring, starting from 2018, and that the number of Senators should be reduced to 8.
- In 2013, the PPC of the day persuaded Members to vote for a referendum which was held on 24th April 2013, and which offered 3 options to the Public – Option A – 42 Deputies across 6 large districts (no Connétables or Senators); Option B – 42 States Members – 30 Deputies across 6 districts and 12 Connétables (no Senators); and Option C – no change. The Public voted for Option B, but the Assembly subsequently failed to adopt the proposition which would have brought this into effect.

A further referendum followed, in which PPC had intended to propose a move to a single type of elected Member, but the question, modified by an amendment, asked the Public whether the Connétables should remain in the States as an automatic right. 24,130 votes were cast. This was a third of the 62,565 people registered to vote (38.8% voter turnout). The outcome of this referendum was Yes: 15,069 (62.4%)/ No: 9,061 (37.6%). There then followed a lull, during which time the new PPC of the day ran workshops to engage Members to try and achieve a consensus view on reform, but even a consensus amongst the Committee proved impossible.

In 2016 the Assembly approved a proposition by Senator L.J. Farnham to retain the Connétables and Senators and reduce the total number of Deputies to 28, elected across 6 large districts. However, this was rejected when the implementation legislation was debated by the Assembly in 2017.

So why has so little been achieved, when there has clearly been a desire since 2000 to change the composition of the Assembly? Members have plainly found it difficult to compromise; to adjust their position, leading to the damaging perception, however unfair, of stalemate through self-interest.

The shadow of Clothier

Had the Assembly of the day in the early 2000s not done *precisely* what it was advised and implored not to do – cherry-picking from the Clothier recommendations – one thing is certain: subsequent Assemblies would have been saved from the countless hours of fruitless debate on electoral and constitutional reform which have done little to improve the standing of the States in the eyes of the Public we serve.

For so many people of this Island, the Clothier recommendations on the membership of the Assembly are so fundamentally right and appropriate, they will continue to hang like a cloud of conscience over our proceedings until implemented, regardless of votes in the Assembly or public referenda.

This proposition represents the closest thing to Clothier in the Venice Commission age. A simplified system: one category of States Member, that respects the parish boundaries, even if it can't retain single parish constituencies out of regard for today's international standards on voter equality and voter equity.

These proposals are informed by what has gone before, especially Clothier, but are a direct response to the report from the Commonwealth Parliamentary Association, Election Observers' Mission, invited to the Island *after approval from the Assembly* in January 2018.

The Venice Commission

Previous proposals have focused on the fact that Jersey's current system prevents our full compliance with the Venice Commission's Code of Conduct for Electoral matters. On 8th November 2001, the Council of Europe invited the Venice Commission to '*compile a list of the underlying principles of European electoral systems' and set out guidelines constituting 'the core of a code of good practice in electoral matters'*. Whilst the recommendations of the resulting 'Code of Good Practice in Electoral Matters' are not binding, they set out the key features that the international community recognises to be fundamental to elections. The Venice Commission concluded that the 5 principles underpinning Europe's democratic electoral heritage were universal, equal, free, secret and direct suffrage. Furthermore, elections must be held periodically.

Jersey complies with the Code of Good Practice in all areas except equal suffrage, which, according to the Venice Commission, entails –

- Equality in voting rights – each voter has in principle one vote; where the electoral system provides voters with more than one vote, each voter has the same number of votes.
- Equality in voting power – requires constituency boundaries to be drawn in such a way that seats are distributed equally among the constituencies, in accordance with a specific apportionment criterion, e.g. the number of residents in the constituency, the number of resident nationals (including minors), the number of registered electors.

Jersey's electoral system falls short of the Venice Commission's standards on both counts. Voters do not have the same number of votes across the Island, and the power of their votes is unequal.

One key feature of Jersey's existing electoral system is its blend of single-member and multi-member districts. Under the current system, a resident in the multi-member district of St. Helier No. 3/4 receives a maximum of 13 votes (4 Deputies, 8 Senators, 1 Connétable), whilst residents of single-member districts, i.e. Grouville, St. Brelade No. 1, St. John, St. Mary, St. Ouen, St. Peter, St. Saviour No. 3 and Trinity, receive a maximum of 10 votes (1 Deputy, 8 Senators, 1 Connétable), obviously dependent upon whether all categories are contested. For many Islanders this limited their voting power in 2018 to choosing just 8 Senators.

Jersey's electoral system provides uneven distribution of seats across districts. The Venice Commission recommended that, "except in really exceptional circumstances", the maximum admissible departure from the apportionment criterion should seldom exceed 10% and never be more than 15%.

The average deviation in the number of voters per seat in each of the 17 voting districts from the number of voters per seat in the Island as a whole is currently 28%. The highest deviation is in St. Mary, where the number of voters per seat is 59% below the Island-wide average. The greatest underrepresentation is in St. Clement, where the number of voters per seat is 44% above the Island-wide mean. In essence, the voters in the urban parishes are vastly under-represented compared to their rural neighbours.

This proposal achieves an average deviation of 6% from the apportionment criteria. Nearly all of the proposed districts would fall well within the 15% variable; St. Clement sits near that limit, but the Committee is confident that, given the new developments in that parish, even an addition of 500 to the population would lower the deviation level to well within 10%. Only the Eastern district of Grouville and St. Martin would exceed the 15% variation at -18%.

The Committee has wrestled with this, but believes that over-representation in this one instance can be justified, given the positive outcome achieved overall, and it should be noted that over-representation is far preferable to under-representation.

An Assembly of 46 Members

Contrary to popular myth, the Assembly is not over-populated. It's not the fault of the Public that they are unaware of the commitment and hours beyond sitting in the Chamber for debates, it's ours. PPC intends to do more to inform the Public of the work undertaken by States Members.

In the meantime, and with the current administration and operation, a reduction to 46 is as far as we're prepared to go without a risk to the level of duties performed at present.

At 46, the Executive can remain at 21 and still be comfortably in the minority.

The development of this proposal

The Election Observers' Mission ("EOM") was an important event for Jersey. It was independent in its composition, findings and conclusions, adhering to the Declaration of Principles for International Election Observation, signed at the United Nations in 2005. The EOM comprised 8 members led by the Hon. Philip Paulwell, CD MP, Jamaica; and was the first of its kind to occur in Jersey since the Assembly had voted to change the [Public Elections \(Jersey\) Law 2002](#) in January 2017 to permit observers. The

EOM assessed the electoral process in accordance with international standards and best practices for elections and domestic legislation. The Mission was present in the Island from 5th May until 18th May 2018, having conducted 2 scoping visits in 2017, and observed nomination meetings on 10th and 11th April 2018. The EOM met with numerous stakeholders prior to the election and observed procedures across the Island on election day itself. The EOM concluded –

“The 2018 Jersey election was well executed, competitive and enabled the electorate to cast their votes in secret and express their will in a transparent, peaceful and orderly manner. We commend the election officials who were professional in carrying out their functions meticulously and impartially. In particular the efforts by the States Greffe to educate and engage all the segments of the population in the electoral process. However, their work was hindered by an electoral system which remains overly complicated and cumbersome. Further areas of concern relate to the number of uncontested elections, the disparity in the equality of the vote across districts and parishes and the low voter turnout which arguably undermines the principle that the elections in Jersey are fully genuine. Improvements are needed to tackle the deficiencies in the regulatory framework, particularly in relation to campaign financing, political parties and the process for candidate nomination.”

The EOM made 18 recommendations within the report published after the Mission, underlining the importance of reforming the current electoral structure, in which there is a disparity in equal suffrage, especially between urban and rural voters.

The present PPC established a Sub-Committee to review the EOM Report, chaired by Deputy R. Labey of St. Helier, with Deputies S.M. Wickenden and C.S. Alves of St. Helier as members. It was clear that the reform of the existing electoral system needed to be its primary focus, and they considered a variety of ways in which the Island could be divided in order to achieve equality in voting power.

The Sub-Committee was conscious that previous attempts to identify a revised division of parishes which combine equality in voting rights with equality in voting power had proven impossible because of the retention of the Connétables’ role within the Assembly. Past efforts in which variances in the number of Deputies for each parish or the merging of parishes were proposed had proven unpalatable to the Assembly, and even [P.133/2016](#) had not provided both equity and equality.

The group acknowledged that the outcome of the Referendum in 2014 was considered by many to have ended the debate on the inclusion of the Connétables within the Assembly once and for all. **However, the recommendations of the Election Observers emphasized that the issue of equality in voting power remains a concern, and cannot be ignored if the Assembly is to be regarded as democratically elected.**

Jersey cannot pick and choose which legislation it is willing to comply with. Much store is made of the Island’s compliance with International Financial Regulations, but surely our compliance with Human Rights legislation should be of a higher concern?

The International Covenant on Civil and Political Rights (“ICCPR”) is an international Human Rights treaty adopted by the United Nations (“UN”) in 1966. It is one of the 2 treaties that give legal force to [the Universal Declaration of Human](#)

Rights (the other being the International Covenant on Economic, Social and Cultural Rights, “ICESCR”).

ICCPR commits the states signed up to it to protect and respect the civil and political rights of individuals. The UK ratified ICCPR in 1976.

In thoroughly re-assessing the numerous proposals which have gone before, the Sub-Committee used mathematical calculations as the sole basis for its deliberations, but could not achieve equality in voting power if the 12 Connétables remained full Members of the Assembly. It was impossible.

After much deliberation, the Sub-Committee reached the conclusion that Connétables should no longer be Members of the Assembly solely as a consequence of their role within the parish. However, it agreed that anyone wishing to stand for election could do so, both for the position of Connétable and also as a States Member, but the posts would be mutually exclusive.

Consultation: States Members

The Sub-Committee then began to discuss its reform proposals with Members in small groups, and also met with the Comité and the Council of Ministers in order to gauge opinion on its draft proposals, which at that point were –

- 9 electoral districts, based on an equivalent population, each electing the same number of Deputies (4 each); parish boundaries respected, except in the case of 2 St. Saviour vingtaines, which would be joined with the Eastern district for electoral purposes only
- Senators retained and numbers increased to 12
- Connétables no longer Members of the Assembly (but could stand as a Deputy or Senator if they wished)
- Establish a Commission to review role of the Connétables outside of the Assembly
- Establish a boundaries Commission to ensure Venice compliance maintained.

Initially the Sub-Committee considered retaining and increasing the number of Senators rather than recommending a single type of States Member. The Sub-Committee was mindful that Senators are elected on an Island-wide mandate, which automatically ensures that voters have equal votes and their votes are of equal power. However, during consultation with Members, it became clear that there was greater support for the model proposed by Clothier for there to be a single type of member. Members repeatedly questioned the rationale behind maintaining 2 categories of member and it was generally deemed preferable to move to just one type. The Sub-Committee, aware of how difficult it has been for any reform proposals to gain acceptance, decided to take on board the feedback provided by Members and adopt a pragmatic approach, putting forward a proposal which was most likely to gain support from more than half of the Assembly.

If this system is approved, there will of course need to be changes to the way in which the electoral process will function. The Committee has considered the practical implications of its proposals, but has not sought to address these at this juncture. This debate will be complicated enough without delving into the intricacies of operational processes, but these matters will be addressed when the necessary legislative changes are brought before the Assembly for debate. Amongst the elements which will be up for consideration will be: whether the existing ‘first past the post’ voting methodology would be better replaced with Single Transferable Votes in a multi-seat system; the redesign and refinement of the hustings process; and making changes to the way in which candidates are supported during the election process to enable them to canvass larger districts effectively.

The Committee recognises the importance of the role of Connétables in the fabric of Island life, and in no way wishes to see their status within the parishes diminished. Connétables could stand as a Member of the States in addition to their parochial role, if they so wished, but the 2 roles would be separate.

In a modern democracy, every member of the legislature should be directly and specifically elected to that body. Insofar as the electorate is concerned, the Committee believes that this change would actually provide a greater degree of choice. First, there would be elections for the office of Connétable, when candidates would be selected according to their suitability to serve as the head of a parish. Subsequently, there would be the elections for the office of Deputy, when candidates would be judged according to their suitability as Members of the States.

The Committee believes that this proposal will also give a greater degree of choice to a Connétable. In effect, a Connétable will have the freedom to decide whether to limit their public responsibilities exclusively to their parish, or whether also to take on the extra duties that are associated with being a States Member. It seems likely that widening the degree of choice in this manner will lead to an increase in the number of candidates for the office of Connétable, as it is possible that some have been deterred in the past from standing for election because of the prospect of having to take on both parish and States’ responsibilities.

Traditionally, Connétables have represented the particular interests of their parishioners on any topic coming before the States. The suggestion by the Clothier Panel that they should cease to be Members of the States by virtue of their office was one of the most controversial of its recommendations. In both 2014 and 2018, 11 out of the 12 Connétables were elected or re-elected unopposed, which is perhaps acceptable at parish level, but not appropriate with wider mandates.

Consultation: Roadshows, focus groups and surveys

In May and June 2019 the Sub-Committee launched a video which explained the EOM findings and the resulting proposition, [P.46/2019](#). It also embarked on a series of Parish “Electoral Reform Explained” presentations. The video was particularly well received by parishioners, even those predisposed to oppose the changes expressed gratitude for the effort taken to properly explain the rationale; some admitted to a change, or an openness to change, in their preconceptions. These events were often well attended, especially in the rural parishes where a clear message of concern to preserve the office of Constable was palpable and to which these revised proposals respond.

Gaining traction was the notion of entrusting to candidates for Constable a level of choice; how much they themselves may want to be involved with Island governance over and above parish duties. It was also questioned whether good candidates for Constable were deterred by the prospect of sitting in the States.

To that end, and in acknowledgement of the Parish Hall consultations, this proposition sees all Constables re-positioned as *ex-officio* non-voting Members of the States Assembly. This will keep the Connétables involved and with access to the heart of government whilst giving each one the choice on the level of involvement.

Eager to gain further feedback from a broad cross-section of the Island, we then engaged 4Insight to undertake independent qualitative and quantitative research, comprising 6 focus groups and a survey to explore Islanders' views on electoral reform.

During the focus group work, which was undertaken in October 2019, near-universal disapproval emerged of the uncontested election. Whilst all accepted that this was not the fault of the uncontested candidate, there was a consensus that changing the voting system to make it very unlikely that there would be a quarter of the Assembly elected unopposed in the future was imperative. The fact that 14 Members were returned unopposed in 2018, a not unusual pattern, contributed greatly to the CPA EOM verdict on our democratic process as 'not fully genuine'.

The individual Member is not at fault here: far from it, the system is at fault, and it must change before 2022.

Our proposal would likely remove the possibility of uncontested elections; each Member would be directly and specifically elected to the Assembly in multi-seat constituencies which traditionally provide a much more attractive prospect for new candidates. The democratic standing of the Assembly will be better served by having fully contested elections for all seats.

The role of States Members is not limited to parish or district interests, and the need to deal with all-Island and international issues is equally important; the view that States Members should be elected to deal with strategic issues not parochial ones was a recurrent theme of the consultation.

The ease with which consultees grasped the principle of parishes coming together to form electoral districts was encouraging, welcome and a little surprising until – as the Sub-Committee were directed to do by the EOM – one takes note of the 2013 Electoral Commission research and referendum result; 80% voted for a first-choice option, which included the creation of 6 equal-size constituencies.

The Committee has concluded that the appropriate way forward is to maintain our proposal on the division of the Island into 9 new electoral districts. The Committee decided to base its calculations principally on population figures, and not on the number of registered electors. Whether people are eligible or registered to vote, they are still represented by the elected Members of the States Assembly.

At many of the rural Parish roadshows, Islanders questioned why the system had not been based on voter turnout. They reasoned that urban Parishes were being 'rewarded' for their voter apathy and that rural districts, where interest in local politics was high, would see their 'power' reduced. This is actually the crux of the matter: at present the rural Parishes DO have more 'power' – they are over-represented as compared with

urban residents. This leads to a dispiriting sense amongst the electorate in larger populated districts that as their vote counts for less, so must they themselves. The fact that so many people at the roadshows were concerned about ‘losing’ their power speaks volumes about the disparity in our system which has gone on for too long.

Some roadshow audience members in the parish halls would speak honestly and openly in favour of maintaining that disparity! Keeping power unevenly distributed. That is their right, of course, but this discord is precisely where political leaders have a responsibility to bring harmony, the unfairness might not be by design, but maintaining the inequity is wrong. A couple of audience comments are worth repeating –

“The things which people are scared of will only happen if it is the will of the people. We are the ones who cast our votes and make our choices”.

“Trinity is special, but we need to stand up for what’s right and that’s equal votes for everyone.”

Using population estimates provided by the Statistics Unit, we have calculated the target apportionment figure to be 11,726 per district. For practical reasons, the new constituencies are based on existing parish and vingtaines boundaries, and we believe that this proposal provides equality in voting power across the Island and will be a vast improvement on the inequity of the current system.

Work undertaken to create 9 evenly-formed electoral districts, without an overbearing twin or triplet, found favour with the majority of those we surveyed. Again and again we heard a voting preference for the highest-calibre candidate over proximity of home address.

The St. Lawrence roadshow was not unique in hearing views expressed that the parish system would suffer by removing the *automatic* right of the Constable to a seat in the Assembly. St. Lawrence was, however, alone in having as guest speaker that evening, former Clothier Panel member, Mr. John Henwood, who reminded the gathering that exactly the same arguments were made repeatedly with regard to the removal of the 12 Jurats from the States in the run-up to the reforms of 1948. They were proved completely wrong.

Continuing to give Constables a ‘free pass’ into the elected national parliament is untenable and will lead to ever-growing dissent and dissatisfaction, which *does* represent a potential damage to the parish system, as people hold it responsible for the failure to do what is right. Follow that argument to its natural conclusion, and democracy in Jersey will continue to diverge from accepted democratic principles, whilst the Connétables remain untouchable.

The current voting system is confusing – not just to those who are new to the Island, but long-term residents also find it difficult to understand. 4Insight’s focus groups revealed that the majority of people were aware of the different types of Members, but found it confusing and did not understand how the system worked or what Members were responsible for. Most of the focus groups mentioned they found the current system overly-complicated. It was suggested that this confusion led to disengagement and disenfranchises those entitled to vote. Poor equity was also mentioned many times, and the focus groups highlighted that under- and over-representation was a concern. Some of the respondents had been unaware of the inequality within the system, and after learning about the current system they were appalled.

Parishes forming a new electoral district – like St. Ouen, St. Mary and St. Peter – will not ‘merge’ or ‘combine’ or cease to be independent parishes with their own character and identity and administration, but for the purposes of an election, once every 4 years, they will simply come together to vote. Whereas St. Ouen currently elects 2 representatives, they will be able to choose 5 people to represent their views in the Assembly. Having fewer votes to cast in a district of equal size (when compared to up to 13 votes in some districts for Senators, a Connétable and up to 4 Deputies), the assumption is that the voter loses power. Not so. The district vote is more concentrated and influential. The election is more meaningful too, as every elector will properly get to know every candidate. In single-seat constituencies, potential candidates are often deterred from challenging a sitting Constable or Deputy because it is perceived that they are harder to unseat, and in a close-knit parish community it is considered socially awkward to stand ‘against’ the existing post-holder. Uncontested elections in Multi-seat (3 and 4 seat) constituencies are incredibly rare. Being elected or re-elected unopposed to a national parliament without producing a manifesto or facing the electorate is atypical and not good for democracy.

The proposals would, if adopted, simply change the method of election of Members to the States. The parish system in the Island is about far more than the Connétables sitting in the States Chamber. The position of the Connétable in his or her parish rôle, Procureurs du Bien Public, parish and Ecclesiastical Assemblies, the honorary Police, Roads Inspectors and Committees, the rating system, refuse collections, the branchage and ‘Visites Royales’; as well as parish social groups, magazines, twinnings with other countries, and all other parish activities would be totally unchanged by the proposals, and it is expected that the Members elected in the new electoral districts would continue to be closely involved in local parish affairs in one or more of the parishes in their area.

We have attempted to match the districts more sensitively, whilst seeking to achieve ideally a 10% diversion from the Venice Commission apportionment criteria, and certainly no more than 15%. An ‘intact’ St. Saviour can only be Venice-compliant in terms of voting power if it gains an additional elected member. Although this means that one of the principles of the Code of Good Practice – that each voter should have the same number of votes – would not be possible, the Committee considers that it is better to achieve an equality in voting power, than to achieve no reform at all.

The establishment of a Boundaries Commission will ensure that the population figures can be monitored, and adjustments made in the future to maintain the equality of voting powers which this proposition currently achieves. It may well be that in future, the Boundaries Commission will wish to revisit the St. Saviour vingtaines issue and recommend changes accordingly, thereby achieving a system where there also exists equality in voting rights. The Committee believes that, for now, there should be evolution not revolution.

It is anticipated that the creation of a central People’s Directory will ensure that registration is automatic and will provide an accurate reflection of district populations. One of the other benefits of digitised electronic registers will be that it may be possible to enable voters to cast their vote at any polling station in future, making voting much more accessible.

The Senators

For the record, the current system regarding the election of the Senators largely meets International Standards – the same number of people voting for the same number of candidates.

The difficulty comes with the size of the ballot paper and the unsatisfactory process, including the hustings meetings. With such a large field of independent candidates, one is left asking if the electorate can reasonably be expected to get know the whole field, or is it simply voting for the names they recognise, giving sitting candidates the advantage.

Retaining the Senators in an early draft of our proposals was memorably described by one Member during a consultation as a ‘typical Jersey fudge’, before he promptly left the room!

The focus groups spent much time discussing each category of Member – the current system of 3 left an overwhelming majority of consultees bewildered and some quite exasperated – demanding a streamlined simplification!

Such a move is inevitable, we don’t see the need to delay any further. With the 9 new districts of 11,000+ we can create more meaningful elections where voters can really get to know the entire field of candidates before making an informed choice; where those previously disinclined to vote are persuaded to participate by a straightforward, easy-to-understand district election. It’s not about the size or breadth of an all-Island constituency, but the level of engagement and understanding in near-equal sample sizes.

The single General Election Day has compromised the office of Senator, experienced sitting Deputies no longer have a ‘free go’ at stepping-up; which is a major disincentive.

Standing for Senator has become increasingly popular with first-time candidates, who might be better suited to enter politics and gain a profile via a more local election, but are disincentivised by what they perceive as too great a challenge. Many would argue that this has rendered the election process for Senator, hustings included, as somewhat farcical.

This proposal maintains the Island’s traditional parochial boundaries and respects the importance of those historical borders. If this proposal is not accepted, and if we are to be Human Rights-compliant and follow the recommendations made by the Election Observers, then the Privileges and Procedures Committee will have to examine other ways of ensuring that our electoral system meets these standards. This could mean that a Royal Commission is established by the Government. It is sensible to assume that such a Commission will arrive at a similar solution to that proposed by this Committee, but possibly without such sensitivity to historical and parochial borders. In effect, this could result in electoral districts defined by postcode.

Referendum – the perennial question

The Committee have given much consideration as to whether this matter should be the subject of a referendum. The Sub-Committee met with the Chairman of the Referendum Commission and discussed the process and the principles which should underpin any referendum –

- Is it a suitable subject for a referendum? Is it a major constitutional issue?
- Is a referendum the best way of involving the Public – are there other ways to consult?
- Is there sufficient public interest to ensure a high level of turnout?
- Has the topic been subject to considerable public debate and deliberation?
- Has it been carefully considered by bodies such as parliamentary committees?
- Have there been opportunities for civil society/interest groups to comment on proposals?
- Have citizens been engaged in the development of the proposals?
- Are the alternatives and full implications clear?
- If there are more than 2 options for change, is a binary options referendum suitable?
- Can the implementation/legislative changes be detailed in advance?
- Will it be clear what the outcome to be enacted will be, or is there a risk of uncertainty and conflict with the public vote?

The Commission believes that if the answer to ANY of the above questions is no, then a referendum should not be held at this point. In essence, a referendum must be appropriate, fair, informed, have a credible turnout and a decisive outcome in order to be effective. Having assessed the proposal against the 10 main principles, the Committee has some reservations about embarking upon a referendum, but recognizes that this is an important issue which could radically alter the election landscape in Jersey, and it is only right and proper that the Public's opinion is heard. Although we have undertaken focus group work and a survey, and are confident that the Public are very supportive of these proposals and indeed the need for change, we know from countless past debates that the issue of holding a referendum will be raised. Members need to be aware of the implications of putting this matter to a referendum; not just in terms of timing and cost, but also the impact upon the Public. Whilst we cannot make a referendum binding, if Members are going to vote for one to be held, they MUST commit to respect the outcome and implement the changes if they are called for by the electorate. Afterall, it is the electorate who we serve.

In terms of process, if a referendum is approved in principle, it is then referred to the Referendum Commission to consider the referendum question. It is likely that the Commission would need at least 3 months to consider a suitable question, test it in focus groups and make a recommendation to the Privileges and Procedures Committee, which could then be published in a Report to the States. That takes us to the end of April 2020 at the earliest.

Even if the Committee could then lodge a Referendum Act in May, the earliest it could be debated is June, and a referendum could only take place at least 3 months later, which is mid-September. If any amendments change the question, the further views of the Commission would need to be sought, which would further extend this timeframe.

During that minimum 3-month period, the Commission would need to recruit and appoint lead campaign groups and ensure the dissemination of suitable public information. As this would be the first Referendum since the Referendum (Jersey) Law 2017 was introduced, it is not certain how long it would take to advertise, select and appoint lead campaign groups. Following this estimated timeline, the earliest date for the referendum would probably be October – November 2020. The Assembly would therefore need to debate and adopt the necessary legislative changes in early 2021 to ensure that no major changes to the election process are made in the 12 months before the next General Election in May 2022.

Conclusion

74% of those surveyed with a questionnaire – either by being approached in the street or by filling out the survey online – were in favour of these proposals in their entirety.

89% of those attending the 6 focus groups were in favour of these proposals in their entirety. Focus groups represent ‘qualitative’ research, which provides greater depth and detail and emotional accuracy.

Resounding figures by anyone’s reckoning. It’s time to respond and act.

This Assembly has spent 20 years chasing its tail and refusing to make a definitive decision on this matter. The Public have placed their faith in us to make tough choices on their behalf – we should not hide behind a referendum to avoid making this decision.

It has been argued that this proposal ‘rewards’ the urban parishes with additional representatives, when their residents do not always engage with the political system as actively as those in the rural parishes. It is very true that voter turnout in parishes like St. Mary and St. John are a lot higher than in St. Helier, for example. It should not be discounted that urban parishes with larger populations will undoubtedly include larger numbers of ineligible voters, not to mention children under the legal voting age.

It is therefore unfair to draw direct turnout comparisons with, say, St. John, where only 8.5% of the population (259 people) are not on the electoral role (73% of the population are registered; 18.5% are children); and St. Helier (where 48% of the population are registered, 13% (4,740) are children, and 39% (14,063 people) are not registered); because it is very likely that a large proportion of those not registered are actually ineligible, having not lived in the Island for a sufficient period.

Many factors affect a voter's decision to cast his or her vote on election day. Those concerned about low rates of voter participation are often eager for easy explanations for why people do not vote, but voter behaviour is highly complex. Some political analysts attribute low voter turnout to public apathy, but the decision of non-voting is often a rational one – some do not vote because their interests are not being taken up by any of the candidates, and others do not vote because of the belief that their vote has a negligible contribution to electoral outcomes. The decision not to vote can also serve as a statement of any citizen disgruntled with the electoral system in particular, and with government in general.

ComRes interviewed 1,006 adults aged 16+ living in Jersey via telephone calls between 22nd August and 20th September 2018 to find out why turnout for Jersey's 2018 General Election was so low. The survey revealed a significant difference in political engagement between different age-groups. Of those who did not vote, nearly one quarter said it was because they could not get to a polling station (23%), whilst 6% said it was because they did not trust the political system in Jersey.

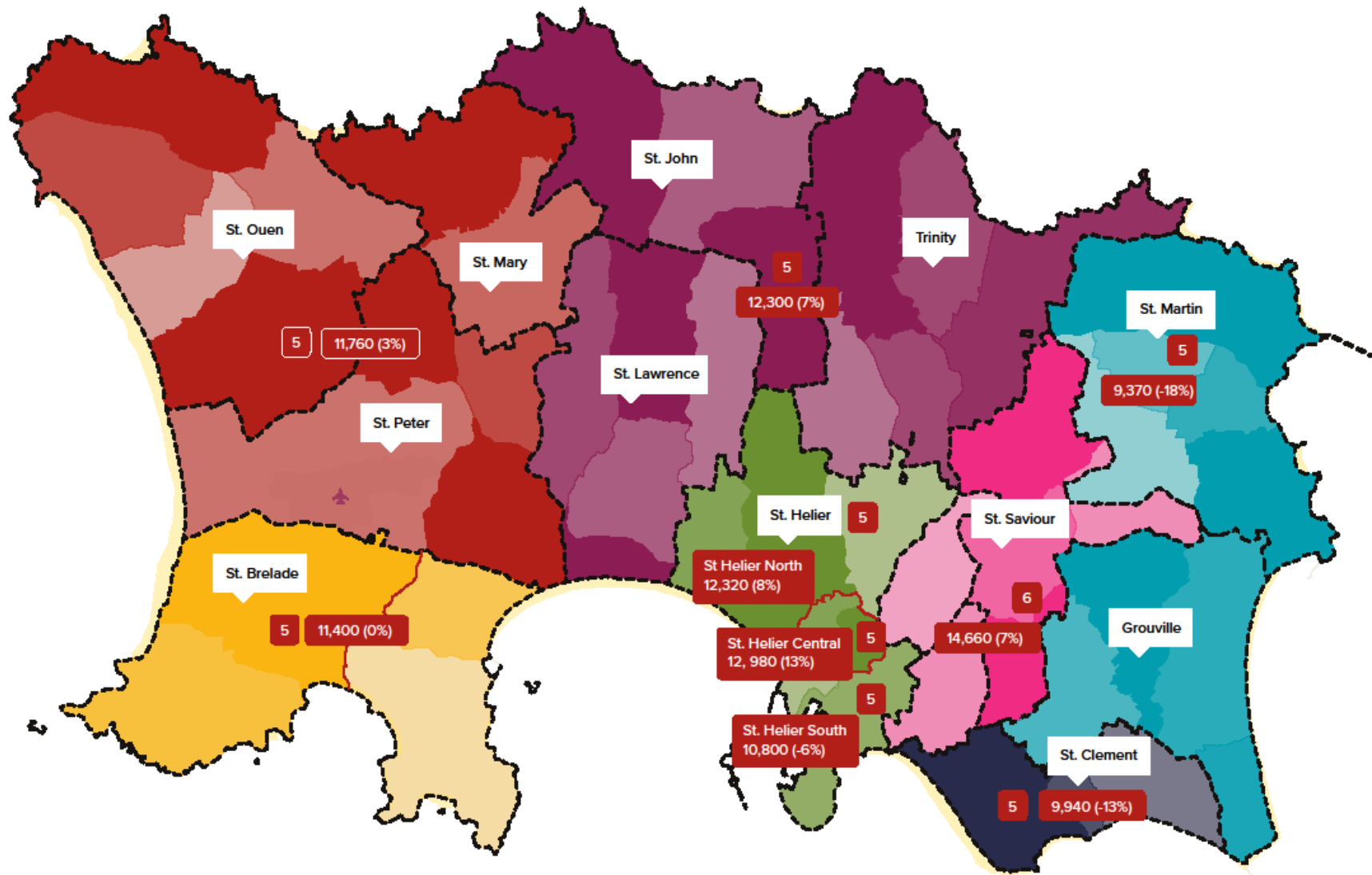
The present electoral system is manifestly unfair. The mandates of the Deputies differ hugely; the mandates of the Connétables even more so. Furthermore, these variations in mandate ensure that country-dwellers are systematically over-represented, while those who live in the bigger and more populated parishes are under-represented.

We invited the Election Observers' Mission to Jersey to give us clear guidance on where our system fails to meet international standards. They have provided us with their recommendations, and it is now up to us to implement meaningful changes to our electoral system to ensure that future elections are fully genuine, and that voter participation levels increase.

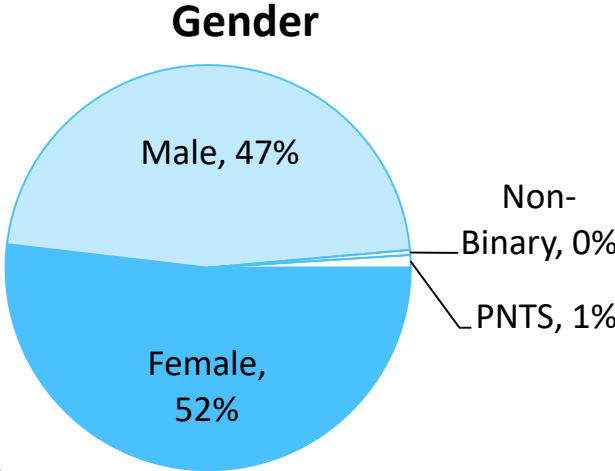
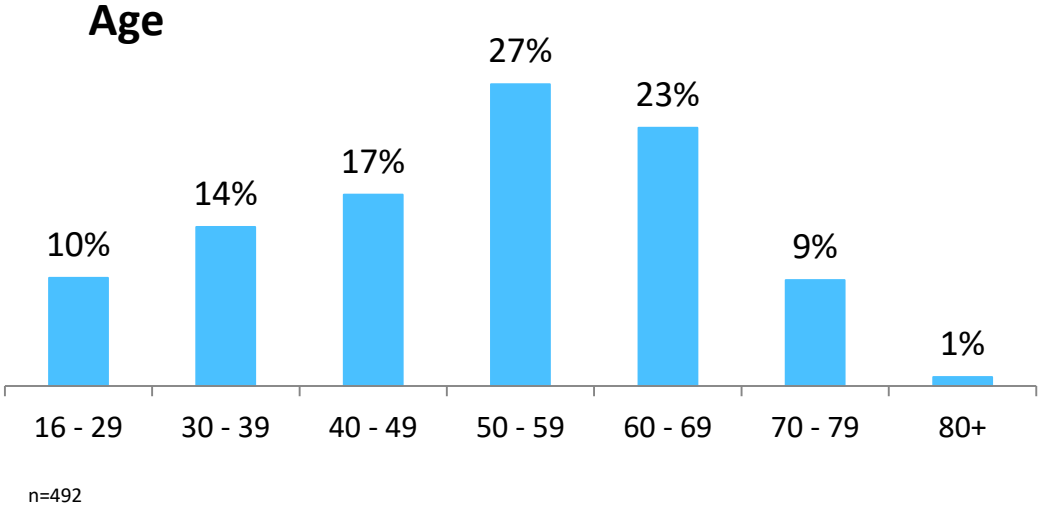
Financial and manpower implications

The cost of establishing a Boundary Commission is estimated to be comparable to that of the Referendum Commission, which has an annual budget of £10,000 to meet training and expenses, although this sum could be higher if members are based outside the Island and the cost of travel/accommodation for meetings is added.

If a Referendum is held, it is anticipated that a conservative estimate of the cost would be £80,000 – £100,000 to cover promotional elements, polling stations, advance polling and staff.



Survey Demographics: Age & Gender

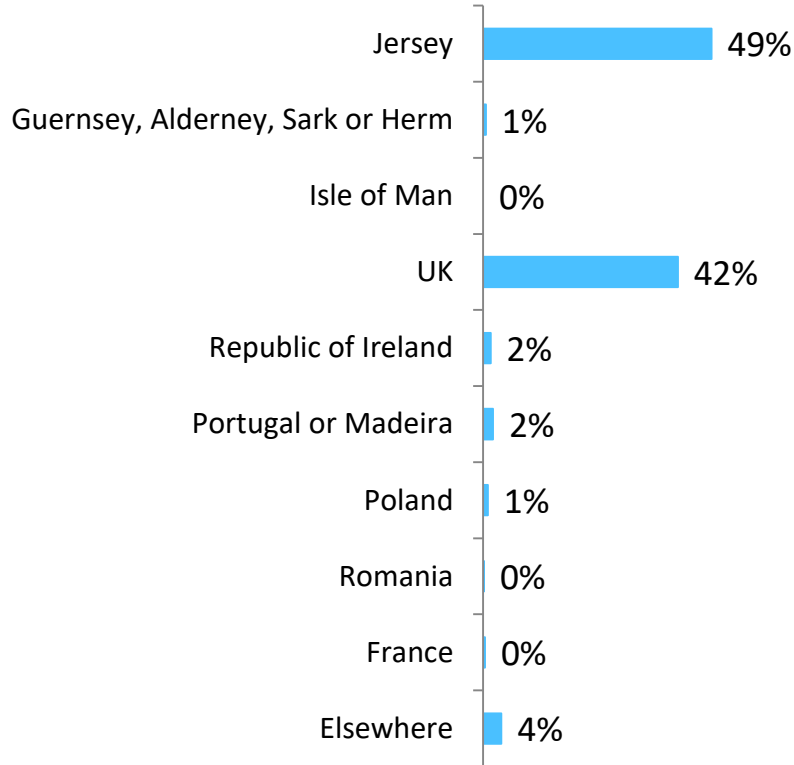


Note:

- rounding has been used to the nearest number
- due to the nature of the survey respondents were not forced to answer all questions

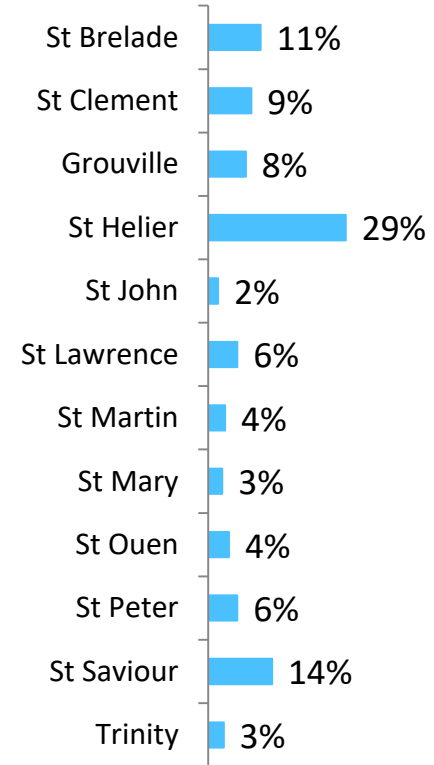
Survey Demographics: Place of Birth & Parish

Q. Where were you born?



n=487

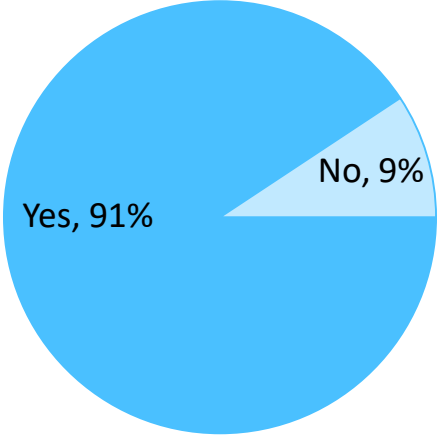
Q. Which Parish do you live in?



n=338

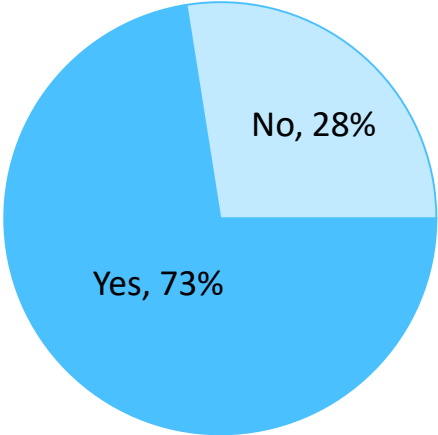
Survey Demographics: Voting habits

Q Are you registered to vote?



n=518

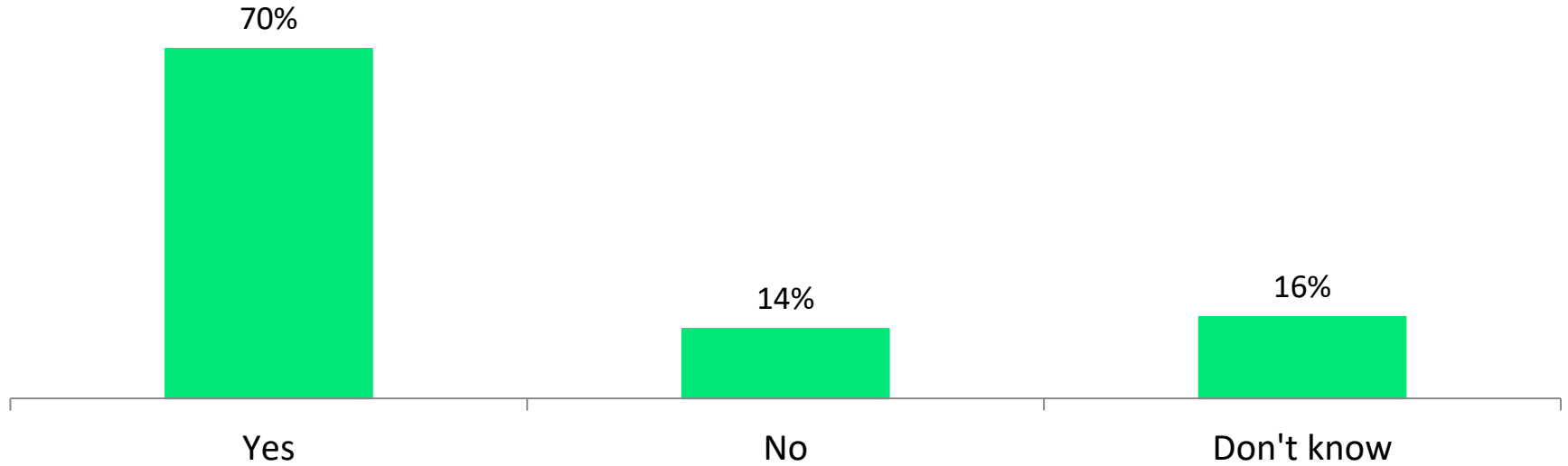
Q Did you vote in the 2018 election?



n=524

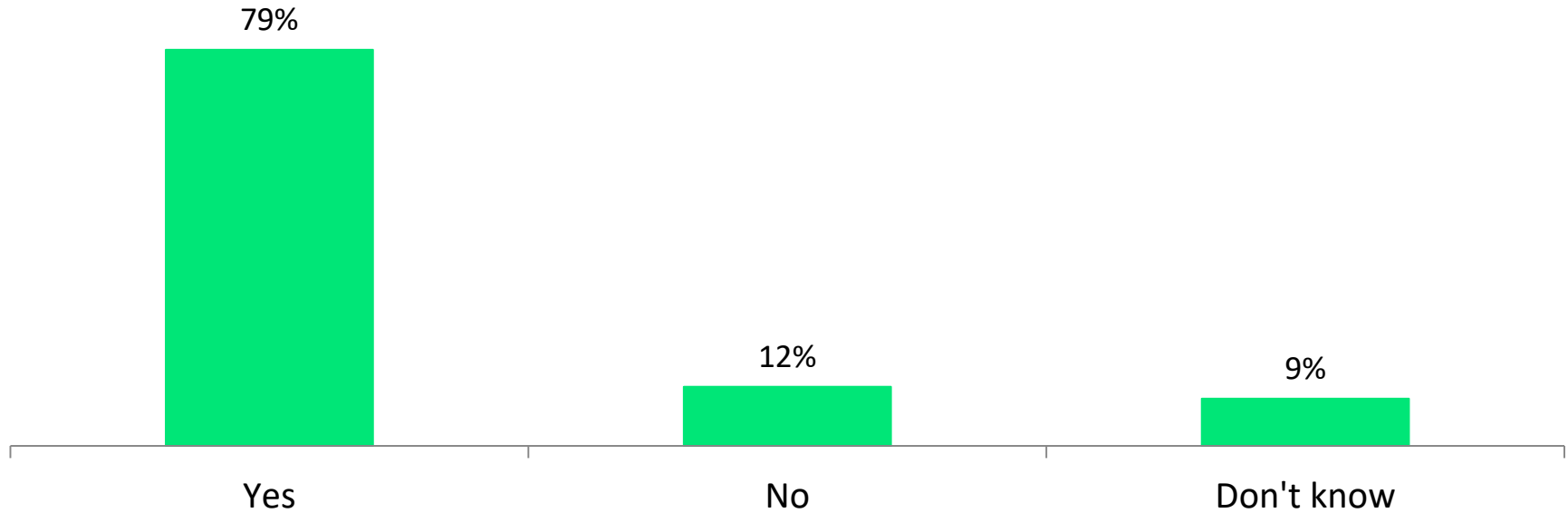
70% believe our system should change

Q Do you believe our system should change?



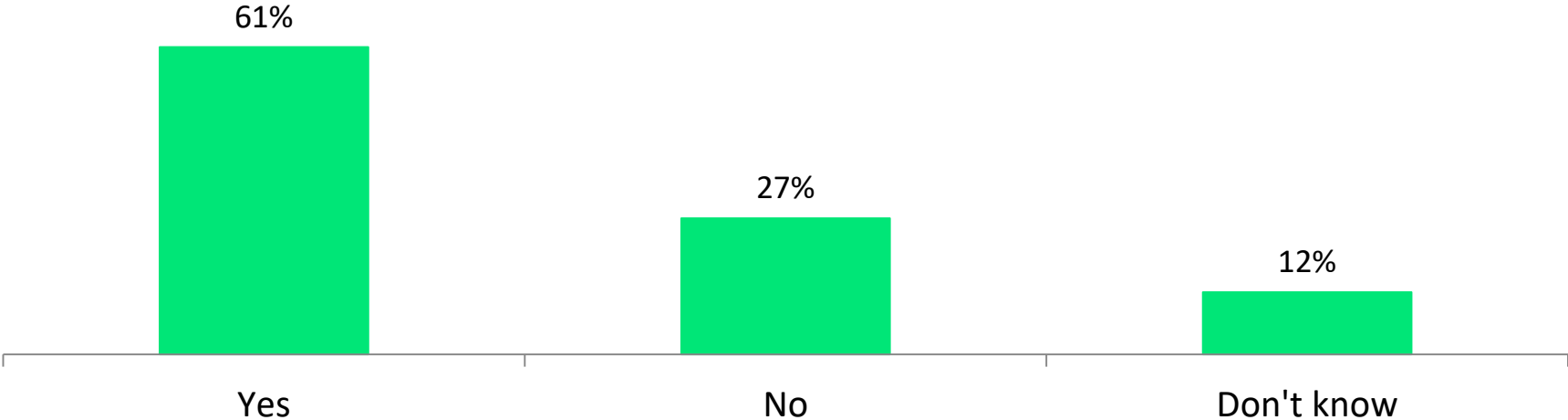
79% think electoral reform should prioritise giving each elector a vote of equal value

Q Do you think that any electoral reform should prioritise giving each elector a vote of equal value?



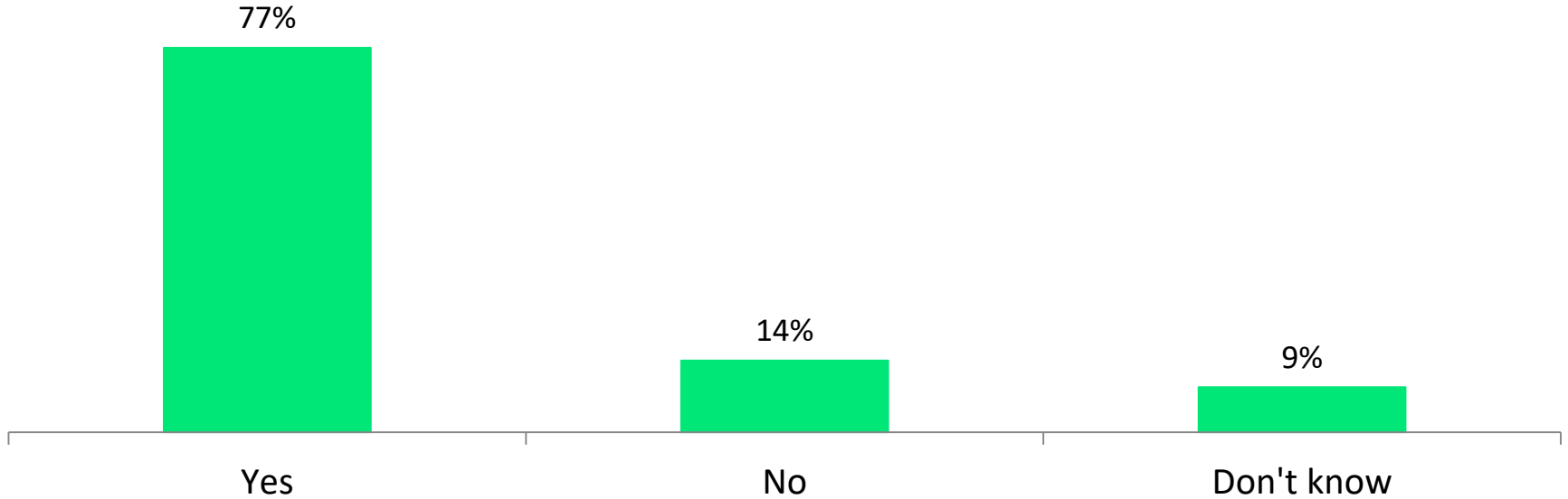
61% believed there should be just one type of States Assembly member

Q Do you think we should have just one type of States Assembly member?



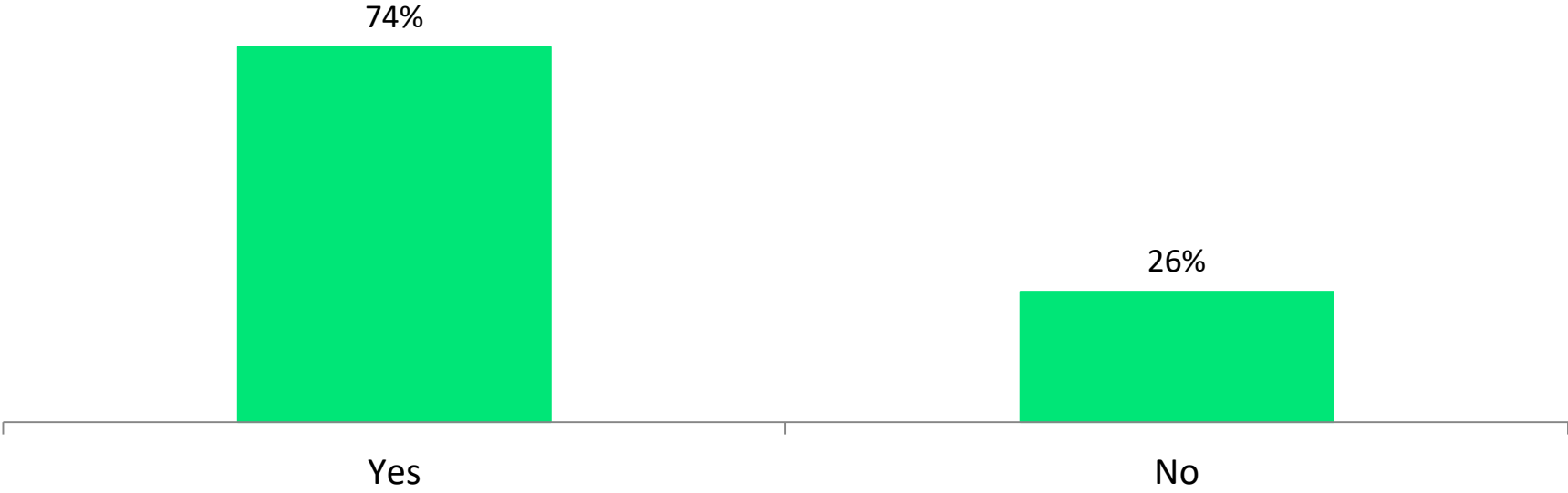
77% felt changes should strive to eliminate politicians being elected unopposed

Q Is it important that any changes should strive to eliminate politicians being elected unopposed without facing a contest?



74% were overall in favour of the PPC proposition

Q Overall are you in favour of this PPC proposition?

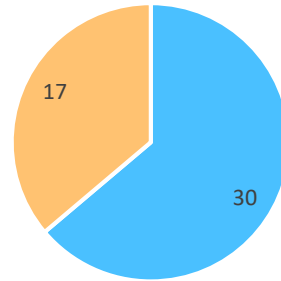
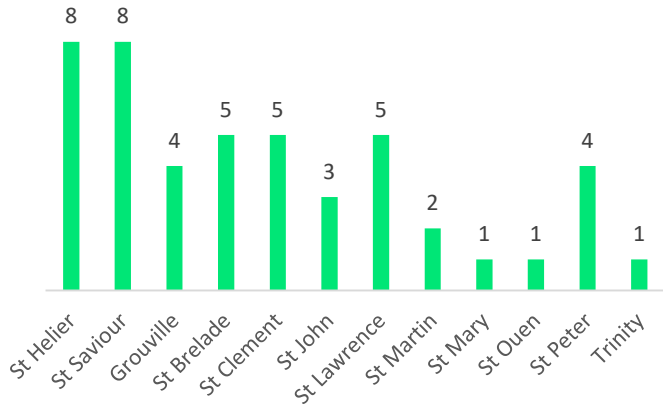


Younger respondents were more likely to agree, 87% under 40 versus 69% over 60

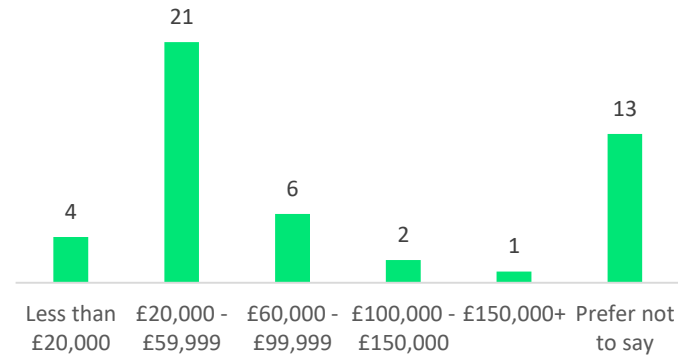
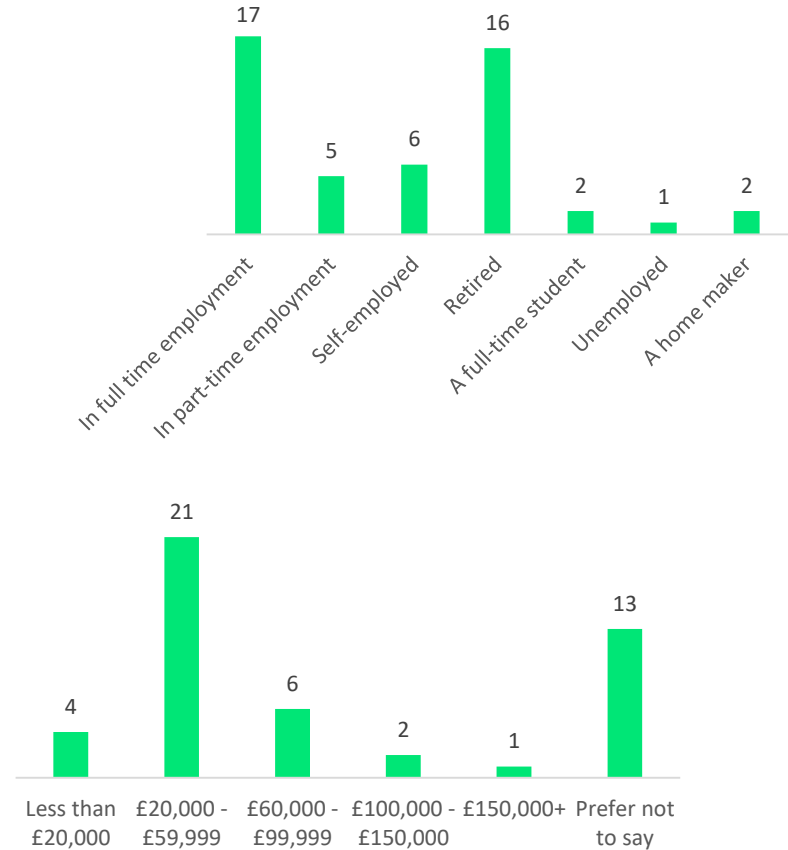
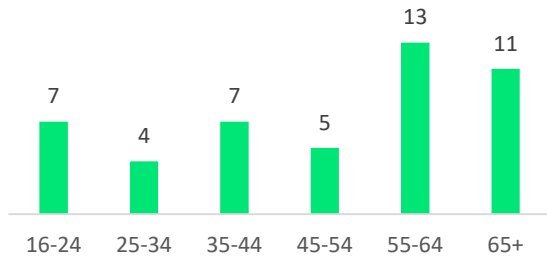
Survey Conclusions

- 45% feel dissatisfied with current composition of States Assembly, 23% satisfied
- 70% believe our system should change
- 79% think that electoral reform should prioritise giving each elector a vote of equal value
- 61% believed there should be just one type of States Assembly member
- 77% felt changes should strive to eliminate politicians being elected unopposed
- **74% were overall in favour of the PPC proposition with younger respondents more likely to be in favour, 87% of those under 40 years old, (versus 69% over 60)**
- 46% feel the public should be given a referendum on the proposals, 28% stated they should be implemented without delay

Demographics: Gender, Age and Annual Household Income, Parish, Employment Status



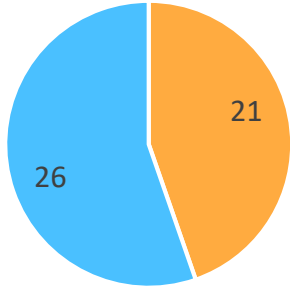
Male Female



n=47

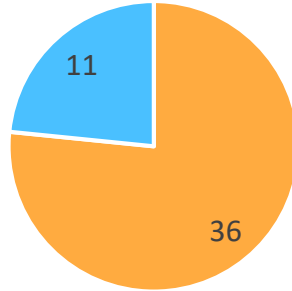
Demographics: Voting behaviour & Political engagement

Q. Born in Jersey?



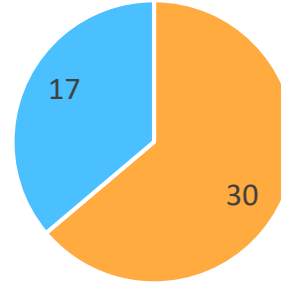
Yes No

Q. Registered to vote?
(currently)



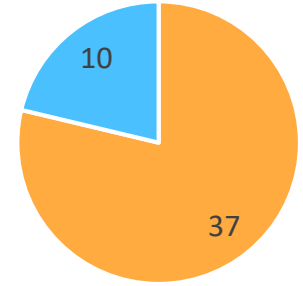
Yes No

Q. Voted in 2018 election?



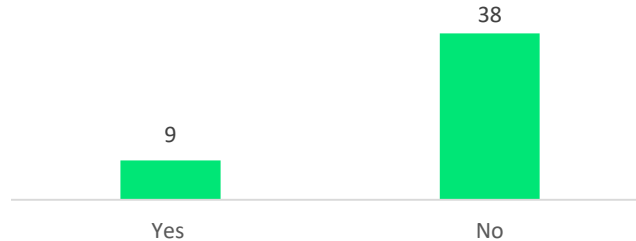
Yes No

Q. Voted in Jersey?



Yes No

Q. Attended a parish hall meeting?



Varied first word associations to “Jersey States Assembly”

X3 Inefficient & Government



X2 States, Elected, Long winded, Complicated, Out of touch, Politicians, Senators, Failing, Chaos

Overall majority aware of the different types of members in the States Assembly

Majority were aware of names however roles were deemed confusing and many were unable to answer what they were responsible for

Those aware of the roles said:

- **Chief Minister** – most aware that the Chief Minister chooses his “Cabinet of Ministers”. A few mentioned they are who the Chief Minister has picked up along the way
- **Ministers** – most aware of Ministers, knew they had a department that they headed up, with Civil Servants under their wing
- **Senators** – majority aware that Senators were Island-wide, some thought there were 12, some aware there are 8
- **Deputies** – majority knew they were parish based, not all were aware of how many deputies there are
- **Constables** – most knew that there is 1 Constable per parish
- Awareness that some members that did not have any responsibilities
- Scrutiny Panels – majority had heard of Scrutiny, most were able to define their role as challenging other politicians

“Ministers have civil servants heading up a department, they haven’t got in depth experience in that field”

“I think we understood the States when it worked under a committee system someone in charge of each department, whereas now we have this committee of gods who have got unlimited power and not a lot of knowledge.”

“It’s all a bit of a mish mash...everybody that went to church with the Chief Minister’s granny.”

“Ministers aren’t hands on, they just set policy.”

Overall opinion of the States Assembly system

- Most groups mentioned the current system was confusing and overcomplicated due to the different layers and there being too many politicians. This confusion was mentioned as being a reason for the perceived low turnout overall, especially younger voters
- Poor equity was mentioned many times, under-representation/over-representation of constituencies, uncontested politicians were all perceived as unfair e.g. unelected Constables running a Ministry
- The States Assembly was deemed as still being “an old boys club” with personalities not wanting to lose power
- Several felt it was unfair that some Senators had no responsibilities
- Many alluded to there being a lot of tradition within the States Assembly, however improving fairness overruled keeping this factor for majority

“We find it difficult to get our head around it and we are interested!”

“Look at that picture! Delusions of grandeur. An island of 100,000 people, 9 by 5 who are all those people, all these different roles? The Clothier report said this is ridiculous, you need one type of politician here for such a small place.”

Overall opinion of the uncontested

Uncontested Constables deemed overall **unfair**

“Never challenge a Constable.”

“That can not be fair, doesn't stack up, ridiculous”

“It's overcomplicated, shouldn't have that number unopposed, shouldn't even be a thing, shouldn't be able to just get in because no ones else is willing to put their hand up.”

“It's not the fault of the candidate, it doesn't make them less valid, no one chooses to, it's democracy.”

“Need someone for the role but shouldn't get in because they fall in.”

“A Constable should be elected for parish favours, then a talented Constable should have opportunity to go into the States.”

“They got voted in for turning up.”

Importance of each voter having the same number of votes

Each voter having the same number of votes

- Many felt that being under-represented was a big problem in the system
- All groups mentioned an example of a big issue with St Helier to St Mary as having unequal representation
 - Some did not know this, after having been showed the “current system” video, they were appalled
 - One respondent suggested dividing the districts into cultures such as age, gender etc, rather than parish/area, due to some areas being wealthier than others

Importance of equality

- It was mentioned by all groups that the current system had very low equity
- Having bigger districts with fewer (and equal) numbers of politicians, was a huge attraction to the respondents; they felt that this would increase the amount of people running, leading to a stronger diversity and true representation of the population of Jersey
- Most felt that improving the overall equality of the system and its voters would increase voter turnout, however some felt that this would not make a difference

“Better to have a larger representation, not quotas, best person for job, then you would get a better mix.”

“Everybody’s vote is important, don’t matter if work in corner shop, everyone counts, this will make it a bit more equal”

"It's over-complicated!"

"It's not representative."

**40/47, 85%
said the system
should change**

"It's appalling."

"I'm shocked! I didn't know I was under-represented, but I don't want any more! There's too many!"

Initial reaction to PPC proposal video

- Overall, the initial reaction to the proposal video was positive. It was deemed as much clearer and presentable. The proposition was explained as being overall much fairer and balanced in terms of constituencies and voter equity
- Many said it was not perfect but it was definitely a stepping stone in the right direction
- Some did not understand whether the overall number of politicians was increasing or decreasing or had questions about the Constables responsibilities
- The idea of having one type of politician was positive, however a few preferred keeping Senators for their island-wide responsibility

Perceived pros & cons of new system



- Majority said the new system was much better, fairer and understandable
- Majority deemed it as being more equitable, having every vote the same
- Brilliant idea – more representatives to choose from
- Many said it's simplified, not being too different so that it would be easily understood by all interests and ages etc
- Many mentioned that if this was passed through the Assembly, that it should be advertised and communicated to all channels

"It's the most positive thing I've seen that I think could work, it's a great idea, well presented, it's got rationale behind it, I think it would work."

"It's much fairer, and equitable, it'll encourage more people to vote."

- Some didn't understand the balance of the numbers, deeming it to be "one step too far". Some also wondered what the optimum number would be for representatives in Jersey
- Many mentioned however improved, the number of politicians overall was still far too many
- There was a strong element of the respondents not having faith in the Assembly to get it passed
- Some may think of it as being too "radical" especially for those who are used to the tradition of the Assembly
- A couple had reservations about taking away the Senators, due to taking away a role who has an island-wise responsibility

"The constituencies aren't equal. Its still quite complicated. They can't get passed this, because they see it as their position being taken away from them."

"I don't think a lot of older Jersey people would like that because of the parishes."

Views on Constable proposed changes

New proposed Constable role deemed overall much fairer

- Many felt that their idea of a Constable is someone who looks after the parish and holds the parish responsibilities, rather than specifically a politician, therefore this proposition seemed fair to them
 - However, many felt that this proposition will not be voted for due to the tradition of having Constables
- A few mentioned that older generation islanders may struggle with this idea if they are people who are very involved in the parish
- There was a mix of opinion on whether this specific part of the proposition would increase voter turnout

“More Constables would run if only in parish duties.”

“Constables should be elected for parish favours.”

Mixed views on whether a new system on its own will help with voter turnout

However, it was perceived to make a difference if partnered with:

- **Digital voting**, not just for younger participation but also those who are disabled or do not drive
 - A digital system so that you can **vote in any polling station**, as well as a registration form automatically emailed to islanders once they have lived here 2 years
- **Easier accessible locations** such as the bus station, Co-op, schools, library/ mobile library, Post Office
- **Advertising** the new system, **more information** easily accessible to everyone to help with confusion
 - Teaching younger students much earlier on about the system
 - **Streamlining** online more e.g. vlogs, hustings
 - Running the election for a couple of weeks instead of one day
- An event specifically for those who do not understand Jersey's election system

"Being elected unopposed it's the biggest thing that puts people off voting!"

"I don't think we don't go and vote because there's unelected people? They just don't go because it's all crap and no one's good. No one does that!"

"My grandson, he's 16, he knows nothing, no one's told him, no schools. If they want that generation to come up, they need to get up there and be involved."

"I think everyone's confused, too many involved, promote it better!"

"Different communication channels. A youngster won't go and sit in a parish hall, I'm not sure an older person would either!"

42/47, 89%
were in favour of this
PPC proposition

Would this new proposed system affect your likelihood to vote next time?

26/47

**Yes, more likely to
vote next time**

20/47

**Makes no difference
(18/20 vote anyway)**

1/47

**No, less likely to vote
next time**

This PPC proposal would be so much better if...

The most often response was to explain the logic behind the system, compared with the current, and make it much easier to understand

Many said the PPC proposition was a great idea

Some said to implement it now, rather than later

Some also said online voting would improve the system and voter turnout

This proposal would be so much better if...

Group 1

This idea would be ok if this system is implemented sooner as this appears make equal. Candidates to make the funding. Online voting. Flexible voting places.

Simplify more information, what that person will do for my future

Honest, transparent, accountable

If less total representatives. Politics as a whole needs to actually address the immediate problems and make progress.

Good, start Clothier now though! Less members and pay them more to attract better candidates. Online voting!

Yes better to simplify. Listen to public opinion. Online voting.

This proposal would be so much better if...

Group 2

Explain the logic and fairness of the proposed electoral system and the unfairness of unelected politicians. DO NOT emphasise we are simply complying internationally

Needs to happen, reform is necessary

Very informative and explanatory for election reform

Start the young children at school

Reform is overdue. it will not solve the current imbalance but will go some way towards a better representation in the 'States'

Fairer, easier to understand

Take any proposal to referendum

Simplify the structure of elected individuals. Make voting easier to understand - just the mechanics. Mailshot households with bullet point strategy

This proposal would be so much better if...

Group 3

This I think would work, but would take a lot of explaining.

Our government needs to be reformed, and this is a good option so please vote for it

Love the proposition
- vote for it!

Leave well alone

I agree with the proposition but I think you will struggle to get it through

Proposition - needed but has it gone too far - too soon to be voted in. No island wide mandate

This seems a good idea, I need some more information, not sure

New idea great, Senators - out, Constables - in with or without vote

This proposal would be so much better if...

Group 4

Support the boundary change to help prevent one candidate non elections and make every vote equal
Please make every effort to publicise the change good luck with the Constables

1. Reaching out/ attracting more people
2. Easier system to understand

Make it happen . It's so undemocratic at present. 5 members per 11000 voters makes sense

Could we change the titles of the elected politician from Deputy to MSJ - Member of the States of Jersey

Engagement - keep it simple!

Equal representation is good. Can we make it simple, can we go further.

Think the most important factor is people should be proportionally represented. A great idea

Voter representation
Remove Constables from the States
Easier to vote = internet, voti

This proposal would be so much better if...

Group 5

Good idea to have just one States member i.e. they are all the same no Senators, Deputies, Constables
Educate at school level upwards politics/ how the States work
Reduce total numbers of politicians - i.e. make demographic area bigger
Make voting easier - electronic/ digital so can vote anywhere maybe an app for the phone

Its a very complicated problem and it is a good first step. I don't know enough about its details to suggest any sensible changes. Removing Constables is a very emotional problem, I agree they should go but it could be a problem to get this proposition past the States

It would be good to make it clear what long term benefit having this reform/ new proposal would make to the running of the Island. The proposal makes it clear that the voting system would be more even between parishes but not how this can improve the decision making process overall.

Make sure the public are well educated about the proposition allow the public to make the decision, don't rely on States Assembly. Educate kids in schools and win their hearts with positive promises and make sure you deliver.

Good idea I think the public should be allowed to vote on whether they agree and result made law

This proposal would be so much better if...

Group 5

Equality in voting will not bring greater numbers to the polls - the problems around the Assembly are mostly due to the lack of ability of the members - many islanders are put off entering the States because of remuneration and time wasted on unimportant matters. There are too many politicians

Good - put it forward to voters to agree on (fixed percentage in favour either way) binding referendum
Halfway - still need to reduce number of States members as far too many for island and population of our size

Carry on - keep it all simple. If you make voting compulsory by making the ? as accessible as possible i.e. pre voting

This proposal would be so much better if...

Group 6

Go for it, ensure communication is clear to all islanders

Push through simple category States members!
More education and public information

I think this proposition would be very helpful in the Jersey electoral process since it would bring about more diversity, competition and even out the power of the votes held by the various elected parties. This would however require a lot of public briefing/ satisfaction for it to work. The video we watched for instance was very informative/ helpful

I think it's a good start. It makes the election more clear. It will help people to get interested and see more votes

This proposal would be so much better if...

Group 6

Propose flexible pop. boarders? Perhaps gain public support and educate the population on how reform will change the system. It is important to maintain the sovereignty of the parishes whilst improving the representation of the population

Keep pushing it, people are scared of change but change = difference
Work on voter turnout
Both go hand in hand (voter turnout + new proposition)

Really good idea - focus on international standards and equality with each voter. Will be a difficult sell and can't see how it would pass in the States Assembly without a referendum

Go back to the drawing board, new system must be substantially simplified or improved before even being proposed

Consider what reform you want to propose, radical? Or PPC plan?
Consider referendum on what type of electoral reform. But overall agree with PPC proposal

Conclusions

- Majority of respondents were aware of the specific types of States Members in the States Assembly, however many were confused as to what their specific responsibilities were
- Overall opinion of the current system was:
 - It's confusing, overcomplicated
 - There are too many politicians
 - Some parishes are under-represented
 - The system is unfair and inequitable
- 85% of respondents stated that the system should change, and 89% in favour of this PPC proposition
- Overall reaction to the proposal was very positive:
 - Perceived much clearer, simplified
 - Perceived fairer, equitable
 - Perceived to better address the constituencies/districts than previous options
 - Perceived to address the non contested seats problem
- Voter equity was very important to most
- Mixed views on whether the proposed new system alone could change voter turnout, however partnered with online voting, flexible voting locations, (including schools), more education in secondary schools etc will ultimately help to increase the turnout and help recruit more quality candidates
- There were some calls for a binding referendum, as many felt that the current States would not pass this election reform proposition

9 Electoral Boundaries - Total Population					
Constituency	Population	Total Pop	Reps	Pop per Rep	Variance
St Brelade	11,540	11,540	5	2,308	-1%
St Peter	5,450	11,890	5	2,378	2%
St Ouen	4,450				
St Mary	1,990				
St John	3,180	12,460	5	2,492	7%
St Lawrence	5,850				
Trinity	3,430				
St Clement	10,060	10,060	5	2,012	-13%
Grouville	5,320	9,490	5	1,898	-18%
St Martin	4,170				
St Helier North (Le Bas de la Ville & Le Haut de la Ville)	10,920	10,920	5	2,184	-6%
St Helier Central (Le Bas du Mont au Pretre & Le Rouge Bouillon)	13,140	13,140	5	2,628	13%
St Helier South (Le Haut du Mont au Pretre, Le Mont a l'Abbe, Le Mont Cochon)	12,480	12,480	5	2,496	8%
St Saviour	14,820	14,820	6	2,470	6%
	106,800	106,800	46	2,322	
Total:	Population		Members	Ideal Pop Per Rep	
	Total Members		46	negative = over represented Positive = under rep	

9 Electoral Boundaries - Total Eligible Voters

Constituency	Population	Total	Reps	Pop per Rep	Variance
St Brelade	9,380	9,380	5	1,876	2%
St Peter	4,370	9,340	5	1,868	2%
St Ouen	3,480				
St Mary	1,490				
St John	2,490	9,710	5	1,942	6%
St Lawrence	4,650				
Trinity	2,570				
St Clement	7,820	7,820	5	1,564	-15%
Grouville	4,220	7,510	5	1,502	-18%
St Martin	3,290				
St Helier North (Le Bas de la Ville & Le Haut de la Ville)	8,750	8,750	5	1,750	-5%
St Helier Central (Le Bas du Mont au Pretre & Le Rouge Bouillon)	10,600	10,600	5	2,120	15%
St Helier South (Le Haut du Mont au Pretre, Le Mont a l'Abbe, Le Mont Cochon)	9,960	9,960	5	1,992	8%
St Saviour	11,570	11,570	6	1,928	5%
	84,640	84,640	46	1,840	
Total:	Population		Members	Ideal Pop Per Rep	
	Total Members		46		

negative = over rep
positive = under rep

Current Electoral Boundaries - CONSTABLES + DEPUTIES (TOTAL)					
Constituency	Population	Total	Total reps	Pop per rep	Variance
St Brelade 1 (Le Coin & Noirmont)	3,690	11,540	4	2885	11%
St Brelade 2 (La Moye & Les Quennevais)	7,850				
St Peter	5,450	5,450	2	2,725	5%
St Ouen	4,450	4,450	2	2,225	-15%
St Mary	1,990	1,990	2	995	-62%
St John	3,180	1,990	2	1,590	-39%
St Lawrence	5,850	1,990	3	1,950	-25%
Trinity	3,430	1,990	2	1,715	-34%
St Clement	10,060	1,990	3	3,353	29%
Grouville	5,320	1,990	2	2,660	2%
St Martin	4,170	1,990	2	2,085	-20%
St Helier 1 (Le Bas de la Ville & Le Haut de la Ville)	10,920	36,540	11	3322	28%
St Helier 2 (Le Bas du Mont au Pretre & Le Haut du Mont au Pretre)	9,570				
St Helier 3/4 (Le Rouge Bouillon, Le Mont a l'Abbe, Le Mont Cochon)	16,050				
St Saviour 1 (La Petite Longueville)	5,560	14,820	6	2470	-5%
St Saviour 2 (Sous L'Eglise)	5,300				
St Saviour 3 (Grande Longueville, Pigneaux, Maufant, Sousa La Hougue)	3,960				
	106,800		41	2,605	
Total:	Population		Members	Ideal Pop Per Rep	
	Total Members		41		

negative = over rep
positive = under rep

Current Electoral Boundaries - CONSTABLES & DEPUTIES

Constituency	Population	Deputies	Constables	Pop per rep	Variance
St Brelade 1 (Le Coin & Noirmont)	3,690	1	0.5	2,460.0	-6%
St Brelade 2 (La Moye & Les Quennevais)	7,850	2	0.5	3,140.0	20%
St Peter	5,450	1	1	2,725.0	5%
St Ouen	4,450	1	1	2,225.0	-15%
St Mary	1,990	1	1	995.0	-62%
St John	3,180	1	1	1,590.0	-39%
St Lawrence	5,850	2	1	1,950.0	-25%
Trinity	3,430	1	1	1,715.0	-34%
St Clement	10,060	2	1	3,353.3	29%
Grouville	5,320	1	1	2,660.0	2%
St Martin	4,170	1	1	2,085.0	-20%
St Helier 1 (Le Bas de la Ville & Le Haut de la Ville)	10,920	3	0.33	3,279.3	26%
St Helier 2 (Le Bas du Mont au Pretre & Le Haut du Mont au Pretre)	9,570	3	0.33	2,873.87	10%
St Helier 3/4 (Le Rouge Bouillon, Le Mont a l'Abbe, Le Mont Cochon)	16,050	4	0.33	3,706.70	42%
St Saviour 1 (La Petite Longueville)	5,560	2	0.33	2,386.3	-8%
St Saviour 2 (Sous L'Eglise)	5,300	2	0.33	2,274.68	-13%
St Saviour 3 (Grande Longueville, Pigneaux, Maufant, Sousa La Hougue)	3,960	1	0.33	2,977.44	14%
	106,800	29	12	2,606	
Total:	Population		Members	Ideal Pop Per Rep	
	Total Members		41		

negative = over rep
positive = under rep

Current Electoral Boundaries - CONSTABLES					
Constituency	Population	Total	Constables	Pop per rep	Variance
St Brelade 1 (Le Coin & Noirmont)	3,690	11,540	1	11540	30%
St Brelade 2 (La Moye & Les Quennevais)	7,850				
St Peter	5,450	5,450	1	5,450	-39%
St Ouen	4,450	4,450	1	4,450	-50%
St Mary	1,990	1,990	1	1,990	-78%
St John	3,180	1,990	1	3,180	-64%
St Lawrence	5,850	1,990	1	5,850	-34%
Trinity	3,430	1,990	1	3,430	-61%
St Clement	10,060	1,990	1	10,060	13%
Grouville	5,320	1,990	1	5,320	-40%
St Martin	4,170	1,990	1	4,170	-53%
St Helier 1 (Le Bas de la Ville & Le Haut de la Ville)	10,920	36,540	1	36540	311%
St Helier 2 (Le Bas du Mont au Pretre & Le Haut du Mont au Pretre)	9,570				
St Helier 3/4 (Le Rouge Bouillon, Le Mont a l'Abbe, Le Mont Cochon)	16,050				
St Saviour 1 (La Petite Longueville)	5,560	14,820	1	14820	67%
St Saviour 2 (Sous L'Eglise)	5,300				
St Saviour 3 (Grande Longueville, Pigneaux, Maufant, Sousa La Hougue)	3,960				
	106,800		12	8,900	
Total:	Population		Members	Ideal Pop Per Rep	
	Total Members		12		

negative = over rep
positive = under rep

Current Electoral Boundaries - Total Population - DEPUTIES

Constituency	Population	Deps	Pop per Dep	Variance
St Brelade 1 (Le Coin & Noirmont)	3,690	1	3,690	0%
St Brelade 2 (La Moye & Les Quennevais)	7,850	2	3,925	7%
St Peter	5,450	1	5,450	48%
St Ouen	4,450	1	4,450	21%
St Mary	1,990	1	1,990	-46%
St John	3,180	1	3,180	-14%
St Lawrence	5,850	2	2,925	-21%
Trinity	3,430	1	3,430	-7%
St Clement	10,060	2	5,030	37%
Grouville	5,320	1	5,320	44%
St Martin	4,170	1	4,170	13%
St Helier 1 (Le Bas de la Ville & Le Haut de la Ville)	10,920	3	3,640	-1%
St Helier 2 (Le Bas du Mont au Pretre & Le Haut du Mont au Pretre)	9,570	3	3,190	-13%
St Helier 3/4 (Le Rouge Bouillon, Le Mont a l'Abbe, Le Mont Cochon)	16,050	4	4,013	9%
St Saviour 1 (La Petite Longueville)	5,560	2	2,780	-25%
St Saviour 2 (Sous L'Eglise)	5,300	2	2,650	-28%
St Saviour 3 (Grande Longueville, Pigneaux, Maufant, Sousa La Hougue)	3,960	1	3,960	8%
	106,800	29	3,683	
Total:	Population	Members	Ideal Pop Per Rep	
	Total Members	29		

negative = over rep
positive = under rep

Population Statistics – Source: Statistics Jersey

These numbers are an uprating of the vingtaine population in 2011, and of the estimate of the eligible voters in 2011, by the overall change in population from 2011 to end 2018.

This assumes the population size and structure within every vingtaine is increasing at the same rate, which is possibly not likely.

More accurate data will not be available until the next census.

Vingtaine	Estimated vingtaine population at end 2018 (vingtaine population in 2011 * 2011 total population size / end 2018 total population estimate)		Estimated eligible voters at end 2018 (estimate of vingtaine eligible voters in 2011 * 2011 total population size / end 2018 estimate total population)
Grouville - La Rocque	960	5,320	780
Grouville - La Rue	460		340
Grouville - Les Marais	3,180		2,520
Grouville - Longueville	720		580
St. Brelade - La Moye	2,230	11,540	1,770
St. Brelade - Le Coin	1,070		880
St. Brelade - Les Quennevais	5,620		4,580
St. Brelade - Noirmont	2,620		2,150
St. Clement - La Grande Vingtaine	2,480	10,060	1,830
St. Clement - Le Rocquier	740		600
St. Clement - Samares	6,840		5,390
St. Helier - Le Bas de la Ville	1,200	36,540	920
St. Helier - Le Bas du Mont au Pretre	6,470		5,330

St. Helier - Le Haut de la Ville	9,720		7,830
St. Helier - Le Haut du Mont au Pretre	3,100		2,410
St. Helier - Le Mont a l'Abbe	7,160		5,740
St. Helier - Le Mont Cochon	2,220		1,810
St. Helier - Le Rouge Bouillon	6,670		5,270
St. John - Herupe	890		670
St. John - Le Douet	830		660
St. John - Le Nord	1,460	3,180	1,160
St. Lawrence - le Bas de la Vallee	2,110		1,700
St. Lawrence - Le Coin Hatain	520		390
St. Lawrence - Le Coin Motier	700		560
St. Lawrence - Le Coin Tourgis Nord	550		430
St. Lawrence - Le Coin Tourgis Sud	340		280
St. Lawrence - Le Haut de la Vallee	1,630	5,850	1,290
St. Martin - Faldouet	1,220		970
St. Martin - La Queruee	1,170		910
St. Martin - Le Fife de La Reine	390		310
St. Martin - l'Eglise	680		530
St. Martin - Rozel	710	4,170	570
St. Mary - Le Nord	630		470
St. Mary - Le Sud	1,360	1,990	1,020
St. Ouen - Cueillette de Grantez	560		430
St. Ouen - Cueillette de Leoville	1,520		1,220
St. Ouen - Cueillette de Millais	1,000		770
St. Ouen - Cueillette de Vinchelez	480		370
St. Ouen - La Grande Cueillette	630	4,450	500

St. Ouen - La Petite Cueillette	260		190
St. Peter - La Grande Vingtaine	940	5,450	710
St. Peter - Le Coin Varin	340		260
St. Peter - Le Douet	1,540		1,260
St. Peter - Les Augerez	510		400
St. Peter - St Nicholas	2,120		1,740
St. Saviour - La Petite Longueville	5,560		14,820
St. Saviour - Le Grande Longueville	520	330	
St. Saviour - Les Pigneaux	1,810	1,400	
St. Saviour - Maufant	1,220	970	
St. Saviour - Sous la Hougue	410	310	
St. Saviour - Sous l'Eglise	5,300	4,170	
Trinity - La Croiserie	310	3,430	230
Trinity - La Ville a l'Eveque	750		580
Trinity - Le Rondin	770		590
Trinity - Les Augres	720		530
Trinity - Rozel	880		640
<u>TOTAL</u>	<u>106,800</u>		<u>84,640</u>